

## Chapter 16

# The Programme Cycle

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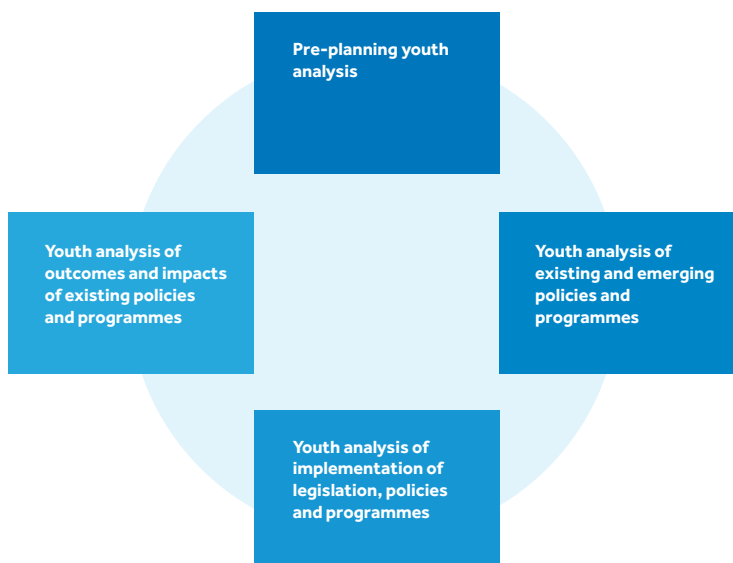
This chapter:

- builds on the preliminary assessment questions outlined in Chapter 13
- helps us analyse youth mainstreaming at different levels of the development process.

### 16.1 Youth analysis and stages of the programme cycle<sup>1</sup>

Now, we move on to look in detail at youth mainstreaming in policy frameworks and programming elements (programming being the translation of policy into practice), and how we integrate a youth lens into their analysis, whether it is a whole-of-government or sectoral approach. This analysis is more detailed than the initial assessment questions in Chapter 13, and should be undertaken when the process has moved further forward, with greater participation of stakeholders. Figure 16.1 indicates the key stages of analysis in planning.

Figure 16.1 Stages of the youth analysis cycle





### Box 16.1 An owned analysis

Again, it is important to remember that this analysis is to be undertaken by all stakeholders, particularly young people who are affected by the respective planning process, policies and programmes, or those with a youth-serving voice on issues.

#### 16.1.1 Analysis questions

What is the nature of existing youth mainstreaming in policy, legislation, institutions and programmes? What needs to be strengthened?

Addressing these questions will help agencies identify work that is in fact youth mainstreaming, but which is not necessarily identified as such. The levels of analysis are described in Table 16.1.

Table 16.1 Policy, programme and organisational analysis

Level of analysis (global, regional, national, local, sectoral)	Some analysis questions
<p><b>Legislation and policy analysis</b> Analysis of policy, legislation and legal systems to assess a youth lens</p>	<ul style="list-style-type: none"> <li>• What are the broader enablers and disablers that inform legislative and policy directions?</li> <li>• Is there a comprehensive sociodemographic lens integrated into legislation and policy?</li> <li>• To what extent is youth-related policy strengthened through legislation?</li> <li>• Are young people's rights written into legislation and policy? If so, at what levels or in what sectors?</li> <li>• If so, has this affected, or can it affect, youth mainstreaming?</li> <li>• Are accountability mechanisms for youth written into legislation and policy?</li> <li>• Is there any legislation/policy that explicitly discriminates against youth?</li> <li>• What needs to be done to strengthen legislation/policy for young people's rights?</li> <li>• Which sectors have a critical role to play in this?</li> <li>• If you are conducting YM planning for a sector, what role does your sector play in strengthening legislation/policy for young people?</li> <li>• Are young people participating in formulating and assessing legislation/policy nationally or in your sector? If so, which young people?</li> <li>• Are some professional and youth groups excluded in the legislative/policy decision-making process? If so, why? And how can this affect drafting? How can the process be made more inclusive?</li> <li>• Are young people's developmental and safeguarding rights written into legislation/policy?</li> </ul>

Table 16.1 Policy, programme and organisational analysis (*cont.*)

Level of analysis (global, regional, national, local, sectoral)	Some analysis questions
<p><b>Planning/sector analysis</b> Analysis of national and subnational planning, including all sectors – education, employment etc. – as a general network of institutions to see overall commitments and action on youth mainstreaming</p>	<ul style="list-style-type: none"> <li>• Into which development planning opportunities can YM be integrated? For example, is it possible to advocate for YM in poverty reduction strategy papers, national development plans and other holistic national development plans?</li> <li>• What are the national and subnational planning or sectoral enablers/disablers for youth mainstreaming from a macro- legal/policy perspective?</li> <li>• Is planning/your sector committed to addressing issues determined by sociodemographic variables in general?</li> <li>• Is planning/your sector committed to youth mainstreaming? If so, which sorts of agencies demonstrate this commitment? State sector agencies, civil society, academia?</li> <li>• Is youth mainstreaming written into policy in national/subnational planning or the work of the sector? If so, how? And where? At the ministry/ organisational level?</li> <li>• Does planning support and recognise the implementation of accountability mechanisms for youth?</li> <li>• Is adequate specialist expertise (Table 11.1) drawn in?</li> <li>• Is there a youth perspective at the level of analysis? Are data disaggregated for young men and women?</li> <li>• Which programmes best exemplify youth mainstreaming?</li> <li>• Is meaningful youth participation factored into planning?</li> <li>• What needs to be done to strengthen youth mainstreaming?</li> <li>• Are young people's developmental and safeguarding rights built into planning/sectoral policy?</li> </ul>

*(Continued)*

Table 16.1 Policy, programme and organisational analysis (*cont.*)

Level of analysis (global, regional, national, local, sectoral)	Some analysis questions
<p><b>Organisational analysis</b> Analysis of each individual participating agency's institutional mechanisms and processes, including youth sector agencies, to assess conduciveness to youth mainstreaming</p>	<ul style="list-style-type: none"> <li>• Do organisational policies generally reflect the significance of sociodemographic variables in development planning?</li> <li>• Are there organisational policies that support youth mainstreaming?</li> <li>• Are there accountability mechanisms with youth participation, to ensure that implementation is aligned to policy?</li> <li>• Are staff aware of the youth dimension of the specific sector's programmes?</li> <li>• Is specific specialism brought in?</li> <li>• Is there staff capacity building on youth empowerment/development, youth participation and youth mainstreaming?</li> <li>• What are the attitudes of staff to youth, youth participation and youth mainstreaming? Is there consensus on the broader rationale for youth mainstreaming?</li> <li>• Are planning structures open to youth participation? Are the right kinds of young people genuinely representative of youth groups involved in planning through formal structures? Are the young people involved those who are the most affected by the sector's/organisation's policies?</li> <li>• Do institutions have meaningful youth participation on their boards? Are these young people able to represent the diversity of youth voices, as applying to the work of your organisation, and contribute to institutional strengthening?</li> <li>• Does youth research and data disaggregation capacity exist in the organisation?</li> <li>• Are stakeholders involved? Are diversity and inclusion principles adopted in stakeholder involvement?</li> <li>• Are young people participating in this specific organisational analysis?</li> <li>• Are young people's developmental and safeguarding rights built into organisational policies?</li> </ul>

Table 16.1 Policy, programme and organisational analysis (*cont.*)

Level of analysis (global, regional, national, local, sectoral)	Some analysis questions
<p><b>Programme analysis</b> Analysis of programmes of individual participating agencies to assess youth mainstreaming in the planning process</p>	<ul style="list-style-type: none"> <li>• To what extent do programmes reflect aspirations/legal commitments to youth rights and support the implementation of policy?</li> <li>• Do programmes generally reflect sensitivity to sociodemographic variables such as age, gender, disability, ethnicity etc., social formations, values etc.?</li> <li>• What are the youth dimensions of programmes in the thematic areas of participating agencies?</li> <li>• Do programme goals/objectives refer to impact on young people or for different age cohorts?</li> <li>• In a more transformative sense, do the goals/objectives include a broader commitment to changing institutions, attitudes or other factors that discriminate against young people?</li> <li>• Does the programme have sufficient tools to analyse youth-specific concerns in the sector?</li> <li>• Is there sufficient information on young people affected by this programme area? If not, where can such information be found?</li> <li>• Are the young people affected by the programme area addressed sufficiently in programme planning?</li> <li>• Are programme data disaggregated for youth, including for young men and women, and youth age subgroups?</li> <li>• Are all required specialisations and young men and women brought into the planning process?</li> <li>• Are some professional and social groups, including youth groups, excluded from planning? If so, who and why? How will this affect programme design?</li> <li>• How is youth mainstreaming reflected in analysis, planning, implementation, and M&amp;E and impact assessment? Is there a youth lens integrated to analysis and planning? Are young people participating in the programme cycle? Are data segregated for youth at the M&amp;E level?</li> <li>• Are young people participating in programme analysis?</li> <li>• Is the organisation providing sufficient investment/finance to mainstream youth into programming, such as for training, implementation, monitoring and evaluation, and so on?</li> <li>• Are young people's developmental and safeguarding rights built into programme development?</li> </ul>

Box 16.2 contains some examples of how this analysis has been conducted in Commonwealth member countries.

### Box 16.2 Policy, institution and programme analysis

#### Jamaica

The 2012 *Quality Survey of Youth in Jamaica* (the 'Quality Survey') reviewed a comprehensive range of youth development plans, policies and programmes. It subsequently unearthed substantial gaps in processes, providing a useful insight into the key challenges facing young people:

- *The macroeconomic context:* In a context of low growth and inequity, 'youth are particularly affected by the attending structural constraints'. The data showed low labour force participation and high levels of unemployment, with attendant social consequences.
- *Poverty, urban and rural:* Poverty is often transmitted across generations, compromising the life chances of children and young people, through to adults and the elderly. However, there was concern that youth who consider themselves to be excluded from national production plans and who are frustrated by poverty may opt to find alternative – including underground – avenues to survive, with serious social and economic consequences.

Following the Quality Survey and its recommendations, the Government of Jamaica recalibrated the National Youth Policy (NYP) 2015–2030 to make it more responsive and relevant to the current challenges facing the nation's youth. Tabled in parliament in May 2015, the NYP reasserted the YM concept<sup>2</sup> and its implications, committed itself to the active participation of young people in areas integral to their own development, and set out its vision for young people thus:

*All young people in Jamaica to achieve holistic development and optimal potential, empowered to innovate and compete globally, being respectful of diversity and the rights of self and others, while contributing to the national development and growth.*

(Ministry of Youth and Culture 2015)

#### Solomon Islands

Given the content and profiling of the Commonwealth Plan of Action for Youth Empowerment (PAYE),<sup>3</sup> its impact on youth policy and programme analysis is irrefutable. This has been established in one form or another at six Commonwealth Youth Ministers' Meetings (CYMMs) since 1998, and received some profile at the 2000 World Conference of Youth Ministers in Portugal. The deep roots of the Commonwealth Secretariat's long-term mandates and action on national youth policy, and its rights-based paradigm, were bolstered by this strategic and practical publication. It responded affirmatively to ministerial mandates for YM, driving conscientisation and providing a springboard.

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### Box 16.2 Policy, institution and programme analysis (cont.)

#### The Pacific Youth Development Framework (PYDF): A co-ordinated approach to youth-centred development in the Pacific 2014–2023 and YM

The quest for a PYDF featured highly on the Commonwealth Youth Programme South Pacific Regional Centre's (CYPSPRC) YM agenda in 2008–10, as it actively pursued engagement and collaboration with all Pacific regional stakeholders to a) highlight the Commonwealth Secretariat's work in the region, b) minimise duplication and c) increase resource sharing and goodwill among all youth agency stakeholders.

In September–October 2011, the CYPSPRC convened a meeting of ten Pacific regional organisations in Brisbane, Australia, in the wings of the Commonwealth Youth Forum (CYF) youth leadership conference, where delegates met to prepare for the 2011 Commonwealth Heads of Government Meeting (CHOGM) in Perth. South Pacific region UN agencies, the Duke of Edinburgh's Award, the Oceania Football Confederation and the Pacific Community (SPC) attended the consultation. After the 2011 Brisbane meeting, the SPC took the lead for the National Youth Development Framework (NYDF), assimilating the inputs garnered from the Secretariat and other regional stakeholders. The CYPSPRC seized the PYDF momentum as a critical opportunity to advance the YM agenda in the region. The SPC and the Pacific Youth Council (PYC) presented the draft PYDF at the 8CYMM in Papua New Guinea. The PYDF was endorsed by the Pacific Ministers for Youth and Sports in December 2013 in Noumea, New Caledonia, during the Pacific Youth and Sports Ministers Conference.

This was the first time that regional organisations had worked together in a collaborative yet structured manner to ensure that their programmes and interventions were co-ordinated and their resources shared, combining their collective energies to reach more young people in a meaningful way. The PYDF 2014–2023 is the blue print for youth development in the region.

## Notes

- 1 Adapted from the Gender Mainstreaming Toolkit (Niemanis 2007).
- 2 The NYP drew on a range of national research and policy documents, treaties and obligations, viz. a) the World Programme of Action on Youth (WPAY) 2010, UNDESA; b) the CARICOM Youth Development Action Plan (CYDAP) 2012; c) the Plan of Action for Youth Empowerment (PAYE) 2007–2015 (Commonwealth Youth Programme 2007); d) the UN Convention on the Rights of the Child (CRC); e) the Millennium Development Goals (MDGs); f) the UNFPA Programme of Action of the 1994 International Conference on Population and Development.
- 3 Commonwealth Youth Programme 2007.

## References

- Commonwealth Youth Programme (2007), *The Commonwealth Plan of Action for Youth Empowerment 2007–2015*, Commonwealth Secretariat, London.
- Ministry of Youth and Culture, Government of Jamaica (2015), *National Youth Policy 2015–2030*, available online at: [http://jis.gov.jm/media/Final-Green-Paper-2015\\_April-9.pdf](http://jis.gov.jm/media/Final-Green-Paper-2015_April-9.pdf)
- Niemanis, A (2007), *Gender Mainstreaming in Practice: A Toolkit*, Regional Bureau for Europe and the CIS, United Nations Development Programme (UNDP), Bratislava.