

## Chapter 17

### The Process

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This chapter will look at:

- specific stages of youth mainstreaming in its political and technical forms
- challenges and solutions for working within and across these stages.



#### Box 17.1 YM is not linear, it is adaptive and responsive

It is not possible to outline a linear process for mainstreaming. Each element will be relevant to different parts of the process in different ways, while the nature of each element will change and adapt according to changing structural and institutional contexts through time, and depending on the stage of the process. For example, stakeholders will join, or leave, a process depending on interest and changing political contexts, at which point a reconfiguration of collaboration may be called for. So each of these components will be iterative, not static or linear.



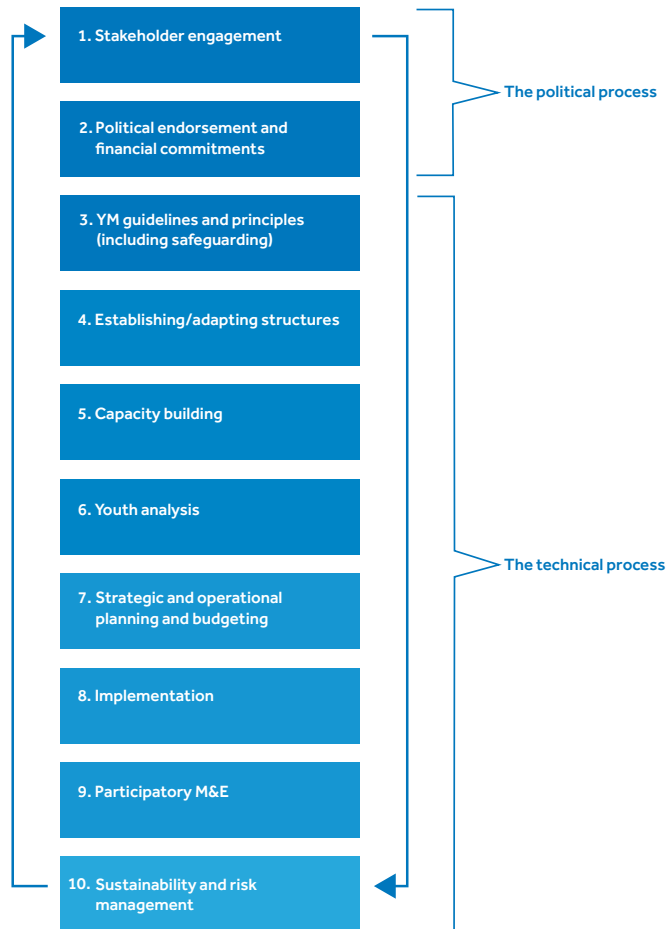
#### Box 17.2 Process stages

For each process element, we identify three steps in the evolution towards a fully formed element; initiated, developing and established. This indicates that, while each stage of development contributes to youth mainstreaming, the fullest impact of YM will be achieved only when the established stage is reached. Processes where one element is at the 'initiated' or 'developing' stage will have only limited outcomes for young people.

In your discussion of each of the process elements, it would be useful to examine the challenges in moving from one level to the next. What are the challenges, for example, in working with stakeholders (Stage 1) to move from initiation (mapping and acknowledgement of stakeholders), to allowing them formal access to decision-making (developing), to fully formed engagement that genuinely influences changes for youth through stakeholder engagement (established)? This analysis should be done for each stage of each process element.

The following diagram helps us see parts of the process (though it is not as linear as indicated in Figure 17.1).

Figure 17.1 The youth mainstreaming process



### 17.1 Stakeholder engagement<sup>1</sup>

The first step in YM is broadening the ownership of the process from the outset to all stakeholders in planning. In sectoral planning, this requires broadening the scope of ‘what’ that sector is to enable drawing everyone in – including research bodies, civil society organisations, professional associations, unaffiliated but affected groups<sup>2</sup> etc. This also involves working with the diverse bodies in the youth sector (Chapter 6) to obtain technical support for youth mainstreaming.

It is important here to develop tools for your context that help you answer questions such as:

- Are all stakeholders involved in planning? (See Figure 8.1 – Stakeholder groups, functions and interests.)

- Are we involving the youth sector in incorporating youth development/empowerment expertise to our planning?
- Is the diversity and inclusion principle applied to stakeholder engagement?
- What strategies should be used to involve all stakeholders?

**Table 17.1 Stakeholder engagement**

Initiated	Developing	Established
Stakeholders mapped and engaged in forums on youth mainstreaming in informal ways.	Stakeholders have formal access to provide inputs to youth mainstreaming planning across other sectors.	Stakeholder engagement is sustained, transforms planning and establishes youth-centric policy, planning and implementation.

## 17.2 Political buy-in and financial commitments

Obtaining political will and policy/financial commitments requires framing youth mainstreaming in the context of dominant political priorities and advocating in cases where YM does not fit existing priorities.

In this case, a policy brief usually begins this process. The task of a policy brief is to articulate the value of youth mainstreaming in achieving development outcomes, and particularly in reaching the SDGs. While there are technical elements in this, it is largely a political task that involves:

- framing the issue of youth mainstreaming in terms of already articulated national development priorities and well-articulated political priorities; and

**Table 17.2 Political buy-in and financial commitments**

Initiated	Developing	Established
Policy brief designed and presented to cabinet.	Circulars and government directives prioritising youth mainstreaming.	Circulars and government directives implemented with adequate resourcing.
	Policy and legislative commitments to youth mainstreaming.	Policy and legislative commitments translated into programmes with adequate resourcing.

- anticipating possible objections and framing responses to these.

Depending on the context of YM, whether project, sectoral or all-of-government at the national or local government level, the policy brief might be a good rallying point for stakeholder engagement around creating a common message and purpose for advocating for YM. We should typically work with universities and research institutes to ensure a robust policy paper. Box 17.3 provides brief guidance on formulating a policy brief.

### Box 17.3 Preparing an effective policy brief<sup>3</sup>

Process – young people and all stakeholders enabling youth rights have to be at the centre of the preparation of the policy brief.

Content (suggested headings)

#### Background

- Rationale for the policy brief and who is involved: the need to promote intergenerational justice; youth voice on youth rights.

#### Why invest?

- Data on status of youth inequality with age- and gender-disaggregated data, and youth participation in governance.
- How mechanisms and processes are delivering; current levels of investment.
- Implications for government expenditure targets.
- Sector papers should highlight sector issues.

#### Connecting YM to national development agendas

- Present alternative scenarios for national development agendas and sectors through integrating youth mainstreaming.
- In addition, present alternative scenarios to direct public expenditure for youth in national/subnational/sectoral development.

#### Conclusions and recommendations

- Concise, practical conclusions and recommendations indicating who would be responsible, and what is to be achieved through the process/mechanism in the recommendation.

#### TIPS

**Keep it brief** – no longer than eight A4 pages, and nothing beyond 3,000 words usually. Of course, the length will ultimately be determined by specific contextual requirements.

**Keep it promotional** – make it attractive, professionally formatted and well designed yet understated. The design should not take away from the message.

Box 17.4 sets out some examples of YM policy advocacy in Commonwealth member countries.

### Box 17.4 Developing a policy brief

#### Jamaica

In 2006, the Ministry of Youth and Culture (MoYC) spearheaded Jamaica's YM initiatives, stepping up efforts following the explicit mandates that emanated from the 7CYMM in Sri Lanka in 2008. In 2009/2010, the Government of Jamaica, through the MoYC's National Youth Development Centre, contracted the Centre for Leadership and Governance (CLG) at the University of the West Indies to develop a National Youth Mainstreaming Strategy and Manual, as part of a wider youth development initiative sponsored by the Inter-American Development Bank (IDB). The CLG's remit was to provide technical expertise for the national strategy and to mainstream the issues and concerns of young people and their contributions within and across the efforts of the public, private and non-governmental organisation (NGO) sectors. The CLG's processes included co-ordinating stakeholder consultations; developing YM definitions; drafting the scope and contents of YM tools; and sensitising the public and private sectors on YM.

A policy brief was published after the June 2011 National Youth Mainstreaming Strategy Workshop. The brief contained seven elements: 1) context of the YM study; 2) key YM terms; 3) data collection for strategy and action plan; 4) situation analysis; 5) proposed YM framework; 6) strategies (thematic areas and goals); and 7) overview of the YM process.

#### Malaysia

Between 2012 and 2015, the Institute for Youth Research (IYRES) and the Ministry of Youth and Sports, Malaysia, instituted extensive consultations with a range of stakeholders on the proposed modifications required for Malaysia Youth Policy (MYP) 2018–2035, researching and reviewing key studies under the rubric of the country's Vision 2020 strategy. IYRES submitted 16 resolutions to Cabinet. Two major resolutions were accepted: the embedding of a youth mainstreaming approach to youth development and an amendment to the youth-age definition, bringing Malaysia into line with Commonwealth and international standards.

The policy brief outlined three goals: 1) increase the involvement of young people as responsible citizens; 2) highlight the potential of each individual young person by celebrating everyone's diversity and differences; and 3) expand access to priority areas and youth development initiatives for the benefit of all target groups.

#### Solomon Islands

The Commonwealth's Plan of Action for Youth Empowerment (PAYE) was the critical foundation document for guiding youth development in Solomon Islands. Benefiting from immediate accessibility to and expertise of the staff at the CYP South Pacific Regional Centre (CYPSPRC), as well as the PAYE and YM anchors, the Ministry of Women, Youth, Children and Family Affairs

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**Box 17.4 Developing a policy brief (cont.)**

(MWYCFA) optimised the technical support available for the development of the Solomon Islands National Youth Policy (SINYP) 2010–2015, its plan of action and its monitoring framework. Endorsed by Cabinet in 2010, the SINYP set the stage for projects to be implemented, monitored and evaluated through a youth lens and mobilised through a multi-sectoral approach to youth development. In accordance with the mandate emanating from 7CYMM in Sri Lanka in 2008, the Solomon Islands Government intensified its YM initiatives at the national level.

In 2011, through the driving force of the MWYCFA Permanent Secretary, Ethel Sigimanu, and in partnership with CYPSPRC, the Solomon Islands Government intensified youth mainstreaming efforts at the provincial level. In partnership with the provincial government and non-government stakeholders, and with support from the Pacific Leadership Programme and the CYPSPRC, Provincial Youth Mainstreaming Summits in all nine provinces and another in the city of Honiara resulted in ten Provincial Youth Policies, aligned to SINYP 2010–2015.

High-level endorsements resulting in YM initiatives are elaborated in Box 17.5.

Political endorsement comprises public political support to the agendas of youth mainstreaming and is supported by political will. This may, or may not, include financial commitments at this stage, but is an initial step to buttress further advocacy if need be. Political endorsement might be indicated at the highest level through an Act of Parliament, or administrative tools such as circulars endorsed by the highest political office. The best forms of political endorsement would be evidence-based and have considered significant objections and responses to these, including through parliamentary/cabinet debate. These endorsements may be actualised at the highest level through legal stipulations, or otherwise, through parliamentary/cabinet directives, institutional guidelines or general circulars.

Policy commitments will also include:

- increased commitments to public expenditure for youth; or
- attracting donor commitments to youth mainstreaming initiatives, including affecting transformations in donor/lending policies to inform investment in youth-centric planning.

### Box 17.5 High-level endorsement and stakeholder engagement

#### Malaysia

The prime minister's commendation for the MYP 2018–2035 exhorted all ministries to embrace a paradigm which valued all young people as positive assets, in keeping with the policy's intention to maximise young people's agency. The Minister of Youth and Sports/Kementarian Belia & Sukan (KBS), Minister Khairy Jamaluddin Abu Bakar, has ultimate responsibility for delivering the MYP. A strong advocate of holistic learning and a champion for young people's involvement and participation in politics, Minister Khairy was selected as Young Global Leader in 2006 by the World Economic Forum, Davos, and was president of the youth wing of the United Malays National Organisation at the time of this research. As the highest government authority responsible for youth policy and youth development targets, Minister Khairy is one of the most important protagonists for advancing YM. Together with KBS's research arm, the IYRES and the Malaysia Youth Council (MBM), the three central organisations have used their combined platforms of influence, skills, education, passion, values and a human-rights orientation to affect the landscape of youth development in Malaysia.

#### Solomon Islands

The MWYCFA, under the stewardship of the Permanent Secretary, directs youth and gender mainstreaming efforts and YM implementation in Solomon Islands. Recognising that the needs and concerns of women, youth and children – and other marginalised groups – are cross-cutting, the MWYCFA articulated a method of working that placed young people's, children's and women's concerns at the centre of planning and resource distribution. Cognisant of the fact that partnerships between government, NGOs/civil society organisations (CSOs) and donor partners can facilitate holistic development, state and non-state actors present at the 2010 National Youth Summit on Mainstreaming – *The SINYP: Youth at the Centre of our Work* – committed themselves to implement the SINYP 2010–2015 within the framework of YM.

An implementation matrix served as a practical mechanism for the co-ordination of stakeholder programmes and targets. The matrix ensured that better-resourced agencies, e.g. the UN Development Programme (UNDP) and other multilateral organisations, could easily link their own key outcomes to SINYP Priority Policy Outcomes (PPOs). Agencies assessed best use of their expertise and resources to reinforce practical tools for young people to understand and get involved in SINYP targets and outcomes. This was an efficient mechanism for all youth-serving providers to map their youth offer in a manner that ensured that they could retain their core business, yet align their work to a policy document and plan of action collectively agreed by multi-sectoral stakeholders. Apart from providing a basis for a more collaborative approach to human and financial resources, the matrix was also used a tool to identify and plug gaps.

Young people were integrally involved in the National and Regional Youth Summits on YM in 2010, as contributors, as active implementers and as critical stakeholders in the evaluation and monitoring system. Twenty-four organisations, including members of the Provincial Assembly, the

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### Box 17.5 High-level endorsement and stakeholder engagement (*cont.*)

provincial government executive, all heads of divisions, church and youth representatives, NGOs, CSOs and other stakeholders on the Central Island and in the province attended and signed up to the SINYP 2010–2015. The summits formalised and gave structure to the ongoing efforts of different youth stakeholders in each province and at the centre, enabling partners to buy in to the YM approach; and align their activities and implement their plans according to the six PPOs of the SINYP, while still remaining true to their core business.

The process systematically brought youth development activities and programmes into the core of government, private sector and civil society business. Recommendations and follow-up actions were agreed to and were captured in communiqués, signed by all participants, pledging their commitment to implement programmes using a YM methodology and progressing targets which aligned to SINYP priorities and desired outcomes. Stakeholders linked their obligations by signing the Panatina Communiqué.

## 17.3 Establishing YM guidelines and principles<sup>4</sup>

Guidelines, such as this broader set of Commonwealth guidelines for YM, should address the specific contexts of youth as they relate to the country/sector/geographical region/organisation etc., and address the specific institutional dynamics and cultures relevant to your country/sector or geographical region.

This need not be fully in place for youth mainstreaming to begin, but the process itself could be an ideal starting point for discussions around formalised, standard-setting national/sectoral/institutional or geographical criteria for youth mainstreaming that are set firmly in the political and institutional contexts under discussion. Guidelines could potentially set out a structure, establishing training frameworks, roles and responsibilities, implementation, and monitoring and evaluation arrangements. This structure could be framed with the support of the youth sector/youth development specialists.

Table 17.3 Establishing YM guidelines and principles

Initiated	Developing	Established
Youth mainstreaming guidelines developed collectively, prepared and published.	Inductions on youth mainstreaming guidelines begun.	Youth mainstreaming guidelines implemented and effecting youth mainstreaming structural and programme changes.

Similar guidelines should exist for organisational guidance for youth participation (see Annex 3).

Box 17.6 indicates the commitments of the African Union Commission to institutional mainstreaming.

#### **Box 17.6 African Union Commission's framework for institutional youth mainstreaming**

The African Union Commission (AUC) launched a youth mainstreaming framework to inform the practices of the commission in 2016. It is meant to position the AUC to 'coordinate youth mainstreaming in order to leverage resources and respond to the call on youth investment'. The AUC youth mainstreaming initiative aims to fast-track ongoing youth activities at the commission in a strategic and co-ordinated manner, as a pathway to realising the sixth aspiration of the African Development Framework – Agenda 2063.

The framework has resulted in discussions around bolstering interdepartmental collaboration within the AUC and has accelerated youth policies and programmes in the commission to implement the youth mainstreaming framework. It will apply to all departments of the commission.

This framework is buttressed by the African Youth Decade Plan of Action, which calls for a continental youth mainstreaming agenda as part of development objectives and for the development of programmes for youth empowerment. Mainstreaming the participation of youth and women in Africa's development is an essential part in delivering the rapid, but balanced, economic and social development of Africa.<sup>5</sup>

### **17.4 Establishing/strengthening structures and organisations**

No general prescription is possible for defining youth mainstreaming structures. This will depend on the context and level of YM. The central tenet of structures that drive YM should be that they are able to drive political interests, incorporate technical skills and sustain YM processes in multiple sectors through collaboration, dialogue and constructive M&E.

**Table 17.4 Establishing/strengthening structures and organisations**

Initiated	Developing	Established
Youth mainstreaming co-ordination structures defined and agreed.	Co-ordination structures active and sustained.	Co-ordination structures provide results for YM, in terms of the planning process from analysis to monitoring and evaluation.

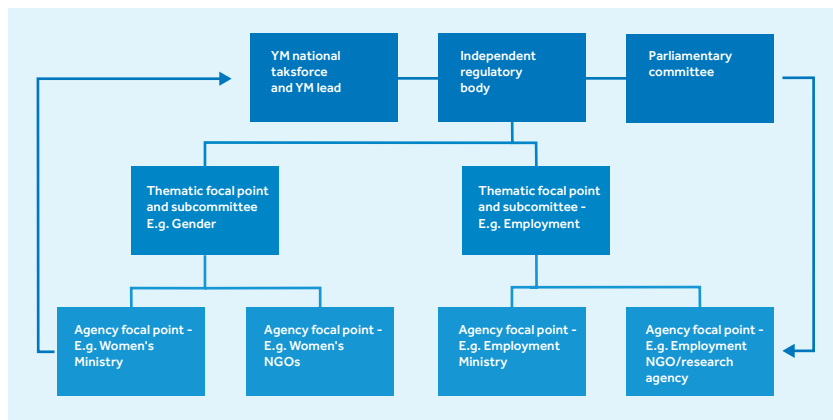
Although civil society and even government may begin with a degree of informality and experimentation, in due course having determinate responses is critical for accountability. 'Where' structures sit is also integral to the resources available and the authority the process wields.

Figure 17.2 proposes a three-tier option where:

- the top tier represents a) a national task force that steers the process, b) an independent regulatory body that ensures coherence and accountability to young people of YM aspirations, strategic goals and plans, and c) a multiparty parliamentary committee that ensures sustainability of the process irrespective of party in power;
- the middle tier represents thematic focal points for each principal sector that will represent the interests and strategies of respective sectors participating in the process; and
- the bottom tier represents agency focal points that will link to sectoral focal points.

What is most important, as in any structure, is that there is good communication across and between tiers, and that thematic focal points do not prevent agency-level focal points interacting with top tiers, but are simply a mechanism for effective co-ordination where necessary.

Figure 17.2 Example structure for an all-of-government youth mainstreaming process



The establishment of ‘focal points’ for youth mainstreaming has been a much-advocated model for effective mainstreaming, and is often evident in youth justice systems (see Case Study Theme 5 in Part 3). This concept is given further scrutiny in Box 17.7.

### Box 17.7 What do we mean by focal points?

Mainstreaming mechanisms will often designate individuals as ‘focal points’ to co-ordinate and assess progress within each given department/agency. It may be that they have many other responsibilities (including as focal points for other processes); this model can fail where practicalities of resources and support have not been adequately considered. Some aspects to consider:

- The focal point role could be given to **senior rather than middle management**, to maintain the profile of YM in participating agencies. Whether or not the manager devotes most of their time to this portfolio, they will bring to bear the human resources working for them (subordinates), along with sufficient authority and influencing ability.
- Focal points do not just play a co-ordination role, but have a **critical substantive role**. They must convey to other stakeholders the importance of grasping their respective responsibilities, and this means continuously advocating, brokering and catalysing strategic-level actions. It also involves using ‘weak ties’, as well as compliance-based ‘strong ties’.
- The focal point’s role must be seen in the context of the **commitment of entire institutions** (tiers, thematic areas of government) to the SDGs as a whole. Youth mainstreaming can then gain traction, with adequate commitment to resources and processes.
- Acting as a focal point does not mean that it must come into the job title; however, it does mean that relevant managers meet regularly as mainstreaming focal points (i.e. as a peer-level network) to update one another and achieve second-order co-ordination. Like leadership, this role is **a function rather than a person**. (At the highest levels, ministers in effect act as focal points during cabinet meetings.)

Box 17.8 is a list of questions that will help you determine possibilities for a whole-of-government structure.

### Box 17.8 Establishing structures – sample questions

1. What is the highest level of influence that the issue network contains? How is parliamentary/cabinet-level representation to be achieved?
2. How co-ordinated is the taskforce in advocating for youth mainstreaming? Which other agendas is it perceived to be linked to – correctly/incorrectly?

**Box 17.8 Establishing structures – sample questions (cont.)**

3. For any given department/agency, at what level of seniority are those who best understand YM?
4. Does the structure facilitate sufficient ownership of the youth mainstreaming process within organisations and within sectors?
5. Are young people participating in the structure? What norms should govern youth structures' access to the ministerial level, and vice versa?
6. What would happen if a given department/agency (or designated lead team/person within it) were to leave the network? Which processes might be delayed or disabled?
7. How are handovers ensured within the institutions when individuals leave the youth mainstreaming structure?
8. Is a co-ordinating office function (adequately resourced) to be hosted within one of the existing structures, or is it better set up afresh, outside such structures?

Examples of structures established through the influence of the Commonwealth's former work on YM are described in Box 17.9.

Box 17.10 is an example of the implications for strong organisations that facilitate sustainable structures.

**Box 17.9 Establishing structures****Malaysia**

The KBS, the IYRES, and the National Youth Consultative Council (NYCC)/ Cabinet Committee on Youth, Malaysia Youth Council (MBM) and Malaysia Youth Parliament (PBM) form the main structures co-ordinating YM. The KBS works in close partnership and consultation with a range of youth organisations, but MBM is the major stakeholder. With strong links to the KBS, the IYRES and others, MBM has huge potential to hold policy-makers and politicians to account, particularly because of its pivotal role in the Association of South east Asian Nations (ASEAN). Leading and empowering youth through 1) advocacy, 2) youth-led programmes and 3) national and international partnerships, MBM represents Malaysian youth's opinion to the government through the PBM; NYCC; federal consultative councils and state government; national budget dialogue; committees at different levels in government; position papers on selected issues; and regular media statements, which express the younger generation's views and aspirations. As the major stakeholders in advancing the youth development agenda, the KBS and MBM's catalytic roles will require ongoing operational adaptation to YM concepts and practice. The IYRES becomes a critical facilitator in this regard.

### Box 17.9 Establishing structures (cont.)

#### Solomon Islands

The MWYCFA embraced a mainstreaming approach to implement all policies and commitments affecting women, youth, children and families, and YM's suitability and adaptation to local needs and situations. MWYCFA worked with partners on issues of common interest, e.g. HIV/AIDS, disaster management, environmental sustainability and research on related subjects, and provided capacity building for support to its stakeholders. YM policy and programmes were implemented through its four directorates – Human Resources; Women; Youth; and Research, Policy, Planning and Information – and co-ordinated by the National Sports Council (NSC) and Solomon Islands National Youth Council (SINYC). Because of the Provincial Youth Mainstreaming and Provincial Youth Policy summits, provincial governments increased budget allocations for youth development and/or established new positions for youth development staff.

National and Regional Youth Parliament programmes provided excellent mechanisms for young people to understand how to lobby and participate in political processes. They not only educated young people on parliamentary democracy and governance, but provided an avenue whereby young people came together to learn about and discuss pertinent issues affecting the countries in the region, using the parliamentary programmes to identify ways to contribute and positively address pressing issues.

### Box 17.10 Strengthening organisations for youth mainstreaming – a lesson from gender

Strengthening structures also requires strengthening organisations that make up these national/local structures. The following excerpt looked at how organisations were strengthened to facilitate gender mainstreaming:

*In response to the call for gender mainstreaming many development organisations, private donors and NGOs took steps to implement mainstreaming policies. They set up gender units, hired gender specialists and adopted gender training. Some organisations also made budget allocations. On the operational side, they required gender analysis at various stages of development assistance and some started working with other organisations, such as civil society or country governments and other donors.*

*At the country level, governments established national women's machineries (ministry, department or office), charging them with responsibility for gender mainstreaming throughout government institutions and operations. In practice, women's machineries played multiple roles as policy co-ordinating units, knowledge and support providers and advocates and catalysts. Like development organisations, they also appointed gender specialists and focal points and launched training programs for all staff. A few countries also established accountability mechanisms to assess progress.*

Gender Mainstreaming: Making It Happen<sup>6</sup>

## 17.5 Capacity building

Capacity building<sup>7</sup> covers institutional and individual attributes such as structures and mechanisms, attitudes, skills and competencies to support the implementation of successful youth mainstreaming. Capacity building is about more than just training. It involves:

- A holistic governance/institutional approach in the case of youth mainstreaming that not only builds capacities of institutions, but also capacities of relationships and sustainability across institutions. This includes the ability of institutions to ‘respond to the demands’<sup>8</sup> of multiple stakeholders.
- Strengthening accountability, transparency, legitimacy, pluralism and participation.
- Enriching information sharing and trust between players. It may include changes to structures themselves.
- Arranging the structures to get more capacity out of the same resources. This involves capacity to engage with policy, processes, procedures, mechanisms, rules, regulations, values and so on.
- Building the institutional capacity of players, including capacities to integrate formal youth participation

Table 17.5 Capacity building

Initiated	Developing	Established
<b>Staff:</b> Youth mainstreaming symposia and workshops conducted for staff to inform attitudes and practice.	Targeted youth mainstreaming training programmes delivered to participating agencies/ sectors.	Capacity-built staff contribute effectively to youth mainstreaming, and demonstrate youth-friendly attitudes and act as mentors.
	Degree/MA programmes in development and youth development integrate youth mainstreaming modules.	
<b>Organisation:</b> Institutional capacity-building processes exist for youth mainstreaming.	Organisational capacity strengthened.	Organisational capacity reflected in YM implementation.

structures, as well as building thematic capacities in youth development, human rights, equity and justice.

- Linking youth mainstreaming to results-based programming and outputs that integrate youth mainstreaming and clearly measure outcomes for youth.

Skills training usually needs to be preceded by orientation, which means a chance for individuals and groups to self-organise and achieve internal consensus. This makes it possible to then get players ‘facing the same direction,’ without revisiting unresolved interpersonal or personal issues.<sup>9</sup>

Some YM capacity-building examples from Commonwealth member countries are set out in Box 17.12.

#### Box 17.11 Checklist for integrating youth participation capacity into organisations

- The organisation articulates youth mainstreaming in organisational policy
- The organisation has accountability mechanisms to ensure faithfulness of implementation to policy
- Staff have a clear understanding of the implications of the organisation’s work for young people
- The organisation has minimum standards for youth participation<sup>10</sup>
- Staff are trained for working with youth as partners in development
- The institution’s boards and programme decision-making forums include young people
- Young people are involved in the entire programme cycle from situation analysis, planning, implementation (in practical ways), and monitoring and evaluation
- There is ethical and accountable stakeholder participation
- The organisation has co-created tools and techniques for evaluating the effects of youth mainstreaming and youth participation

See also Annex 3.

#### Box 17.12 Capacity building

Malaysia

##### Capacity building of youth workers: The Commonwealth Diploma in Youth Development Work (DYDW) – ASEAN

What opportunities exist for augmenting YM initiatives through youth workers and youth work officials? Increases in the national development allocation for youth

(Continued)

**Box 17.12 Capacity building (cont.)**

work and related programmes, and its discrete place in the Malaysia Youth Policy (MYP) 2018–2035, testify to a national commitment to the nation's youth work agenda. The Commonwealth's Diploma in Youth Development Work (DYDW) was launched by the KBS at the CYMM in May 1998, and was approved for delivery at the Universiti Putra Malaysia (UPM) by the Ministry of Education in June 1999. The UPM was a critical voice and influencer of policy and good practice pertaining to the delivery of the DYDW in the Asia region of the Commonwealth, particularly with respect to quality assurance, tutorials, assessment, professionalisation etc.

In 2005, local scholars and UPM advocates agitated for the creation of a code of ethics for youth workers and the development of standards of practice as integral steps toward raising the level and quality of youth work in the country.

**Capacity building of KBS youth officials: The Youth in Executive Development Work Diploma**

The UPM delivers the Youth in Executive Development Work Diploma (DBKB) programme, in partnership with the Selangor State Government. The DBKB provides assistant youth officers, youth officers, training officers/executive managers for youth development, human resource planning officers, administrative officers and youth development researchers with skills in proactive planning, implementation and evaluation of youth development programmes at the community level.

**Capacity building through the Perdana Fellows Programme**

The Perdana Fellows Programme caters to youth leaders who have a strong interest in public policy and current affairs. It provides exceptionally talented young Malaysians with first-hand experience in matters of national governance. Serving as executive interns to cabinet ministers, fellows work at the highest levels of the federal government, assisting ministers in substantiating the national agenda.

The programme is designed to add value to cabinet ministers as well as to the fellows. The ministers gain fresh perspectives from young, idealistic, energetic and assertive interns. Fellows in turn are exposed to substantial policy work at the highest levels of government. Fellows assist their mentor and his/her senior officials in planning and executing government policy and complement existing efforts to communicate government programmes via social media and other strategic communication platforms. As leaders of their generation, fellows are expected to contribute new and bold ideas to their respective ministries, to act as a bridge between their generation and the government, and to have opportunities to serve the national agenda and the prime minister's Government Transformation Programmes.

**17.6 Youth analysis – for context, institutions and programmes**

The youth analysis section (Chapter 15) adequately unpacked elements of youth analysis of legislation, policy, programmes and institutions and should be referred to here. Chapter 9 covered evidence and data.

**Table 17.6 Youth analysis – for context, institutions and programmes**

Initiated	Developing	Established
Commitments made to youth research, including training and investment in youth-led research.	Youth research and youth-led research conducted and completed.	Youth research and youth-led research influence policy and programme planning, implementation, and monitoring and evaluation in all sectors.
Commitments made to monitoring and evaluation that integrates youth mainstreaming.	YM monitoring and evaluation plans are part of the official planning process.	YM monitoring and evaluation creates learning and improvement for YM processes.
Commitments made to institutional analysis for capacities to deliver youth mainstreaming.	Organisations assessed for ability to plan and deliver for youth.	Evidence of organisational capacity to deliver on YM demonstrated.

The best, grounded analysis/research is almost always achieved when junior colleagues and young people/young service receivers are involved in informing design through their lived experiences.<sup>11</sup>

### Box 17.13 Questions around youth-led research

When bringing young people to the centre of a planning process, this raises several questions for policy-makers and youth work professionals:<sup>12</sup>

- How do we determine the relative validity of social research data in relation to the stated positions of youth participants and representatives?
- How do we reconcile the necessarily restricted domain of public service (open to specified professionals and elected politicians) with the open domain of social dialogue? In particular, what gives legitimacy to non-formal or semi-formal processes?
- At the same time, how do we build formal structures within government for youth dialogue?
- How do we manage the physical and political risks to which both young people and decision-makers may be exposed? For young people, there may be safeguarding issues involved where their safety and security may be challenged by the consultation/research process itself. For decision-makers, there may be issues of political sensitivity involved if young people challenge orthodox positions in development planning.



### Box 17.14 Participatory analysis, research validity and information sharing

Situation analysis does not happen just once – it needs to happen with each group of young people.

While some professional analyses take place away from young people on the ground, the task is therefore to share findings between levels and sectors, as far as possible, to the benefit of each.<sup>13</sup>

How broad participation needs to be is a civic/political question, related to whose involvement is sought and why. It is also a theoretical question to do with research validity. The important things to ensure are that, while representation is wide, the findings are analysed by young people; if not, then that they are fed back to young people; and also that the way quantitative and qualitative data are brought in is within the standards and parameters of reliability and validity of research.

Possible means of involving youth in planning include:

- collaborative action and consultation in youth-friendly spaces;
- dialogue through online and broadcast media; and
- involving youth in formal decision-making spaces.

## 17.7 Strategic and operational planning and budgeting

The programme cycle includes the translation of legislation and policy into strategic plans and, thereafter, programmes and projects, and monitoring and evaluation that facilitate youth mainstreaming. Table 17.8 will help planners assess to what extent the cycle incorporates youth mainstreaming, and what more needs to be done. It is vital at this stage to ensure that all strategies are adequately budgeted in consultation with young people.

**Table 17.7 Strategic and operational planning and budgeting**

Initiated	Developing	Established
Training and capacity building on integrating youth mainstreaming into all levels of the programme cycle in all sectors.	All sectors integrate youth mainstreaming into all levels of the planning cycle in harmony with existing conventions, legislation and policy.	All sectors demonstrate improved outcomes and impacts for young people because of youth-mainstreamed planning.

**Table 17.8 Indicators of success for YM monitoring and evaluation**

Phase	Indicators of success
1: Stakeholder engagement	<ul style="list-style-type: none"> <li>• Organisational mapping to identify nodal agency and participating agencies based on Figure 8.1 is completed</li> <li>• All stakeholders committed to youth empowerment are mapped and engaged</li> <li>• Participating agencies show interest</li> <li>• Preliminary advocacy and dialogue are conducted on mainstreaming an asset-based youth lens to implementing-agency research, planning, implementation, and monitoring and evaluation</li> <li>• Young men and women participate in partner identification process and are identified as stakeholders</li> </ul>
2: Political endorsement and financial commitments	<ul style="list-style-type: none"> <li>• Political and fiscal environment scanned for enablers, disablers and dominant political interests that may align with youth mainstreaming (Chapters 4–10)</li> <li>• Policy brief prepared</li> <li>• Policy brief influences high-level decision-makers</li> <li>• Written commitments exist at national government or youth ministry level for YM, including legislative enactments, guidelines, circulars etc.</li> <li>• National/local institutional financial planning aligned for youth mainstreaming</li> </ul>
3: YM guidelines and principles formulated	<ul style="list-style-type: none"> <li>• YM guideline consultations held with all stakeholders, especially young people</li> <li>• YM guidelines reviewed and finalised</li> <li>• YM guidelines endorsed and utilised to inform planning in sectors</li> </ul>
4: Establishing structures	<ul style="list-style-type: none"> <li>• Structure consulted and finalised</li> <li>• Functions of structure clearly articulated and written down</li> <li>• Terms of reference written for focal points and committee members</li> <li>• Structures reviewed and reorganised for relevance and effectiveness</li> </ul>
5: Capacity building	<ul style="list-style-type: none"> <li>• Institutional and Individual capacity building completed for:             <ul style="list-style-type: none"> <li>• individual skills</li> <li>• effective organisations and entities</li> <li>• building interrelationships between entities</li> <li>• an enabling environment</li> </ul> </li> <li>• Subject-specific capacity building completed for:             <ul style="list-style-type: none"> <li>• youth dimensions of planning and asset-based youth development</li> <li>• human rights conventions and their relationship to youth rights</li> <li>• the Sustainable Development Goals and their relationship to attaining development outcomes for youth</li> <li>• the YDI</li> <li>• institutionalising youth participation and creating formal youth participation structures</li> <li>• research, planning, implementation, and monitoring and evaluation with youth participation and a youth lens</li> <li>• information sharing on youth policy where relevant</li> <li>• an understanding of and access to relevant global/national/local data on key youth issues in health, welfare, education, employment, finance and all other sectoral areas, as relevant to implementing agencies</li> </ul> </li> </ul>

*(Continued)*

Table 17.8 Indicators of success for YM monitoring and evaluation (cont.)

Phase	Indicators of Success
6a: Youth analysis of existing policy/legislation, institutions and programmes (Chapter 15)	<ul style="list-style-type: none"> <li>• Policy and legislation analysis:               <ul style="list-style-type: none"> <li>• tools available for policy and legislation analysis for youth mainstreaming</li> <li>• right stakeholders brought in for analysis</li> <li>• gaps in policy and legislation identified</li> <li>• young people participate in analysis</li> </ul> </li> <li>• Institutional analysis:               <ul style="list-style-type: none"> <li>• assessment tools for institutional analysis in YM developed, including for youth participation at all levels</li> <li>• young men and women participate in the process</li> <li>• tools implemented</li> <li>• report written and shared with youth mainstreaming taskforce</li> <li>• analysis informs institutional change</li> </ul> </li> <li>• Programme and sectoral analysis:               <ul style="list-style-type: none"> <li>• programme/sectoral analysis tool agreed on</li> <li>• tool administered</li> <li>• report written and shared with the taskforce</li> <li>• young men and women participate in the process</li> </ul> </li> </ul>
6b: Cross-sectoral situation analysis with a youth lens or by integrating a youth lens into existing research frameworks of participating agencies	<ul style="list-style-type: none"> <li>• Tools developed and piloted in each sector for integration of a youth lens</li> <li>• Research conducted, especially youth-led/youth participatory research</li> <li>• Young men and women participate in research design and implementation</li> <li>• Research findings utilised in strategic planning</li> </ul>
7: Strategic and operational planning and budgeting	<ul style="list-style-type: none"> <li>• Young people and other youth sector stakeholders participate in strategic planning</li> <li>• Youth are an integral part of developed strategies and are mentioned explicitly in specific objectives</li> <li>• Inter-organisational planning on integrating a youth lens to all levels of the planning process, including budgeting that demonstrates expenditure on youth services/youth work</li> <li>• Young men and women participate in planning and budgeting</li> <li>• Official written commitment to youth mainstreaming ensured by participating agencies</li> <li>• The nodal youth agency has an action plan to ensure a youth lens and youth participation in planning</li> <li>• Budgeting at the national/sector/institutional or project level ensures adequate consideration of the youth elements of the programme and allocate adequate resources</li> </ul>
8: Implementation	<ul style="list-style-type: none"> <li>• Timely and effective implementation in partnership with youth sector, including young people</li> <li>• Sectoral collaboration during implementation ensured through co-ordination mechanisms, processes and guidelines</li> <li>• Participation of young people in implementation</li> </ul>

(Continued)

**Table 17.8 Indicators of success for YM monitoring and evaluation (cont.)**

Phase	Indicators of Success
9: Participatory monitoring evaluation (short- and medium-term change – outputs and outcomes)	<ul style="list-style-type: none"> <li>• M&amp;E plans prepared against output, process and outcome indicators, with a clear focus on young people reached and impacts of programmes on young people</li> <li>• Participatory M&amp;E tools are used</li> <li>• Training conducted on the principles of results-based participatory monitoring and evaluation and disaggregation of data for youth</li> <li>• Youth-friendly M&amp;E systems in place to ensure meaningful youth participation in M&amp;E</li> <li>• Collaborative monitoring of progress with young people</li> <li>• Young men and women participate in monitoring and evaluation</li> <li>• Stakeholders participating in M&amp;E represent the diversity of identities and interests of those benefiting from programmes</li> <li>• M&amp;E experts brought in are sensitive to youth issues</li> <li>• M&amp;E becomes part of an institutional learning process</li> <li>• M&amp;E results disseminated to all key stakeholders, including youth</li> <li>• Clear, practical recommendations for cross-sectoral action formulated based on M&amp;E findings</li> <li>• Impact assessment tools prepared against impact indicators</li> <li>• Young people participate in impact assessment</li> <li>• Data demonstrate long-term sustainable impact of youth mainstreaming strategies</li> </ul>
10: Sustainability and risk management (see Section 17.10)	<ul style="list-style-type: none"> <li>• Sustainability strategies developed and implemented</li> <li>• Risk assessment tools developed and implemented</li> </ul>

Depending on your sector, Table 3.1, The Equality Matrix for Youth, may help integrate relevant strategic planning questions.

## 17.8 Implementation

Implementation requires ensuring that it is faithful to the strategic intent of youth mainstreaming throughout the process, including ensuring redirection where real-life limitations are diverting programmes and projects from their original intent. Monitoring is a key process (see Section 17.9) that will ensure this sense of timely direction.

## 17.9 Participatory monitoring and evaluation

Monitoring and evaluation is a process of ensuring that implementation of programmes and projects is indeed moving towards reaching the youth mainstreaming objectives of the sector, and will apply to each of the youth mainstreaming process elements.

Effective monitoring and evaluation involves young people and communities in the design, implementation, data interpretation and data presentation of M&E. This particularly pertains to young people who are directly affected by a policy/programme. Table 17.8 helps with some initial indicators for measuring success of the YM process.

### 17.10 Sustainability and risk management

The incentives facing politicians in a multiparty democracy are at best medium term (linked to electoral cycles) and often very short term. Once in office, the need to focus on day-to-day crisis management ('fire-fighting') can crowd out time for long-term strategy.

Therefore, it is important that:

- All three branches of government – legislative (makes the law), executive (carries out the law) and judicial (enforces the law) – are involved in the youth mainstreaming endeavour (see Figure 17.2).
- We focus on *the best possible integration* with the *best-funded* and *most long-lived* policy instruments. In the SDGs, we have an international policy framework that will remain valid to 2030 and which, crucially, gives renewed emphasis to sustainable development.
- Risk management processes are built into planning.

Country contexts differ; so do departmental structures. Accordingly, central governments will take differing approaches to clustering SDGs and selecting lead agencies and social partners. Dealing with forecasts and estimates, as well as facts, government will also take different economic approaches to reaching their goals. The consequential trade-offs between different options are highly complex. However, youth

Table 17.9 Sustainability and risk management

Initiated	Developing	Established
Sustainability and risk identification developed by all stakeholders, including youth.	Inductions take place on sustainability and risk identification and management in partnership with youth.	Sustainability plans are implemented, risks are assessed and adequate action taken.

mainstreaming policy design succeeds if it manages to place on the table some simple questions:

1. What are the actions that will take us forward more quickly across a broader range of interlinked goals?
2. Of the policy options before us, which (even if evidence-based and laudable in their own terms) are likely to exacerbate youth poverty as a 'necessary cost'?
3. Of the policy options before us, which constitute an unambiguous investment in poverty reduction among the youth cohort?

Having in place a proper risk management plan helps mitigate adverse conditions, and optimise positive ones. Table 17.10 represents an example risk management matrix.

**Table 17.10 Risk management approaches**

YM context/process	Implications	Managing risk
<b>Structural</b>		
1. Global, national, subnational and sectoral legislation and policies that are not youth-friendly	<ul style="list-style-type: none"> <li>• Discrimination against youth, lack of security and safety for youth</li> </ul>	<ul style="list-style-type: none"> <li>• Research to demonstrate impact of policy on youth</li> <li>• Support to review policy with young people</li> </ul>
2. Organisational structures with orthodox cultures that refuse to change	<ul style="list-style-type: none"> <li>• Will not involve young people in planning</li> <li>• Will not enable multiple stakeholder participation or diversity of thought</li> <li>• Will not deliver optimal results for young people</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure capacity building for inclusive, non-discriminatory planning</li> <li>• Set in place accountability mechanisms, including accountability to young people</li> <li>• Assess attitudinal disposition in staff recruitment and commitments to social equality and justice</li> </ul>
3. Not all stakeholders are integrated into planning, particularly marginalised youth groups, youth movements	<ul style="list-style-type: none"> <li>• Will not be a youth-friendly planning process</li> <li>• Will not deliver optimal results for youth</li> </ul>	<ul style="list-style-type: none"> <li>• Develop comprehensive stakeholder-mapping tools and engagement strategies</li> </ul>
4. Lack of data and capacity for youth mainstreaming advocacy	<ul style="list-style-type: none"> <li>• Will not be able to convince decision-makers and donors of the need and relevance of youth mainstreaming as a youth right, and as a strategy that informs meeting development targets</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement research</li> <li>• Engage research agencies with the capacity for rights-based research</li> </ul>

(Continued)

Table 17.10 Risk management approaches (cont.)

YM context/process	Implications	Managing risk
5. Lack of political endorsement and financial commitments	<ul style="list-style-type: none"> <li>No systemic foundation for youth mainstreaming</li> <li>Isolated youth mainstreaming initiatives will be disconnected and will not deliver co-ordinated results for equality for youth</li> </ul>	<ul style="list-style-type: none"> <li>Revise policy briefs and strategies for more effective advocacy</li> <li>Peg further linkages to existing political and financial priorities</li> <li>Articulate, with evidence, the human and financial cost of failing to mainstream youth</li> </ul>
6. Structures and process are not sustained, fail to deliver	<ul style="list-style-type: none"> <li>Co-ordination across sectors will be lost for interlinked programming</li> <li>Impacts for young people will be low</li> <li>Will not be able to report comprehensively on youth mainstreaming outcomes</li> <li>Therefore, poor data for ongoing advocacy with political authorities and donors</li> </ul>	<ul style="list-style-type: none"> <li>Seek support for structures</li> <li>Keep structures simple, fit for purpose, low in bureaucracy</li> <li>Work to link committed individuals for sustaining the work</li> <li>Ensure comprehensive inductions for focal points and other co-ordinators</li> </ul>
<b>Organisational</b>		
1. Capacity building is not sustained, is not rights-based, is not comprehensive and does not connect to implementation	<ul style="list-style-type: none"> <li>Capacity-building costs deliver no return on investment</li> <li>Not translated into action</li> <li>Does not result in transforming attitudes towards young people or working with young people</li> </ul>	<ul style="list-style-type: none"> <li>Develop on-the-job capacity building</li> <li>Develop coaching and mentoring schemes</li> <li>Link with capacitated training institutes</li> <li>Ensure building of institutional capacity, including in recruitment</li> </ul>
2. Youth analysis/situation analysis is not youth-centric	<ul style="list-style-type: none"> <li>Does not result in youth-enabling interpretations of data</li> <li>Resulting programmes may violate youth rights and/or harm the safety and security of young people</li> </ul>	<ul style="list-style-type: none"> <li>Train staff on youth-centric and youth-led analysis</li> <li>Ensure analysis implementation guidelines are met</li> <li>Bring in appropriate skills from youth sector stakeholders</li> </ul>
3. Programme plan is not faithful to human rights aspirations and/or does not involve young people	<ul style="list-style-type: none"> <li>Does not result in transformative results for young people</li> </ul>	<ul style="list-style-type: none"> <li>Review plans with multiple stakeholders</li> <li>Set down planning principles</li> <li>Ensure the implementation of planning principles</li> <li>Revise plans</li> </ul>
4. Implementation is not faithful to human rights aspirations and strategic and programme plans	<ul style="list-style-type: none"> <li>Does not result in transformative results for young people</li> </ul>	<ul style="list-style-type: none"> <li>Ensure monitoring and evaluation to harmonise implementation with planning</li> <li>Involve young people in monitoring and evaluation</li> <li>Build partner skills in implementation and involve all partners in planning</li> </ul>

(Continued)

Table 17.10 Risk management approaches (*cont.*)

YM context/process	Implications	Managing risk
5. Monitoring and evaluation is weak and/or does not involve young people	<ul style="list-style-type: none"> <li>• Inability to learn from process and improve</li> <li>• Inability to provide evidence for further investment</li> </ul>	<ul style="list-style-type: none"> <li>• Build evaluation cultures in the organisation</li> <li>• Build research and learning units</li> </ul>
6. There is no data disaggregation for youth	<ul style="list-style-type: none"> <li>• The impact of sectoral/national programmes on young people cannot be assessed</li> </ul>	<ul style="list-style-type: none"> <li>• See <b>Chapters 9 and 17</b> for implementing data disaggregation strategies</li> <li>• Involve census departments and other research bodies</li> </ul>
7. Programming is not values-based/ rights-based/ asset-based	<ul style="list-style-type: none"> <li>• Does not deliver transformative results for young people</li> </ul>	<ul style="list-style-type: none"> <li>• Review with multiple stakeholders</li> <li>• Set down clear principles and goals in partnership with young people</li> <li>• Monitor the implementation of principles</li> </ul>
8. Youth-safeguarding issues emerge during the YM process; the safety and security of young people are compromised	<ul style="list-style-type: none"> <li>• Young people are at risk</li> <li>• Organisations' accountability and transparency is compromised</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure youth-safeguarding guidelines for engaging with young people, particularly younger age groups</li> </ul>

## Notes

- 1 See also Chapter 8.
- 2 Unaffiliated but affected youth groups are the most difficult to reach because of their lack of collective strength, often because they are geographically dispersed or because mobility or freedom of organisation/association is limited. Each sector should bear this in mind when designing stakeholder engagement strategies.
- 3 See, for instance, Overseas Development Institute 2013.
- 4 Institutional guidance for youth mainstreaming within the AU Secretariat developed by the African Union is available from the Secretariat on request.
- 5 African Union Commission N.D.
- 6 Mehra and Gupta 2006, 3.
- 7 See also Jasimuddin 2012 and Teskey 2011.
- 8 Bhagavan and Virgin 2004.
- 9 From a youth work perspective, social attitudes and identities/hierarchies (sexuality, disability, ethnicity, youth, gender etc.) are *always* present in the equation.
- 10 See Annex 3 of the Commonwealth Youth Participation Guidelines.
- 11 Some leading scientific journals (including the *British Medical Journal*) are now screening and revising research papers in accordance with feedback from persons with disabilities and other patient ('lived experience') reviewers.

- 12 By re-asserting the twin importance of age-related data (SDG 17) and of participatory institutions (SDG 16), the Sustainable Development Goals give these considerations fresh impetus. The UN and Commonwealth frameworks are now more united than ever before, in recognising governance and poverty reduction as issues in their own right (justice and dignity motivations), as well as being important instruments for other things (growth, stability).
- 13 In Solomon Islands, the MWYCFA works in close collaboration with the Ministry of Development Planning and Aid Co-ordination and the National Statistics Office in developing indicators.

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