

Evaluation of Plan UK-DFID Partnership Programme Agreement : The Governance Programme

“Emitti emitto gyegi gumizza ekibira” (translated from Luganda as ‘The young trees make a forest what it is.’)

Leslie Groves Williams
Renee Kantelberg

October 2010



Court and Church Barns | Tickenham | Bristol | BS21 6SD | UK
+44 (0)1275 851345 | www.theidgroup.com
info@theidgroup.com

'It has had a most outstanding impact on me. If I hadn't had this opportunity, I would be a different person, I would have different views. Plan has been part of my education. I went travelling with two friends and we had very different outlooks on things and had many different debates on what could be done about begging, pinching etc. my attitude was a lot more positive. One friend said, I see poverty on the streets and I think *what I can do*, whereas I think of *what I can do to make a difference*. It has affected my confidence ... I think it really helped me to have a voice. We spoke at the UN last Thursday and I wasn't nervous. I spoke with the Secretary General. Plan has given me confidence to speak about what I believe.'

Youth Advisory Panel member

'Since being a part of Shoot Nations I have set up an organization that works to inform people about their duties towards this needy world. Be it poverty, corruption, global warming, diplomatic or democratic failures we talk about these issues and amazingly our voice is now being heard.'

Young participant, India, 24

'This PPA has been good learning for me. It wouldn't have occurred to me that it would have been so effective to engage young people so directly. It will change how we go forward in the future. Also, it has changed our perception of how young people can be involved. For example, consultations from DFID can be quite dry; they are not designed to be youth friendly. But you can make them so quite easily and young people get it very quickly and tell you interesting things. It has whetted my appetite for doing more.'

Plan UK staff member

'If you empower someone with skills and knowledge it is the best gift that you can give them, it is the best way of helping them. But also you do need to empower them financially also so that they can raise their own income and status.'

Young person, Malawi

The PPA has supported Plan to becoming more efficient and effective, outcome oriented organisation as having unrestricted funds allowed us the space for thinking creatively. It has changed our approach, made us more reflective, looking at the quality of our work. It has provided the opportunity to be reflective.'

Plan Staff Member

'Girls traditionally perceive themselves to be on the receiving end, they are now seeing themselves differently and accepting leadership positions'.

Youth representative

'We were waiting for the government to fix the borehole at the hospital. The youth said, 'why are we waiting? Why don't we fix it ourselves and they raised the money to fix it'.

Village Elder
We built teachers' housing as no teachers would come to our school.
The youth (in the VDC) said we should do it ourselves'

Village Elder

"I fundamentally agree with this initiative. I believe young people need to be brought closer to the political system, which too often ignores their needs. During the campaign, the passionate, thoughtfulness and commitment of many of the young people I have met puts many adults to shame."

Parliamentary candidate on Plan's Election Pledge website

'After the training the youth went to the chiefs and explained the project. The chiefs invited others and discussed how they could integrate youth. The existing Village Development Committees were dismantled and elections were held to include youth.'

Area Development

'If you build the capacity of youth and their organisations- advocacy, resource mobilisation, political engagement- you will have a cadre of young people who can engage. They need capacity; you can't just blame them for not engaging.'

NGO Partner

'Leaving behind (a legacy of) structures, platforms of young people, is key to sustainable governance.'

NGO Partner

'This is a unique model. At the Malawi Growth and Development Strategy meeting a serious concern was raised about the lack of youth participation and leadership. The youth from our districts were shining examples. Other NGOs design programmes that don't look at youth, just the community, but the focus on youth is important. Duty bearers need to shift their thinking and young people need to see themselves as having a stage.'

NGO Partner

'The governance programme addresses the needs of young people in their totality. Others just focus on advocacy and are incomplete as, if you can speak but have no resources you can do nothing to change things'

NGO partner

Table of Contents

Executive Summary	i
Main Findings	i
1. Introduction	1
1.1 Background	1
1.2 The Programme	1
1.3 Evaluation methodology.....	3
2. Results.....	3
2.1 Outputs: Capacity changes	4
2.2 Outcomes: Citizenship, institutional and policy changes	6
2.2.1 Citizenship changes	6
2.2.2 Policy changes	8
2.2.3 Institutional changes	8
Plan UK	8
Plan International	9
Plan Country Offices	9
Institutional changes in external bodies	10
2.3 Impacts: Well being changes	10
3. Process	11
3.1 Equality and non-discrimination	12
3.2 Best interests of the child	12
3.3. Relevance.....	13
3.4 Sustainability	13
3.5 Programme’s monitoring and evaluation systems.....	15
4. Value for Money	16
5. Lesson Learning – Lessons for governance programmes	18
6. Issues to be addressed	20
7. A final word on ‘effectiveness’	21
Glossary	23

Acknowledgements

The evaluation team offers their sincere thanks to the many young people and duty bearers who gave of their time to ensure that the learning from this Governance Programme is captured and used to enhance practice, both within and outside of Plan. Particular thanks to Caitlin Porter, Jessica Greenhalf and Jake Phelan for top quality support and patience with our ongoing questioning and probing. Thank you also to Jo Dempster and the Governance Coordinators in Cambodia, Kenya, Malawi, Senegal, Sierra Leone, Indonesia, Uganda, for putting so much time and energy into facilitating evaluation visits and focus group discussions. It was much appreciated. Thank you also to Sam Gibson and Emma Haegemann from IDL for valuable quality control and support.

Executive Summary

The Plan Governance Programme demonstrates clear results at all levels of the results chain, despite its short timeframe. Across the wide range of countries in which the Youth Governance Programme is operational, the Programme is characterized by high level of innovation, and by robust and sustainable partner engagement (including government partners). For many of the initiatives that fall within the Programme, there is clear scope for scaling up. Plan UK is on track to meet nearly all of the mutually agreed outcomes stated in the revised PPA Performance Framework. However, it is unlikely that Plan will meet all of its (arguably ambitious) targets in relation to increasing public awareness and action in the UK.

This report highlights the findings of the external evaluation of Plan UK's Governance Programme, funded through its Partnership Programme Arrangement (PPA) with the UK Department for International Development (DFID). The overall purpose of the Programme is to engage young people in public policy, planning and resource decision making in order to improve development outcomes. The Programme is complex and country specific: it works across different sectors and in different governance spaces, in sixteen countries. At DFID's request, the Latin American PPA will be evaluated separately – leaving eleven countries falling within the purview of this evaluation. The total budget for the Programme, excluding Latin American countries, is £5,730,000 for the 2008-2011 period.

The evaluation methodology consisted of a desk review of over 90 documents, followed by primary research in Cambodia, Kenya, Malawi and the UK. 257 stakeholders from a wide range of backgrounds were consulted. In addition, the evaluation team supported Country Office staff to hold focus group discussions with 237 stakeholders in Senegal, Sierra Leone, Uganda and Indonesia.

Main Findings

Results

- **Young people now have access to decision making structures** that they did not have access to before. Once access to decision making has been obtained, young people also have **presence on decision making bodies**. Numerous examples of *influence over* the decision making structures are cited but clearly **more time will be needed** to see the extent of this influence. Importantly, through the PPA Programme, young people interviewed are feeling more empowered, interested in and able to engage with governance structures.
- The **accountability and responsiveness of selected duty bearers have increased** in all Programme countries.
- **103 policies and plans have been made or revised in support of the rights of young people with an estimated 159,000 young citizens in Plan communities in 10 countries now accessing improved basic services** that they hadn't had access to before.
- The UK governance programme has been **successful in generating a certain degree of public support and momentum for action** to reduce global poverty and to engage with young people. Some foundations have been laid in terms of development of skills for effective engagement by young people with decision making structures. Greater emphasis on the latter is going to be needed if there are to be more concrete results in terms of 'actions in support of child-centred development'.
- The Governance Programme has had an **impact on Plan's own organizational development** and there is evidence of institutional change as a result of all country programme activities, including within the UK, and at Plan International level.

Process

- Many of the changes brought about by **Plan's governance programme are resilient and sustainable**, in large part due to the approach taken. Relationships, systems and structures, conducive to youth governance, are now in place. Many of these changes - though not all - **are likely to be sustained without further DFID assistance**. In most contexts, however, there will still be a need for modest support from Plan.

- Plan works effectively to ensure that its inputs are relevant and delivered in a cost effective and financially scrutinized manner while not jeopardizing the quality of the outputs and outcomes of its youth governance work.
- Plan works in some particularly poor and marginalised communities. The Governance Programme has been **inclusive of many different groups of young people**, including the most vulnerable and most marginalized. However, there is scope for improving the Programme's equity and inclusion performance.

Learning

The evidence generated from across the Programme reveals that: **Change occurs when young people and duty bearers come together and collaborate on jointly identified priorities. It is this i) opening of political space ii) shift in attitudes and iii) collaboration in the process of change between young people and duty bearers that bring about outcomes in citizenship, institutional and policy changes**

Plan has sought to learn from what works well and not so well and to modify inputs accordingly as the Programme has evolved. Some of these lessons include:

- **Prioritising the development of mutually beneficial relationships** between young people and duty bearers, **engaging both as active partners** throughout the programme/project cycle, **facilitates the longer term institutional and policy outcomes** that benefit both the community and young people.
- **Spreading resources too thinly is not effective** for achieving results, spreading them too widely is not manageable.
- **Choose enabling entry points and build on strengths.** Working with existing local structures and building on pre-existing work has helped Plan PPA projects to achieve the outcomes and impacts in a short timeframe.
- Young people's capacity to engage in **governance work can be increased through the provision of economic empowerment** activities.
- **Gender and social inclusion analysis needs to be integrated throughout the programme and project cycle for outcomes and impact to be gendered and inclusive.**
- Many young people which Plan engages with lack understanding of the policy context and how policy processes work, what current mechanisms and opportunities exist (e.g. decentralized funds, donor funding) for engagement and advocacy. Building knowledge around how to access these and to engage professionally with duty bearers is critical to enhancing sustainable governance results.

Key Issues to be addressed by Plan

- Plan should be **more inclusive of young people** when it comes to internal planning, monitoring and evaluation, budgets and strategies.
- Young people face significant challenges in governance work and Plan needs to consider **how to continue to support youth networks and young people to be effective in their engagement processes and follow up** with duty bearers.
- There are no indicators in the Performance Framework on 'happiness', 'confidence', 'fairness', 'respect' and these are all terms which young people referred to during the field work for this evaluation. **How youth themselves measure impact should be considered** when measuring performance and objectives.
- **Young people's financial security and stability** is an area which needs more attention to enhance the sustainability of the governance work.
- Further time is needed for the Programme to reap impact in areas such as policy implementation and well being. **Plan needs to ensure necessary follow up.**
- Plan needs to **support partners to leverage change at the national policy level, not just local and district levels.**
- **An overarching strategy, which identifies strategic entry points and a jointly owned results chain, needs to be developed for the UK component of the Governance Programme. This will enhance results and enhance the links between** raising awareness, developing skills to engage with this awareness and action.

1. Introduction

1.1 Background

This report highlights the findings of the external evaluation of Plan UK's Governance Programme, funded through its Programme Partnership Arrangement (PPA) with the UK Department for International Development (DFID)¹. Specifically, the report:

- uses the results chain and OECD Development Assistance Committee (DAC) and Plan evaluation criteria to assess results, including impact
- reflects on the processes through which results have been attained
- explores the extent to which the programme demonstrates value for money;
- highlights key lessons from designing and implementing a youth governance programme;
- notes the principal issues that require further attention from both Plan and DFID.

Before embarking on this short review of a global, complex and fascinating programme, we note five points:

Plan is one of the largest child-centered community development organisations in the world, working with children and their families in 48 of the poorest countries to break the cycle of poverty. Plan's work is based on the recognition of children and young people as citizens with their own rights & responsibilities.

The Programme consists of a multi-country, overlapping, and loosely categorized set of initiatives which are framed within specific country and age contexts. This makes the forming of generalizations, necessary for the purposes of this short report, difficult.

While we try to avoid the use of jargon, we do use rights based language as we know that language is central to attitudinal and behavioral change.

Please see the glossary at the end of this report where necessary.

The Programme takes place in a cultural context whereby cultural norms and power relations mean that the expressing of youth voice is not encouraged. Youth may be seen as either not having a role to play in decision making or as needing to be actively repressed due to fears around violent expressions of voice (for example in the recent historical contexts of Sierra Leone and Kenya).

This work takes place in the demographic context where most countries have a 'youth bulge' i.e. high proportion of young people. This 'bulge' has been linked historically to social unrest and uprisings. Lack of engagement of youth in governance is therefore a very real issue that is too often ignored by both policy makers and practitioners and yet does need to be considered with some urgency as it is a global issue that affects all countries

1.2 The Programme

The Plan UK Governance Programme supports young people in 16 countries in Latin America, Asia, Africa and the UK² to engage in and influence governance processes. In most Plan programme countries, this work is focused at the local level. At DFID's request, the Latin American PPA will be evaluated separately – leaving eleven countries falling within the purview of this evaluation. The PPA started in 2006 and ends in March 2011, although at DFID's request **this evaluation is limited to 2008- October 2010**. The total budget for the Programme, excluding Latin American countries, from 2008-2011 is **£5,730,000**.

1 Other outputs from the evaluation include: country reports for Cambodia, Kenya, Malawi, and the UK; internal and external dissemination and learning workshops; a matrix with key findings and various methodological tools. These are available upon request/ in the annexes.

2 Kenya, Malawi, Uganda, Ethiopia, Tanzania, Sierra Leone and Senegal in Africa; Bolivia, Ecuador, El Salvador, Nicaragua and Guatemala in Latin America; Indonesia, India and Cambodia in Asia and the UK.

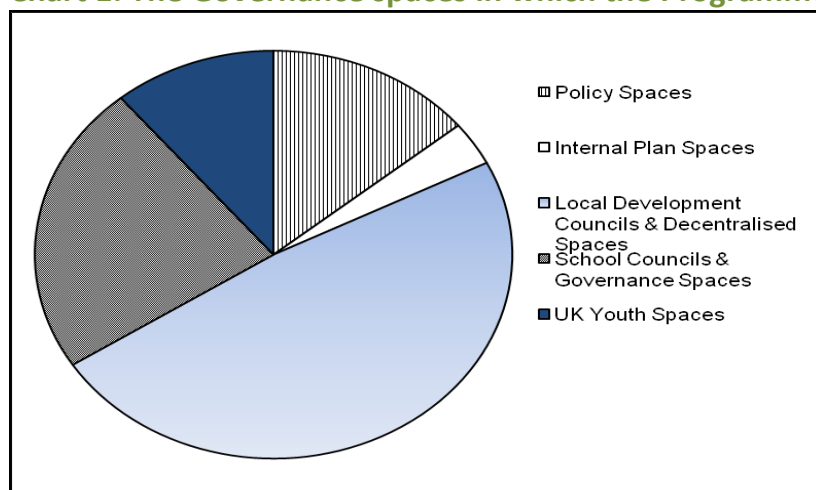
The **Purpose** of the Governance Programme is to ‘realise improved development outcomes through the active engagement of young citizens, particularly the most vulnerable³, in public policy, planning and resource decision making.’ Three **strategic objectives** have been defined:

- Young citizens, particularly the most vulnerable, are engaging in and have increased access to service delivery systems and related policy processes in 15 countries reflecting a range of different governance contexts including fragile states.
- Key government decision-makers are taking action to include and engage young citizens, particularly the most vulnerable, in the governance of basic services⁴.
- Increased public awareness and action among young citizens in the UK, their families and communities in support of child centred development.

Plan UK Governance activities are based on a ‘theory of change’ model. **Capacity changes** of young people and duty bearers are expected to trigger **citizenship changes** whereby young people become aware of their power and use this to effectively participate in decision-making processes. Also to be triggered are **institutional or systems changes** whereby decision making processes become more inclusive, transparent and accountable to young people. It is anticipated that these changes will lead to **well-being changes** in terms of improved health, education, access to livelihoods, amongst others.

The confines of this short report mean that unfortunately there is not the scope to provide a detailed description of the multitude of activities that have taken place since 2008⁵. The Programme is complex and country specific: it works across different sectors and in different governance spaces. The pie chart below summarises the budgetary allocation to the different spaces in which the Programme works⁶.

Chart 1: The Governance spaces in which the Programme works



- As the chart indicates, the bulk of the work takes place at the level of local governance structures, engaging young people and duty bearers in ensuring that young people can participate meaningfully in the development of their communities and access devolved funding (Kenya, India, Malawi, Senegal, Sierra Leone and the regional Kenya-Ethiopia-Tanzania Community Led Total Sanitation initiative) and in developing community based child protection mechanisms (Indonesia).
- Governance work has also been undertaken in schools to improve the quality of education through engaging children in the management of their schools and in broader local governance processes relating to education services. This is done alongside work with duty bearers to build the knowledge and skills required to support children to engage in decision making processes relating to education (Cambodia, Uganda and Senegal).
- In the UK, the focus has been on increasing public awareness and action among young citizens in support of child centred development work.

3 Depending on country context the “most vulnerable” are identified as: girl children and adolescents; children impacted by HIV/AIDS; children with a disability; children affected by violence; children of ethnic minorities and discriminated castes; and children vulnerable to the impacts of disasters and climate change.

4 Education, livelihood, water and sanitation, child protection and health sectors.

5 Please refer to Plan UK (2010) ‘Supporting Young Citizens to Demand Accountability’, Programme Briefing.

6 These are crude approximations for the purposes of illustration as Programme budget lines have different headings.

- The remainder of the work has taken place internally, ensuring that Plan itself supports youth governance, and in influencing international policy spaces to ensure that they also engage young people.

1.3 Evaluation methodology

The focus of this evaluation is on the global, programme level (yet draws heavily on evidence from individual country programmes). The PPA performance framework is the primary framework for the evaluation. Two principal evaluators conducted the evaluation, with support from an additional two consultants. The team have solid backgrounds in governance, voice and accountability, child rights and in conducting evaluations.

Within the given resource constraints, the evaluation took a participatory and inclusive approach. The timeline contained in Annex 4 details the five month evaluation process. Evidence collection took three principal steps:

- **A desk review was undertaken of over 90 documents.** These included project level evaluations, key monitoring and evaluation documents and external documents in the field of governance and youth governance.
- **Primary research was conducted in Cambodia, Kenya, Malawi and the UK with 257 stakeholders,** including 155 young people (male: 96, female: 59). These countries represent different country contexts and different thematic areas of work. An evaluation protocol- which included approach, ethical considerations, methods, research questions and a field guide - was developed and shared with Plan UK staff at headquarters and in the field. Field staff were requested to conduct preliminary meetings with young people to obtain informed consent to participate in the evaluation⁷. Evaluators spent one week in each country. Evaluation methods included: facilitated focus group discussions; one-to-one interviews; observation of youth activities; and participatory appraisal methods, notably 'spokes' and 'distance travelled' methods⁸.
- **The evaluation team supported Country Office staff to hold focus group discussions with 237 stakeholders, including 91 young people, in Senegal, Sierra Leone, Uganda and Indonesia** using the same research questions used in the four countries visited by the evaluators. Discussions were documented, analysed by the evaluators and then followed up on by telephone interviews with country programme coordinators. This allowed the evaluation team to obtain a more global overview of the voices of young people, partners and others.

A report of this length does not provide scope for a detailed exploration of methodology but all tools, including the evaluation protocol and evaluation matrix, are available upon request. A separate document provides the following annexes: Terms of Reference, list of people interviewed, bibliography, evaluation timeline and country visit reports.

NOTE ON LIMITATIONS: This report attempts to provide as comprehensive an analysis as possible. However, **there will be a natural bias towards what was seen and heard in the four visit countries, due to the time spent with stakeholders in these countries.** We have snapshot impressions from the other seven countries and the evidence generated from these does appear to be consistent with the findings from the field work. However, further investigation would be needed to provide a definitive global statement on results. The **issue of selection bias** also needs to be raised. Evaluators met with people that were chosen by Plan, according to criteria given by the evaluators. For example, age, gender, different types of stakeholders and size of focus groups. This is understandable, and arguably necessary, but is important to highlight.

2. Results

Plan UK's Governance Programme⁹ demonstrates clear results at all levels of the results chain¹⁰. While the Performance Framework with DFID does not require indicators at the purpose/impact level, the Programme has,

⁷ This preparation work was on the whole not undertaken by field staff. The tight time frame and distances involved were given as reasons.

⁸ Spokes and River timeline were used with stakeholders in focus group discussions to reflect, score and assess the PPA funded work with Plan in a participatory and inclusive manner.

⁹ The DFID Evaluation Terms of Reference request a section on 'Building Support for Development'. As this is objective 3 of the PPA, comments on this will be integrated into the results, and other, sections.

¹⁰ See DFID's 2009 Voice and Accountability working paper by Holland and Thirkell for further discussion on governance activities and the results chain.

in its short time frame, demonstrated results at this level and the evaluation team feels that impact must be explored and documented in this report. Such a necessarily short section can only provide highlights of the outputs, outcomes and impacts from across the eleven countries. Country visit reports annexed to this report provide additional evidence.

2.1 Outputs: Capacity changes¹¹

Young people's capacity to engage with duty bearers has increased, in terms of both knowledge obtained and skills developed, since the inception of the Programme. Young people involved in Plan's governance programmes have been able to effectively apply this knowledge and engage actively in governance activities.

Young people interviewed were clearly aware of their rights and their capacity to engage with budgets and duty bearers and to assert their rights was evident. The quality of their participation is reflected in the acceptance by local leaders of young people's presence in decision making structures. Some of the young people involved in the Programme already had capacity and had been involved in previous Plan activities around children's participation. They were thus able to enhance their knowledge base and develop new skills. Other young people had not had access to capacity building of this nature and expressed that without the Programme they would not have had the opportunity to develop governance skills. Examples of capacity change include:

- **Knowledge about rights and responsibilities with regard to participation, development and survival.** Those engaged directly in capacity building exercises have been spreading their learning to their peers. In Malawi, for example, a youth group told how the member that they sent for training was able to report back to them and then give them an informal training on rights and advocacy skills. In Cambodia, a youth representative told us *'After this training, we started addressing the other children in the commune. We start discussing child rights and other themes in the community... and our parents are more interested so we have more time to participate.'* In Sierra Leone, the Programme is cutting edge as it is one of the first to work with young people and duty bearers to raise awareness on inclusion of young people in wards. A young woman expressed how training has made her speak up: *'I now have self-confidence and I attend the Ward Committee, I'm a member and I also attend the council meetings. I'm proud and bossful'*. In Indonesia, capacity building on child protection and the setting up of Village Child Protection Committees has meant increased awareness among parents and other community members about child rights generally, and child protection specifically.
- **Knowledge about and skills for engaging with local governance structures.** One of the greatest barriers to participation in governance tends to be a lack of awareness about how government works. Young people have been able to use their new found knowledge to influence local government. In India, children engaged with the primary school and the pre-primary schools on the poor quality of food served in the mid-day meal. Their visit prompted a Primary Health Centre doctor to make a trip into the community. One elder from a village development committee (VDC) in Malawi explained that *'Other VDCs have youth. But those who were trained have the capacity to have an input'*. In addition, the young people have been able to train other community members about local governance structures: *'We were told to set up VDCs but we weren't trained in how. When the youth were trained they could tell us what we should do and which issues to talk to the Area Development Committee about'* Elder in Malawi.
- **Knowledge about building up and managing youth structures,** including business planning, resource mobilisation and strategy development. In India, the end of project evaluation noted an increase of 52% for girls and 32% for boys in knowledge of and skills for leadership. In Cambodia, children are electing members for the children's councils and thus learning about democratic governance mechanisms. They are also beginning to monitor the projects that they put forward to the commune council master plan¹² to track which ones will be implemented. In Malawi, young people have been able to obtain funding from the National AIDS Commission, World Bank funded National Initiative for Civic Education, UNDP and USAID as well as the National Youth Enterprise Fund for

¹¹ Capacity changes are defined by Plan UK as increases in Programme participants' knowledge, skills and abilities, as a result of training programs, workshops, awareness campaigns, etc.

¹² In Cambodia 70 out of 132 projects agreed by the commune council are projects which were raised by young people in pre-planning meetings.

their own projects. In Kenya, young women have set up care centres for single mothers and poor women whose poverty makes them vulnerable to prostitution and HIV/AIDS.

The examples below show important outputs in terms of capacity. However, they need to be qualified with a note that the Programme has been short and that young people interviewed expressed that they needed more support over time to fully develop their capacities as well as further opportunities to explore some of the learning in greater depth.

Young people's capacity to develop networks, interact with and learn from each other and strategise together has been enhanced

In Malawi, one youth group has shared their soap making training with another group in the network to enhance their livelihood opportunities. Youth networks also came together to challenge the government's decision to abolish the National Youth Council -- and the Government's decision was repealed as a result. In Cambodia, peer-to-peer education has been successful in supporting school councils to share best practice. Also in Cambodia, the evaluation team noted improvements in school environments and the active involvement of young people in commune council planning processes -- both the direct effect of Plan youth governance programming.

Duty bearers (principally at local and district levels) are better able to engage constructively with young people

Awareness raising workshops, meetings with Plan staff and partners as well as direct observation of the quality of young people's participation in governance structures have led to this result. As one elder told us in Malawi: *'there was some resistance there but it was very small as people saw the benefits. Now youth and elders are working together on proposals, rather than separately. This has been a great benefit. Each uses their assets'*.

In terms of enhancing the capacity of UK duty bearers, actions appear to have taken two routes: First, the publication of quality materials, such as the widely cited 'Because I am a Girl' report and its youth summary, which one senior DFID staff member described as both *'excellent'* and influential: *'putting the issue of girls on the agenda for me and my team'*. Secondly, the 'learning by doing' model, whereby duty bearers invited to meet with young people, for example, civil servants and Ministers working with the DFID and Department for Energy and Climate Change youth working groups, see for themselves that young people do have something to say that is worth listening to.

In terms of capacity building of DFID specifically as a duty bearer, the PPA funded a one year secondment to DFID of a Plan staff member to work with the equity and rights team to move the child/ youth agenda forwards. DFID extended the contract by a year. There were a number of capacity building outputs. These include guidance on advocacy and child protection within DFID, later integrated into various DFID guidelines (e.g. in funding calls for CHASE and Building Support for Development); support to DFID local offices to analyse and programme for addressing children and youth concerns; work with different teams in DFID's Policy and Research Department (e.g. growth, SRH, climate change, equity and rights) to highlight the importance of taking a youth lens; supporting the establishment and development of the DFID Civil Society Children and Youth Working Group and the publication and wide dissemination of a Youth Participation Guide.

'We recognise the risk of building up youth expectations if there is little responsiveness from the duty bearers. This is why supply and demand side must be addressed by improving the capacity of rights holders and duty bearers' Plan staff member

There has been increased public awareness among young citizens and their communities in the UK. Some foundations have been laid in terms of development of skills for effective engagement by young people with decision making structures. Greater emphasis on the latter is going to be needed if there are to be more concrete results in terms of 'actions in support of child-centred development'

Activities conducted as part of the development education and school linking work have been successful in increasing public awareness about international development issues, notably climate change, slavery and living conditions among school children in developing countries. The PPA funded Youth Summary of the Girl's Report has been used as an effective tool for increasing young people's knowledge about gender equality issues. There has also been some emphasis on skills development, such as analysis, communication and IT skills through the use

of shared lesson plans and use of internet and video conferencing facilities. While these are not specifically focused on engaging young people in influencing decision making structures they do lay down important foundations which will enable young people to make more informed choices about how to engage, should they choose to do so. **Plan's Youth Advisory Panel provides an example of a more focused effort to engage young people directly in influencing policy makers to take action in support of child centred development.** The Panel consists of a group of around 15 young people between the ages of 13 and 18 who provide Plan UK with a youth perspective, raise awareness of development issues through peer education and developing their own campaigns, and provide some inputs into DFID and the Department for Energy and Climate Change. This relatively small group of young people has been well supported in terms of development in their capacity to engage. All those interviewed external to Plan felt that the young people involved were well informed, well supported and had strong advocacy skills for engaging with decision makers. The recently completed review of the Youth Advisory Panel confirms this, while also noting scope for improvement.

In terms of developing the **awareness of a broader community, the engagement of media and other civic institutions, such as the girl guides and schools, has enhanced the probability of there being a broader 'community' awareness of international development issues.** Visits by MPs to schools organized as part of the development education programme were widely reported in the local press. Teachers involved in school linking have increased their own awareness of development issues. The Independent on Sunday double page spread highlighting the Shoot Nations project reached 601,000 people according to the National Readership Survey. The press attention generated by the 2009 'Because I am a Girl' Report reached a total 31,674,139 people and the report came out to an audience of 113 million people worldwide. The corporate sector was also specifically targeted, resulting not just in awareness raising but in action¹³. It can be argued that many people who read about or read the report thus had a greater understanding of the discrimination faced by girls around the world due to their gender.

2.2 Outcomes: Citizenship, institutional and policy changes

2.2.1 Citizenship changes¹⁴

Plan defines these changes as citizens becoming aware of their power, and using it to effectively participate in decision making processes. In all countries, there is evidence of young people using their voice to participate in decision making, both at an individual and at a collective level.

Young people now have access to decision making structures that they did not have access to before.

Children and young people now have spaces on a range of decision making structures. These spaces have been both invited spaces and claimed spaces. Invited as duty bearers see the need and value of young people's inputs, and claimed because young people have advocated for their presence on various structures. These decision making spaces include governance structures of schools (Senegal, Uganda, Cambodia, UK), on local development committees (Malawi, Senegal, India, Sierra Leone), on the district decision making board of the Malawi Youth and Enterprise Fund, on child protection committees (Indonesia), on national governmental structures in the UK and on Plan UK's Board of Trustees. In Moyamba, Sierra Leone, young people with disabilities have actively participated with the Ministry of Youth and Sport to ensure that ramps are available in council buildings. In addition, two youth spaces have been created on chiefdom youth committees. Child managed spaces, such as those created under the school linking programme in the UK, Malawi, Kenya and Sierra Leone have also been developed.

In terms of access to global events featuring United Nations, European Union and other international decision makers, the PPA funded UK Youth Engagement Officer has led and coordinated a number of youth engagement initiatives with other Country Offices. This has meant that young people from the UK and other countries have

¹³ A number of private companies have consequently conducted their own fundraising and awareness raising activities in support of girls' education and skills development and one major financial institution has ensured that their education grant indicators are all sex disaggregated.

¹⁴ Plan UK places citizenship change at the outcome level. Holland and Thirkell (2009) suggest that behavioural and attitudinal change should be made explicit at the output level. The evaluation team agrees with this and we note such changes at the output level. However, we feel that the changes in attitudes and behavior necessary to ensuring citizenship changes need to be nurtured and manifested at outcome levels. Hence, their inclusion in both output and outcome sections of this report.

had access to events such as the UN Climate Change Conference (COP 15), UN Headquarters, European Union Development Days and the Global Children's Advisory Board Conference, among others. This has also provided young people with the opportunity to network and share knowledge with others from their own and other countries, in both the South and the North.

Once access to decision making has been obtained, young people feel that they also have presence on decision making bodies.

Young people have taken on board formal leadership roles which enable them to have presence, such as Treasurer or Secretary, on local governance structures.

A number of young people interviewed were adamant that they did have influence in the decision making structures they were on:

As one youth told us: *'We are invited to meetings, we do ask questions, we make decisions. We asked for a borehole, we got it. I am a vice-secretary too so I am invited to all VDC meetings'*. In Kenya, youth groups are beginning to access and monitor devolving funds such as the community development fund, KKV (Kasakwavanga – trees for jobs), and TOWA (AIDS driven fund). In Sierra Leone, young people influenced fair elections for the youth committee: *'The Minister was favouring someone who was not qualified, didn't have the capacity, but the Minister was trying to impose him on the committee. We said no, and made sure there were free and fair elections. The Minister's person didn't win.'* Additional examples of successful influencing are found in 2.3 on impact.

The level and quality of interaction between citizens and duty-bearers has been enhanced through their working together.

Mutual misunderstanding and mistrust issues were tackled and resolved in many cases. In addition, mutually beneficial initiatives are now being undertaken in some communities as illustrated by this quote: *'We now work with different people, young elders and different groups so it is easier to work and takes a shorter time. For example, we are developing an irrigation scheme with the elders. This wouldn't have happened before.'* According to different government officials and elders interviewed there has also been a change in the mindset of youth who previously expected duty bearers to provide solutions but are now thinking more creatively. One government official told us that *'When young people think resource mobilization, they think money, but after the training they can see how they can mobilize resources and use their own skills. It has changed the mindset that someone else should provide; now they are thinking what they can do'*.

The UK governance programme has been successful in generating a certain degree of public support and momentum for action to reduce global poverty and to engage with young people.

A significant number of individuals have stated that they are now more supportive of youth governance and of the need for greater understanding of global poverty. Examples include:

- **2000 young people actively took part in the 'Hand in my Future' campaign designed and run by the youth advisory panel and presented to Nick Clegg and Andrew Mitchell**, Secretary of State for International Development (See <http://vimeo.com/15247792>). One of the 350 UK youth parliamentarians who attended training and awareness raising on the MDGs by Plan youth advisory panel members went on to collect 687 pledges from her constituents as part of the youth advisory panel's 'Hand in my Future' campaign. This further highlights the impact of working through youth networks.
- **578 parliamentary candidates pledged to listen to young people's voice** as part of the 'We don't have a vote but we should have a voice' campaign. 66 of these, including Nick Clegg, were then elected. This has opened a door for young people to have their voice heard in national policy making. Follow up is now happening with those elected to Parliament and it will be important to monitor the long term outcomes and whether MPs are able to stay true to their pledge. One MP has already tabled a question about the situation of young people and the food crisis in Niger.
- **Since 2008, 2626 young people have participated in the Shoot Nations project** which creates 'an opportunity for all young people, whatever their situation and wherever they live, to find common ground where they can raise and communicate issues important to them to reach out to the highest level of local, national and global governance'. Exhibitions have been held in London's City Hall, Greater London Authority offices and the UN Secretariat building, among other buildings, and

presentations made to Ban Ki Moon and other dignitaries. Press partners have included the Independent, Times online, the Guardian, myspace and MTV. This initiative has clearly had an impressive outreach and has enabled voices that might otherwise have gone unheard to be heard. One young participant states: *'I want to assert the attention of authorities to take some measures to change the differences between rich and poor'*. Plan has certainly facilitated the gaining of attention by authorities. The next phase of the work will need to monitor the extent to which this attention leads to change.

2.2.2 Policy changes

Plan UK define 'policy change' as where a problem is dealt with by having a law amended, a policy made, a decree issued, etc., at local, national, and/or international levels.

Plan can detail 103 examples of policies and plans which have been made or revised in support of the rights of young citizens. Most of these are at the local level.

These include changes to commune/ village/district investment/ development plans in Cambodia and Malawi, the revision and adoption of the National Youth Council Bill and development of Citizen Service Delivery Charters in Kenya, inclusion of projects defined by children and youth into yearly community planning and implementation in Senegal, the strengthening of the National Youth Policy and revision and introduction of bylaws and policies in support of youth engagement in governance in Sierra Leone, the reinstatement of the National Youth Council and the inclusion of two youth representatives on the Youth Enterprise Development Fund in Malawi. In the UK, Plan UK, along with others, succeeded in influencing DFID's thinking around its Education Strategy to ensure that there is a focus on secondary education, not just enrolment but completion, and on girls. Young people were actively involved in lobbying for these changes through conducting awareness raising activities, including the e-petition on girls' education which included 1000 signatures. A staff member felt that it was the involvement of young people that led to the success of the campaign as they helped get the messages noticed. In addition, Plan's work with the National Museum of Liverpool on slavery stimulated government interest and transatlantic slavery is now a theme in the Key Stage 3 of the national curriculum with six lessons allocated to the topic.

The result of these policy changes in quantitative terms is that Plan states that 159, 000¹⁵ young citizens in Plan communities in 10 countries are accessing improved basic services that they hadn't had access to before

This October 2010 figure includes the Latin America countries but it is anticipated that these figures will have increased since. These basic services include livelihood services (Kenya and Malawi), improved learning environments and governance spaces within schools (Senegal, Uganda and Cambodia), access to sanitation facilities (Kenya, Ethiopia and Tanzania); child protection services (Indonesia & Senegal).

2.2.3 Institutional changes

These are defined by Plan UK as changes in the decision-making process towards more involvement of citizens, more transparency, and more accountability.

The Governance Programme has had an impact on Plan's own organizational development and there is evidence of institutional change as a result of all country programme activities, including within the UK, and at Plan International level.

Plan UK

- **Young people are now included on Plan UK's primary governance structure.** The Board of Trustees now has one youth Board member and a youth observer. The evaluation team concurs with some of the concerns expressed in the 2010 Youth Advisory Panel review around the involvement of young people on the Board¹⁶ and it is clear that there is a learning process to be gone through. However, it would appear that staff, Board members and young people are open to learning to

¹⁵ The figure does give us a helpful sense of the breadth of the Programme. However, it is important to also have a quantitative breakdown of: who exactly is benefiting (disaggregated by sex and age as a minimum)? How many (and who) are benefiting directly? How many indirectly? What is the degree/ extent of the benefit?

¹⁶ These include issues around representation (which youth are being represented and how representative are they) and lack of clarity around the role of young Board members and their influence on processes.

ensure that maximum benefit is gained for all. It is too soon to comment on the presence and influence of young people on the board as they have only had two meetings but they now have access to Board decision making.

- **Young people's involvement in Plan UK's day to day decision making would appear to be limited to supporting** ad hoc events and staff requests. Young people are not generally called upon to provide more strategic inputs such as advising on strategy, business planning and budgets. However, in terms of behavioural and attitude changes, individual staff noted that their perceptions of how young people can be involved has changed through their involvement with the Youth Advisory Panel (seeing first hand that engaging young people is an effective form of advocating for change on the one hand and that they have much to contribute).

Plan International

A recent internal review of the impact of the PPA-funded Governance Programme in Plan International concludes that **the work has had a significant effect on programming and internal governance** and has enabled Plan to:

- integrate children and youth participation in governance into the core work of Plan country offices, Plan UK, and Plan International's global framework and approach, beyond PPA funding.
- consider future governance work through core funding and/or through additional grant funding.
- go beyond work on child participation and children's voice to children's roles in influencing and changing decisions made about them by duty-bearers.
- work with youth in countries that had previously only worked with younger children.
- respond quickly to programme changes at the country level.
- institutionalise spaces for youth participation in Plan's internal governance, such as a youth now serving as a trustee of Plan UK, with equal decision-making power as the adult trustees.

In the early days of the Programme, Plan staff made a concerted effort to promote and explain governance terminology, and youth governance in particular. This investment led to the production of a high quality 'Rough Guide to Governance' which was circulated among staff. Lunch time presentations and workshops with organisational leaders were given at international, as well as UK, level. Programme staff took a strategic approach to selecting those in the organization who would be interested in championing the approach. These 'champions' have been responsible for integrating a youth governance lens within the new Global Strategic Plan for the Plan family. In addition, the PPA funded youth consultations on the Global Strategic Plan. One of Plan's eight priority areas of work is child participation. The governance work has helped shape what Plan means by participation as it moves from participation to empowerment to governance. This thinking is still in its early stage and continued attention will need to be given. In addition, one of Plan's six strategic priorities is 'Representative and Participative Governance' with the aim that Plan moves to a culture of inclusion and participation across the governance and advisory structures. There is clearly a way to go on this as Plan learns from its own experiences (see Youth Advisory Panel Review 2010).

The participatory planning approach used by the Governance Programme has also influenced thinking around Plan International's new Programme Effectiveness Framework, particularly as the approach has visibly demonstrated results.

The latest Global Leaders meeting requested that young people from Plan UK's Youth Advisory Panel facilitate a session on youth voice. This session resulted in a commitment by Plan International's senior managers to looking into how better to engage youth in Plan's work (video available <http://vimeo.com/16308474>).

Plan Country Offices

Those interviewed at Country Office level felt that the PPA had enabled Plan to move up the ladder of participation toward youth led action. There was certainly evidence from Country Office Directors and Country Programme Support Managers interviewed in Malawi, Cambodia and Kenya that the Programme had had an impact and that there was a commitment to continuing with governance work. It is felt that Plan staff now have better relationships with duty bearers and with young people: *'It has brought us closer together with government and local partners and Ministries. We are now reaching out to youth'*. In Malawi, young people are now being invited onto committees of other Plan projects and in Kenya are being involved in strategic planning meetings at

the district level. Plan facilitated youth networks are being engaged by both Plan and government in order to access more young people.

These are all positive signs of institutional changes within Plan and show that it is possible for Plan to mainstream a youth governance lens within its work. However, it is early days. The issues raised in Section 6 of this report and the learning documented in Section 5, need to be embraced by the organisation if it is truly to become an organisation that takes youth governance seriously, both internally and in its external work.

Institutional changes in external bodies

- In the UK, the **engagement of youth advisory panel members on two government working groups** represents an important step forward in effecting institutional changes to ensure that the voices of young people are integrated into policy and planning. Engagement of young people currently remains at the level of access and presence and it is important to acknowledge that institutional change takes time. Plan thus needs to continue to support this work if youth voices are to move to the stage of influence.
- **Youth advisory panel members have provided the UK Youth Parliament with its main link to international development** and their work has ensured that youth parliamentarians are at least aware of the MDGs and some are even taking action in their home constituencies.
- There are numerous examples of institutional changes at the country level and these can be found throughout the report. Some examples that can be cited here include: Elections being called in order to ensure that local development committees have young people represented (Malawi, Kenya), School Management Committees being rejuvenated and active as a result of seeing the impact of children's participation in decision making processes on performance and the school environment (Uganda), the adoption of a School Quality Index by schools and district education authorities in order to monitor school performance, respect for children's rights, amongst other things (Senegal), teacher training manuals and education policy now have introduced child friendly approaches and child rights user friendly guidelines (Cambodia).

2.3 Impacts: Well being changes¹⁷

The Programme objectives and performance framework indicators are very much at the outcome level. However, it is important to attempt to assess what the impact has been of increasing young people's access to basic services. We do this with the caveat that it is still early days for this Programme and one would not expect to see significant impacts after what amounts for many countries to only 18 months of implementation of governance activities. There is, however, some early evidence of impact in terms of:

- **Increased mental and emotional health:** In an evaluation as broad-ranging and time-bound as this one, mental and emotional health are difficult areas to measure precisely. Yet these are very important dimension of well-being, especially in a context where young people have a lot to worry about: high youth unemployment rates, climate change, body image, cuts in services. Almost all of the young people that the evaluation team spoke with felt empowered as a result of the governance work. This is illustrated in the quotes provided at the beginning of this report. The important mental health implications of this work can also be revealed in the following quote about a young person's involvement in the Shoot Nations work described in 2.2.1: *'It helped me express my feelings of where I lived by releasing the anguished feelings inside'*.
- **Reductions in income poverty.** In Malawi, training and small start up grants have been provided to youth groups involved in the Programme to develop their own livelihoods activities. It is too early to assess whether these will lead to concrete reductions in income poverty but it is expected that they will. Young people trained in governance are working with elders on an irrigation project which is already bearing fruit. In Cambodia, two pre-schools have been set up further to children

¹⁷ Wellbeing change is defined by Plan as 'improved development outcomes for young citizens through increased benefits from basic services' and is linked to Millennium Development Goal indicators. This appears to be quite a limited definition of wellbeing and excludes impacts such as increased happiness, reductions in income poverty and enhanced political participation levels, all of which are important elements of 'well being'. We will therefore also report on impacts seen at these levels.

lobbying for them at the Commune Council. These have enabled mothers to engage in livelihood activities.

- **Enhanced political participation:** Young people are now involved in 151 local governance mechanisms that they were not involved in prior to the Programme. Young women are now taking up leadership positions, standing for election as councillors and being included in governance structures. Those interviewed in Malawi, for example, said that they *'would not have had the thought, confidence or opportunity to do this without the governance programme'*. Finally, young people feel more able to 'speak out' and are gaining political confidence as power relations are being transformed, as described in 2.2.1.
- **Increased child protection:** In Cambodia through children's school councils and cooperation with the School Director and teachers, corporal punishment and beatings in school has decreased. The children interviewed stated, *'now there is no stick on the table, the teacher no longer hits us'*. This is as a result of discussions, inputs of youth and their fear to ask questions. In Indonesia, the children's representative in the Village Child Protection Committee has power to influence community members on child abuse. As children interviewed explained, *'when my friend and I passed by in front of one house and saw a mother hitting her child, suddenly she stopped hitting when she saw us. The mother is afraid of being reported to the Village Child Protection Committee.'*
- **Improved learning:** Funds from the school linking programme, disbursed through the Student Steering Committees, have been used to build classrooms and teacher's housing. In Malawi, income raised by the young people has been used to support youth members to continue with secondary school. In other countries, the evidence is not so clear. Both Uganda and Senegal report improvements in school performance as a result of the governance work. In Senegal, for example, the project is seen as contributing to improvements in the pass rate of secondary school exams, improving from a rate of 72% in 2008-2009 to 81% in 2009-2010 and in primary school from 88-97% over the same period. However, further study would be needed to establish the causal link of these successes with the governance programme.
- **Increased physical health:** Again, further research is needed to clearly establish a causal link between improvements in health and the Governance Programme. Access to clean drinking water has been increased through youth lobbying for boreholes in Malawi. Funds from the school linking programme have been used to build latrines in schools. The impact of the youth governance programme on the Community-Led Total Sanitation Project (CLTS) in **Kenya, Ethiopia and Tanzania** is unclear, although it is clear that there has been a reduction in diarrhoea among the 175 villages in Ethiopia declared 'Open Defecation Free', for example.

3. Process

Results based management has enhanced practice and evaluation in many ways. It forces practitioners to take stock on a regular basis and ensures focus on the end goal of poverty reduction. This Governance Programme has an important role to play in ensuring that poverty reduction takes place equitably, at least with regard to young people. In addition to results, however, we need to consider the route by which results are to be attained i.e. the Process by which outcomes and impacts can follow on from outputs.

On the one hand, getting the process 'right' ensures that we maximize results and, on the other, it has to ensure that we 'do no harm' and that actions taken are in the best interests of children and young people, as per the Convention on the Rights of the Child. Therefore while the Terms of Reference set by DFID do not require a section on process, we feel that it is absolutely critical to include one. Has the principle of 'do no harm' been followed? What about ensuring 'equitable' outcomes for young people? Other process related questions such as 'How did Plan get to the levels of outputs, outcomes and impacts that we have seen in such a short time?' are tackled in Section 4 on lessons.

3.1 Equality and non-discrimination

The Governance Programme has been inclusive of many different groups of young people, including the most vulnerable and most marginalized. However, there is scope for improving the Programme's equity and inclusion performance

Plan works with poor and vulnerable communities, mostly in rural subsistence farming areas and their outreach to some of the most marginalized communities is to be commended. This does not mean, however, that they necessarily reach the most vulnerable within these communities. Unfortunately it is hard to capture whether or not they have done so as disaggregation of data has been weak to date. We are therefore not in a position to quantify exactly who is being included or excluded from Governance activities. However, the organisation has certainly taken this weakness on board and PPA funds have paid for a Gender Equality Manager who is working to ensure that better systems for ensuring gender equality are in place. In addition to sex disaggregation and gender equality, there is a need to develop and employ a greater social exclusion lens to ensure that there is an explicit commitment to identifying and including the most vulnerable within Plan's work. While Plan may not have the expertise to work, for example, on issues of disability it could enhance its partnership working with agencies that do, such as Handicap International or local NGOs and government departments.

Many examples were provided by young people and others interviewed about how inclusive the work has been and the opportunities that it has provided for the social, political and economic inclusion of girls in particular. **The numbers of young girls and women participating in governance structures, councils, youth clubs, community forums, Plan events and workshops has grown according to all those interviewed during the field visits**¹⁸. Young people attribute this change to Plan capacity building (e.g. facilitation, mentorship and training programmes) which forces discussion on equality and the role of young women in governance and national development. This has meant that young people themselves have been ensuring that young women are represented in their own youth clubs and are encouraged and supported to take on roles in external governance structures. There still remains, however, an over representation of young men¹⁹ particularly in the rural parts where culture and religion influence the extent to which girls participate in Plan events and other public forums. There is more to consider here for Plan and how they can begin to unpack the tension of culture and religious beliefs which are valued by young women but also hold them back in cases where their participation is necessary. In Malawi, young people conducted awareness raising with families to ensure that girls could take part in governance activities and this has had the added benefit of girls being allowed to engage in more general youth club activities.

There is a lack of explicit targeting of young people with disabilities, except in Sierra Leone. Where young people with disabilities are involved this would appear to be by coincidence. When one considers that 90% of children with disabilities in developing countries do not attend school, a primary space for the Plan Governance Programme, it becomes clear that the inclusion of young people with disabilities must be addressed by Plan²⁰, particularly as an organization that is guided by the Convention on the Rights of the Child.

3.2 Best interests of the child

Plan takes the issue of ensuring that work with children and young people is conducted in a safe and appropriate manner, taking the best interests of the child seriously. An example is the Child Centered Community Development and Child Protection policies, which establish clear guidelines, and the other is through investing in high quality staff who are able to work in an empowering, facilitative and collaborative manner²¹. It is to Plan UK's credit that the evaluators found only one non-disputed example of

¹⁸ Although do note that 96 young men and only 59 young women were interviewed, despite requests for gender balance. This shows that there is a way to go.

¹⁹ The exception to this rule is in the UK where girls are on the whole over-represented in Plan supported youth governance structures.

²⁰ This statistic is from UNESCO; see the UN Enable factsheet at <http://www.un.org/disabilities/default.asp?id=18>. Other organisations also need to enhance their inclusion of persons with disabilities and it is clear the MDGs will not be reached without the full inclusion of these people, as per the Expert Group Meeting on Mainstreaming Disability in MDG policies, processes and mechanisms <http://www.un.org/disabilities/default.asp?id=1469>.

²¹ One example from the UK highlights both of these: the PPA funded youth engagement officer enhanced the organisation's child protection policy and was commended by all external staff interviewed for her skills in youth participation and child

young people expressing a sense of tokenistic participation and that was in relation to their feedback to DFID on the recent White Paper where they felt that DFID had not taken their views on board, referring to young people only in the usual way of seeing young people as ‘problems’.

3.3. Relevance²²

All those interviewed felt that Plan has been working in the most relevant and effective governance spaces for the engagement and benefit of young citizens as per the national and local context.

Plan has been strategic in choosing relevant entry points: for examples schools in some countries, youth groups in others. The age group worked with in each country also reflects the choice of space. Furthermore, the combination of child protection, governance with skills in budgetary and organizational management and, in some countries, resource mobilization skills, ensures a holistic lens that captures various needs identified by young people in a manner that is sustainable, minimizes dependence on Plan and supports local relationship building with duty bearers and enhances community development. Duty bearers have been engaged in order for them to become aware of their responsibilities and to develop their skills in meeting these responsibilities, in a non threatening and mutually beneficial manner.

The work bridges and starts to fill two important gaps in international development work: work with young people as contributors to their communities and work with young people as a necessary part of good governance structures.

The literature on governance is very adult centric despite the fact that young people form a large proportion of the world’s population. There is therefore **certainly a gap in understanding and practice when it comes to youth governance and Plan is contributing to addressing this gap.** One example, of how Plan is contributing to an identified gap comes from Malawi where the National Youth Policy has identified concerns with youth (60% of the population) feeling excluded from decision making. **The Plan Programme is therefore seen not only as relevant but necessary in governance terms. In child participation terms, the Programme is also relevant** as it is helping move thinking and practice forwards. Children’s participation is often seen in individualistic terms with children defined as autonomous individuals (Childwatch International Research Network 2006). The Plan youth governance work takes us into the area of collective organizing and recognizing the contribution that children and young people make to their communities.

3.4 Sustainability

Many of the changes brought about by Plan’s governance programme are resilient and sustainable in large part due to the approach taken. Relationships, systems and structures, conducive to youth governance, are now in place. Many of these - though not all - are likely to be sustained without further DFID assistance. In most contexts, however, there will still be a need for minimal logistical and technical support from Plan in terms of bus fares, stationery and mentoring.

Investment in strategic programme development with various stakeholders, including young people, in the design phase has led to an innovative, sustainable approach that meets differing sets of needs.

- **Plan has taken a facilitative approach to working with young people and duty bearers, as opposed to a ‘doing’ approach. This means that relationships and skills are left behind and that there is minimal dependence on Plan as a donor.** The local governance structures exist independently of Plan and the creation of youth spaces on these is therefore likely to continue with or without Plan or DFID’s support.

protection²¹. A recent study by the Development Research Centre (2010), funded by DFID, warns that ‘participation is not always used for purely benevolent purposes and does not always generate positive results’. In fact, 25 per cent of all of the outcomes noted in an extensive survey of 100 studies of citizenship engagement were negative, including a sense of disempowerment and a reduced sense of agency; a sense of meaningless, tokenistic, or manipulated participation.

²² In order to probe the relevance question in greater depth, the evaluation would ideally have contrasted the Plan work with that of others engaging in similar work and with the opinions of those not involved in governance work at all. This was not possible within the scope of this piece of work but would certainly be worth further probing in a future evaluation or study.

- **Engaging government officials in facilitating training, in conducting quarterly visits ensures buy-in and enhances long term sustainability after funding ceases.** In Senegal, for example, government leaders have promised to continue to resource education initiatives from their budget. In Malawi, government officials the evaluation team met with expressed a strong commitment to engaging young people in their own work and young people themselves discussed how they are now meeting with officials independently of Plan.
- **High quality relationships between many young people and duty bearers involved in the Programme, although not all, have been developed and have allowed for addressing issues around mutual distrust and mutual misunderstanding and for engaging in collaborative, mutually beneficial initiatives.** Both duty bearers, governmental and non governmental, and young people gave examples of improved understanding and joint working (Kenya: young people helping government officials to meet their targets and being given information on budgets and expenditure by government officials which previously would not have happened. Malawi: young people realising that they had to go to the government directly if they wanted change to happen and a government official who had been inaccessible to young people before the project becoming open and supportive to their requests). As one government official told us: *'With our mentorship and technical advice we can assist them and sustain their work. We will keep a relationship with these young people.'* It is therefore likely that this collaborative work will be sustained without DFID support, especially in view of the fact that these relationships will continue to be maintained during Plan's regular work in the communities.
- **Some decision makers have not shown commitment to the initiative** and it is unlikely that the work in these districts will be sustainable without further support. Behaviour and attitude change is a long process and it could not be expected that those of all decision makers would be successfully transformed over the two year time frame. This highlights the importance of selecting entry points on the basis of resources available.
- **Instead of setting up new structures, Plan has worked to build the capacity of existing ones** to enable young people to manage their own finances and projects, formalise their structures so that they can mobilise resources themselves, and has facilitated links with duty bearers who can provide support. In this way, there is not a relationship of dependency but a process of facilitating long term empowerment. Young people interviewed felt that the uniqueness of the governance programme was that they were provided with mentoring and coaching as well as economic empowerment which other youth groups did not have access to.
- **Where there has been economic empowerment, the probability of sustainability is enhanced.** As one young person told us: *'The governance programme addresses the needs of young people in their totality. Others just focus on advocacy and are incomplete as if you can speak but have no resources you can do nothing to change things'*.
- The skills that have been provided to young people will remain with them. However, the reality of most of these (non-UK) young people's lives is that they are poor. The spaces that Plan has been working in do not have spare cash (schools, youth clubs, and local community governance structures). **Engaging in governance activities does involve money - transport to meetings, stationery - as well as technical support.** Writing a project proposal is difficult, paying for transport is difficult. It is therefore expected that Plan will need to maintain its relationship with young people in order to ensure that these small amounts of support remain available. There is no reason that this should not happen through the work of the Programme Units. However, this will require ongoing monitoring.
- **It is unlikely that the UK work will be sustainable without ongoing Plan support.** In the UK, activities have been fragmented and more about individual sets of awareness raising activities with some skills development than about processes of relationship building. Furthermore, in contrast to the overseas work which engages existing structures, the Youth Advisory Panel is a structure set up by Plan and which is human resource intensive (one and a half staff members for this project alone).
- **All country programmes are already thinking of how to continue the governance work post PPA,** some of their own accord, others facilitated by the Governance team in London. There is a clear commitment to continuing with the approach, including from senior managers, as seen in 2.2.3.

3.5 Programme's monitoring and evaluation systems

Plan UK has put considerable energy into developing a solid monitoring and evaluation system for the Governance Programme and into engaging with a wider practice group on measuring governance²³. Advances in M&E pioneered by the Governance Programme appear to have had a positive influence on corporate monitoring and evaluation systems in Plan UK and Plan International²⁴.

The Programme monitoring and evaluation framework consists of the Performance Framework, which includes objectives and corresponding indicators consisting primarily of global aggregated quantitative indicators and a framework intended to capture more qualitative information in several 'dimensions of change' based on the theory of change outlined in 1.2 – capacity change, citizenship change, institutional and policy change, access to services (policy implementation) and well-being change²⁵. Quantitative indicators in the Performance Framework were developed on the basis of individual project logic models at the country level, their indicators and baseline information. The project logic models were generally developed on the basis of an overarching 'model of change' that graphically represents the Programme's theory of change, corresponding to the 'dimensions of change' noted. The evaluators found that this **visual theory of change approach was a useful planning, monitoring and evaluation tool**, ensuring that staff, and those they shared it with, were able to grasp the assumed process of change needed in order to obtain results at output, outcome and results levels (even if this wasn't the vocabulary used). Furthermore, the **Programme's underlying assumptions with regards to its theory of change, and the extent to which the links and transitions between the differing dimensions of change, within that theory, are valid on the whole.**

High quality periodic reporting is prioritised and these reports provide useful snapshots of the Programme, enabling measurement of performance against key Performance Framework indicators and opportunities for addressing performance gaps.

Country programmes submit quarterly reports to the London Governance team who monitor and who do, according to country staff interviewed, provide good quality follow up on gaps/ issues identified. The team compiles the reports into the Annual Self Assessment submitted to DFID and which reports progress against the Performance Framework objectives. 'Stories of change' provide the more qualitative evidence base alongside the mostly quantitative indicators of the Performance Framework.

In addition to reporting, the Governance Programme has been interested in and has invested in learning. There is an annual meeting of all Governance Coordinators which enables sharing of learning, problems to be raised and explored collectively and the sharing of new theories and ideas around governance work. A number of monitoring and evaluation and learning initiatives have been undertaken e.g. case studies, a study on the impact of the Governance Programme on Plan International and the Institute of Education research and development reports on School Linking. The last quarter of the Programme has been allocated to learning and documenting learning from the Programme once activity implementation is completed in December.

There are questions around the quantitative indicators used in the Performance Framework. Their measurement is subjective and unclear.

For example, 'numbers of young citizens in Plan communities accessing basic services'. What does 'access' mean in practice? How to quantify these numbers in an accurate manner where government, or other, data collection systems are not robust? Are demographic changes being accounted for? Are the impacts of other parallel initiatives being measured?

There are a number of additional challenges for monitoring and evaluation systems to adequately capture governance results.

- **The framework does not provide sufficient scope for input of young people** (e.g. monitoring and developing indicators) or documentation of areas such as feedback from participants on activities so that one can track what they feel is working and what isn't. While some countries are engaging

²³ This includes DFID, academics and the BOND (UK membership body for non-governmental organisations working in international development) Governance group.

²⁴ As shown in 2.2.3 above.

²⁵ Described in the document 'Governance monitoring and evaluation framework: levels and dimensions of change'.

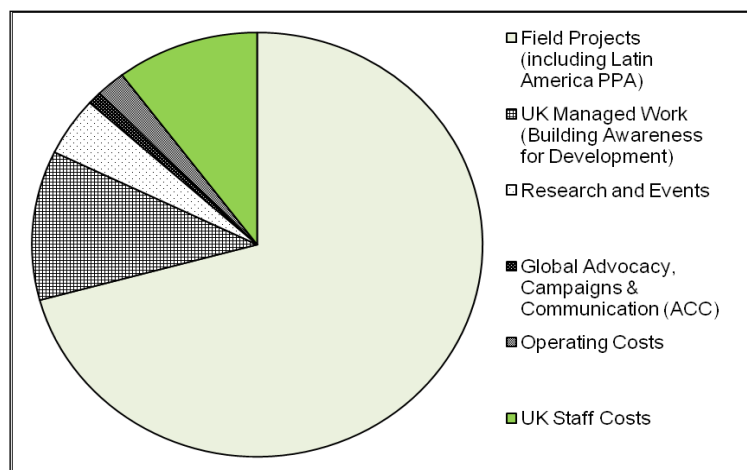
children and young people in quarterly review meetings (Malawi, Cambodia, Kenya) and to some extent in budgets (Senegal, Kenya, Sierra Leone, Malawi, UK) there is still a way to go.

- **How to capture results across the different age ranges?** What one can expect in terms of enhancing voice is very different for an eight year old compared with an eighteen year old. Plan has strategically chosen to work in those spaces where the different age groups spend most of their time but it is not clear that the monitoring and evaluation framework allows for the different types of results at different ages to be captured.
- **How to better capture gaps in the work:** for example, who is and isn't benefiting from the work. While Plan cannot be everywhere it is important to be clear and explicit about why the gaps do exist. For example, how can Plan better capture whether they are working with the most marginalised? While it is acknowledged that it would be tricky to disaggregate for all different groups there is a challenge here that does need to be unpicked.
- There are no indicators in the Performance Framework on 'happiness', 'confidence', 'fairness', 'respect' and these are all terms which young people referred to during the field work for this evaluation.

4. Value for Money

The Plan PPA Youth Governance Programme recognises the importance of Value for Money. The need to achieve the balance between economy, efficiency and effectiveness is at the cornerstone of the Programme. It works effectively to ensure that its inputs are relevant and delivered in a cost effective and financially scrutinized manner while not jeopardizing the quality of the outputs and outcomes of its youth governance work. Finance staff both in Plan UK and Country Offices are incredibly committed staff and dedicated to ensure that systems are in place and that checks and balances happen. Plan exercises tight control on both its costs and its inputs to maximize economy and efficiency. It pays close attention to costs, inputs and sustainability and therefore places

Value for Money for effectiveness as part of its financial strategy.



The Programme budget has been flexible and not tied completely to planned inputs. This, in conjunction with a decentralized finance system allows careful and contextual selection of the right inputs at the right time. As a result, Plan is on track to meet most of its targets by the end of the Programme term. Objective 1 is currently 97% towards being met; Objective 2 is already exceeding targets and is 104% met; and Objective 3 is 61% towards being met 6 months before project activities cease.²⁶ The pie chart

below highlights the overall thematic areas where money has been invested to date.

The Programme achieves Value for Money on several levels:

- **Strong financial teams in Country Offices and the Plan UK office oversee the administration of finances and various project budgets under the PPA funded Programme.** Financial manuals, policies and guidelines are in place across Plan. There is clear financial guidance from National Office, Country Office to Programme Unit. Authority levels to sign specific amounts exist depending on the amount needing approval. Plan exercises tight control of costs and maximizes efficiency through careful management of overheads. Country office staff commented that *'a rigid but flexible system is in place to ensure costs are spent appropriately and for the right purpose.'*
- **Control of costs and economy of purchase is in place through a competitive procurement system** which must have three quotes which are then thoroughly discussed and decided using defined criteria of cost

²⁶ It is expected that the UK work will be on target with the exception of the school linking element. This will affect other indicators such as number of governance mechanisms and awareness raising activities. Plan feels that the school link targets were over-ambitious.

and quality²⁷. There is the 'due diligence' process for each partner: to assess capacity to handle funds, assessment of the technical and financial capacity. In Malawi, programme, finance, resource mobilisation and front line staff all involved in selecting partners: Other examples include maximizing low cost on travel by efficient use of vehicles, airplanes and organising meetings only as necessary and ensuring that overlap of agendas can happen to maximize staff input, time and expense.

- **Budgets of partners are consistently checked using a community management report and a grant tracking system.** The grant tracking system is accessible to National and Country Offices, this system automatically works out under and over spend. Expenses are uploaded on a monthly basis to the grant tracking system so everyone can see how effective and efficient expenditure is. The system is available to all Plan staff, which ensures transparency and the possibility of cross-checking. Rate of return and cost effectiveness are discussed in financial planning meetings, reviewed quarterly and with a strong internal system in place expenditure is regularly checked. These expenditures are tracked for financial management, budgets and reporting purposes. A specific example would be: Plan's Participatory Accountability Learning System is the overall system that supports M&E in Plan but it also supports assessing the Value for Money as the database and the software scrutinizes budgets, expenses and costs. This is then merged with the outcomes of the Programme and provides an overall assessment of the specific project. This is done every two weeks, with auditors able to view the information and see results.

All of this provides information on cost effectiveness, economies of scale, and strength of programme implementation working within the budgets. Plan also uses narrative annual reports and partner reporting to assess the effectiveness of its funding by the outcomes that are in the report and being achieved.

Plan also recognises that cutting costs may provide for 'false economies'. Ideas such as skype teleconferences, or video conference would reduce travel cost but the richness of Governance Coordinating meetings which happen annually is part of the unique learning experience which drives best practice and scales up a common strategy for the Programme. Reducing documentation and publications may also reduce costs but go against the need to gear up the evidence of youth governance work and influence wider audiences. Some areas which may support a further reduction in costs could be; i) when contracting a consultant to do work Plan should add on in the ToR to provide capacity building to partners and Plan while on the job; ii) use international staff travel sparingly and only necessary for larger events, technical support should be sourced locally within the team if at all possible, iii) use the pool of expertise within Plan and procure within Plan as much as possible (E.g. strong youth can support youth unfamiliar with advocacy approaches, strong governance coordinators support other coordinators in the region etc).

Plan is continually responding to the Value for Money concern by:

- Focusing towards 'results' and reducing risks. This is evident in its approach to M&E, trying to gain tangible quantitative evidence which supports qualitative outcomes and also in its planning and risk assessments;
- Giving young people more of a say on how money should be spent because young people are on the ground, understand the issues and know what can work in getting results and what doesn't;
- Focusing on effective and well known partners with satisfactory performance and organisational assessments to enhance results.

Areas for further consideration for Plan's Value for Money approach would be to consider implementing 'unit cost' analyses in budget reviews and financial procedures. This would mean that the question of 'could we have done more with less' could be scrutinised and evaluated regularly. An important question in governance work as it is less tangible than building schools or bore-holes, where direct costs and inputs are easily correlated. Performance based funding should be considered along the way. This would place an emphasis on delivery and results, and also make clearer the constraints (e.g. time, staff resources, environmental constraints etc) for projects which under performed. Finally, Plan's contextual analysis needs to weigh up the value in investing in leadership and engagement skills of youth as a strategy for strengthening good governance and its outcomes which should serve young people, as well as citizens more broadly. This is something Plan does review and should explore further in the future with cost benefit analysis.

²⁷ Where not possible to get quotes, due diligence is in place to ensure quality and delivery.

To this end, Plan seeks to ensure that priorities and work programmes are defined and led by the partners it works with (young people, duty bearers and organisations) ensuring ownership, innovation and sustainability. Plan makes a deliberate effort to avoid Plan led agendas and Plan dependency - this is also the essence of Value for Money for results, and of effectiveness.

5. Lesson Learning – Lessons for governance programmes

The key lesson which stands out across the Programme for Plan and partners is:

Change occurs when young people and duty bearers come together and collaborate on jointly identified priorities²⁸. It is this i) opening of political space ii) shift in attitudes and iii) collaboration in the process of change between young people and duty bearers that bring about outcomes in citizenship, institutional and policy changes.

In the section below, we highlight some of the specific lessons which Plan staff, partners and young people have learned during the course of the Programme. It is important to note that Plan has sought to learn from what works well and not so well and to modify inputs accordingly as the Programme has evolved. This has enabled the Programme to maximize results.

Specific lessons learned in designing governance programmes are as follows:

1. An approach which emphasizes training, mentoring and capacity building for young people to advocate, know their rights, demand and express their concerns to duty bearers is **not** enough. Plan has learned through its work that it is **critical to develop mutually beneficial relationships between young people and duty bearers**. Plan's investment in relationships - Ministry of Youth, local authorities, chiefs, elders, teachers, young people's structures - has fostered a sense of cooperation and collaboration around youth governance. This has facilitated the **attitude and behavioural changes that enhance the likelihood of longer term institutional and policy outcomes, which benefit both the community and young people**.
2. **Strategic programme development with various stakeholders, including young people, in the design phase can lead to a more sustainable and mutually owned approach that meets differing sets of needs**. Plan held consultations with a range of young people, local CSOs, and local authorities to understand variances and opportunities for collaboration with Plan, young people and duty bearers. In addition, teams met with government and youth representatives to listen to the identification of needs, and to test ideas proposed in the design. By doing this, Plan ensured that the Programme's goal and purpose were understood from the outset and were inclusive of stakeholders' approaches and inputs along the way.
3. **Spreading resources too thinly is not effective for achieving results, spreading them too widely is not manageable**. The Programme was initially set up too quickly, accepting numerous proposals from various countries which meant that they did not necessarily link up to the overall framework and spread too thinly. In response to this learning, Plan quickly decided that if they were going to be effective and achieve their targets they needed to step back for the first six months and consider adapting an approach based on resources available, a contextual and stakeholder analysis which consulted stakeholders and work with locally recognised approaches.
4. **Gender and social inclusion analysis needs to be integrated throughout the programme and project cycle for outcomes and impact to be gendered and inclusive**. Plan became aware that a lack of gender and social inclusion analysis in the design phase also meant a lack of gender and social inclusion analysis in the implementation phase. As a result of this learning, PPA funds have been used to employ a Gender Equality Manager to facilitate institutional change through gender mainstreaming and identify 'gender champions' in Plan working on gender equality issues. Furthermore, a greater emphasis on ensuring data disaggregation is also being institutionalised

²⁸ It must be acknowledged that duty bearers do not always agree with the priorities identified by young people. Through building relationships of trust, mutual accountability and cooperation it is hoped that spaces will be opened up for enhanced dialogue on some of the more controversial issues, such as tackling cultural norms such as early marriage.

partly as a result of the governance programme being unable to answer the simple question of ‘who exactly has benefited’. Plan meetings and workshops with young people are continuously asking the question of how to include vulnerable, excluded youth and look at things with a gender equity lens. However, Plan still has a distance to go in its gender and social inclusion work.²⁹

5. **Choosing enabling entry points and building on strengths.** Plan has learned that working with existing local structures (e.g. development committees, commune councils, community forums) and building on pre-existing work (e.g. child rights) improves the likelihood of outcomes and impacts in a short timeframe. Understanding what is currently being done, who is doing what and what good models exist in terms of engaging young citizens has placed PPA projects in a strategic position to build on results.

Specific lessons in implementing governance programmes are as follows:

6. **Working collaboratively with duty bearers for participation and inclusion of children and young people is critical to the process.** Plan works in complex environments where duty bearers often do not want to give up their position or power. Attitudes and behaviours which can block progress (e.g. sharing budget information, access to decision making structures) exist and Plan is continuously learning and experimenting on how to do work with attitudinal constraints. **Plan has learned that offering strategies and partnering on efforts which do not undermine duty bearers’ plans and approaches is opening up opportunities for young people’s participation** and voice in planning and decision making. By taking an approach which aligns with duty bearers’ priorities in small ways supports the possibility of young people’s input in the future.
7. **Invest in high quality partners and align Plan and partner goals over the long run.** Plan staff in Country Offices have strong networks and a history of relationships which they use and build their work on. This has fostered a sense of unity and connection towards the goals of youth governance work. In all countries evaluated, the work of Plan is deeply connected to their partners’ goals and aims. This has meant that goals are not separate but actually aligned and that lessons are synthesized.
8. **Plan has learned that if young people’s influence and presence are going to be effective they have to have the right skills to engage professionally, to influence decisions and be taken seriously by duty bearers.** Many young people which Plan engages with lack understanding of the policy context and how policy processes work, what current mechanisms and opportunities exist (e.g. decentralized funds) for engagement and advocacy. Plan has supported young people to be effective in their influencing and advocacy efforts and continues to review with young people how they do training, who they invite to the training, and the content of training so the possibility for capacity changes and real results in policy outcomes can be achieved.
9. **Young people’s capacity to engage in governance work can be increased through the provision of economic empowerment activities.** High youth unemployment and youth based discrimination mean that many young people that Plan works with are poor and economically disempowered. Engaging in governance activities is not cost free (transport to meetings, stationery costs, for example) and providing livelihood support enhances the probability of sustainability (as seen in 3.4).
10. **Effective youth governance models and best practice examples (school children councils, pre-planning sessions with local authorities, election for sitting on development committees) offer an opportunity to non-targeted areas and citizens to take up and demonstrate similar models.** A significant lesson in the Programme is when something is done well, is effective in practice and delivering results others want to know how it was done, replicate and try and invest in a similar practice. In Cambodia, 10 school councils have been set up in one area that wasn’t involved in the project is one such example. Communities,

²⁹ There is still a need for a more thorough gender – social exclusion analysis which will support disaggregated data and targeting of excluded youth. Understanding the ‘axis of inclusion’ whether it be areas such as - remoteness, gender, disability or extremely poor youth - needs to be considered at the beginning of governance work.

schools, Youth Officers from the Ministry of Youth and young people are eager and want to learn from Plan's work.

6. Issues to be addressed

The main issues to be addressed from the PPA Evaluation are detailed in the table below. Also highlighted are considerations for each issue and responsibilities for addressing them.

Issue	How
Moving Forward	
<p>Transforming governance structures effectively and sustainably takes time. The amount of time needed to achieve consensus on local plans and policy reforms among the different actors, develop the capacity to act in unison and attain the desired outcomes, and bring such action to bear on government policy and practice, takes time. Yet there is a push from donors to demonstrate narrowly defined results quickly.</p>	<p>Plan UK should continue to build on good practice post PPA and to mainstream a youth governance approach in Plan UK activities</p> <p>Country Offices should continue to focus on specific target groups so as to not spread too thinly and to continue to build on well thought out and planned processes.</p> <p>Work and plan with young people and duty bearers as they know who is who and who is doing what. Make a strong investment to build work with the committed and specific people who are willing to champion the causes and demands of young people more.</p> <p>Plan, DFID and others involved in governance should come together to actively assess the implications of the narrowing understanding of 'results' and current drives to achieve these in a short timeframe.</p>
<p>Lack of inclusion of young people throughout the programme/ project cycle and in management decisions e.g. in internal planning, monitoring and evaluation, budgets and strategies.</p>	<p>To actively include young people in discussing how Plan can further place youth at the heart of its governance work, and following from this bring young people into Plan's programme strategy and thinking.</p>
<p>The success of the youth governance approach has led to demand from youth for a widening out to youth who have not been able to participate in the Programme.</p>	<p>Strategize and develop an action plan for working with young people to include enhanced outreach – particularly with excluded youth- and promotion of peer to peer learning and collective action.</p>
<p>Bringing youth networks together has not been consistent across Plan UK.</p>	<p>Plan UK needs to further assess how to work with youth networks to scale up its youth engagement efforts and collective learning across countries and the UK.</p>
<p>How to maximize on all the youth networks within the Programme is something which youth explained they would value in order to collectively address issues around poverty.</p>	<p>A Global Youth Engagement Coordinator based at International Headquarters, and rotation of 6 month secondments by different Youth Engagement Coordinators of different National Offices and / or Country Offices could be an effective way forward.</p>
<p>Expectations for change amongst young people are high yet governance changes do not happen quickly.</p>	<p>Review and facilitate with young people their expectations from their engagement efforts with duty bearers. Develop an 'expectation barometer' on projects which involve youth, this may help manage what is realistically feasible within short timeframe projects. Revisit the barometer regularly as part of ongoing monitoring on how expectations are being met or new ones which arise.</p>

There is a lack of leveraging change at the national policy level and a need for more mainstreaming structures and processes of Ministry of Youth to leverage entry points and influence change.	Plan's governance strategy to map out strategic pathways of influence with national level partners in policy arenas (Ministry of Youth). Recognising that change needs to be brought within the formal and informal rules of governance structures if it is to be sustained.
Capacity Building	
Low capability amongst young people to actively monitor policy and policy implementation. This has been one of the weaker elements in the performance framework (e.g., service delivery monitoring initiatives set up by youth and organisational governance mechanisms which young people are engaged with).	<p>Develop a think piece and practical approach on effectively building capacity amongst youth so that young people can influence and monitor agreed plans.</p> <p>Develop an understanding of how Plan and young people's advocacy strategies will maneuver through the maze of stakeholder interests (power imbalances) to achieve success in monitoring policy implementation.</p> <p>Think creatively about how best to provide learning opportunities around youth-government dialogue. Draw on the expertise of experience and good practice in monitoring and influencing policy implementation.</p>
Staffing Constraints /Workload	
Under the PPA programme Plan has been able to engage excellent Governance staff. However, results and delivery of the programme at times has been at the expense of staff's work- life balance.	<p>Need to rearrange some responsibilities, and recruit new staff as Plan gears up its governance work in the coming year. Keeping in mind less need for administrative support but a greater need for strong programme staff.</p> <p>Maintain and build capacity of governance staff in Country Offices (particularly Programme Unit staff) and, if possible, retain governance coordinators.</p>
Monitoring and Evaluation	
Further time is needed for the Programme to reap impact in areas such as policy implementation and well being.	<p>Design a scheduled monitoring process to capture on-going results that are understood and utilised by programme staff and not just a tick box exercise for regular reporting requirements.</p> <p>Provide further support to staff on M&E and deepen M&E to show real evidence and results. Including the possibility of more detailed thinking on the utility of tools to measure the impact of youth governance and how well-being is improving due to voice and accountability work.</p> <p>Evaluate one year after the Programme ends to assess ongoing and knock on impacts and results.</p>
Lack of involvement in some countries of young people in supporting M&E for projects and in developing indicators to measure changes.	<p>That young people are encouraged to track changes, so that a community of practice for measuring change amongst youth begins.</p> <p>Young people to develop their own indicators of change will mean that they take responsibility for tracking the changes they are advocating for. These indicators could link with duty bearers' performance targets (e.g. the Ministry of Youth). Hosting a yearly review of Ministerial performance targets, Plan targets and young people's targets could build collective accountability.</p>
'Well being' is narrowly defined	There are no indicators in the Performance Framework on 'happiness', 'confidence', 'fairness', 'respect' and these are all terms which young people referred to during this evaluation. There is a sense of 'agency' amongst youth and how they feel about the changes that are happening should be considered within measuring performance and objectives.
Youth Income and Financial Stability	
Many youth during the evaluation spoke about the issue of doing 'governance work' but also making a living. Young people are eager	<p>Review youth economic empowerment as a core component of an effective governance strategy.</p> <p>Linking with other Plan learning on successes in resource and income security as well</p>

and willing to do youth governance work, but it does not pay their way through school, support their families etc.	as other partners who have expertise in this area would be helpful in this regard.
Coherence and strategizing for enhanced UK results	
A clear strategy for the UK based component of the Governance Programme is missing.	<p>Develop a comprehensive strategy for UK based work with young people which identifies primary targets and entry points with the greatest chances of success. It needs to explore how to enhance links with country offices and with the different youth networks that the PPA funds have been supporting in order to promote joint governance work/ thinking. It needs to link the different components of the UK work together with a jointly owned results chain.</p> <p>There are big steps between developing awareness about issues, having skills to engage with this awareness and then taking action, as Plan recognises.</p>

7. A final word on ‘effectiveness’

In the course of its relatively short life span, the Youth Governance Programme has been effective in meeting the Programme Objectives. The evidence made available in the course of this evaluation suggests that many of the impressive gains attributable to the Programme are likely to be sustained beyond the life of the Programme. Important human development indicators have improved through the active engagement of young citizens in decision making structures. However, this Programme is but one drop in much a larger ocean of what is needed in terms of enhancing youth governance. The Programme has provided the evaluation team and collaborators in Plan with much-needed learning and innovation. It is hoped that readers will learn from the Plan UK experience, from what has worked, as well as from what has worked less well, in order to ensure that the forest cited on the cover page of this report is as green, healthy and inclusive as it needs to be.



Glossary

Access	This looks at whether or not the youth and children have “access” to the right “spaces” for them to effectively engage with government. Are there are other “spaces” that they need “access” to but from which they are effectively blocked? “
Accountability	<ul style="list-style-type: none"> - Vertical Accountability: Describes the ability of civil society actors to hold government to account to ensure an effective and enabling environment exists. - Collective Accountability: Duty bearers and young people collectively working together and collaborating to ensure that services are appropriately delivered and needs are met. In practice, this means their ability to respond to the needs of young people.
Capacity	This refers to organizational attributes; the ability to get something done.
Claim holders	These are those who rights are not being realised. In this context, the claim holders are children and young people whose rights to engage in governance have to be implemented.
Demand driven (approach)	A process or approach focusing on citizen’s action and expression of concerns towards duty bearers. This is often in the form of lobbying, advocacy, or negotiation. There is a spectrum of demand style approaches and their adversarial tendencies depends on the context and enabling policy environment in which citizens and government come together in.
Democratic outcomes	<p>The outcomes realised from a deepening or contraction of democratic life through citizenship, institutional/systems and policy changes:</p> <ul style="list-style-type: none"> - Citizenship change: Change in the degree to which citizens participate in decision-making processes as a result of their awareness of their power and rights and their ability to use this knowledge and these skills. - Institutional/systems change: Change in formal and informal decision-making processes in terms of opportunities for citizen involvement, as well as the transparency and accountability of the key institutions/systems - Policy change: Change in government laws, policies, decrees, etc. at the local, national, and/or international level
Development Outcomes	<p>The outcomes realised from an improvement or decline in human development through access to public services, capacity and well-being changes:</p> <ul style="list-style-type: none"> - Capacity change: Change in the knowledge, skills and ability of citizens, duty bearers, and/or civil society to engage in formal and informal decision-making processes and/or access basic services. - Access to public services change: Change in the numbers of citizens accessing (participation rate) basic services (e.g. number of young citizens able to access health or financial services) - Well-being change: Change in the health, literacy, income, education level and other key development indicators for citizens.
Diversity lens	Within each group of people there are differences in values, attitudes, cultural perspectives, beliefs, ethnic background, sexual orientation, ability or disability, skills, knowledge, age and life experiences. These differences must be recognized, understood and valued if an organization is to ensure that all groups of people are able to benefit from activities and that the organization does not add to discrimination already experience by marginalized groups, either by omission or by action.

Duty-bearers	Those with a responsibility to ensure that the rights of (in this context) children and young people are implemented. These duty bearers include schools, parents, care-givers, communities and governments (local, regional and national)
Governance Spaces	Where young people and decision makers might meet to dialogue, negotiate and take decisions: these may be formal or informal.
Influence	This refers to questions about whether the youth and children meaningfully participate in decision making processes - what kind of decisions do they participate in making and how do we know that their access to, presence in and influence over decisions that are made is not just “tokenistic”?
Participation	Participation means ‘taking part’ in making public decisions. There are different levels and types of involvement in public decision making. This includes: one-off consultations in which young people express their views and share experiences (e.g. surveys, focus groups); regular or extended programmes of involvement at both the organisational (e.g. school councils; students as researchers) and area wide strategic level (e.g. council youth forum; social action youth groups); as well as integrated daily participatory approaches (e.g. democratic schooling).
Presence	Refers to the kind of “presence” the youth and children enjoy in the “spaces” that they have “access” to. They may be physically “present” – but are they allowed to participate in discussions and deliberations?
Responsiveness	Refers to the extent to which public policies and institutions respond to the needs of citizens and uphold their rights, including access to basic services, equality, and civil liberties“.
Vertical responsiveness	Refers to the responsiveness of duty-bearers in their direct relationship with individual citizens or citizen groups. In this relationship, duty-bearers invite engagement, listen and respond to the voices of rights holders.
Youth Governance	Specifically focusing on young people and their capacity to engage collectively and individually with government structures and institutions in order to enhance institutional, policy and well being changes for young people and their communities.
Young People	For the purpose of this report, young people are defined as those between the ages of 10 – 30. Definitions of youth vary depending on the country.