# YOUTH IN DEVELOPMENT
## FROM POLICY TO PRACTICE

Promoting development *with* and *by* young people – not just *for* young people – has never been more acutely needed. The world is currently home to the largest generation of youth ever, most of whom live in developing countries. Young people constitute an enormous development potential, and meaningful inclusion of youth is key to achieving the Sustainable Development Goals. However, development practitioners are often faced with the difficult task of *how* to incorporate youth into programmes, instruments and day-to-day activities; how to move from policy to practice.

These pages contain programme management tools and guidance notes for increased youth mainstreaming. The tools and guidance notes are developed by the Danish Ministry of Foreign Affairs (MFA) to be used as **inspiration** when designing, implementing and evaluating development engagements.

The tools and guidance notes are:

- Developed for Danida practitioners at HQ, programme staff at embassies, strategic CSO partners, implementing partners and consultants
- Based on document review, interviews and field work with selected Danish development engagements in Ethiopia, Mali and Uganda from September to October 2018, and a stakeholder workshop in Copenhagen in December 2018
- Designed as stand-alone tools and notes rather than chapters in a comprehensive handbook
- Designed to align with the Danish Aid Management Guidelines (AMG).

*Please note that the tools and guidance notes shown on these pages are non-exhaustive and do not cover all development aspects related to youth. The documents are living documents and will be updated and gradually expanded. Please also note that the MFA does not accept responsibility for the content of the external documents referred to.*

**Structure**
The tools and guidance notes are grouped into three categories:

1. **Justification and definition**
- **Why youth?** Overall justification of an increased youth focus in Danish development cooperation and humanitarian actions
- **Youthhood** – **defining youth** presents a conceptualisation of the heterogeneity and diversity of youth as well as practical tools for defining a youth target group.

2. **Programme management tools**
- **Youth situational analysis** provides guidance on how to integrate a youth lens into the context analysis conducted as part of programme formulation
- **Youth indicators** provide a sample of standard outcome indicators for transformative youth development
- **Youth engagement by embassies** provides guidance and inspiration for enhancing the youth focus in existing programmes and development engagements by presenting a list of initiatives to engage actively with youth in existing programmes
- **Youth sounding boards** are a way of engaging actively with youth in programme formulation, implementation, monitoring and evaluation to get guidance and concrete inspiration for implementation.

3. **Sector-specific thematic guidance**
Consists of four separate guidance notes on the four strategic priority areas:

- Governance
- Growth & employment
- Social sectors
- Peace & security.
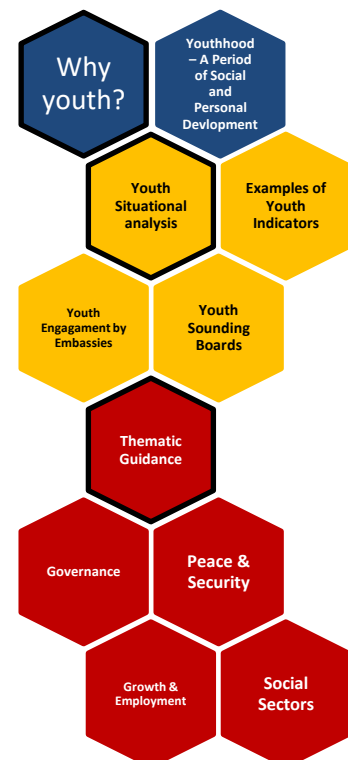
Specifically for guidance notes: Each guidance note contains a narrative on the relevance of a sector-specific youth focus, a generic meta-level *theory of change* illustrating the key features and causalities within a results chain for youth engagement and a *youth assessment tool,* which describes some of the common and overall hindering and enabling factors for youth engagement in the specific sector. In addition, each note contains a list of guiding questions to include in the youth-focused context analysis as well as a list of references for further reading.

**Contact**

If you have questions or ideas for additional tools, please contact the Ministry of Foreign Affairs' Global Youth Advisor, Thomas Rudebeck Eilertzen ([thorei@um.dk](mailto:thorei@um.dk)).

# WHY YOUTH?
## JUSTIFICATION

There are normative as well as operational reasons for focusing on youth. On the normative side, young people have the **right** to be heard, participate in and have influence on local, national and global development. They are the ones who will be living with the consequences of the political decisions made today; and it is only by engaging and working with them that the international community will be able to achieve peace, security, justice and sustainable development for all and thus live up to the principle of leaving no one behind.

In addition to the normative/rights perspective, the following three factors provide practical/operational justification for mainstreaming focus on youth in Danish development cooperation and humanitarian actions:
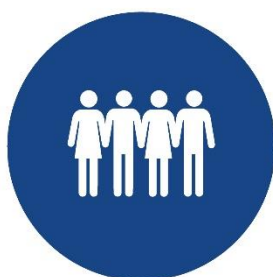


**MOST SIGNIFICANT SCALE**
- YOUTH ARE THE MANY!

**HIGHEST SPEED AND AGILITY**
- YOUTH ARE HOPEFUL, ENERGETIC, INNOVATIVE AND CHANGE-ORIENTED!

**STRONGEST LONG-TERM OUTCOME**
- YOUTH ARE FUTURE AGENTS OF CHANGE!

International agencies are increasingly recognising young people as vital partners in development and acknowledging that youth play an important and positive role in the realisation of sustainable development, prevention of crises and advancement of peace. The appointment of a special UN Envoy on Youth[1], the UN Youth Strategy[2] (2018) and the position of youth development and **youth** engagement as cross-cutting issues in the 2030 Agenda for Sustainable Development[3] testify to this.

Denmark recognises youth as a vital and positive resource in development, and youth features prominently in the Danish strategy development cooperation and humanitarian action, The World 2030 (see text box below). Only if we work *with* and *by* youth, supporting the empowerment of young people and concurrently promoting a conducive environment for youth participation, influence and leadership, can we unleash the demographic dividend to promote a sustainable development outcome in the form of growth and security in the world. In Africa alone, the total population is expected to double by 2050, which will create a potential demographic dividend once fertility rates drop and more people enter the working age. If not met, however, the accompanying and increasing demands for employment opportunities, influence on political processes etc. might cause young people to become part of the problem rather than the solution to developmental challenges.

> "The world's **young people** are our future. The world is home to the largest generation of **young people** ever, an estimated 1.8 billion **young people**, of which more than three in four are living in developing countries. **Young people** represent a huge resource and valuable democratic agents of change as entrepreneurs and as active citizens. On the other hand, **young people** can also, if they are not given opportunities, if their resources are not brought into play and if they are not consulted, become a source of instability and conflict, and in the very worst case they may be susceptible to radicalisation and extreme agendas.
>
> **Young people** must be given the opportunity to enhance their participation and influence in society as involved, committed and equal actors with the ability and opportunity to take development into their own hands. It is also vital to engage **young people** in order to raise the level of education and health, combat HIV/AIDS and limit population growth with respect for human rights, including through contraception and sexual and reproductive rights and health. It is a matter of development of and with **young people**, not merely for **young people**".
>
> The World 2030

# 1. MOST SIGNIFICANT SCALE

The world is home to the largest generation of young people ever. With an estimated 1.8 billion young people, more than three in four of who live in developing countries, the scale alone justifies a particular focus and emphasis on youth when designing development interventions.[4]

In 2015, the number of youth (aged 15-24 years) was 718 million in Asia and 226 million in Africa. Whereas the youth population in Asia is expected to decline slightly over the coming decades, it will increase significantly in Africa due to the continent's high fertility rates[5]. Most Danida partner countries have a demographic profile where large parts of the populations are young and where youth populations continue to grow. In Mali for example, 66.9% of the population is between the ages of 0 and 24 years, and in Uganda, the corresponding figure is 68.9%.

With a large number of young people in Asia and a fast-growing number of younger people in Africa[7], there will be an increased demand for jobs, health services, education, etc. as well as a growing need to ensure that young people reach their full productive potential, become active citizens and contribute to socioeconomic development.

According to the United Nations Population Fund (UNFPA), the countries with the greatest demographic opportunity for development are those entering a period in which the working-age population has good health, quality education, decent employment and a lower proportion of young dependents. If this demographic dividend is unleashed in developing regions of the world, the national economic payoff can be substantial.[8]

# 2. HIGHEST SPEED AND AGILITY

The discourse on youth in developing countries too often tends to be negative, portraying young people as idle, irresponsible troublemakers. Such images have an adverse and stigmatising effect on many young people, who become frustrated and feel marginalised from the decisions concerning their current and future lives.

In fact, young people represent a highly diverse group with great potential. It is important to understand youthhood as the transitional phase from childhood to adulthood, where young people undergo a transformation of intense physiological, psychological, social and economic change to gradually become recognised – and recognise themselves – as adults.

As individuals, young people have different aspirations and are provided different opportunities, but in general, youth constitutes an important target group for development engagements and humanitarian actions. Young people are important not only because of their numbers, but because they possess an excess of time and energy, as well as essential skills such as flexibility and innovation. In addition, they are more change-oriented and risk-averse than the adult population.

# 3. STRONGEST LONG-TERM OUTCOME

Youthhood [link to Youthhood – defining youth] is an important stage in life for building skills, good health, civic engagement etc. that allows young people to escape poverty, lead better and more fulfilling lives and contribute to accelerating growth and democratic development. Young people's capacity to learn is much greater than that of older people. Therefore, missed opportunities to acquire skills, good health habits and the desire to engage in the community and society can be extremely costly to remedy.

Human capital outcomes of young people also affect those of their children. Educated parents have fewer, healthier and better-educated children. The fact that, especially in the low-income regions of South Asia and Sub-Saharan

Africa, immunisation rates are higher among families where mothers have secondary education,  demonstrates the causal link between education and health. These intergenerational effects lift families out of  poverty over the long term.[9]

One common narrative often encountered when working with youth is the notion that if 50% of a population in a country consists of young people, development interventions – e.g. growth and employment programmes – in that country per definition target young people. According to this narrative, there is no reason to target young people specifically. In contrast, the Danish approach to youth believes that young people are among the most marginalised in developing countries and in need of special attention. That means that young people have a relatively harder time gaining employment, obtaining a regular income, access to land, gaining voice in political processes, retaining sexual and reproductive rights etc. In terms of programming, this translates into a need to target this marginalised group specifically as part of design, implementation and evaluation processes; to contemplate whether a given programme or project sufficiently considers and includes the large groups of youth and make potential changes accordingly.

[1] *Danida: FN's ungeudsending i København: "Verdensmålene kan kun indfries hvis unge bliver en del af løsningen" (December 2018)*
[2] *Youth 2030 – Working with and for young people (2018)*
[3] *Youth-related targets are under several Sustainable Development Goals (SDGs) and are interrelated*
[4] *UNFPA, State of the World Population (2014), brief overview on adolescent and youth demographics. Please note that of the 1.8 billion youth, 1.2 billion are    between 15-24 years of age*
[5] *UNDES, Population facts*
[6] *CIA, World Fact Book*
[7] *According to UNFPA the total youth population is not expected to increase considerably in the coming decades, provided that global birth rates continues to decline*
[8] *UNFPA, website on the demographic dividend*
[9] *UNFPA, The Case for Investing in Young People as part of a National Poverty Reduction Strategy*

# YOUTHHOOD – A PERIOD OF PERSONAL AND SOCIAL DEVELOPMENT

## DEFINITION

### DEFINING YOUTH

**"All the diversity in the world you find reflected in youth"** [1]. The focus on youth in development calls for a deeper understanding of the **diversity of youth**. Youth is far from a homogeneous group; it is characterised by a number of interlinked and context-specific factors. It is therefore important when planning any development initiative with or by youth to understand the complexity and diversity of youth, their particular characteristics and the challenges they face. The following sections provide an introduction to understanding the diversity of youth.

The **physical age** of youth is usually categorised to be between 15 to 35 years, sometimes younger and/or older. Different donor agencies operate with different age spans for youth: the UN categorises youth as ranging from 15 to 24, but different UN agencies often operate with slightly different age ranges; for USAID it is 10-29 and for DFID it is 10-24.

Contrary to many other donor agencies, Danida does not operate with a fixed age range definition for youth, but aligns to the national or regional definitions applied by partner institutions in specific countries. The age range of youth will thus differ from country to country. Should the country definition be considered inappropriate (e.g. due to a very broad age range including youth above the age of 35), the regional definition can be followed.

Furthermore, it may often be necessary to sub-divide the officially applied youth age span to better understand the specific characteristics and challenges faced by a very young person or a person at the end of the youthhood age span.

"*Youth is best understood as a period of transition from the dependence of childhood to adulthood's independence and awareness of our interdependence as members of a community. Youth is a more fluid category than a fixed age-group.*" [2]

The age categories provided below are indicative of the different age spans youth can be divided into. The exact categorisation varies in different socioeconomic and cultural contexts, including urban/rural and gender factors. Each age span is characterised by different developmental capabilities, in particular related to cognitive thinking capacity, personal responsibilities and other social factors such as traditions for age of marriage, which are seen differently in the different contexts. [3]

The following age model is adopted from USAID's Youth Policy:

| Early Adolescence (10-14 yrs) | Adolescence (15-19 yrs) | Emerging Adulthood (20-24 yrs) | Transition into Adulthood (25-29 yrs) | Adulthood (30+ yrs) |
|---|---|---|---|---|

*Early adolescence* (10-14 years) is a transition from childhood and involves the onset of puberty. *Adolescence* (15-19 years) is often a critical age in terms of finalising education and entering the labour market. *Emerging adulthood* (20-24 years) is when youth typically establish themselves independently from parents, which makes livelihood and self-reliance increasingly important. The *transition into adulthood* (25-29 years) is characterised by forming families and raising

children, and *adulthood* (30+ years), is the phase when also increased civic engagement and extended access to land, property and income opportunities are important parameters. Consequently, "*youth is a life stage, one that is not finite or linear.*"[4]

To further add to the complexity, youth within the same physical age segments is a heterogenic group characterised by a number of **socioeconomic dichotomies** – urban/rural, educated/non-educated, employed/not  employed – all factors that influence the young person's ability to engage in and benefit from development  initiatives and take part in decision-making processes.

In many countries, youth is often constrained by traditions or socio-cultural barriers. It is important to understand the complex medley of different factors that influence what can be designated as the **social age** of a person. Geographical and ethnic belonging, gender and family situation, level of education and access to  social and health services, knowledge of rights, financial independence as well as complex social hierarchies and   family structures play a determining role in terms of defining whether a person is young or not.[5] Youth is therefore often not only a question of physical age, but is also defined by the level of independence/dependence, of being  productive and having financial or family responsibility (marriage and children) or not, as well as the individual's place within the family hierarchical structure and lineage.

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**PHYSICAL OR SOCIAL AGE**

Preventive health care initiatives targeted to youth in Uganda define the target group according to the official age segment of  youth, i.e. 15-35 years. However, girls as young as 10-12 years may have begun menstruating and are therefore an important part  of the primary target group for SRHR information programmes.[6]

In Mali and other societies where large, polygamous families are common, the individual's place in the family hierarchy may count  more than the physical age.  This means that one's own children may be older than one's youngest siblings – or in other words, the  niece or nephew may be older (physical age) than the aunt or uncle. But when it comes to family status, heritage and authority,   the social age often overrules the physical age.[7]

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# DEFINING A TARGET GROUP OF YOUTH

An important  first step in including  youth as a priority when  designing  and  formulating  a  country/thematic programme and development engagement (DE) is to **define the targeted youth population** based on a contextual understanding.

The issues below support the identification and description of key demographic and socioeconomic characteristics of youth. This information will allow for a sharper and more precise targeting of youth in the engagements.

**Key issues of demographic and socioeconomic features:**

- Age range (determined on the basis of country context and/or scope of the specific programme or development engagement)
- Gender (male/female/sexual minorities)
- Geographical location (urban/peri-urban/rural)
- Educational status; in school or out of school, including literacy level (high, medium, low)
- Employment status; employed full-time or part-time, in petty trade, unemployed or inactive
- Health status; any specific health-related issues such as young people living with HIV/AIDS, disabilities etc.
- Dependents; either own children or younger siblings (if head of a household)
- Victims of violence or abuse, conflict or recent natural disaster (e.g. flood, draught, earthquake)
- Other (e.g. ethnic, sociocultural traditions, religion)
- Volunteer engagement and participation in youth groups and/or community.

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**EXAMPLE: FACEJ, PROMOTION OF YOUNG ENTREPRENEURS**

FACEJ is a development engagement under the Private Sector Development Programme in Mali (2019-2022) that targets the creation of small and medium-sized enterprises run by young men and women. In addition to the physical age of the FACEJ target group, an important challenge was to determine the demographic and socioeconomic characteristics of the FACEJ target group. Considerations included the extent to which FACEJ should: focus on rural, agri-based enterprises vs. urban enterprises with stronger focus on ICT and technology, target entrepreneurs with a minimum literacy and educational level and focus on a particular geographic area.

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# YOUTH – A LEARNING AND TRANSFORMATIVE PERIOD OF LIFE

Youth is a period of maturation and gradual transition from childhood to adulthood, characterised by a particular  disposition for certain  areas of learning, comprising stages of maturation that cannot take place earlier in childhood, nor later in

adulthood. A certain cognitive brain development makes youth particularly sensitive to developing their analytic thinking and understanding more complex and multi-facetted aspects of life. This period is particularly effective in developing insights into citizenship issues and for deepening the sense of community, society and personal responsibility related to the social context at large. Provided that the context allows for it, youthhood is the foundation for a sound, informed and prosperous adulthood. Consequently, **youth represent an interim but important period in a young person's life**.[8]

The emphasis on working *with* and *by* youth rather than only *for* youth is an imperative in the sense that youth – and humans in general – learn better when they are active and engaged instead of being passive listeners and observers. Unfortunately, the latter tends to be the case in much programming targeting youth.

When examining what it takes for youth in terms of building the knowledge and skills that allow them to take leadership, the issue of life skills and soft skills is instrumental. Equipping young people with technical skills and vocational education and training is often not sufficient. Technical skills are concrete capabilities linked to an area of work, such as the formal competence to steer an excavator, whereas soft skills and life skills are personal, psychological and social merits that guide a young person's agency and his/her ability to navigate smartly and position themselves, including capitalising on their technical skills. Thus, life and soft skills are instrumental in youth development and should always be considered when designing youth programmes in order to support young people's transformative learning and maturation.[9] Teaching of life/soft skills aims to strengthen young people's resilience and attitude to cope with and respond to changing life conditions with increased capacity and confidence – thereby facilitating a sound transition from childhood to adulthood.

The **five specific areas of youth learning and youth maturation**[11] shown in the matrix below represent soft and life skills relevant for young people to be able to handle changes, challenges and opportunities in everyday life. These areas form the basis for young people to engage actively in development initiatives – as beneficiaries as well as youth leaders. These areas may serve as inspiration for design of programmes in which **youth capacity building** is an important element.

The matrix below is a checklist and can inspire programmes to set targets for young peoples' competence development, capacity building and empowerment and likewise give inputs to developing output indicators.

| AREA OF LEARNING AND DEVELOPMENT | INTENDED YOUTH OUTCOMES |
|---|---|
| **Understanding the context and oneself as a social being** | Ability to analyse and think critically to understand circumstances<br>Rational problem-solving and ability to envision solutions<br>Logical reasoning based on ability to determine one's own skills, weaknesses and strengths<br>Ability to learn from adverse situations and avoid them in the future |
| **Protecting oneself and handling everyday tasks and challenges** | Knowledge and practice of good nutrition and hygiene<br>Ability to independently assess situations and environments<br>Capacity to identify and avoid risky conditions and activities at all costs<br>Ability to learn from adverse situations and avoid them in the future<br>Confidence and sense of self-worth in relation to own physical and mental status |
| **Connecting and becoming a social being** | Ability to empathise with others<br>Interpersonal skills such as ability to build trust, handle conflict, value differences, listen actively and communicate effectively<br>Sense of belonging and membership, i.e. valuing and being valued by others, being a part of a group or a greater whole<br>Ability to network to develop personal and professional relationships |
| **Empowered to drive and lead change processes** | Awareness of how one's personal actions impact the larger communities<br>Sense of responsibility to self and others<br>Awareness of cultural differences among peers and the larger community<br>Sense of purpose and ability to follow the lead of others when appropriate<br>Ability to engage and motivate others |
| **Empowered to manage and optimise work** | Realistic awareness of options for future employment, careers and/or professional development<br>Culmination of professional vocation and opportunity for career advancement<br>Testing and adapting one's ability to engage in working in a particular industry |

[1] Statement made by the UN Youth Envoy at the international seminar on Youth Development – from Policy to Practice in Copenhagen in December 2018
[2] UNESCO
[3] Adopted from USAID Youth Policy (2012), p. 21
[4] Youth in Development, USAID Youth Policy. (2012)
[5] For further details on the complexity of defining age, see Youth Mainstreaming in Developing Planning, Transforming young lives, Commonwealth Secretariat. (2017)
[6] Data collected during field visit in Uganda, October 2018

[7] *Data collected during field visit in Mali, October 2018*

[8] *Youth Development Institute. (2014)*

[9] *"Life skills are defined as psychosocial abilities for adaptive and positive behaviour that enables individuals to deal effectively with the demands and    challenges of everyday life" (UNICEF). Soft skills are the personal attributes, personality traits, inherent social cues and communication abilities needed    for success on the job*

[10] *USAID: "Workforce Connections: Key soft skills that foster workforce success – a consensus across the field". (2015)*

[11] *Five Areas of Youth Development with Related Outcomes and Activities. NCWD for youth. (2016)*

# YOUTH SITUATIONAL ANALYSIS
## PROGRAMME MANAGEMENT TOOL

## PURPOSE

Young people constitute a significant proportion of the population in the developing countries, but their lived lives and living conditions differ widely from the rest of the population. In the process of developing country policy papers and thematic programmes, it is therefore important to employ a proper youth situational analysis to ensure a youth perspective and to gather sufficient information on youth-related issues. For an example of a youth analysis, please refer to USAID's Cross-Sectoral Youth Assessment Situational Analysis for Ethiopia[1].

The MFA Aid Management Guidelines (AMG) templates for the formulation of projects and programmes include a template for context and stakeholder analysis (Annex 1), which includes a brief section dedicated to youth. The youth situational analysis is supplementary to the AMG and should always be accompanied by a detailed context and stakeholder analysis.

## YOUTH PARTICIPATION

A recommended approach to ensuring a youth perspective in the youth situational analysis is to consult and actively involve young people in conducting the analysis. Consultations with a representative group of youth[3] will often be in the form of focus group interviews, but youth involvement can be ensured by engaging existing youth organisations/movements as lead for the analysis or by including graduate students or members of youth advisory/sounding boards in the expert team conducting the analysis.

Youth consultation and involvement will, among other things, facilitate:

- Inter-generational dialogue and learning, bridging gaps between different generations' assessment of priorities
- Youth perspectives being included in analysis and validation of findings
- Empowerment/capacity building of youth who will acquire new skills and an improved understanding of their own context.

## PERSPECTIVES SUPPORTING A YOUTH SITUATIONAL ANALYSIS

The following format represents a non-exhaustive list of questions which can help establish a contextual understanding of the national policy framework for youth and the main needs, priorities and perspectives of youth. Please note that the questions are for inspiration only – they will need to be contextualised and possibly rephrased to enable young people to take active part or lead in the analysis.

Prior to conducting a youth situational analysis, it is appropriate to explore the opportunity of a joint donor analysis, as other donor agencies (e.g. EU, USAID and World Bank [2]) may be conducting similar analyses.

The questions below should be combined with questions for a more detailed thematic youth situational analysis under the thematic areas: Growth and employment, Governance, Social sectors, and Peace and security
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## 1. NATIONAL POLICY FRAMEWORKS
**Information based on desk studies and key informants. Key informants can, for example, be found in ministries or other authorities working with youth issues, youth councils and larger youth-led organisations.**

What is the national age span for youth?

What are the most relevant government institutions for youth?

How is youth generally viewed in society (e.g. as an opportunity, a challenge or a threat)?

Has a national youth assessment been conducted recently? If yes, what are the main findings relevant to the embassy's engagements?

Is there a National Youth Policy[2]? If yes, how was it developed and how effective is it?

Are there any other laws, policies or action plans of particular relevance to youth, and what structures exist to implement/enforce these laws, policies and/or plans?

What are the main national youth platforms? Are they regarded as representative of youth and as legitimate entities; i.e. do they have a democratic structure, are they open to diversity and do they have regional/local representation?

Are any larger youth programmes currently being implemented by government or donor agencies? If yes, what are the main areas/targets of relevance to the embassy's engagements?

## 2. NEEDS, PRIORITIES AND PERSPECTIVES
**Information based on focus group interviews with youth**

### GENERAL
Who is regarded as youth in your specific country/geographical area; i.e. what unifies/diversifies youth?

What are your dreams and aspirations?

What key challenges do you face in daily life?

What do you think are the root causes of dissatisfaction amongst some youth?

Do you generally have a positive sense of identity and a positive attitude towards your future prospects?

### EDUCATION AND LIVELIHOODS
What opportunities are there for you to get an education/develop skills/earn money?

What challenges, if any, do you face to get an education/develop skills/earn money?

What influences (positively or negatively) your abilities to realise your aspirations within education and the labour market (probe participants to consider influencers from micro level (peers, family members etc.) to community level influences and the broader macro-level structures and systems.

### HEALTH:
What influences your abilities to be healthy (e.g., risky personal decision-making, peer pressure, availability/lack of family support, availability/lack of health facilities, medications, youth friendly services etc.)?

### CIVIC ENGAGEMENT:
What are the main youth led organisations in your area?

What opportunities exist at the community level for you to engage in civic activities (e.g., youth forums or advisory councils)?

What opportunities exist at the national level (e.g., national youth policies, youth parliamentarians.)?

What influences (positively or negatively) your abilities to engage in youth organisations/civic activities?

How do young people access information (e.g. via radio, newspaper, TV, internet or other sources)?

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[1] The report contains detailed information on the methodology and the protocol for focus group interviews and key informant interviews (annex 3-7 pp. 48 -75).

[2] The World Bank conducts "Systematic Country Diagnostics" ahead of their overall country programming. These should be done with stakeholders and identify what are the overall development challenges for the specific country. These are good opportunities to apply a joint youth context analysis.

[3] Approximately 50% of countries worldwide have a national youth policy. Analysis of a wide range of youth policies can be found here. In addition, short factsheets (2013) on the situation of youth policies and youth participation in decision-making in 198 countries can be found here.

[4] Representativeness can be achieved by consulting a sample of young people (with an equal composition in terms of gender, age, social situation, etc.) within the specific thematic and/or geographical areas of action covered by the country policy paper/thematic programme.

# EXAMPLES OF
# YOUTH INDICATORS
## PROGRAMME MANAGEMENT TOOL

## PURPOSE

Donor agencies are increasingly focusing on youth. Yet only very limited data on the outcomes of youth programming i s available, so the identification of the most effective forms of youth (mainstreamed or targeted) intervention is therefore often challenging. The ability to document and learn from the specific outcomes for young people is largely dependent on the design of the results framework, particularly the presence of indicators measuring specific progress related to youth.

## YOUTH-RELATED INDICATORS

There are no standard indicators for measuring young people's development. According to the UN Youth Strategy, the UN will strengthen its knowledge production and management systems in the coming years by creating a comprehensive data tool for monitoring global, regional and national progress in young people's development, using the Sustainable Development Goals, the World Programme of Action for Youth (WPAY) and other indicator frameworks with continued efforts to expand the availability of disaggregated data.

With result frameworks designed to capture disaggregated data on youth, the embassies (and other development actors) will be able to measure and document progress relevant to youth and strengthen their youth approach and their ability to develop effective youth programmes.

Below is a small sample of **outcome indicators** aimed at measuring youth development within the four key thematic areas of the World 2030 Strategy of the Danish Ministry of Foreign Affairs (MFA). Please note that the indicators serve as inspiration only and must be adapted to the specific country context as well as the scope of the specific programme or development engagement.

Generally, the outcome indicators are phrased so that they focus specifically on youth, but most indicators are of a general nature and can be applied in interventions that have a mainstreamed approach to youth. Some of the indicators are copied from the SDG framework, and others are inspired by UN organisations, institutional donors or larger CSOs. Some indicators are based on data that in most cases can be extracted from existing national statistical data and surveys, whereas the perception/experience-based indicators[2] require (context and target group) specific surveys and baselines; preferably managed/collected by the youth themselves.

In case of indicators requiring specific surveys (including baseline survey), there are resource implications which should be budgeted as part of the implementation[3]. Nevertheless, such an endeavour may yield the most relevant data and learning on youth development.

Please note that it is simpler to develop youth-related output indicators measuring for example the number of young people involved in/completing a specific activity or number of young people gaining specific skills. Inspirational examples of (mainly) output indicators on youth engagement can be found on the USAID-funded website YouthPower.

| THEMATIC AREA | EXAMPLES OF OUTCOME INDICATORS |
|---|---|
| **Growth and employment** | Average income of youth (by gender/age)<br>Proportion of youth (by gender/age) dependent on assistance from family<br><br>Proportion of population (by gender/age) in education, employment or training (SDG-indicator: 8.6.1)<br><br>Proportion of youth (by gender/age) who experience that they have adequate livelihood/employment opportunities<br><br>Proportion of youth (by gender/age) generating surplus from livelihood activities/small-scale enterprises<br><br>Proportion of population (by gender/age*) with an account in a bank or other financial institution or with a mobile money service provider. (SDG-indicator: 8.10.2)<br><br>Proportion of youth (by gender/age*) who experience that they have adequate access to credit<br><br>*Typically, youth above the age of 18* |
| **Governance** | Proportion of women (by age) in managerial positions (SDG-indicator: 5.5.2)<br><br>Proportion of population (by gender/age) who experience that local/national/ international decision-making is inclusive and responsive to youth (SDG-indicator: 16.7.2)<br><br>Proportion of youth (by gender/age) who experience that they can freely and confidently express their voice and hold government and duty bearers accountable<br><br><br>Existence of voter education/youth policy/youth quotas in decision-making bodies<br>Proportion of youth voting regularly in local and national elections<br><br>Number of young people (by gender/age) elected to public office (locally/nationally) |
| **Social sectors (sexual and reproductive health)** | Number of services/facilities with improved youth-responsive characteristics[4]<br><br>Proportion of women of reproductive age (by age) who have their need for family planning satisfied with modern methods (SDG-indicator: 3.7.1)<br><br>Proportion of women (by age) who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care (SDG-indicator: 5.6.1)<br><br>Existence of laws and regulations that guarantee full and equal access for women and men aged 15 years and older to sexual and reproductive health care, information and education (SDG-indicator: 5.6.2)<br><br>Proportion of youth (by gender/age) with comprehensive, correct knowledge of HIV/AIDS and other STDs<br><br>Proportion of youth (by gender/age) who experience that health services (including sexual reproductive health services) are accessible and youth-friendly<br><br><br>Percentage of youth population (by gender/age) achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills (SDG-indicator: 4.6.1)<br><br>Proportion of youth (by gender/age) with an academic or technical qualification |

| Peace and security | Proportion of youth (by gender/age) understanding and being able to reflect on patterns of conflict and peace mechanisms in their district/region |
| --- | --- |
| | Proportion of youth (by gender/age) supporting radical groups and/or radical views |
| | Proportion of youth (by gender/age) who believe in youth mobilisation and leadership as a means to peace building |
| | Policies and mechanisms in place to prevent young people from joining armed forces (before the age of 18), and in fragile regions initiatives reducing the incentives for migration |

# FURTHER INSPIRATION

Commonwealth: Youth Development Index. An index of 18 indicators that collectively measure multi-dimensional progress on youth development in 183 countries. It has five domains measuring levels of education, health and well-being, employment and opportunity, political participation and civic participation for young people.

USAID's Positive Youth Development Illustrative Indicators: a list of intermediary indicators to measure youth-related outputs (and to some extent outcomes) within different sectors.

UN Economic and Social Council's Proposed set of indicators for the World Programme of Action for Youth: a list of youth indicators to assist Member States in assessing the situation of youth.

UN Department of Economic and Social Affairs: Measuring youth development through the Sustainable Development Goals (SDGs) and the World Programme of Action for Youth (WPAY). A list of youth indicators.

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[1] *The young people involved in defining indicators can either be selected from the programme area/target group or from the Youth Sounding board if the embassy has formed one*
[2] *Outcome indicators are designed to measure the immediate effect of a programme; therefore, it is important to include qualitative data based on the perceptions and experiences of young people themselves*
[3] *It is possible to reduce resources for youth-specific surveys by extracting a smaller but representative control group of young people whose situation/attitude etc. is measured before, during and after the intervention*
[4] *Youth-responsive characteristics explained in USAIDs PYD Measurement Toolkit (Annex F) p. 103*

# YOUTH ENGAGEMENT BY EMBASSIES

## PROGRAMME MANAGEMENT TOOL

## PURPOSE

In order to align to the strategic priority of working not only for but *with* youth, programmes and development engagements should, when appropriate and feasible, **include support to youth participation and mobilisation**. This involves providing support to and opportunities for young people to be actively engaged; i.e. creating an enabling environment for their participation, building their voice, providing them with leadership skills and enhancing their representation in governance structures.

Please note that the country context, as well as the scope of the specific programme or development engagement, determines the extent to which an explicit youth focus is appropriate and feasible. The Youth Situational Analysis provides guidance to determining the relevance of applying a youth focus in a specific programme or development engagement.

## PROPOSED ACTIONS

The following list of selected youth-focused activities may serve as an inspiration for how to incorporate a youth focus, either directly by an embassy or through an implementing CSO or private consultancy company.

- **Conduct a youth review of youth-related activities within the overall country portfolio.** This will provide information on the scope of the embassy's youth engagement, expected results and available resources and form the basis for a mainstreamed commitment to youth development.

- **Establish a youth sounding board** with a group of youth representatives with whom the embassy can discuss and validate context and programme-related youth issues. A youth sounding board will help strengthen young people's voice and perspective in relation to policy and programme formulation, implementation, monitoring and evaluation, and it will provide a platform for direct and possibly continuous youth consultation. The selection of members for the youth sounding board should carefully consider a diverse and relevant representation of youth.

- **Include youth representatives in context analysis, reviews and evaluations**. This will serve to maintain focus on the overall youth agenda, provide a critical "youth lens" and youth input to the overall exercise, ensure that achievements are assessed from a youth perspective and finally contribute to building young people's agency while also ensuring the validity of data collected.

- **Work with young interns**. Embassies could consider national and/or Danish interns, i.e. university students or recent graduates, who can help promote a youth focus in development programmes and ensure a young perspective and – in the case of the national interns – a local youth voice in relation to implementation and monitoring of programmes.

- **Engage with CSOs that are actively engaged with youth and youth-led organisations (YLOs)**. The Danish CSOs – especially the Danish Youth Council and those holding a Strategic Partnership Agreement with Danida – provide an entry point to youth and YLOs, not only in terms of outreach, but also in terms of access to youth-related knowledge. The embassy could tap into the knowledge and network of the CSOs.

- **Engage in youth-focused policy dialogue**[2] with the aim of influencing change or enforcement of legislation, promotion of youth rights or changes of practices in terms of human resources and youth participation. This may involve international, national or local-level dialogue partners, e.g. government institutions, line ministries, the

national youth council, civil society platforms or organisations, local government institutions, private sector actors.

- **Establish specific "youth windows" in (existing) funding mechanisms** to ensure that youth, including youth organised in minor, less formalised youth organisations or social movements, may access funding. Youth involvement in selection processes can ensure a young perspective and enhanced transparency. However, when engaging informal organisations and networks, it is important to consider the issue of accountability, and it may be necessary to link the funding mechanism to an existing youth organisation or council that can monitor and build the capacity of the young grantees.

- **Promote the idea of national youth delegates to the UN**. Denmark is a pioneer country in appointing youth delegates to the UN and other multilateral forums. Danish embassies can therefore, with significant weight, promote the idea and pave the way for more youth delegates who are able to influence regional and international agendas with a youth perspective. Embassies can also link up with the Danish youth delegates to the UN, who can convey youth-related issues to multilateral forums.

- **Promote networking and coalition building** among YLOs and the wider development or academic world, including funding of selected key events designed and organised with or by youth, as appropriate in the context, and convening linkages to international and national CSOs that are willing to act as mentors for new and small YLOs, helping them build their capacity in areas such as advocacy, management and fundraising. These activities can be incorporated in (existing) CSO support programmes.

# TYPOLOGY OF YOUTH ORGANISATIONS

A young persons' legitimacy is reinforced when tapping into structures where youth are organised and represent a broader and consolidated voice of youth. When promoting youth inclusion and participation, it is important to support and engage with the youths' own organisations.

Youth organisations are broadly defined as *"those social organisations (associations, clubs or movements) that are set up to serve young people and where young people are in charge of the organisational structure and which are democratic, non-governmental and not for profit"*.[3] The specific characteristics of youth organisations will vary from country to country and are influenced by the social, political and economic context, as well as the ethnic composition and historical legacy of the country.

The **most common types of youth organisations** are listed below. A mapping of youth organisations, undertaken as part of the Youth Situational Analysis, may help identify the most relevant actors and potential partner organisations, as well as the impartiality and legitimacy in terms of a genuine constituency of these organisations.

| | |
|---|---|
| **Local youth groups** | Often informal groups where the members are young people from the local area, brought together by a common social, cultural, political or economic interest. Examples are expressive purposes (sport, music, theatre, art, hobby clubs); youth per se (youth groups, clubs); the common good as the unifying principle (environmental, peace groups); deliberative (political party, citizen assemblies); and religious and/or ethnic organisations.[4] |
| **Youth movements** | Social movements are loosely organised groups with a common course and value-based goals, often mobilised as a reaction against or in favour of something as a campaign. Social movements are often short-lived and may dissolve once the goal is reached or abandoned. Examples of social movements are often found around issues related to human rights, women's rights, LGBTI rights, environmental/climate and land issues, students, consumers or other interest groups. |
| **Youth organisations (YLO)** | Youth-led organisations are established, controlled and led by young people, often on a voluntary basis. The YLOs normally have an age limit for membership, ensuring that they truly represent young people. Examples are student organisations, party political youth organisations, Red Cross Youth, issue-based youth foundations etc. that are all characterised by a self-defined agenda, purpose and rules. |
| **Youth-oriented organisations and youth-focused networks, associations and coalitions** | CSOs, networks, associations and coalitions which operate with a particular focus on youth and youth-related issues. Examples are national and international organisations and networks working with for example SRHR, early marriage and pregnancy, youth empowerment, entrepreneurship etc. |

| | |
|---|---|
| **National youth councils** | National youth councils exist in most countries, but their characteristics and legitimacy vary substantially. In some countries, the national youth council functions as an important intermediary that provides assistance to youth and ensures meaningful youth participation in political decision-making processes. In other countries, the youth councils have strong links to the ruling party and act as a mobilisation vehicle for political parties. Thus, the presence of functioning internal democratic structures, broad inclusion and representativeness of youth and political autonomy are key characteristics of legitimate youth councils. |

# FURTHER READING AND INSPIRATION ON YOUTH ENGAGEMENT

- Youth Participation in Development – A Guide for Development Agencies and Policy Makers by DFID, 2010
- Meaningful youth engagement by USAID
- Networked Toolbox, tools for facilitating (youth-led) participatory processes by Action Aid
- Global Platforms by Action Aid
- A youth participation best practice toolkit. Part 1 and 2, Lotte Ladegaard for Save the Children, June 2016
- Youth Delegate Programme (Danish Youth Council)

[1] Among the Strategic Partners (2018 – 2021) especially Sex & Samfund, PlanBørnefonden, Red Barnet, MS ActionAid and Oxfam IBIS have as strong a focus on youth as change agents, entrepreneurs and active citizens.

[2] Interviews with MFA staff in Copenhagen and at selected embassies in September-October 2018 called attention to the fact that policy dialogue is less prominent than previously, due to the changes in the overall aid architecture. It is, however, considered a very important instrument in promoting youth policies and influencing the national, political context and enhancing an enabling environment for youth in terms of adherence to international conventions, national legislation and practice.

[3] Study of the Social Value of Youth Organisations, European Youth Forum, 2016, 13 Appendix: Definition of a youth organisation, p.64

[4] Ibid., p.8

# YOUTH–FOCUSED POLICY DIALOGUE

## PURPOSE

Danish embassies continuously engage in various forms of policy dialogue with multiple stakeholders related to overall political issues as well as more programme-specific policy dialogue. Policy dialogue is an important instrument in promoting youth policies, influencing the national political context and enhancing an enabling environment for youth in terms of adherence to international conventions, national legislation and practice.

## YOUTH-FOCUSED POLICY DIALOGUE

**Policy dialogue** is an open and inclusive exchange between development partners aiming at influencing policy processes, implementation and monitoring of results. The initiative to start a policy dialogue lies with the part who wants to change or obtain something.

When it comes to **youth-focused policy dialogue**, the goal may be to influence legislation, law enforcement, promotion of youth rights or changes of practices in terms of human resources, youth involvement etc. – depending on the level of policy dialogue (international, national, local or programmatic). Clarification of which potential dialogue partners are the most relevant to obtain the goal is important. Depending on the sector-specific focus of the programmes, government institutions, including line ministries, national youth council, civil society platforms or organisations, local government institutions and private-sector actors are among the most frequent dialogue partners. Policy dialogue – and youth-focused policy dialogue – may be addressed by and through embassy partners: CSOs, CBOs, think tanks and YLOs. Influencing these partner organisations to hold a specific youth focus may be a way for embassies to indirectly support youth-focused policy dialogue.

**The tools available for youth-focused policy dialogue are multiple and include** youth situational analysis (potentially joint with other donors), advocacy and lobby, consultations and participation, support to media and research to provide evidence, support to law enforcement or formulation/revision of national legislation, international conventions and SDGs, implementation and dissemination of information on national policies.

## FURTHER READING AND INSPIRATION ON SUPPORT FOR POLICY DIALOGUE

Support to Civil Society Engagement in Policy Dialogue, Danida, 2012, which also includes an analysis of different development partners' support strategies.

# YOUTH INVOLVEMENT IN ANALYSIS, REVIEWS AND EVALUTATIONS

## PROGRAMME MANAGEMENT TOOL

## PURPOSE

In line with the youth involvement in sounding boards for policy development and ongoing programme monitoring, youth may also be involved in regular programme analysis, reviews and real-time and end-evaluations. This will further support the overall youth agenda and specific priorities, policies and achievements related to youth-specific indicators, as well as provide a critical youth perspective on the overall exercise. Youth inclusive analyses, reviews and evaluations will benefit from having youth represented on the team(s) carrying out the analytical work.

## INVOLVING YOUTH

The **objective** of involving youth in the analysis, review and evaluation teams is multiple:

*   To promote that young people's rights and perspectives are embedded throughout the analysis, review and evaluation processes and outputs
*   To strengthen perception data (i.e. stakeholders' perception of a given situation) available for programming, assessing the success of programme implementation, and/or informing recommendations for future programming, including best or promising practices related to young people's active involvement
*   To strengthen inter-generational dialogue and learning and build a bridge between different generations' assessment of priorities.

The **advantages and results** of including youth in a team of experts may include:

*   Enhanced community perspective
*   Better communication with young people
*   Broadening the canvas of assumptions held in the team
*   Enhanced capacity of young evaluator(s)
*   Visibility of young people as a resource.

## PROFILE OF YOUNG TEAM MEMBERS

When recruiting young team members, it is important to consider their legitimacy as representatives of a larger group of young people, by tapping into organised structures representing a broader and consolidated voice of youth. Moreover, the young team members should be:

*   Within the national (or regional) age range for youth
*   Experienced in working with youth in the specific development sector
*   Knowledgeable of non-capital and non-urban areas (depending on the context of engagements)
*   Balanced with regard to gender.

## RECRUITMENT

If the young team members are recruited among members of a youth sounding board or similar consultation group for the Danish programmes, the participation may also contribute to:

- Building the long-term capacities of members of the youth sounding board
- Model a new approach to youth-inclusive analysis, reviews and evaluations

Young team members may also be contracted through subject matter relevant civil society organisations, private sector institutions/organisations, universities, consultancy agencies or independently.

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**YOUTH-INCLUSIVE EVALUATION OF AN END EARLY MARRIAGE PROGRAMME IN ETHIOPIA[1]**

*The inclusion of young evaluators and young ambassadors as official members of the final evaluation team   was an innovation. The inclusion of young people's voices is an established good practice in all aspects of  programmes that aim to benefit the lives and opportunities of young people, and the Convention on the   Rights of the Child supports children's right to participate in any decision-making which affects them. Despite   this, inclusion of young people as bona fide evaluators is not well evidenced. Young people are now  often consulted or work as peer researchers, but they are not often included in analysis and decision-making   relating to other young people's rights and needs.[2]*

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[1] Inspired by youth-inclusive evaluations carried out by DFID in Ethiopia and based on interview and documentation from DFID in Addis Ababa,   October 2018. See also Independent Verification and Evaluation of the End Child Marriage Programme: Ethiopia, Mid-term  Report, DFID, March 2015.
[2] Ibid. p.13

# YOUTH SOUNDING BOARDS
## PROGRAMME MANAGEMENT TOOL

## PURPOSE

One approach to youth engagement is to establish a youth sounding board (YSB)[1], which is a consultative group with the purpose of providing ongoing input on selected policy, strategic and implementation issues. The composition and mandate of a YSB may vary from case to case. In the following, inspiration for setting up a YSB is provided.

The establishment of a YSB can benefit programme implementation in a number of areas. Operating with a YSB will, for example, provide the embassy with:

- access to a group of youth representatives with whom the embassy can continuously or on an ad-hoc basis
- discuss and get a youth perspective on context and programme-related issues
- an opportunity to better understand the target group and the particular challenges and needs of the youth
- a platform for direct and possibly continuous youth consultation.

The YSB will furthermore:

- provide their views on the design of programmes and ultimately create better programmes
- safeguard and strengthen young people's voice and perspective in relation to policy and programme formulation, implementation, monitoring and evaluation.

YSBs can be established at different stages and at different levels within a country programme, either as an overall mechanism or linked to a specific thematic programme or development engagement. Depending on the stage or programme level, composition and scope of the YSB mandate will vary.

An YSB established in the formulation phase can be set up with an open, explorative mandate, where the objective is to tap into the existing knowledge and experience of youth. A YSB established as part of the implementation may have a monitoring role and mainly address programme implementation issues, and it can also provide valuable input in the evaluation and closure of a programme or development engagement (DE). Likewise, a YSB established with a national perspective may address overall national policy context issues, whereas a YSB established to follow a specific DE may have a more limited scope.

Please note that it requires special efforts to select and gather the right people to be on the YSB, and it is important to be very clear about the purpose and terms, not to create unrealistic expectations among the YSB members.

## HOW TO WORK WITH A YOUTH SOUNDING BOARD

**During the design and planning, i.e**. the formulation of a country policy, programme or development engagement, the YSB may provide youth-related information on the context; i.e. first-hand information on young people's daily lives, their challenges and aspirations, and the gaps between young people's needs and the available resources. The YSB can be established on an ad-hoc basis and the possibility of a later formalisation kept open.

**During implementation and monitoring**, the YSB will have a true sounding board role and may be involved in discussing activity plans, commenting on reports and mid-term review (MTR), and some youth members may be represented in monitoring visits and MTR.

**At the end of a programme or development engagement, the YSB can provide youth perspective input and feedback on ToR and evaluation questions, as well as findings and recommendations.**

The figure below demonstrates how listening to youth at different stages of the programme implementation cycle can provide valuable input to the work of embassies.
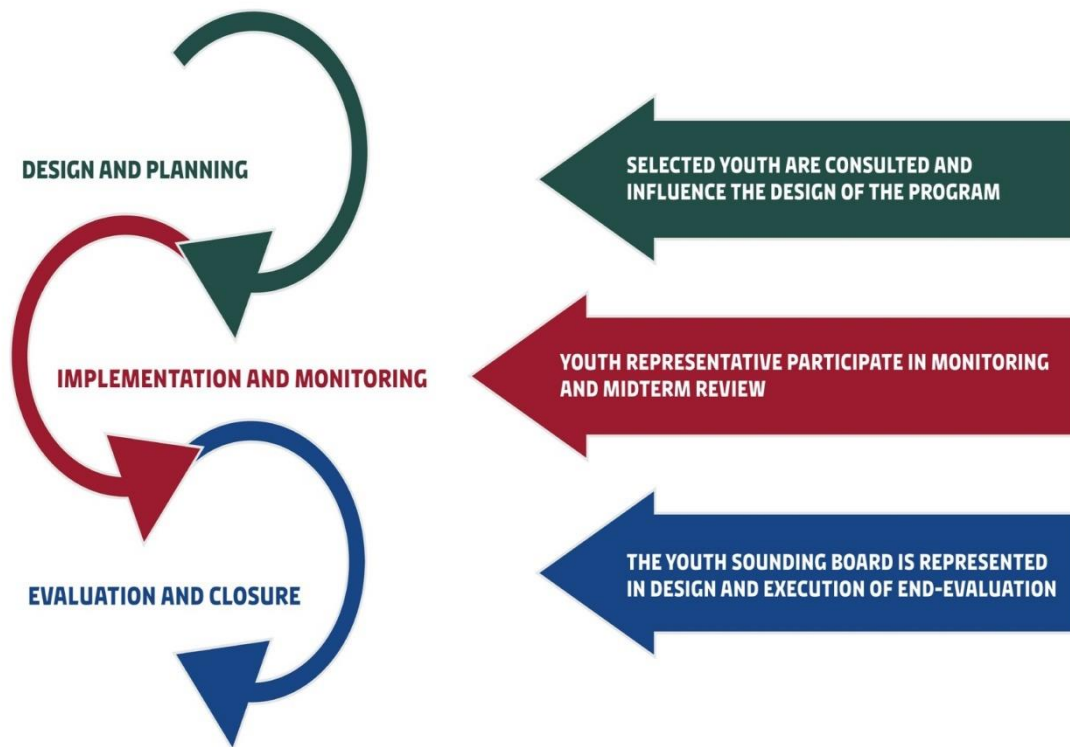


## ESTABLISHING A YSB

If an embassy decides to operate with an YSB, the objectives and scope of the YSB, the specific tasks, selection of members and composition, as well as the frequency of meetings, possible cost coverage and remuneration etc. must be clearly defined.

Please refer to the Generic Terms of References and the example agenda for an explorative YSB workshop.

## FURTHER READING ON YOUTH SOUNDING BOARDS

www.ruralontarioinstitute.ca,  assets.publishing.service.gov.uk

# GENERIC TERMS OF REFERENCE FOR YSB

The following serves as inspiration for the preparation of ToR for YSBs. The specific ToR will vary depending on the intended role and scope of the YSB.[2]

## 1.    INTRODUCTION

Describe **the context for establishing an YSB**, including the national/regional context in terms of youth population, specific youth-related challenges, as well as national/regional youth policies and international conventions.

## 2.    OBJECTIVE AND SCOPE

State the objective(s) of the YSB. For example, i) to create an opportunity for young people to advise and have impact on policy, programme design and/or implementation; ii) to ensure that Danish programme interventions effectively respond to the critical challenges and opportunities of youth, and iii) to enable the young people to continuously hold Danida to account on its commitments to youth development.

Describe the scope of the expected YSB work. For example, the level at which the YSB will operate; overall country programme level, thematic programme or development engagement level.

## 3.  SPECIFIC FUNCTIONS AND TASKS OF THE YSB

Describe the specific functions and tasks of the YSB in relation to the programme or development engagement. For example to:

- Provide information on context from a youth perspective
- Advise on the impact of programmes and strategies on young people. It will provide a forum to influence decisions through offering new ideas and solutions on issues that affect young people to maximise their development gains
- Challenge through critically examining policies, priorities, programmes and strategies from a youth perspective. It will challenge and shape strategic policies by exploring their impact on young people, investigate how the office engages with younger citizens and point to areas that need to change to improve the relationship with young people in the future
- Test whether the concerns and perspectives of young people are taken into consideration in decision making, on programmes and strategies. It will test the viability of pipeline and existing programmes that largely target young people
- Ensure that young people's voices are heard and listened to at each level and that interventions are relevant to and help develop youth as partners and leaders in development.

State **expected inputs, outputs or products** of the YSB. For example preparation for meetings, elaboration of briefs and/or minutes.

## 4.  SELECTION OF MEMBERS

The ToR should include **selection criteria** for members, who will be identified and appointed by the embassy and selected among a broad range of youth-relevant actors from civil society organisations, private sector, media and research institutions with the aim of ensuring a broad representation. Selection criteria must be transparent and clearly documented.

Some of the issues to consider are:

- **Geographical coverage** to avoid dominance of a capital-based elite is important to consider when selecting participants for the YSB, but it may not always be possible due to logistical constraints, or it may not be relevant depending on the level of programme that the YSB will address.
- **Diversity, gender balance and inclusion of disadvantaged youth**, as well as possession of sector-relevant knowledge and experience are other parameters for selection.
- Depending on the stage and/or level where the YSB is established, concerns regarding **representativeness** are pertinent. An YSB established at national level that is expected to address national policy issues provides input to programme implementation and monitoring, and evaluation will require youth representatives with a certain educational level and experience. A YSB established to follow a geographically confined DE may count on members with a lower educational level and a specific local and/or technical knowledge rather than a national policy experience.

## 5. PRACTICALITIES AND CONDITIONS

The ToR should determine the **frequency of the meetings**; quarterly of biannually, and the durations of meetings (half day, full day, several days etc.).

**The conditions** of travel costs, accommodation, per diem and possible compensation should be established.

## 6. BUDGET

Include a budget with the above-mentioned expected cost items and any other relevant programme-specific costs, e.g. rent of meeting room, external speakers, entertainment etc.

## FURTHER INSPIRATION FOR TOR

Terms of reference for 1HMG[3] Ethiopia's youth advisory panel, DFID Ethiopia, 2018.  Unhabitat.org

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[1]The name of such a consultative group may vary – youth sounding board, youth advisory panel, youth advisory board,  youth advisory group etc. In this document, youth sounding board (YSB) is applied as a generic term
[2] Inspiration for the development of this tool is from DFID Ethiopia: Terms of Reference for 1HMG Ethiopia's youth advisory panel, n.d.
[3] 1HMG includes FCO, DFID, MOD, DIT and the British Council

# YOUTH IN GOVERNANCE
## GUIDANCE NOTE

## PURPOSE

The present guidance note is meant as inspiration for youth issues to be considered in connection with governance programmes.

With over 1.8 billion youth in the world, young people are key agents in building democratic cultures and societies. During their youth, young people establish their identity as individuals while beginning to interact independently with the broader community. As community members, youths are entitled to rights (to vote, to a fair trial, etc.) and they hold obligations (to pay taxes etc.), but their ability to claim rights and fulfil obligations depends on their knowledge and skills related to active citizenship and the opportunities they are given to practice their civic engagement. Active citizenship is consequently identified as one of the most important activities for a sound transition to adulthood.[3]

**Youth civic engagement** has different expressions and is practiced in different ways from formal political participation in political parties, elections etc. to the involvement in youth-led organisations and social movements holding their governments accountable for changing policies and providing better and more youth-friendly public services. Through civic engagement, young people develop the problem-solving skills they will need in adulthood, they build self-esteem and leadership skills and increase their influence and personal stake in their community and country.

Young people's active citizenship is, among others, nurtured by:

- **Civic empowerment, which** develops young people's agency and enables them to make informed decisions, demand a say and take effective part in societal matters
- The existence of an **enabling environment** formed by inclusive national policies, supportive legislation and structures as well as inclusive social and cultural practices which ensure that young people are provided with adequate and genuine opportunities to be included in political processes and decision-making, and which make them feel safe and secure when exercising active citizenship.

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**THE ENABLING GOVERNANCE ENVIRONMENT**

An enabling environment for young people's active citizenship is synonymous with the enforcement of the fundamental civic freedom of association, peaceful assembly and expression as well as the concept of "good governance" promoting democracy, political participation and responsiveness to people's needs, rule of law, respect for and protection of all human rights, a functioning system of public finance and corruption-free conditions.

Creating an enabling environment for young people's active citizenship requires the involvement of different initiatives and different actors at different levels who play their respective roles in facilitating young people's opportunities and actual participation. An enabling environment consists of policies promoting young people's participation at national, provincial regional and local levels; mechanisms for making participation accessible and appealing to youth; for example through youth quotas, financial support to initiatives on active youth citizenship or campaigns challenging age discrimination and inspiring young people to run for political offices[5]; and legislation safeguarding their rights when they engage in societal matters. Moreover, inclusive and supportive social and cultural practices are crucial for creating an environment where young people are regarded as equal and valuable participants.

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Danish support to youth civic engagement is supported by governance programmes focusing on, for example, empowering young people to take part in the democratic processes (e.g. voter's education), but mainly by granting funds for youth-specific actions via different civil society organisations and decentralised umbrella funding mechanisms, e.g. the Democratic Governance Facility in Uganda, Foundation for Civil Society, in Tanzania and FAMOC in Mali, which supports a number of youth organisations.

Due to the often informal nature of active citizenship, Danish support to young people's civic engagement is mainly channelled through development engagements (DEs) with umbrella organisations or via civil society support mechanisms (cf. the CSO funding mechanisms in Uganda, Tanzania, Mali), or through strategic partners or Danish CSO programmes.[6] These programmes are flexible and can work directly with young activists engaged in youth-led, community-based organisations and informal youth movements, and they are suited for creating sustainable structures for young people's continued civic engagement.

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**EXAMPLE: MOBILISING YOUTH FOR ADVOCACY**

With the support of Caritas Denmark (and Danida), the Community Integrated Development Initiatives (CIDI) has mapped all youth networks and groups in Uganda and engaged a number of them in the newly formed National Youth Advocacy Platform.

The Youth Advocacy Platform has conducted a situational analysis and identified six issues for advocacy on upstream policy and governance issues as well as downstream societal/grassroots issues. These are: ineffective youth participation in leadership, planning and budgeting processes; poor business framework conditions for young entrepreneurs; inadequate promotion of agriculture in primary, secondary and tertiary institutions and increased teenage pregnancies leading to high school dropout.

The Youth Advocacy Platform has developed a strategy for bringing forward the advocacy issues and identified key decision-makers, key influencers and partners.

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**YOUTH AND GOVERNANCE IN AFRICA**

The normative framework for youth governance in Africa includes, among others, the African Youth Charter (2006); the African Charter on Democracy, Elections and Governance (ACDEG) (2007), the African Charter on Human and Peoples' Rights (1981) and the African Charter on the Rights and Welfare of the Child (1990). These frameworks spell out rights, freedoms and duties that accrue to young people and provide guidance on how to effectively and meaningfully promote their potential at all levels.

Several African countries have adopted national youth policies and established national structures such as national youth councils and ministries and agencies dedicated to youth issues. Also, several countries and political parties have established special youth quotas to deliberately guarantee youth participation in political processes, for instance in Kenya, Rwanda, Tanzania and Uganda.

Despite these success stories, several critics of the youth participation discourse continue to note that these initiatives have not adequately deepened nor enhanced young people's participation in political and governance processes. For instance, young people are under-represented in formal public offices and political spaces, often leading to sidelining of their concerns and realities. Invariably, they are more involved in ad-hoc engagements or mobilisation, which are often the informal avenues for them to express their displeasure about politics and governance. These include: through demonstrations and strikes, initiating or signing a petition, joining pressure groups, volunteering time and donating to a cause or charity, boycotting a product, spreading and voting in social media surveys etc.

African Governance Architecture: Enhancing young people's meaningful participation in electoral processes in Africa (2017).

As an example of young people's constructive governance efforts, reference is made to the Youth4parliament initiative in Zambia, which has led to six major political parties (including the ruling party and the main opposition party) signing a social contract which agrees to have at least five young people in each of the ten provinces contesting as candidates in the 2121 parliamentary election.

# INSPIRATION FOR A THEORY OF CHANGE (TOC) ON GOVERNANCE

The following figure illustrates some of the key features and causalities important for youth, which should be considered when developing a ToC and a results chain for a governance sector engagement. As such, the ToC is intended to provide inspiration; it is a supplement to the development of the sector-specific ToC and *not* a stand-alone tool, nor is it a *by youth* tool. It is meant for inspiration in the youth situational analysis and understanding of the background against which youth mainstreaming and youth engagement should be formulated, planned and implemented. See also aid management guidelines: Guidelines for Programmes and Projects, January 2018, p. 19.
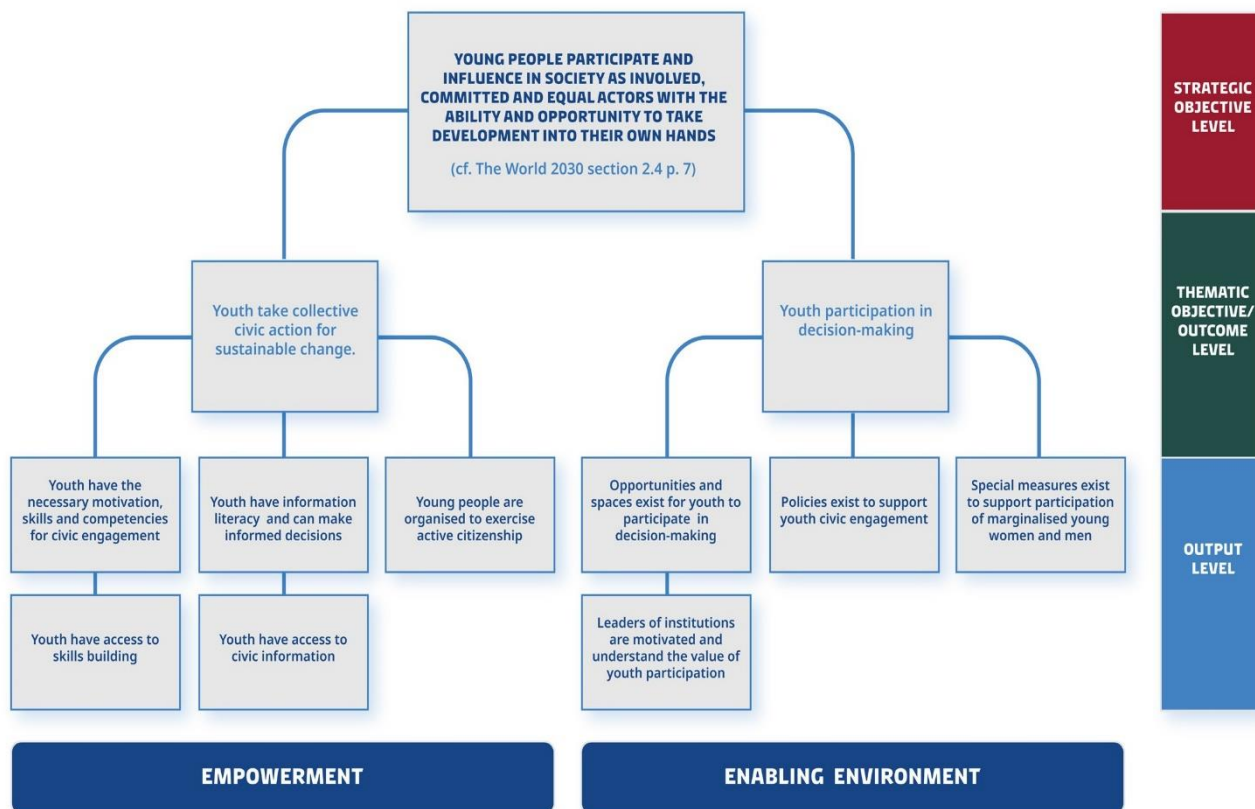
# YOUTH ASSESSMENT TOOL: GOVERNANCE

An important first step in **mainstreaming youth** within a thematic governance programme/development engagement is to assess the level of civic engagement among the targeted youth population and the extent to which the environment enables and/or hinders their active democratic and civic participation.

The matrix below describes some of the common and overall **hindering and enabling factors** at different levels that may impact young people's democratic and civic engagement. The matrix is followed by a format that will help to make a contextual assessment of issues of relevance for youth in governance programmes.

|  | HINDERING FACTORS | ENABLING FACTORS |
|---|---|---|
|  | Young people are marginalised from democratic and civic participation by virtue of: | Young people are included in democratic and civic participation as a result of: |
| Society | Attitudes towards them, labelling and stereotyping them as being irresponsible, inexperienced, lazy, rebellious, etc. | Acknowledgement of young people as a resource in decision-making and development |
| Community | Cultural, religious and family norms undermining particularly young women's public engagements | Interpersonal support from peers, family, colleagues and other stakeholders |

| Institutions | Lack of laws, policies and practices supporting youth participation or existence of laws and policies which are not implemented (leading to under-representation in formal structures such as local government and parliament) | Youth policies and youth quotas, etc. being implemented, active citizenship education, etc. |
|---|---|---|
| Individual | Lack of rights, knowledge, skills and motivation | Knowledge, skills and motivation, including:<br>1) Self-awareness and awareness of one's view of the world<br>2) Awareness of rights<br>3) Awareness of power dynamics and how to participate in decision-making processes<br>4) Ability to gather information, analyse a situation, solve problems and make or influence decisions, etc. |

The following example of guiding questions for a **contextual assessment** of the realities of young people in relation to governance sector programmes offers a supplement to the general thematic and contextual analysis and appraisals, cf. Annex 1: Context Analysis in the Guidelines for Programmes and Projects, AMG, January 2018.

## CONTEXTUAL ASSESSMENT: YOUTH

To what extent are young women and men knowledgeable of:
Their right to participate in decision-making processes that affect their lives and societies?
Local/national decision-making structures and processes?

Do young women and men have adequate knowledge and skills to make informed decisions, assume leadership etc.?

What are young people's main sources of civic information (social media, TV, meetings, radio, newspapers) and to what extent are these sources trustworthy?

To what extent are youth exercising active citizenship:
- Do they vote?
- Do they participate actively in party politics, CSOs, community-based organisations, civic movements, etc.?
- Do they engage actively in community development activities?

To what extent are youth engaged in local/national governance processes:
- Do they run for office? if yes, to what extent are they elected?
- Is their engagement ad hoc or formalised in mandated mechanisms?
- Is there any difference in regard to young women's and young men's engagement?

## CONTEXTUAL ASSESSMENT: ENVIRONMENT

Is there a national youth policy (or any other policy) with a framework for institutionalised youth participation in decision-making?

Does adults' perception of youth influence young people's civic engagement?
Are there certain groups of youth who are less likely to be included in decision-making due to gender, social or educational conditions, disability etc.?

Which institutionalised local/national platforms or mechanisms (youth councils, youth advisory boards etc.) exist for young people to participate in decision-making processes?
Are there specific youth quotas/seats in local/national governance bodies? If yes, are they respected?

To what extent do youth believe:
That local/national decision-making structures are inclusive and responsive?
That they can freely and confidently express their voice and hold government and duty bearers accountable?

What are the main formal/informal barriers excluding young people (or parts of the youth population) from meaningful democratic and civic engagement?

# FURTHER READING AND INSPIRATION ON GOVERNANCE

**UNDP**: Youth, Political Participation and Decision-making: A fact sheet containing examples of youth empowerment and democratic governance and providing a way forward for support to young people's participation in inclusive political processes and democratic practices through three measures, covering the wider enabling environment, individual capacity building and a specific focus on young women.

**UNDP**: Enhancing Youth Political Participation throughout the Electoral Cycle: A Good Practice Guide (2013): marks UNDP´s first review of programming strategies for youth political participation beyond the ballot box. The Good Practice Guide identifies key entry points for the inclusion of young people in political and electoral processes and compiles good practice examples of mechanisms for youth political empowerment around the globe, focusing on innovative instruments with the potential to provide fresh inputs for UNDP programmes as well as initiatives by other stakeholders.

**UN-DSEA**: Youth Civic Engagement (2015): The World Youth Report explores young people's participation in economic, political and community life, responding to growing interest in and an increased policy focus on youth civic engagement in recent years among governments, young people and researchers. The report provides thematic insights on economic, political and community engagement, coupled with expert opinion pieces so as to provide robust and varied perspectives on youth engagement.

**US Department of Health and Human Services**: A homepage presenting a game plan for engaging youth in promoting health and healthy development; including Principles for Youth Engagement and Eight Successful Youth Engagement Approaches.

**Save the Children:** A youth participation best practice toolkit (2016): Part one: what to consider when designing youth participation programmes aimed at the social and civic empowerment of vulnerable youth. Part two: tools, methods, tips, exercises and suggested training workshops for youth participation programmes and projects aimed at the social and civic empowerment of vulnerable youth.

**Save the Children**: A Toolkit for Monitoring and Evaluating Children's participation (2014): Six booklets providing a conceptual framework for measuring children's participation, together with guidance on how to undertake monitoring and evaluation and practical tools that can help gather the required information. Although the focus is on children's participation, the toolkit is also highly relevant for youth participation.

**Action Aid/Activista:** Beautiful Rising. An online toolkit for creative activism helping social movements to become more strategic, creative and effective.

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[1] Danida, The World 2030 section 2.4, p. 7
[2] Ibid., pp. 33-35
[3] World Bank, World Development Report 2007: Development and the Next Generation. (Washington, D.C., 2006)
[4] Danida, The World 2030, p.13
[5] See for example the global campaign "Not too Young to Run" initiated by the UN Secretary-General's Envoy on Youth in partnership with UN and civil society organisations (2016)
[6] Youth leading the World 2030: A review of Danida's youth-related engagements, Restless Development, Danida, January 2017, pp. 62-67 and The World 2030 p. 7 where it is stated that "*In cooperation with organisations that work with young people, we will ensure that young people are increasingly involved in the future society*"

# YOUTH IN GROWTH & EMPLOYMENT

## GUIDANCE NOTE

### PURPOSE

With more than 64 million unemployed youth worldwide and 145 million young workers living in poverty, youth employment remains a global challenge and a key policy concern. More than one in five young persons are not in employment, education or training (NEET), and three out of four of these are women[2]. Though youth constitute a vital resource by virtue of skills such as flexibility and innovation, they tend to be under-employed, underpaid and subject to poor working conditions[3]. Young people are often left with precarious income in the informal sector.

There is a growing recognition of the  particular challenges faced by youth in terms of employment. The Donor Committee for Enterprise Development (DCED) has published the "Private Sector Development Synthesis Note" on youth employment, which provides an overview of key challenges.

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**AFRICA**

In most African countries, youth unemployment occurs at a rate more than twice as high as that of adults, and youth account for 60% of all of Africa's jobless people[5]. Up to 70% of African workers are working poor – the highest rate globally – and the number of poor working youth has increased by as much as 80% over the past 25 years.

Unemployment statistics exclude those in vulnerable employment, self-employed or under-employed in informal sectors and those contributing to family work[6]. According to the ILO 2017 report on Global Employment Trends for Youth[7], youth unemployment rates are likely to remain stable in sub-Saharan Africa, although they differ from country to country.

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In the Danish development programmes with focus on growth and employment, agriculture and agri-businesses typically play a central role along with technological development. Some of these programmes focus specifically on youth or  include a component addressing youth.[9]

### AGRICULTURE

Like in other sectors, the geographical divide is a determinant in youth employment. In rural Africa, the agricultural  sector is crucial to supporting global rural economies, and it has significant potential to address the disproportionately high level of youth unemployment and poverty. "*Youth represents a massive untapped potential (..) they   can serve as a skilled group of farmers and community developers to meet the agricultural demands of a rising global population*"[8]. Youth is the next generation of farmers, and small-scale agriculture is the leading source of employment. Nevertheless, limited access to land and the claimed tendency among young people to be increasingly disinterested in agriculture as a way of life may challenge the potential of engaging young people in in agriculture, despite lacking opportunity elsewhere.

### TECHNOLOGY

The digital economy is rapidly transforming the employment landscape across industries including financial  services, health, entertainment, transportation and  information and  communication technologies (ICTs). The growth of the ICT sector and the application of technology represents new opportunities, including job opportunities and access to market information. The opportunities for youth in ICT may to some extent materialise in rural areas and in agriculture, but more significantly in cities or peri-urban areas. However, in many low-income countries, a lack of digital skills  and the lack of access to technology represent a barrier for marginalised population groups, such as young people in rural areas and young women.[10]

## GENDER

A significant divide with respect to job opportunities for youth is gender. Research in general supports the findings by the African Development Bank that young women feel the sting of unemployment even more sharply than young men. In Sub-Saharan Africa it is easier for men to get jobs than it is for women, even if they have equivalent skills and experience.[12]

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**ENTREPRENEURSHIP AND SELF-EMPLOYMENT – EXAMPLES**

Evidence from a recent systematic review shows that youth entrepreneurship programmes have on average had a positive effect on increasing young people's earnings – entrepreneurship promotion programmes appear to be a promising intervention for improving income.[13] Young people display the highest entrepreneurial activity compared to other age groups, although they often struggle with a lack of access to finance or limited skills and knowledge. The aim of entrepreneurship programmes is to lower such barriers to market entry and to support youth in the process of establishing businesses.

**The Danish Country Programme in Mali : Fonds d'Appui à la Création d'Entreprise par les Jeunes (FACEJ) 2018-2021.** The overall purpose of FACEJ is to support young people leaving technical, vocational or higher education to start their own business. The main expected effects are i) that the creation of enterprises by trained young people is facilitated by means of capacity building and access to funding, and ii) that the companies created by young people are financially viable.[14]

**The Danish Country Programme in Ethiopia: Agri-Tech Incubation and Innovation Lab (2018-2021).** The overall objective of the support to the Agri-Tech Incubator is the transformation of agriculture and related agri-business in Ethiopia through enhancing the incubator's innovation reach and ability to apply a digital perspective on all incubated start-ups in its programmes.

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## INSPIRATION FOR A THEORY OF CHANGE (TOC) ON GROWTH AND EMPLOYMENT

The following figure illustrates some of the key features and causalities important for youth which should be considered when developing a ToC and a results chain for an engagement on growth and employment. As such, the ToC
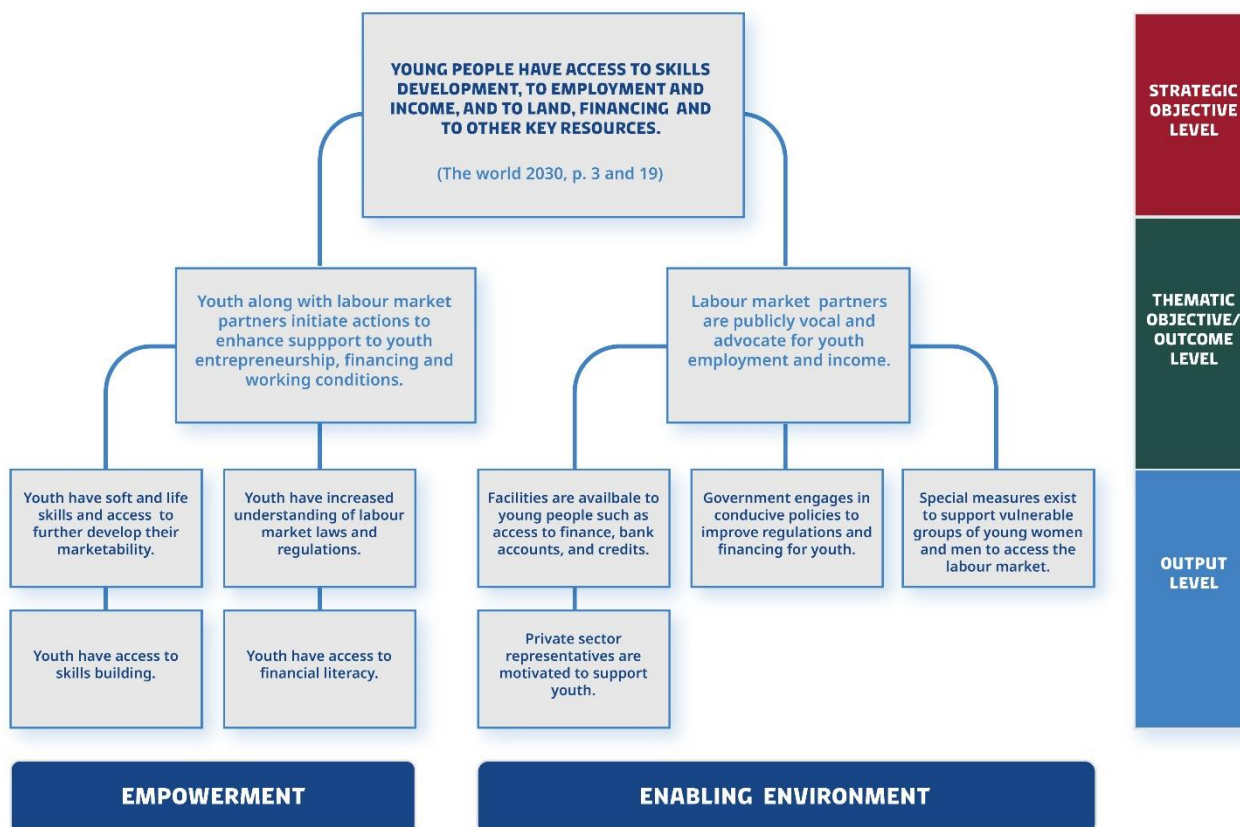
is intended to provide inspiration,  and it is a supplement to the development of the sector-specific ToC and not a stand-alone tool. It is intended for inspiration in the youth situational analysis and understanding of the background against which youth mainstreaming and youth   engagement should be formulated, planned and implemented. See also aid management guidelines: Guidelines for Programmes and Projects, January 2018, p. 19.


## YOUTH ASSESSMENT TOOL: GROWTH AND EMPLOYMENT

An important first step in mainstreaming youth within a thematic employment programme/development engagement is to assess  their access to skills development, employment and opportunities for engagement in own business development. In this respect, the extent to which the environment enables or hinders the access and opportunities for youth is a key factor (see: Youthhood – A Period of Personal and Social Development).

The matrix below describes some of the common and overall **hindering and enabling factors** at different levels that may impact young people's access to employment and income.

| | HINDERING FACTORS | ENABLING FACTORS |
|---|---|---|
| | **Young people are deprived of income and employment opportunities by virtue of:** | **Young people are accessing income and employment opportunities as a result of:** |
| **Society** | Attitudes towards youth are negative, labelling and stereotyping them as being irresponsible, inexperienced, lacy, rebellious, etc.<br><br>Policies and regulations are unfavourable – lack of job centres, lack of access to credit, bank accounts and financing and access to land | Acknowledgement of the need for specialised and targeted support for youth as a result of influential labour market representatives advocating and building the case for youth.<br><br>Key facilities and resources are in place, building conducive space for youth employment and youth businesses. |
| **Community** | Cultural and social norms that give prevalence to adults and which do not allow for youth to compete on equal terms for income opportunities.<br><br>Cultural and social norms that retain a negative framing of youth and sustain gender inequalities. | Interpersonal support and commitment from peers, family and opinion leaders to promote income opportunities for youth.<br><br>Community opinion holders engaged in building awareness and support to youth employment and income along with measures to promote gender equality. |
| **Institutions** | Lack or inadequacy of government policies and regulations to promote youth income opportunities.<br><br>Lack or inadequacy of initiatives among private sector institutions to support youth.<br><br>Lack or inadequacy of public facilities to inform and guide youth towards jobs and business development.<br><br>Lack or inadequacy of marketable skills development facilities. | Government provides policies and monitor implementation to support income opportunities for youth.<br><br>Private sector institutions and local economic development forums adopt mechanism to implement specific support to youth employment.<br><br>A range of different facilities are in place to ensure information about job, entrepreneurship and income opportunities.<br><br>A variety of skills development facilities for youth are |
| **Individual** | Lack or inadequacy of knowledge, skills, motivation and/or means to access income. | Youth have the knowledge, skills, motivation and means to make informed decisions and to cope with the challenges involved in getting access to employment and income. |

The following example of guiding questions for a **contextual assessment** of the realities of young people in relation to growth and employment is a supplement to the general thematic and contextual analysis and appraisals, cf. Annex 1: Context Analysis in the Guidelines for Programmes and Projects, AMG, January 2018.

| CONTEXTUAL ASSESSMENT: YOUTH |
|---|
| To what extent is youth knowledgeable of labour market regulations such as business registration, bank accounts and credit opportunities? |
| To what extent is youth knowledgeable of existing schemes and incubators supporting entrepreneurship and youth business development? |
| To what extent do youths have the required competencies and skills? |
| To what extent do young women have access to work and to generate income? |

To what extent are youth in the rural areas and in the agricultural sector knowledgeable of off-farm opportunities for income generation?

**CONTEXTUAL ASSESSMENT: ENVIRONMENT**

To what extent do public and private skills development institutions provide sufficient, relevant, high-quality and marketable skills?

To what extent does the government (at national and local level) have policies in place and monitor implementation, enabling the access to income opportunities for youth in the formal as well as informal sectors?

To what extent do government, labour institutions and/or international actors have mechanisms to collect data and to measure results to establish evidence on feasibility in relation to youth, growth and employment?

In what sectors/areas are there opportunities for youth that can be taken to scale?

To what extent and in which ways does ICT provide opportunities for youth?

To what extent can youth access support to manage their micro and informal businesses, i.e. street or market vendor activities?

Which, if any, youth-oriented local and national platforms, unions, networks and coalitions exist for young people to take part in employment sector and policy issues?

To what extent are financing opportunities for youth entrepreneurs available?

To what extent does youth migrate in search of work?

# FURTHER READING AND INSPIRATION ON GROWTH AND EMPLOYMENT

**ILO**: The ILO provides a comprehensive platform for information on youth employment issues at a global level with a search mechanism for countries and specific themes. Among other issues, it provides an international guide to international labour standards and a guide to measuring the quality of training and apprenticeship arrangements.

**ILO**: The ILO report "Global Employment Trends for Youth 2017" provides the most recent data and explores the development in key areas related to youth employment.

**ILO**: "Guidance tool: assessing the quality of youth employment offers."

**ILO**: "The Global Initiative on Decent Jobs for Youth". This ILO-hosted site provides a wealth of information on youth and employment.

**USAID**: USAID provides a valuable guide to labour market assessments, gathering and reviewing existing assessment approaches and tools from across the workforce, including youth. The YouthPower platform aims to provide knowledge and experience in an accessible, practical format and mechanisms to support youth to identify levers and interventions to improve labour market functioning.

**African Development Bank**: "Jobs for Youth in Africa". AfDB presents a comprehensive collection of approaches and promising practices. Given the scope of the engagement of the AfDB in support to youth employment, this site provides solid consolidation of lessons learned.

**USAID**: "What works for youth in agriculture" is a site with comprehensive tools to support rural youth to overcome the challenges of accessing income generation in the agricultural sector. It is based on consolidation, drawing on experiences from a range of actors.

[1] Danida, The World 2030, Danish strategy for International Development Cooperation and Humanitarian Action, January 2017
[2] See ILO website on Youth Employment
[3] "Private Sector Development Synthesis Note – Youth Employment" p. 2
[4] Danida, The World 2030, Danish strategy for International Development Cooperation and Humanitarian Action, January 2017
[5] AfDB: p. 115, African Development Report 2015 – Chapter 5: Africa's youth in the labour market
[6] Africa's jobless youth cast a shadow over economic growth, by Kingsley Ighobor, African Renewal Special Edition on Youth (2017)
[7] ILO Geneva: GLOBAL EMPLOYMENT TRENDS FOR YOUTH 2017. Paths to a better working future, (2017)
[8] The Pennsylvania State University, Sarah Eissler and Mark Brennan: Review of Research and Practice for Youth Engagement in Agricultural Education and Training Systems, (2015)
[9] Examples are: the Agri-Tech Incubation and Innovation Lab (2018-2021) in Ethiopia and the FACEJ programme in Mali (2018-2022)
[10] DCED: "Private Sector Development Synthesis Note", p. 4 (2018)
[11] Danida – TechDevelopment
[12] Africa's jobless youth cast a shadow over economic growth, by Kingsley Ighobor, African Renewal Special Edition on Youth (2017)
[13] DCED: Youth Employment. Private Sector Development Synthesis Note, (2018)
[14] Fonds d'Appui à la Création d'Entreprise par les Jeunes – FACEJ, DED, 28.06.2018

# YOUTH IN PEACE & SECURITY

## GUIDANCE NOTE

### PURPOSE

Youth is increasingly a part of strategies and debates related to peace and security – too often based on references to the negative roles that young people may play in relation to security, exacerbating conflicts and actively engaging in armed forces. There is a range of circumstances that may push young people to actively engage in conflict. Abductions and forced enrolment in armed groups are examples of external push factors, whereas deep hopelessness, no financial or social prospects for the future and marginalisation are strong contributing factors to driving young people to participate in armed conflict.[2]

At the same time, young people's potentially positive role and the imperative for involving youth in conflict prevention and peace-building should be recognised as the "missing piece," as emphasised in the most recent review of progress since the adoption of the UN Security Council Resolution 2250 (UNSCR2250) in 2015 and the Compact for Young People in Humanitarian Action in 2016 – both supported by Denmark.

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**UNSCR 2250: RESOLUTION ON YOUTH, PEACE AND SECURITY**

In 2015, the United Nation Security Council unanimously adopted a resolution on youth, peace and security, that recognises the important role which young people play in the maintenance and promotion of international peace and security.[3]

UNSCR 2250 identifies five key pillars for action: participation, protection, prevention, partnerships and disengagement and reintegration. While the resolution urges the UN and Member States to give youth a greater voice in decision-making at the local, national, regional and international levels, it also recommends mechanisms to be established to enable young people to participate meaningfully in peace processes.[4]

UNSCR 2250 requested the Secretary-General of the UN *"to carry out a progress study on the youth's positive contribution to peace processes and conflict resolution, in order to recommend effective responses at local, national, regional and international levels"*. The progress report provides numerous specific recommendations, and summarises them in three main mutually reinforcing strategies. Firstly, it is critical to invest in young people's capacities, agency and leadership through substantial funding support, network building and capacity strengthening. Secondly, the systems which tend to reinforce exclusion must be transformed to address the structural barriers that limit youth participation in peace and security. Finally, the strategy is to support partnerships and collaborative action, where young people are viewed as equal and essential partners.[5]

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A UNFPA progress study on Youth and Peace and Security[6] concludes that young people feel excluded by their governments and international actors, and feel that they are treated as a problem instead of partners for peace, contributing to an ongoing and strong sense of injustice. As frustration easily fuels anger, it emphasises the need for radical changes in how youth is engaged in peace building and conflict prevention and resolution. The study advocates action to debunk a series of myths about youth[7], and immediately turn to *"…partnering with and investing in young people to prevent violence, to promote their inclusion and translate the demographic dividend into a peace dividend".*[8]

Youth can indeed play a vital and positive role as strategic architects in peace building. According to the UNYO Peacebuilders, the generational divide that exists in all communities necessitates the inclusion of youth to reflect the diversity of society. Moreover, youth offer a number of key attributes which can positively and effectively contribute to peace and security[7]:

- They are open to change. Young people have a greater potential of having inclusive, compassionate and dialogic worldviews as compared to adults with more set dogmatic discourses.
- They are knowledgeable about the reality of their peers. Young people are already involved in their communities and know the needs of their peers.
- They are idealistic and innovative. Young people have historically been the front-runners of social change, and often have the creativity, initiative and time to develop more peaceful ways of being together.
- They are courageous and oriented towards the future. Young people in conflict situations are relatively risk averse and have the will and capacity to contribute to preventing and resolving conflict.

Countries and communities need therefore to acknowledge the aspirations of youth to participate in peacebuilding processes, and to offer meaningful avenues for young people to contribute to peace and security.

An important first step in mainstreaming youth within thematic peace and security programmes or a specific development engagement is to assess the level of engagement among the targeted youth population and the extent to which the environment enables or hinders their involvement in and contribution to peace and security. This also includes identifying ways to counteract youth becoming engaged in violence. In reviewing initiatives to disengage youth from violent activities, it is found to be most effective when these are led by other youths, former violent extremists, religious leaders or parents who have their own experience. Engaging families is recognised as playing an important role in preventing youth from engaging in violence and conflict, and recommendations include strengthening family-based social networks, encouraging families to work with authorities and empowering mothers as prevention protagonists.

A number of promising practices with respect to supporting youth in becoming actively engaged in sustaining peace have been identified. This includes interventions which give youth a sense of involvement and recognition, including enhancement of young people's conflict abilities; i.e. training of youth leaders; support to youth-led organisations; facilitation of dialogue with youth groups – including rivalling groups – and support to communication of results and media exposure.

Recent research by YouthPower found that the five most important soft/life skills that positively impact outcomes in violence prevention programmes are social, empathy, self-control, self-concept and higher-order thinking skills.[8] (see Youthhood – A Period of Personal and Social Development)

The full potential of young people in humanitarian actions can only be realised by empowering youth through building capacity, knowledge and skills to engage as key humanitarian actors and leaders. Meaningful youth participation bridges across all aspects of humanitarian action, from prevention and preparedness over the initial response to conflict to recovery actions.

Moreover, gender-based violence is known to be more prevalent in contexts characterised by a need for humanitarian support or prone to conflict, so actions at any stage should address young people's access to sexual and reproductive health and rights (SRHR) and aim to prevent gender-based violence (GBV), female genital mutilation (FGM), early pregnancies, early marriages etc.[9] This is essential for fostering resilience in humanitarian crises, post-crisis recovery periods and sustaining peace.
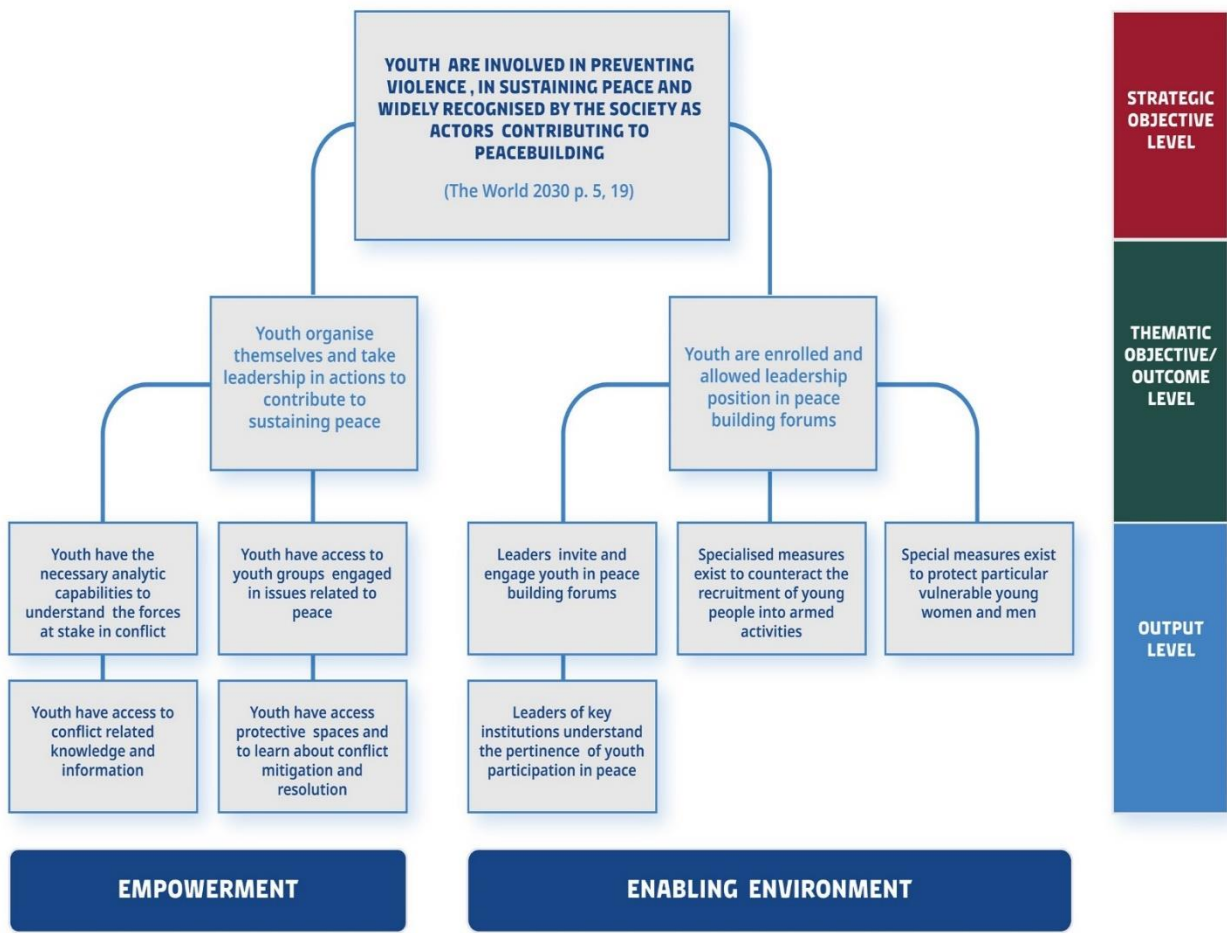
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**YOUTH IN HUMANITARIAN ACTION**

Youth make up more than a third of the people displaced by conflicts and disasters worldwide. "With the Compact for Young People in Humanitarian Action (2016) and the landmark UN Security Council resolution 2250 on youth, peace and security (2015), the world is witnessing a strong momentum for advancing the role of youth in humanitarian action and conflict transformation as drivers of resilience and democratic agents of change."[10]

Generally, young people constitute an ally that is often overlooked in humanitarian response. The implementation of the Compact for Young People in Humanitarian Action has been initiated with a documentation of young people's inclusion, testifying that there is progress in integrating young people in raising visibility.

Recent examples of the engagement young people in humanitarian action are provided in "Igniting Hope".[11] In providing protection of vulnerable groups of youth during conflict, UNFPA highlights the creation of safe spaces as a vital strategy, especially for girls and young women. Safe spaces have served young women who are engaged in responding to the Syrian crisis, and in situations from Kenya, Madagascar and the Philippines among others. Such spaces afford young women an opportunity to rebuild networks, acquire skills and become empowered. Also, in north-eastern Nigeria, safe spaces have served to build resilience and empower young women fleeing Boko Haram[12]. Collaboration between a number of partners in Iraq has enabled "arche noVa", a CSO founded by young people, to train professionals and students to assist in humanitarian actions. In Iraq, arche noVa training, benefitting mostly displaced young people, has empowered them to educate and mobilise their communities around the provision of daily necessities such as water, sanitation and hygiene.[13]

# INSPIRATION FOR A THEORY OF CHANGE (TOC) ON PEACE AND SECURITY

The following figure illustrates some of the key features and causalities important for youth, which should be considered when developing a ToC and a results chain for a programme engagement in peace and security. As such, the ToC is intended to provide inspiration, and it is a supplement to the development of the sector-specific ToC and not a stand-alone tool, nor is it a by youth tool. It is intended for inspiration in the youth situational analysis and understanding of the background against which youth mainstreaming and youth engagement should be formulated, planned and implemented. See also aid management guidelines: Guidelines for Programmes and Projects, January 2018, p. 19.



**YOUTH ARE INVOLVED IN PREVENTING VIOLENCE, IN SUSTAINING PEACE AND WIDELY RECOGNISED BY THE SOCIETY AS ACTORS CONTRIBUTING TO PEACEBUILDING**

(The World 2030 p. 5, 19)

**STRATEGIC OBJECTIVE LEVEL**

Youth organise themselves and take leadership in actions to contribute to sustaining peace

Youth are enrolled and allowed leadership position in peace building forums

**THEMATIC OBJECTIVE/ OUTCOME LEVEL**

Youth have the necessary analytic capabilities to understand the forces at stake in conflict

Youth have access to youth groups engaged in issues related to peace

Leaders invite and engage youth in peace building forums

Specialised measures exist to counteract the recruitment of young people into armed activities

Special measures exist to protect particular vulnerable young women and men

**OUTPUT LEVEL**

Youth have access to conflict related knowledge and information

Youth have access protective spaces and to learn about conflict mitigation and resolution

Leaders of key institutions understand the pertinence of youth participation in peace

**EMPOWERMENT**

**ENABLING ENVIRONMENT**

# YOUTH ASSESSMENT TOOLS: PEACE AND SECURITY

**GENERAL ASSESSMENTS**

The matrix below describes some of the common and overall hindering and enabling factors at different levels that may impact young people's opportunities for being involved in peace and security.

| | HINDERING FACTORS | ENABLING FACTORS |
|---|---|---|
| | **Young people are deprived access to engage in and contribute to peace and security by virtue of:** | **Young people are contributing to peace and security as a result of:** |
| **Society** | Attitudes towards youth, labelling and stereotyping them as being irresponsible, inexperienced, rebellious and violent etc. | Acknowledgement of the need for and added value of active involvement of youth in peace building to ensure a positive role of youth. |
| **Community** | Cultural and social norms and parental authority affecting the access of youth to participation in groups and forums addressing peace issues.<br><br>Gender inequality – young women facing extraordinary exclusion. | Opinion holders understand and advocate young people's active involvement to ensure their positive support and impact on peace building, and avoid recruitment of young men and women to armed groups.<br><br>Communities recognise the positive role of young women and supporting their active participation. |
| **Institutions** | Government bodies, international peace-keeping missions and multilateral institutions ignore and exclude youth from participation service providers. | Selected government bodies, international peace-keeping missions and multilateral institutions engage in consultations with youth and support their propositions for mechanisms to be applied. |
| **Individual** | Lack of rights, knowledge, skills and motivation to participate. | The young people gain insight and motivation to engage in peace-building activities. |

The following example of guiding questions for a **contextual assessment** of the realities of young people in relation to peace and security is a supplement to the general thematic and contextual analysis and appraisals (cf. Annex 1: Context Analysis in the Guidelines for Programmes and Projects, AMG, January 2018).

| CONTEXTUAL ASSESSMENT: LEVEL TO WHICH YOUTH ARE BEING ENGAGED IN PEACE BUILDING |
|---|
| To what extent do young people have access to media and information about actors and patterns behind the driving forces in conflict development? |
| To what extent do young people have access to protective spaces and to learn about conflict-related protection issues such as SRHR, gender-based violence, early marriages and the dangers of violent extremism, migration and trafficking? |
| To what extent do young people have access to capacity building to strengthen their ability to engage in organised actions for conflict mitigation? |
| To what extent have young people organised themselves around their contributions to sustaining peace? |

| |
|---|
| Do special measures exist to protect particularly vulnerable young women and men? |
| Do specialised measures exist to counteract the recruitment of young people into armed activities? |
| Do decision-makers and leaders of key institutions understand the pertinence of youth participation in peace? |
| Do leaders and stakeholders consult and include youth in peace-building forums? |
| To what extent is the contribution by other actors/donors involved in youth peace-building programmes identified and assessed? |
| What are the general perceptions of youth and their role in relation to conflict? |
| To what extent are 'no-harm' mechanisms in place? |

## FURTHER READING AND INSPIRATION ON PEACE AND SECURITY

**Youth4Peace:** This joint homepage established by UNDP and a number of partners contains information about the UNSCR 2250 and related discussions and resources. It contains a wealth of reports and accounts of the perspectives of youth, as around 5,000 young people have been interviewed.

**USAID**: What works engaging young people in peace building? The YouthPower website contains resources that seek to identify best practices, bright spots and possible opportunities for their replication, with a primary focus on preventing and countering violent extremism (PVE/CVE).

**UN**: There are several documents and relevant material on young people's participation in peace building and principles developed by working groups on how to involve youth in peace building.

**UN**: Youth Civic Engagement (2015) takes stock of youth-related themes, including peace and security. The report addresses the challenges regarding the role of youth in radicalism and extremism as well as their contribution to peace and security.

Agenda for Humanity: This website presents the main documents related to the Global Compact for Humanitarian Actions.

**UNFPA**: Igniting Hope – a comprehensive review of the role of young people in humanitarian action.

[1] Danida, The World 2030, p. 18
[2] UNFPA: "The Missing Peace", 2018, p. 21
[3] Youth4Peace
[4] Ibid.
[5] GASC: "The Missing Peace: Independent Progress Study on Youth, Peace and Security". (2015), p. 18
[6] Findings from this report can be considered especially valid, as it is based on interviews with 4,230 young people from 27 countries
[7] UNYO, Youth and Peacebuilding (2015)
[8] YouthPower, p. 5
[9] UNFPA: Adolescent Girls in Disaster & Conflict. (2018)
[10] UNOCHA
[11] UNFPA:"Igniting Hope", 2018
[12] Ibid., p. 13.
[13] Ibid., p. 24

# YOUTH & SOCIAL SECTORS
## GUIDANCE NOTE

### PURPOSE

The Danish strategy for international development policy and humanitarian action, The World 2030, states that it is *"vital to engage the young people in order to raise the level of education and health, combat HIV/AIDS and limit population growth with respect for human rights, including through contraception and sexual and reproductive rights and health".*[1]

Compared to the past, more young people are completing primary school and surviving childhood diseases. However, to succeed in today's competitive global economy, they must have access to age-appropriate and youth-friendly social services to stay healthy, protect themselves from sexual and reproductive health and rights risks, and obtain the skills necessary for being productive and able to contribute to effectively to community and society.

**Age-appropriate and youth-friendly services** are based on a comprehensive understanding of young people's specific needs and how gender affects the realities of young people's lives. The services are designed to deliver safe, affordable, accessible and essential care to youth.[2]

Investments in social services such as quality education and health – including sexual and reproductive health – are not only essential to enable young people to enjoy their rights, but will also help young people realise their full potential as healthy and democratic citizens.[3]

Traditionally, Denmark has had a strong focus on ensuring equal access to quality social services, especially within health and education. The focus on social services is less prominent in the current strategy (The World 2030) of the Danish Ministry of Foreign Affairs. However, the social sectors are still funded through Danida's strategic CSO partners and multilateral organisations, e.g. through the Global Partnership for Education, which receives DKK 300 million annually up to and including 2021.

**Access to health**[4] is the focus of SDG 3: Ensure *healthy lives and promote well-being for all at all ages.* The focus of SDG3 is the entire population, but the youth population faces particular challenges that need to be considered to succeed with the SDG agenda. Having survived childhood diseases, young people confront health threats at a very vulnerable time, initiating sexual activity and entering the age of identity seeking and risk-taking behaviour. This leaves young people with significant sexual and reproductive health challenges, including HIV and other sexually transmitted infections (STIs), early/unwanted pregnancy, unsafe abortion, early marriages and gender-based violence (GBV). Young people should consequently be regarded as a key target group for sexual and reproductive health and rights (SRHR) services such as SRHR education, family planning services, prevention and protection against sexually transmitted diseases (including HIV/AIDS).

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**EXAMPLE**

The country programme in Uganda supports the UNFPA to implement the "Women, Adolescents and Youth Rights and Empowerment Programme," which aims to empower women and youth in Northern Uganda to contribute to their own and their communities' development through an integrated approach to gender equality, sexual reproductive health rights (SRHR) and gender-based violence (GBV) services and socioeconomic empowerment.

Youth are a priority of the programme, and the context analysis accounts for particular youth-related issues such as teenage pregnancies, lack of knowledge of modern contraceptives, high-risk behaviour etc. The programme targets the major bottlenecks on the demand side; the sociocultural norms, religious values, financial constraints and gender inequality, as well as the supply side; the shortage in human resources and limited skills among service providers, stock-outs of SRHR and GBV commodities, limited community-based service outlets and inadequate generation and use of data.

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**Access to education** is the focus of SDG 4: *Ensure inclusive and equitable quality education and promote life-long learning opportunities for all.* At the global level, access to education has improved significantly in recent years, but many young people living in poor stable and fragile countries still face constraints related to access to quality and relevant

education/training. Moreover, there is a need for investing in and further promoting skills related to critical thinking/problem-solving, technology, agriculture and management in order to raise the employability and entrepreneurship of graduates.

The delivery of age-appropriate and youth-friendly social services generally depends on supportive policies and an environment conducive for promotion of services, budget allocations, adequately trained service providers and a constant demand for services by young people.

## INSPIRATION FOR A THEORY OF CHANGE (TOC) ON SOCIAL SECTORS

The following figure illustrates some of the key features and causalities important for youth, which should be considered when developing a ToC and a results chain for a social sector engagement. As such, the ToC is intended to provide inspiration, and it is a supplement to the development of the sector specific ToC and not a stand-alone tool, nor is it a by youth tool. It is intended for inspiration in the youth situational analysis and understanding of the background against which youth mainstreaming and youth engagement should be formulated, planned and implemented. See also aid management guidelines: Guidelines for Programmes and Projects, January 2018, p. 19.
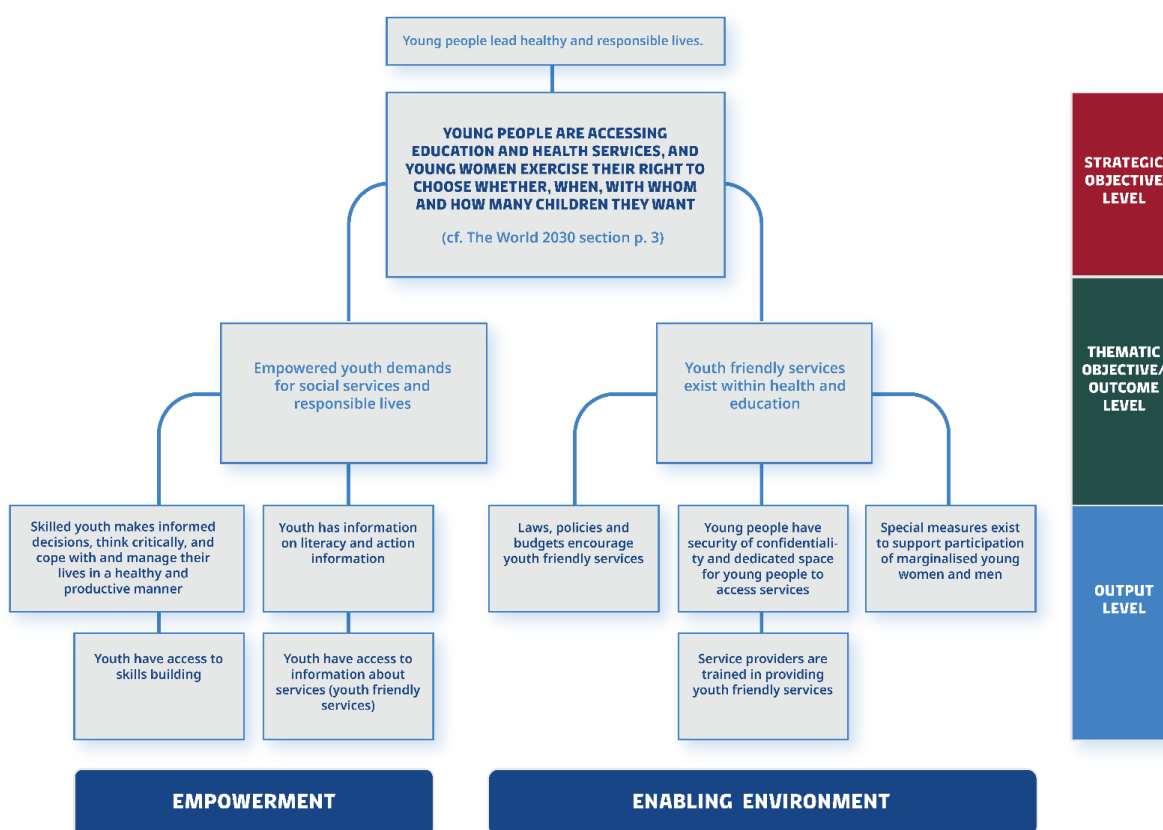
# YOUTH ASSESSMENT TOOLS: SOCIAL SERVICES

An important first step in mainstreaming youth-specific issues into social sector programmes and development engagements is to assess the knowledge, attitude and practice in regard to social services among the targeted youth population (see Youthhood – A Period of Personal and Social Development] and the extent to which the environment enables and/ or hinders their equitable access to social services.

The matrix below describes some of the common and overall hindering and enabling factors at different levels that may impact young people's access to youth-friendly services.

| | HINDERING FACTORS | ENABLING FACTORS |
|---|---|---|
| | Young people are marginalised from youth-friendly services by virtue of: | Young people are accessing youth-friendly services as a result of: |
| **Society** | Attitudes towards them, labelling and stereotyping youth as being irresponsible, inexperienced, rebellious, etc.<br><br>Laws, policies and budgets that do not encourage youth-friendly services. | Acknowledgement of their need for youth-friendly services and ability to lead responsible lives.<br><br>Laws, policies and budgets that encourage youth-friendly services. |
| **Community** | Cultural and religious norms and parental authority affecting their ability to access education, healthcare and health-related information.<br><br>Harmful customary practices and misconceptions, in particular in relation to sexual reproductive health. | Interpersonal support and confidentiality from peers, family, colleagues and other stakeholders.<br><br>Informed communities/persons combatting harmful customary practice.<br><br>Gender equality. |
| **Institutions** | Costs of services.<br>Long distances to services.<br>Lack of information about services.<br>Lack of youth-friendly design of services.<br>Lack of youth-friendly training of service providers<br><br>Specific for SRH services:<br>Concern about confidentiality and lack of dedicated space for young people to access services.<br><br>Consent requirements demanding parental, spousal or partner approval for certain reproductive health services. | Reduced costs of services for youth with limited financial means.<br>Adequate distribution of services.<br>Adequate information about services.<br>Youth-friendly design of services.<br>Youth-friendly service providers.<br><br>Specific for SRH services:<br>Security of confidentiality and dedicated space for young people to access services.<br><br>Consent requirements take the need for confidentiality into account. |
| **Individual** | Lack of rights, knowledge, skills, motivation and/or means to access services. | Knowledge, skills, motivation and means to make informed decisions and cope with and manage own lives in a healthy and productive manner. |

The following example of guiding questions for a **contextual assessment** of the realities of young people in relation to social sector programmes is a supplement to the general thematic and contextual analysis and appraisals, cf. Annex 1: Context Analysis in the Guidelines for Programmes and Projects, AMG, January 2018.

| CONTEXTUAL ASSESSMENT: YOUTH |
|---|
| To what extent are young people knowledgeable of existing social services? |
| To what extent are young people able to analyse their own situation and identify and express their needs for health/educational services? |
| Are young people properly equipped to access services (i.e. do the youth have skills to make informed decisions, seek and demand services, etc.)? |
| To what extent are young people accessing services within health and education? Are there specific factors hindering young women from accessing services? |
| To what extent do young people believe that the provision of social services is appropriate and youth-friendly? |

| CONTEXTUAL ASSESSMENT: ENVIRONMENT |
|---|
| Is there a youth policy (or any other policy) with a framework for the provision of age-appropriate and youth-friendly social services? |
| Do adults' perceptions of youth influence the provision of age-appropriate and youth- friendly services? Are there certain groups of youth who are less likely to be provided with appropriate and youth friendly services due to gender, social or educational conditions, disability etc.? |
| Which local/national youth-friendly services exist? Are service providers adequately trained? |
| What are the main formal/informal and social/cultural barriers excluding young people (or parts of the youth population) from accessing age-appropriate and youth-friendly services? |

Across countries, different segments of the population, e.g. women and girls, people in rural areas, people living with disabilities, people affected by conflict, migrants, sexual minorities and youth are disproportionately represented among the persons left behind in development.[5] The SDG principle of leaving no one behind demands that marginalised/victimised groups of young people are considered when designing thematic programmes and development engagements.

Below is a non-exhaustive list of **youth who may require special attention in relation to social sector engagement.**

| SECTOR | MARGINALISED/VICTIMISED YOUTH GROUPS |
|---|---|
| **Health** | Young victims of violence (including sexual violence) Young parents (including young single parents/head of households) Youth living in disadvantaged settings (slums, refugee camps, marginalised rural areas) |
| **Reproductive health** | Young people with different sexual orientation and/or gender identities (lesbian, gay, bisexual and transgender youth), or those questioning their sexual orientation and/or gender identity Young women living in fragile and conflict-affected settings |

| | |
|---|---|
| **Education** | Young people without access to secondary/tertiary education due to poverty (e.g. youth from disadvantaged families/communities) or geographical marginalisation (e.g. youth from remote rural/hilly areas, small islands)<br>Young people with learning difficulties (or other disabilities excluding or limiting their access to education)<br>Early school-leavers and school dropouts (e.g. teenage girls who drop out due to pregnancies or inadequate sanitary conditions)<br>Youth living in disadvantaged settings (slums, refugee camps, marginalised rural areas)<br>Youth belonging to a national or ethnic minority, including youth with linguistic adaption problems |

# FURTHER READING AND INSPIRATION ON SOCIAL SECTORS

**UNFPA**: The Power of 1.8 Billion: Adolescents, Youth and the Transformation of the Future (2014). The State of the World Population Report discusses the enormous potential for economic growth and social development in countries with large youth populations, given that the right investments in human and social capital for youth development are made. For a brief, read the fact sheet.

**WHO**: Adolescents: health risks and solutions. A homepage providing key facts on the health of adolescents (10-19 years of age).

**UN-DESA**: Youth with Disability (2011).

**Family Health International**: Youth Participation Guide: Assessment, Planning, and Implementation (2008). The Youth Participation Guide seeks to increase the level of meaningful youth participation in reproductive health (RH) and HIV/AIDS programming at an institutional and programmatic level. The guide hopes to foster individual and institutional commitment to involving youth in meaningful ways. While designed for working with youth RH and HIV projects, this guide can also be adapted for use in other types of youth development programmes.

**Advocates for Youth**: The Sexual and Reproductive Health of Young People in Low and Middle Income Countries. A homepage providing key facts on sexual reproductive health for young people.

**US Department of Health and Human Services**: A homepage presenting a game plan for engaging youth in promoting health and healthy lives; including Principles for Youth Engagement and Eight Successful Youth Engagement Approaches.

**UNESCO:** Technical guidance on comprehensive sexuality education (includes life skills): International technical guidance on sexuality education: an evidence-informed approach (2018).

**WHO:** Recommendations on adolescence sexual and reproductive health and rights (2018).

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[1] Danida, The World 2030, section 2.4 p. 7
[2] Youth-responsive characteristics explained in USAIDs PYD Measurement Toolkit (Annex F) p. 103
[3] The Case for Investing in Young People (UNFPA)
[4] Young people living in developing counties experience the same sources of ill health as the rest of the population, but their disease burden is often   worsened by poverty and other forms of deprivation and exclusion. There is consequently a need to scale up preventive interventions enhancing young people's physical and mental health and protect them from communicable as well as non-communicable diseases
[5] UNDP: What does it mean to leave no one behind?