

**Final Report:  
Evaluation of UNICEF's Programme and Work in Relation  
to Adolescents and the Participation of Children and  
Young People**

**Submitted by:**



Evaluation Team Leader:

Dana Peebles

Contributions from:

Robert Brydon  
Raymond Gervais  
Wendy Peebles  
Neena Sachdeva  
Kisanet Tezare

Kartini International Consulting Inc.  
118 Arundel Avenue  
Toronto, Ontario  
Canada M4K 3A4

July 7, 2010



## ACKNOWLEDGEMENTS

The Evaluation Team would like to provide heartfelt thanks for the support and time of the following UNICEF staff in the organization of the three country case studies:

Cambodia: Path Heang – Youth Specialist  
Julie Forder – Monitor and Evaluation Specialist

Sierra Leone: Paul Sengeh – M & E Specialist  
Edmund Makiu - HIV/AIDS Specialist

Brazil: Ludimila Palazzo – Adolescent Citizenship Officer  
Mario Volpi – Adolescent Citizenship Officer  
Rui Aguiar – Project Specialist

HIV Global Advisors' Meeting, New York:  
Behzad D. Noubary – Project Specialist, Monitoring and Evaluation  
and Costing, HIV Section, PD

Regional Management Team Meeting, Vietnam:  
Minh Chau Le Thi – Youth and Adolescent Development Specialist  
Onanong Paynyajary – East Asia and Pacific Regional Office

Their unflagging efforts contributed greatly to the evaluation results.

The Team also greatly appreciated the collegial and collaborative support of UNICEF's Evaluation Steering Committee (based in New York), with particular thanks to the Committee Chair, Samuel Bickel for on-going technical support and discussions and the tireless support of the Evaluation Manager, Josh Chaffin.

Steering Committee members included:

Lakshmi Narasimhan Balaji	Head of Strategic Planning, Division of Policy and Practice (DPP)
Ayda Eke	Child Protection Specialist, Programme Division (PD)
Elizabeth Gibbons	Associate Director, Gender, Rights and Civic Engagement, DPP
Jeannette Gonzalez	Programme Coordinator, Children's Broadcasting, DOC
Robert Jenkins	Associate Director, DPP
Victor Karunan	Chief, ADAP Unit, Gender Rights and Civic Engagement (GRACE), DPP
Susanne Mikhail	Programme Specialist, EMOPS
Jordan Naidoo	Senior Adviser, Scaling up and System Reconstruction
Behzad D. Noubary	Project Specialist, MEC, HIV Section, PD
Bo Viktor Nylund	Senior Adviser, Child Protection, PD
Amina B. Osman	Education Specialist, PD
Mima Perisic	Youth & Adolescent Development Specialist, ADAP, GRACE-DPP

The evaluation was also guided by feedback and input from a Reference Group whose members included:

Liv Elin Indreiten	Youth & Adolescent Development Specialist (MENARO, Jordan)
Nina Ferencic	Regional Advisor, HIV/AIDS, CEE-CIS RO (Geneva, Switzerland)
Andres Guerrero	Partnerships Manager, CSP, PD
Jens Matthes	Chief, Child Rights Advocacy & Education, UNICEF Private Fundraising and Partnerships Division (PFP) (Geneva, Switzerland)
Paul Nary	Programme Specialist, Adolescent Development (YPHD), CEE-CIS RO (Geneva, Switzerland)
Christine Norton	Regional Adviser Gender & Development (TACRO, Panama)
Sarah Norton-Staal	Emergency Child Protection Manager (ESARO, Kenya)
Adebayo Fayoyin	Programme Communication Specialist, ESARO (JHB Unit, South Africa)
Frederike Seidel	Programme Specialist (Education / Child Rights), PFP (Geneva, Switzerland)
Margaret Sheehan	Regional Adolescent Development Adviser (APSSC, Thailand)
Saudamini Siegrist	Child Protection Specialist, IRC, (Florence, Italy)
Joachim Theis	Regional Chief of Child Protection (WCARO, Senegal)
Margaret Wachenfeld	Senior Policy Adviser (Brussels, Belgium)

The Team also acknowledges and is grateful for the time given by several Senior Managers at the Headquarters and Regional levels to participate in follow-up interviews to discuss future directions and provide more in-depth assessments of UNICEF's programming in the two evaluation theme areas.

The Team also would like to thank Dan Seymour and Victor Karunan for field testing the Senior Managers survey and Eric Rodriguez, of UNICEF's Adolescent Development & Participation Unit for all of the logistical support and his patience in dealing with multiple requests for detailed information.

Finally, the Team welcomed and found quite illuminating the enthusiasm of the children, adolescents and youth who participated in the different focus group discussions and gave generous feedback to the Team and to UNICEF.

N.B.: The report is using the Century Gothic font as this uses less ink than other fonts and is therefore more environmentally friendly.

## EXECUTIVE SUMMARY

This evaluation is taking place at a time when the world now has the largest population of young people in human history, representing up to 30 per cent of the global population, with the number of adolescents and young people estimated at 2.2 billion. The urban populations of Asia and sub-Saharan Africa will double in less than a generation and more than 50 per cent of these will be urban dwellers under the age of 25.<sup>1</sup>

The evaluation TORs noted that:

“youth represent 25 per cent of the working age population and account for 47 per cent (88 million) of the world’s unemployed [and that] an estimated 515 million young people, nearly 45 per cent of the total, live on less than two dollars a day. In many post-crisis transition countries, over half the population is younger than 25 and many of them are teenagers. Half of the world’s out-of-school population of 39 million children live in conflict-affected countries... Globally, over 18 million children are affected by forced displacement.”

Recognizing that UNICEF had paid inadequate attention to adolescent children, the organisation established the Adolescent Development and Participation Unit (ADAP) in the Programme Division in Headquarters in New York at the end of 2001 to provide programme support and technical guidance in the area of adolescent health and development. The 2006-2009 MTSP also includes reference to the need for the organisation to integrate children and young people’s participation throughout UNICEF programmes. After 10+ years of UNICEF work in this area generally and eight years of strategic efforts through the ADAP Unit to assure the integration of an adolescent rights perspective into all levels of UNICEF’s work, the organisation decided it was time to evaluate and reflect upon this work provide some guidance regarding related future directions.

The evaluation was conducted in two phases, with the first phase focusing on a desk review supplemented by interviews. The key findings of Phase I are summarized in Section 1 and copies of the related reports can be obtained from the ADAP Unit. This report represents the findings of Phase II of the evaluation that included a significant field component.

---

<sup>1</sup> Refer to Evaluation TORs, Annex 6.

### **Evaluation Purpose and Objectives:**

The overall purpose of the ADAP comprehensive evaluation was to:

1. Assess the results achieved in the promotion of the rights of adolescents in the last eight years (2001-2009) to provide UNICEF with evidence and strategies to inform a "second generation of programmes" for more efficient fulfillment of adolescent rights in all the MTSP focus areas.
2. Provide UNICEF with more clarity on the organization's position on adolescents and young people, as a foundation for future strategic planning and programming.
3. Better define a paradigm shift towards a positive development approach to adolescents and the benefits of child and young people's participation.
4. Support UNICEF in identifying its comparative advantage regarding adolescents and young people for a more effective partnership with other UN and partner agencies that have been increasingly involved in the area of youth programming.

In addition, the evaluation had three very specific purposes. These were to provide:

- UNICEF and the Swedish International Development Agency (SIDA) with information on the effectiveness and impact of the programme for the mainstreaming of adolescent rights in UNICEF work, and of the gaps and uncovered needs towards achievement of the programme objectives.
- UNICEF with evidence on adolescent focused programming in the tsunami response for further articulation of humanitarian programmes and policy in relation to adolescents and young people.
- Evidence of the quality and impact of child and young people's participation in country programmes as a contribution to the Monitoring & Evaluation (M&E) of the Medium-Term Strategic Plan (MTSP) in relation to Key Result Area 4, Focus Area 5.

### **Evaluation Methodology**

The evaluation frameworks developed were based on assessment criteria adapted from the Women's Equality and Empowerment Framework, the Hart Ladder of Participation, the CRC and the FreeChild Project Model (refer to Annex 7). The data collection tools included:

#### **Document Review**

1. Document review of representative sample of emergency programme-related documents.
2. Review of sample of United Nations Development Assistance Framework and Country Programme level Annual Reports from ten countries.
3. Review of selected UNICEF generated background and guidance documents provided by the UNICEF Steering Committee.

## **Surveys**

4. Dissemination of an on-line survey in 33 Country Offices (COs) to the Deputy Representatives, Adolescent Focal Points and staff working in each of the five Focus Areas (where there were relevant personnel in each focus area in each CO). The surveys were provided in English, French and Spanish.
5. Dissemination of an on-line survey in English to Senior Managers and Regional Adolescent Focal Points.
6. Dissemination of an on-line survey of former participants in J8 events from 2005 to 2009.
7. Dissemination of an on-line survey to Voices of Youth participants.

## **Interviews and Focus Group Discussions**

8. Interviews with key personnel at UNICEF Headquarters (HQ) in New York as part of the Inception Mission.
9. Follow-up interviews with selected Senior Managers and Regional Adolescent Focal Points who participated in the on-line survey.
10. Focus group discussions with participants of a global meeting of staff from the HIV/AIDS sector in New York and in a Regional Managers Team (RMT) for the East Asia and Pacific region held in Hanoi, Vietnam in March.
11. Telephone interviews with selected international partners of UNICEF.
12. Telephone interviews with a representative sample of Regional Youth and Adolescent Specialists and Adolescent Focal Points.
13. Telephone interviews with Regional Emergency Specialists
14. Local partner interviews in Vietnam.
15. Interviews with CO staff, plus NGO and government partners, in three country case studies (Cambodia, Sierra Leone, and Brazil).
16. Focus group discussions with child, adolescent and young people involved in UNICEF-funded programmes in Cambodia, Sierra Leone and Brazil.

In total, the Evaluation Team interviewed 610 people (including 367 adolescents and youth) and received survey responses from 150 people. The Team also reviewed an extensive set of documents. Given the wide breadth of the evaluation's scope these documents still only represented a sampling of what was available. The Evaluation Team was also asked to focus on reviewing programming and documents covered by the period of the 2006 – 2009 MTSP.

## **Evaluation Findings**

The following chart represents the overall framework used to anchor the evaluation and provides a summary of the Evaluation Team's assessment of UNICEF's staff in the different categories and results levels outlined.

<b>A. Operational Results</b>				
<b>A.1 Inputs</b>	<b>A.2 Processes</b>	<b>A.3 Outputs</b>	<b>A.4 Outcomes</b>	<b>A.5 Impacts</b>
<p>A 1.1 UNICEF guidance documents clearly outline programming &amp; policy requirements for children &amp; young people's participation processes &amp; adolescent rights &amp; development.</p> <p><i>Rating: Fair</i></p> <p>A.1.2 UNICEF has clear accountability systems &amp; structures in place to ensure that staff at all levels integrate child &amp; young people's participation in all focus areas and sectors.</p> <p><i>Rating: Limited</i></p>	<p>A.2.1 Senior &amp; middle managers ensure that programme &amp; technical staff are aware of &amp; trained about guidance documents related to adolescent rights &amp; development; &amp; child &amp; young people's participation.</p> <p><i>Rating: Limited</i></p> <p>A.2.2 Managers include accountability for child &amp; adolescent participation in staff performance reviews.</p> <p><i>Rating: Not applicable</i></p> <p><i>Comment: Senior managers felt that it is too soon to do this as the proper guidance and training is not in place.</i></p>	<p>A.3.1 UNICEF programmes integrate adolescent rights &amp; child &amp; young people's participation effectively.</p> <p><i>Rating: Fair</i></p> <p>A.3.2 UNICEF staff have clear understanding of institutional and management expectations related to the integration of adolescent participation in UNICEF programming.</p> <p><i>Rating: Limited</i></p>	<p>A.4.1 Young people's &amp; child knowledge and opinions inform policy &amp; programme development.</p> <p><i>Rating: Limited</i></p> <p>A.4.2 UNICEF uses tools for concrete measurement of levels of child &amp; young people's participation &amp; related reporting is a mandatory requirement.</p> <p><i>Rating: Limited</i></p>	<p>A.5.1 &amp; 5.2 Increased effectiveness and reach of UNICEF programmes and policies for children and young people.</p> <p><i>Rating: Fair</i></p> <p><i>Comment: Not all results in these programmatic areas appear to have been reported.</i></p>
<b>B. Developmental Results</b>				
<b>B.1 Inputs</b>	<b>B.2 Processes</b>	<b>B.3 Outputs</b>	<b>B.4 Outcomes</b>	<b>B.5 Impacts</b>
<p>B.1.1 UNICEF development &amp; emergency programming promotes children &amp; young people's participation plus adolescent rights in all focus areas.</p> <p><i>Rating: Limited</i></p> <p>B.1.2 UNICEF supported or generated global &amp; regional advocacy campaigns, events &amp; initiatives with significant children &amp; young people's involvement influence policy development.</p> <p><i>Rating: Fair</i></p> <p>B.1.3 Good practices to promote children &amp; young people's participation,</p>	<p>B.2.1 MTSP includes specific reference to UNICEF strategy to promote children &amp; young people's participation &amp; adolescent rights.</p> <p><i>Rating: Good</i></p> <p>B.2.2 Young people &amp; children invited to participate in global &amp; regional advocacy campaigns, events and initiatives in meaningful and relevant way.</p> <p><i>Rating: Fair</i></p> <p>B.2.3 Knowledge management and sharing of good practices related</p>	<p>B.3.1 Programme design incorporates children &amp; young people's participation &amp; adolescent rights components in each sector &amp; focus area.</p> <p><i>Rating: Fair</i></p> <p>B.3.2 Young people &amp; children have input into global &amp; regional policy.</p> <p><i>Rating: Fair</i></p> <p>B.3.3 UNICEF's children &amp; young people's participation &amp; rights</p>	<p>B.4.1 Children &amp; young people's knowledge &amp; opinions inform policy &amp; programme development &amp; implementation in each sector &amp; FA.</p> <p><i>Rating: Poor</i></p> <p>B.4.2 Global &amp; regional policy development informed by input from young people &amp; children.</p> <p><i>Rating: Fair</i></p> <p>B.4.3 Scale up and replication of good practices related to children</p>	<p>B.5.1 Increased effectiveness &amp; reach of programmes &amp; policies for children &amp; young people in all sectors &amp; FAs.</p> <p><i>Rating: Fair</i></p> <p>B.5.2 &amp; 5.3 Policies developed address children &amp; young people's needs and these groups empowered as actors within</p>



plus adolescent rights identified & disseminated	to children & young people's participation & adolescent rights among UNICEF staff & partners.	objectives integrated in increased number of UNICEF-supported programmes.	& young people's participation & adolescent rights.	diverse global & regional contexts, as well as within their local communities
<i>Rating: Limited</i>	<i>Rating: Fair</i>	<i>Rating: Fair</i>	<i>Rating: Fair</i>	<i>Rating: Limited</i>
B.1.4 Programming that promotes adolescent rights.	B.2.4 Inclusion of components that promote adolescent awareness of and capacity to exercise their rights.	B.3.4 Increased awareness of rights by diverse groups of adolescents.	B.4.4 Increased capacity to exercise their rights by diverse groups of adolescents.	B.5.4 Increased access to rights by diverse groups of adolescents in multiple contexts.
<i>Rating: Good</i>	<i>Rating: Good</i>	<i>Rating: Good</i>	<i>Rating: Fair</i>	<i>Rating: Good</i>

Refer to Annex 6 for the detailed indicators developed to support this framework and the evaluation TORs.

## Overview

Since the establishment of the ADAP Unit in UNICEF's New York HQ in 2001, UNICEF has been promoting increased attention to adolescent rights and development and to children and young people's participation. UNICEF's approaches to these programming areas are still in their infancy, and how they are treated differs widely from region to region. The ADAP Unit has led the effort within UNICEF with regard to developing related conceptual and programmatic approaches to working with adolescents and youth.

## Guidance

In the absence of an overall policy on adolescent rights and development and children and young people's participation, the default global guidance for UNICEF staff has been the CRC. This Convention can be sometimes 'age blind'.. There is growing evidence that there is a need to develop and define specific approaches for promoting and fulfilling adolescent rights taking into consideration their higher and evolving capacities and responsibilities and specific age-rated vulnerabilities. Given these factors there are several areas where the UN system and its national partners need to consider reviewing the CRC from this perspective to determine how well it covers the specific reality of adolescents. As a part of this review, there is a need to debate if there is a need to extend additional rights to adolescents not afforded to or necessarily appropriate for younger children, particularly in the areas of sexual and reproductive health and labour.

The other area of global guidance has been the MTSP, which currently does not explicitly integrate adolescent rights and development and children and young people's participation except in Focus Area 3, Key Result 3 and Focus Area 5, Key Result 4. There is also some guidance on participation as well as limited references to integrating adolescent development in the PPPM. The ADAP Unit is in the process of developing a global strategy on adolescent development. The HIV Global strategy includes consideration of adolescent rights and the Child

Protection global strategy includes references to children and young people's participation. There are also regional adolescent and participation strategies.<sup>2</sup> Currently, however, there is a need to coordinate the approaches used in these different strategies. There is a particular need to develop more coherent strategies related to the effective integration of a positive adolescent development model in programming and to address the issue of participation for younger children (those under 10) and the need for a greater focus on adolescents aged 10 to 14. Both of these age groups currently tend to receive less attention in UNICEF programming designed to promote participation than older adolescents.

### **Concepts**

One challenge facing UNICEF in these programming areas is the confusion among staff and partners about the terminology used to define adolescent programming; including terms such as positive adolescent development, adolescent well-being, adolescent rights and participation, and even to what age adolescence extends, with the debate still being between adolescence ending strictly at 18 or extending to a person's 19 birthday.<sup>3</sup> ADAP has produced a fair amount of research in this area, as have the various regional offices. What is needed at this point is for UNICEF to develop a general consensus about which terms should be used and what each term means. There is no need to do more research in this area but rather to coordinate and consolidate the existing background materials so that they can be disseminated more systematically to the regions and national offices. However, as one Regional Advisor pointed out, these distinctions are not the main factor holding back progress in this area. They simply make it harder to document results as there is not necessarily a consistent target group in terms of ages.

As indicated in the paragraphs on guidance, another challenge is the fact the CRC is 'age blind' and does not distinguish between the rights of younger and older children. While adolescents are entitled to all of the same rights as children, UNICEF and the UN system now need to operationalise General Comment 4 on Adolescent Health and Development that is dedicated to analysis of the CRC from the point of view of adolescents' specific capacities, responsibilities, vulnerabilities and singularities.<sup>4</sup>

---

<sup>2</sup> For example, in TACRO, EAPRO, ROSA, and MENA, while those for CEE-CIS and ESARO are still under development in 2010.

<sup>3</sup> The Evaluation Team was given different age definitions of what constitutes an adolescent throughout the entire evaluation process by key stakeholders, including the members of the Evaluation Steering Committee.

<sup>4</sup> Refer to General Comment #4 on Adolescent Health and Development, CRC Committee.

### ***Commitment and Accountability***

In the absence of a clear policy, issues of adolescent rights and development and children and young people's participation are treated in an ad hoc manner at the country programme level. There are some pockets of brilliance with regard to innovative programming in some countries, some of which are sustainable and can be scaled up and others which are not. In others adolescent programming has been subsumed under sectoral approaches. However, given the inadequate attention paid to adolescents within some programming areas, the integration of their needs into sector programmes does not necessarily lead to mainstreaming of adolescent needs and rights. In these instances, poor programming can fail to see UNICEF meet its mandate and contribute to the MDGs, e.g., there is a need for increased attention to adolescent mothers, and other gender equality-related issues, such as age of marriage and high school enrolment and attendance.

The integration of programming for adolescents is often an incidental by-product of the programming process rather than them being an explicit target, even when addressing their needs should be a priority in order for UNICEF to meet its mandate and contribute to the MDGs, e.g., increased attention to adolescent mothers.

Despite these inconsistencies, UNICEF seems to address adolescent rights fairly well, particularly with regard to the right to survival and the right to protection. Adolescents are included in the definition of children's rights and UNICEF staff are fairly well versed in applying rights-based approaches in programming, and do not question the need to do so. They did seem to encounter more challenges in applying adolescent rights to development in programming. This did not appear to be as a result of a lack of commitment, but rather was more strongly linked to a lack of capacity related to the shift to a positive adolescent development approach.

Given the relative lack of clear guidance and limited expertise available to UNICEF staff related to adolescent programming, senior management interviewed for this evaluation felt that staff could not be held individually accountable for this work as a part of their annual performance reviews, unless it was an explicit part of their Unit's work plan. While a fair observation, this underscores the need for UNICEF to provide greater clarity to its staff in these areas. In the current situation, the senior management role at the CO level has become the most critical determining factor as to whether a country programme will give priority to adolescents – either through a mainstreamed integrated approach or through adolescent-specific programming. While there will always be variations among country programmes based on national priorities and specific country contexts, this present situation leaves too much up to individual decision-makers. This important finding underscores the urgent need for a Global policy.

The discussion as to whether or not adolescents should be made a more explicit priority throughout UNICEF's programme is a larger one that needs to take place among Senior Managers in the near future. The core of this debate appears to be a sense among UNICEF staff and partners that UNICEF is lagging behind its partners in this area, when it should be capitalizing on its leadership in its work with children of different ages, but is not. The demographic data and evidence of youth bulge and rapid urbanization and the demographic transition have raised government attention to adolescents and youth as an increasingly urgent population that needs to be addressed. This is juxtaposed against the view that UNICEF's primary mandate is early child survival and that any increased priority given to adolescents and young people should not be at the expense of that part of UNICEF's mandate. Some Senior Managers insist there is a need to maintain a strong emphasis on early child survival in the least developed countries, but see room for a greater focus on adolescent programming in middle income countries.

The tension between these two parts of UNICEF's mandate is evident is the relative underfunding of specialist expertise in ADAP at the RO and CO levels.

### **Capacity**

With the exception of the excellent work of the New York-based ADAP Unit, the few Regional Advisors working on adolescent and youth programming and some CO-based individuals, UNICEF's organizational capacity in working with and for adolescents appears to be relatively limited, with some staff commenting that it is much easier to work with young children. Staff understanding of the key concepts is reasonably good given the conceptual confusion around issues of adolescent rights and development. Staff are unclear on how to include adolescent rights and development and children and young people's participation within sectoral programmes, particularly in Focus Area 1: Early Child Survival – although there is considerable scope there to work with adolescent mothers. The greatest weaknesses in staff understanding were related to the building adolescent capacities and well-being at the different stages of adolescent development and children and young people's participation.

In addition, few of UNICEF's permanent human resources are adolescent or participation specialists. Even the temporary contractual human resources with this expertise appear to be limited. Consequently, there is an urgent need for UNICEF to provide training to its regular staff on how to work effectively with adolescents and youth and what a mainstreamed approach to working with these age groups entails.

The way UNICEF is structured at the global and regional levels limits the support that CO staff receive related to adolescent programming and children and young people's participation. In particular, UNICEF structures are not well set up to provide technical expertise on cross-cutting issues, particularly those outlined in Focus Area 5, Target 5. This challenge is compounded by the fact that sectoral

programming within UNICEF tends to operate in an isolated “silo” style in which the different Focus Areas do not necessarily coordinate their programming efforts cross-sectorally. This leads to somewhat narrow and segregated programming. This effect is reinforced by funder priorities. This also does not facilitate the ready integration of cross-cutting issues such as adolescent rights and development and children and young people’s participation.

### **Programming Approaches**

The net result of UNICEF’s lack of policy coherence related to adolescent rights and development and children and young people’s participation is that these programme areas are not addressed systematically at the country programme level. Consequently, while much UNICEF programming reaches adolescents and young people by default, this does not mean that the programming is necessarily adolescent-sensitive. UNICEF and its partners employ a wide range of approaches to adolescent programming. This includes some that are still based on the idea of adolescents as a problematic target group, and others that view adolescents and young people as rights-holders and critical actors in the development process, particularly at the community level. In addition, while some areas may require special interventions for young people because of the evidence of priority needs in these areas (e.g., accidents, child labour, drug use, HIV, etc.) the broader framework in which programming needs to occur is to see young people as assets, the continued expansion and application of a positive framework for addressing adolescent needs and capabilities.

Another result of the lack of a global policy is that UNICEF staff are not reporting on all programme results related to adolescent rights and development, and that programme documents or guidance requirements have often not included clear indicators in these areas. This is also in part as many UNICEF programmes do not disaggregate programme beneficiaries by age.

In general, there would also be a considerable benefit to UNICEF’s programming if the Focus Areas could coordinate their approaches to adolescent rights and development and children and young people’s participation.

- **Adolescent Rights**

UNICEF’s treatment of adolescent rights is the one that appears to be best integrated in the sectoral programming, particularly within the education, HIV and child protection sectors in the area of reproductive rights. In the Education sector children’s right to participate tends to focus on children’s involvement in participation related to decision-making for children, ages 10 and above, largely due to their increased capacity to participate. In the Early Child Survival sector adolescent rights receive appear to receive fairly limited attention and there is a greater focus on adolescents’ access to services that contribute to survival as opposed to the right to participate or to development.

- **Adolescent Development**

The concept of positive adolescent development (referred to in the text interchangeably with the term adolescent development) was the least understood programming approach, as well as the least addressed within the programmes that the Evaluation Team reviewed in Cambodia and Sierra Leone. In Brazil, the country programme has placed a strong emphasis on adolescent development and uses participation as one strategy to achieve this. While Brazil is working in a very different context than the other two country case studies, their programme approaches still can provide some lessons learned that can be adapted to the reality of other COs. The direction being taken by TACRO with the development of well-being indicators is one that could be picked up by the other regions if they find them to be appropriate for their context. It also promotes the shift of focus, called for by the ADAP network, to positive adolescent development that views them as an asset, and views UNICEF's role as helping to build adolescent capacities. Within this context, participation can and should be included as a strategy or even a dimension adopted to promote adolescent overall development, since it has proved to reduce adolescent's vulnerability and it is a strong component of citizenship building and civic engagement.

Overall, there appears to be a particular gap in staff understanding of how to programme for adolescents from ages 10 to 14. UNICEF staff also identified a strong need to give priority to working with adolescent girls in the future based on the evidence of additional challenges they face compared to boys. This is in keeping with the recently signed UN document *Marginalized Adolescent Girls*. A caveat here is in this process to ensure that some of gender-specific needs of adolescent boys also need to be addressed, such as the impact of gangs, higher dropout rates for boys in middle income countries, their role in sexual and reproductive health, HIV and STD prevention, and the promotion of safe and respectful sexual relationships. UNICEF is doing some highly innovative work in this area, but this needs to be more systematized across its programming approaches.

- **Participation of Children and Young People**

UNICEF HQ has focused its support for children and young people's participation on participation in decision-making processes, as opposed to the wider range of types of participation such as economic and educational participation or participation within the family. UNICEF's participation processes also tend to focus on adolescents and youth, as opposed to younger children, and UNICEF staff had difficulties identifying different ways to foster increased participation with children under the age of 14.

UNICEF is a world leader with regard to the integration of children and young people's participation in high-profile policy processes at the global and regional levels. This investment has served to raise awareness considerably among national governments of the need to consult with children and young people in policy processes.

Many UNICEF staff interviewed, however, have strong reservations about the amount of time and money invested in one-off high-profile events to achieve what they perceive to be limited results in terms of policy influence. Instead they would like to see more sustainable processes established that have strong links to national, sub-national and community-level consultation processes. This dovetails with a growing body of evidence that participation processes that start at the municipal level are more likely to involve larger numbers of children and young people and to include marginalized and vulnerable populations, and that involving younger children in decision making in their family and school settings builds capacity for participation at higher levels as they mature and increases their self-confidence and ability to express their needs.

Children and young people who have participated in high profile policy events report that this was a highly positive experience for them and that their voices were heard to a much greater extent than is the perception of UNICEF staff. The Team found similar levels of satisfaction and individual capacity growth among adolescents and youth who took part in municipal or national level participation programmes in Cambodia, Brazil and Sierra Leone. Feedback from adolescent and youth focus groups was, in fact, quite inspirational in terms of the changes the focus group members noted and their enthusiasm about their participation.

The Evaluation Team found multiple good practices related to participation that could be scaled up or replicated. Harder to find were concrete examples that demonstrated a clear link between children and young people's participation and changes in national or international policy. This is not necessarily because there is no impact, but mainly because there is a dearth of indicators to measure these impacts in a complex political environment in which there are multiple factors contributing to policy design. UNICEF also needs to develop clear indicators to measure the outcomes of other types of participation that lead to changes such as growth in self-confidence, preparation to be good citizens, increased access to opportunities, increased ability to negotiate issues with peers and results, etc.

### ***Focus Area 1: Early Child Survival***

While logically Focus Area 1 will not be dealing with adolescents as a primary target group, given UNICEF's life cycle approach to programming, UNICEF staff need to make much stronger links between adolescent development and early child survival. What stood out for the Evaluation Team, in particular, was the limited attention paid to adolescent mothers in some of the country case country programmes. If this is indicative of the general pattern of programming for this target group, it means that UNICEF should work more actively to ensure that their needs are integrated more systematically into Focus Area I programming. There is also a need to consider that the young mother and young child both have rights and these rights must not be in conflict.

The Team did find clear examples that the UNICEF staff and partners interviewed are working to integrate effective participation strategies within their WASH programming. The only caveat here is to ensure that when UNICEF and its partners use adolescents and youth as community facilitators and educators that their training includes some kind of accompanying skills and leadership capacity building components. This is particularly critical for adolescents and youth from extremely poor communities and often is a prerequisite for their participation.

### ***Focus Area 2: Education and Gender Equality***

UNICEF's educational programming has several strong components that focus on building the capacities of adolescents and youth, particularly in the child-friendly schools model. However, there is a need to strengthen this model to include more direct participation activities for children under 10 and to expand its reach to include middle and high schools, with correspondingly higher levels of responsibility for the adolescents involved.

The Evaluation Team found that there was much less consistent or only limited evidence that UNICEF programming was addressing the needs of out of school adolescents and youth to the same degree. The Team considered that where possible, particularly when dealing with poorer groups of adolescents and youth, UNICEF programming should also include basic skills, vocational training and content related to the promotion of civic engagement.

The Team also found that UNICEF has developed multiple strategies to increase girls' participation in school and appears to have applied these strategies fairly consistently across multiple country programmes.

### ***Focus Area 3: HIV/AIDS and Children***

UNICEF has been quite innovative in its approaches to working on both adolescent rights and development and children and young people's participation in the HIV/AIDS area, particularly with those most at risk. It would be useful therefore if the HIV/AIDS Unit and ADAP could coordinate their efforts to disseminate these good practices and programme approaches amongst the different regions, as well as to the other Focus Areas to determine if they approaches could be adapted and replicated elsewhere.

### ***Focus Area 4: Child Protection***

The Evaluation Team observed that while UNICEF is supporting many innovative programmes in this Focus Area, the general approach taken often still follows a more top-down service-oriented model as opposed to a positive adolescent development approach that is participatory and which identifies young people before they drop out of systems that help them achieve success. Consequently, there remains considerable room for the integration of more participatory approaches within child protection. Where UNICEF has made some inroads in this area appears to be in the field of juvenile justice.



### ***Focus Area 5: Policy Advocacy and Partnerships for Children's Rights***

This Focus Area demonstrated the most consistent and systematic approach to integrating children and young people's participation. This is likely due to two factors. The first is that this is an explicit objective in Key Result 4 and therefore UNICEF staff have to report back directly on the related results to the ROs and UNICEF HQ. The other is that one of UNICEF's great strengths is policy advocacy. At the country programme level UNICEF has developed some highly innovative and inclusive policy initiatives that integrate adolescent rights and development and priorities, particularly with regard to involving adolescents and youth in municipal decision-making processes and civic engagement.

#### ***Measuring Results in a Mainstreamed Context***

UNICEF faces a major challenge with regard to measuring results and documenting adolescent programming approaches within the different focus areas. This is that while adolescents and youth are natural beneficiaries and target groups in some programmes, unless data is collected that is age-specific and there are explicit age-specific results outlined from the onset, there is no systematic way to document the effect and impact of UNICEF programming on these age groups. In general, the impression the Evaluation Team was left with is that UNICEF is doing more for adolescents in many areas than is obviously apparent from a document review and that many of these positive results are not being captured by UNICEF's existing reporting processes.

#### ***Partnerships***

UNICEF's international and national partners uniformly spoke incredibly highly of their partnership relationship. They respect the weight and credibility that UNICEF brings to advocacy and policy development at the national level, as well as the strategic support UNICEF has given them to implement programming work. UNICEF also garners strong respect and appreciation for its technical expertise, particularly from government partners. UNICEF also appears to have a real strength in its ability to select NGO partners that have relevant and solid programming that can be scaled-up and expanded either nationally or within a region.

UN partners were also generally positive about UNICEF's work in adolescent rights and development, and were particularly supportive of UNICEF's role in promoting children and young people's participation. Indeed, they indicated that they would like to see UNICEF exert even more leadership in this area.

#### ***Comparative Advantages in Programming***

UNICEF's main strength within programming for adolescent rights and development and children and young people's participation is in its policy and advocacy work at the national level in multiple countries where the organisation has demonstrated considerable leadership, exerted a fairly strong influence and is highly respected by both national and UN partners. There remains, however, a strong need for UNICEF to coordinate aspects of its work related to adolescent

reproductive health and with young people with UNFPA to determine which organization has the comparative advantage and is better placed to provide these services in collaboration with its national partners. This may vary from country to country depending upon the field presence of each agency.

### **Emergencies**

The Evaluation Team found that while UNICEF's programming related to adolescent rights is still relatively limited with regard to adolescent rights, it is currently undergoing a shift in approach and philosophy that is more inclusive of adolescent participation. This shift has come about in part to the unexpected and spontaneous participation of children and young people at multiple levels during the 2004 tsunami emergency and related recovery periods in Asia. This experience contributed to UNICEF ensuring that their new "Core Commitments to Children in Humanitarian Assistance" (CCCs) released in May 2010, make an explicit commitment to include children, as well as adolescents and women into all phases of the analysis, design and monitoring of humanitarian programmes. This represents a considerable improvement from the 2005 CCCs.

However, there remains a significant gap in the 2010 CCCs, however, in that they do not refer to children's right to meaningful participation in emergencies. This would take into account their capacities or preparedness plans to build their capacity (e.g., in first aid, disaster preparedness), as well as their possible contributions to health, protection, education, relief and reconstruction efforts.

The Team also found that while UNICEF has been active in promoting the consideration of adolescent rights and participation within an emergency context at the interagency level, progress in this area has been slow.

In general, while it is clear that UNICEF is doing work in to support adolescents rights in each emergency situation in which the organisation is involved, it is not certain what is the extent of this programming because UNICEF and its partners often do not or are not able to collect age disaggregated data. In addition, while UNICEF has been demonstrating some leadership in this area at the interagency level, the organisation still does not have a clearly defined role or niche with regard to adolescent rights and emergency programming.

### **Future Directions**

What became very clear throughout the course of the evaluation is that there is a strong rationale for UNICEF to place increased priority on adolescent and youth programming in the future and to build on the leadership role the organisation has already demonstrated in promoting children and young people's participation for both developmental and emergencies and humanitarian programming. UNICEF staff at all levels recognized the growing importance of programming for and with adolescents and youth and that UNICEF needs to focus more attention on this area in the future in a more systematic way.

This viewpoint is growing among UNICEF staff in part due to an increased understanding and awareness that adolescents and youth can be effective actors who contribute significantly to their communities. National government partners have also expressed growing concern that there are large segments of their adolescent and youth populations that if not “channelled” into constructive paths represent a huge potential source of civil unrest. UNICEF staff also noted that adolescence represents a time period when even small investments can make a significant difference to their future outcomes as adults. The consensus is growing therefore that there is an increasing need for UNICEF to focus on positive adolescent and youth development programmes. UNICEF will, however, need to decide where to place its priorities even within this area, with some staff strongly promoting a need to work more with adolescent girls and others indicating that the 10 to 14 year age group has been neglected. While the actual specific priority groups of adolescents to be targeted will vary from country to country, UNICEF needs to make a strategic decision both to increase their programming focus to include a greater emphasis on adolescents, as well as which are the most vulnerable groups of adolescents to which the institution will direct its attention, and needs to find a way to do this using a positive development approach.

Within this context participation would act as one strategy to help achieve positive adolescent and youth development. While most UNICEF staff are not convinced that participation in high profile policy events is the best strategy for children and young people’s participation, those who have had the opportunity to work with adolescents and youth using other types of participatory approaches have seen a strong impact in terms of increased confidence, greater access to opportunities and decreased vulnerabilities in multiple areas.

Given UNICEF’s strong credibility with national, regional and international partners, the organisation is well placed to play a global leadership role in the area of adolescent and youth programming and policy advocacy. In particular, the ADAP Unit has laid a lot of the groundwork for the organisation to move forward in this direction. To do so will require an institutional investment to increase staff capacity in adolescent and youth programming at the HQ level with regard to global policy development, as well as at the regional and country programme levels to build staff capacity. However, much of the related programming needed could be accommodated through more effective integration of adolescent and youth programming within the sectoral programmes. This does not have to be at the expense of early child survival. Rather it needs to be seen as an essential element that will contribute to decreased child mortality.

The first step in making this shift in thinking and programming approaches would be for UNICEF’s Senior Managers to convene and discuss just what degree of priority the organisation agrees to assign to adolescent and youth programming, what it will take for UNICEF to move in this direction and what UNICEF’s role should be in this process. Currently UNICEF is particularly well placed to lead related

advocacy efforts, as well as could readily build on the growing body of successful programme approaches and partnerships it has established in this area.

## **Recommendations**

### **UNICEF needs to:**

#### **Guidance**

1. Develop an effective process to ensure that Senior Managers at the HQ and RO levels make a policy decision in the near future (in consultation with the COs) regarding how much of a higher priority UNICEF should be giving to adolescent rights and development programming, as well as on which specific groups of adolescents it would be most strategic to focus UNICEF support. This decision would form the basis for the development of a global policy on adolescent rights and development, with adolescent and youth input. (Senior Managers).
2. Ask each sector focus area and the emergencies staff at HQ to:
  - Map out their specific engagement to adolescent rights and development and children and young people's participation and determine the priorities for action based on existing evidence compared to the needs of other target groups covered by UNICEF's mandate.
  - Review the existing guidance in each sector from the perspective of how well they explicitly integrate adolescent rights and development and children and young people's participation
  - Determine to what extent the sectoral programmes for which they are responsible are meeting their related accountabilities
  - Where needed, update the guidance documents to integrate adolescent rights and development and children and young people's participation more consistently.
  - Make these guidance documents more easily accessible for RO and CO staff. (Sectors and Emergencies Units – HQ).

#### **Concepts**

3. Take a leadership role at a senior multilateral level and initiate a consultative process with ROs, COs, UNICEF UN and other partners and interagency groups to find effective ways the organisation can harmonize and simplify its age definitions of children, adolescents, young people and youth with those used by its UN system, and international, regional and national partners, as well as simplify and build a common understanding of the terminology it uses to describe different aspects of adolescent development and children and young people's participation to reduce the confusion that exists and strengthen the related planning, monitoring and evaluation processes. (ADAP & ROs).

### **Commitment and Accountability**

4. Use the results of this evaluation and other reporting mechanisms to review to what degree UNICEF is falling short of meeting its commitments to integrate adolescent rights and development and children and young people's participation in Focus Areas 1 to 5 and ensure that the organisation allocates sufficient human and financial resources to meet the current MTSP commitments by the time this strategic plan expires. (Senior Managers)
5. Develop ways to institutionalise the integration of adolescent rights and development and children and young people's participation in programming, such as:
  - Ensuring that programme design is informed by prior age, gender and vulnerabilities-specific analysis, that resource allocations are made based on the results of this analysis and that children and young people have input into the programme design in any programme that affects them directly
  - Ensuring that each programme (where relevant) has an adolescent and/or participation specific objective and related indicators to measure progress
  - Holding staff accountable for these processes and reporting on related results explicitly (ROs and COs).
6. Develop a strong global advocacy campaign to lobby for the systematic collection of age-specific data related to adolescents and youth within international, regional and national data collection processes. (ADAP, ROs and ROs).

### **Capacity**

7. Negotiate with donors and internally within UNICEF to allocate sufficient resources from the core budget so that at:
  - At the HQ level the ADAP Unit has a permanent core of technical staff at least as large as its current staff complement currently on contract or funded through other sources
  - The Regional level there is at least one full time Adolescent, Youth and Participation Specialist in each region accompanied by an adequate programme budget
  - The CO level in those countries that determine increased adolescent and youth programming is a priority that they can hire specialist personnel on an on-going basis. (Senior Managers)
8. Provide strategic training of the key technical advisors in each sectoral unit at the HQ level, as well as of the Regional Advisors from the diverse sectors at the regional level on how to work effectively with adolescents, and youth; provide funding for regional workshops on the same theme for key personnel from the sector units at the CO level, as well as deputy representatives; and incorporate relevant modules into the PPPM for inclusion in new staff

orientations. A curriculum developed recently by the Brazil CO could be adapted for these purposes at relatively low cost with some additional support allocated to the Brazil CO for this purpose. (HQ, ADAP, Regional Offices/Country Offices)

9. Convene a series of regional workshops on good practices related to children and young people's participation such as how to integrate children and young people's capacity development processes and participation in community decision-making effectively at the municipal level and how to use these processes to make consistent and strong links with decision-making at the sub-national and national levels. (ADAP and ROs)

### **Programming Approaches**

10. Coordinate the documentation and dissemination of good practices on successful programming approaches related to adolescent rights and development and children and young people's participation, and work closely with the Adolescent Focal Points to both identify and distribute these good practices. (ADAP, ROs)
11. Streamline which high policy events the organisation will continue to support and establish minimum standards for consulting with children across UNICEF as EAPRO has done with the Inter-Agency Working Group for Children's Participation.<sup>5</sup> This would include, at a minimum, the following core principles:
  - Participants are selected by their communities and their peers
  - Participants are selected sufficiently ahead of time that they can consult their communities regarding the main issues to be discussed at the meetings
  - Sufficient lead time and staff resources are available to prepare the participants so that their participation is meaningful and effective
  - Children and young people's input is considered from the beginning of the policy drafting process and not left until the end
  - Related meetings are set up in such a way that they are child and adolescent friendly
  - There is funding and technical advice available to support follow-up activities at the national, sub-national (where applicable) and community levels. (ADAP, ROs and COs)

### **Emergencies**

12. Conduct a mapping of major organisations in each cluster that work with adolescents and youth before, during and after emergencies with its partners in the interagency mechanism to help identify and define UNICEF's own niche area of expertise, and responsibilities more clearly. (Senior Managers, ADAP, Emergency sector HQ)

---

<sup>5</sup> Interagency Working Group on Children's Participation. 2007. Children's Participation in Decision-Making: why you do it, when to do it, how to do it.

13. Develop a roster of specialists with expertise in developing integrated approaches to children, adolescent and youth participation in the preparedness, response and post-emergency transition phases of emergencies to support COs with the following types of activities:
  - Coordinating and developing inter-agency mechanisms in emergencies and joint needs assessments
  - Liaising with Ministries of Youth
  - Identifying youth-focused organisations in emergencies or developing their capacity to support emergency work at the three different phases
  - Conducting related situational analyses
  - Conducting assessments for marginalised youth
  - Facilitating focal groups
  - Developing adolescent-sensitive preparedness plans
  - Conducting Vulnerability and Capacity Assessments
  - Conducting assessments in DRR/preparedness education
  - Mapping agencies working on sectors where UNICEF has a lead and defining what is missing. (Emergency sector HQ, ROs)
  
14. Use the evidence gathered to date in this and other related evaluations to develop a niche within the emergencies community of organisations to advocate adolescent and youth participation at all three phases of emergency (Emergencies Unit – HQ).

***Structural Issues***

15. Find a viable way to ensure the ADAP Unit is able to re-establish on-going contact and provide strategic input into work being done by the Programme Division while still maintaining a strategic presence and input in the Policy Division. (Senior Managers and ADAP).

Refer to Annex 12 for recommendations regarding additional research needed related to adolescent rights and development and children and young peoples' participation.

## TABLE OF CONTENTS

<b>Acknowledgements</b>	<b>iii</b>
<b>Executive Summary</b>	<b>v</b>
<b>Table of Contents</b>	<b>xxiv</b>
<b>List of Tables and Charts</b>	<b>xxvii</b>
<b>List of Acronyms</b>	<b>xxviii</b>
<b>Definitions</b>	<b>xxix</b>
<b>PART I: INTRODUCTION</b>	<b>1</b>
1.1 Background	1
1.2 Comparison of Findings of Phases I and II of the Evaluation	2
1.3 Evaluation Purpose and Objectives	4
1.4 Methodology	5
1.4.1 Evaluation Team	5
1.4.2 Data Collection Methods Used	6
1.4.3 Number and Categories of People Interviewed and Surveyed	8
1.4.4 Evaluation Frameworks	9
1.5 Limitations of the Evaluation	10
1.6 Report Structure	13
<b>Part II. FINDINGS - INSTITUTIONAL ISSUES</b>	<b>15</b>
<b>A: Overview</b>	<b>15</b>
2.1 Summary of Evaluation Findings	15
2.2 Rating of UNICEF's Status on Achieving Results in Summary Evaluation Framework	17
<b>B. Concepts</b>	<b>19</b>
2.3 Key Definitions	19
2.4 CRC and Adolescent Rights	24
2.5 Global Strategic Framework on Adolescent Development	25
2.6 Guidance Issues	27
2.7 Communication of Concepts	30
<b>Section 3: Commitment</b>	<b>32</b>
3.1 Brief History of ADAP within UNICEF	32
<b>A. Commitment to Action:</b>	<b>34</b>
3.2 Global Strategy and Policy	34
3.3 MTSP Integration of Adolescent Programming and Children and Young People's Participation	35
<b>B: Funding Commitments</b>	<b>37</b>
3.4 Extent and Type of Funding	37



<b>Section 4: Staffing and Accountability</b>	<b>44</b>
<b>A. Commitment to Staffing</b>	44
4.1 Funding for Adolescent and Youth Specialist Staffing	44
<b>B. Commitment to Accountability</b>	45
4.2 Individual Staff Accountability	45
<b>C. Commitment to Results</b>	47
4.3 Results Systems	47
4.4 Reporting Processes	50
<b>Section 5: Capacity</b>	<b>54</b>
5.1 Type of Staffing	54
5.2 Structural Issues	55
5.3 Focal Point System	58
5.4 Staff Understanding of Mainstreaming	58
5.5 Lessons Learned from Mainstreaming of Gender Equality	60
5.6 Training	61
5.7 Knowledge Management	63
<b>Part III: FINDINGS – PROGRAMMING APPROACHES</b>	<b>65</b>
<b>Section 6: General Programming Approaches</b>	<b>65</b>
<b>A. Programming Approaches</b>	65
6.1 Clarity of Programming Approaches	65
6.2 UNICEF's Approaches to Adolescent Rights and Development	67
6.3 UNICEF Approaches to Meaningful Participation	68
6.3.1 UNICEF Staff Understanding of Participation	68
6.3.2 Participation in High Profile Events	72
6.3.3 Sustainability of High Profile Event Participation	76
6.3.4 Impact of Other Types of Participation	77
6.3.5 Barriers to Participation	83
6.4 Partnership Approaches	84
<b>B. Specific Programme Approaches and Results</b>	86
6.5 Phase I Versus Phase II Findings	87
6.6 Focus Area 1: Young Child Survival and Development	88
6.6.1 Phase I Findings	88
6.6.2 Phase II Findings	88
6.7 Focus Area 2: Basic Education and Gender Equality	90
6.7.1 Phase I Findings	90
6.7.2 Phase II Findings	91
6.7.3 Child-Friendly Schools Approach	92
6.7.4 Education Programming Approaches in Brazil	94
6.7.5 Adolescent Girls	97
6.8 Focus Area 3: HIV/AIDS and Children	99
6.8.1 Phase I Findings	99
6.8.2 Phase II Country Case Study – Programme Approaches in	

	HIV/AIDS	101
6.9	Focus 4: Child Protection	107
6.9.1	Phase I Findings	107
6.9.2	Phase II Country Case Study – Approaches to Child Protection	109
6.10	Focus Area 5: Policy Advocacy and Partnerships for Children's Rights	113
6.10.1	Phase I Findings	113
6.10.2	Country Case Study Programme Approaches in Policy Advocacy and Partnerships for Children's Rights	114
6.10.3	Municipal Seal Programme in the Semi Arid Region in Brazil	118
6.11	Key Results Related to Changes in Adolescent Capacities	121

## **Section 7: Emergencies**

### **Integration of Adolescent Programming and Children and Young**

#### **People's Participation in Emergencies**

		<b>123</b>
7.1	2004 Tsunami: Response and Recovery	123
7.2	Core Commitments to Children in Humanitarian Assistance	127
7.3	Resources	131
7.4	Interagency Coordination and Guidance Tools	132
7.5	Emergency Preparedness	135
7.6	Response and Transition	139
7.7	Summary	142

## **PART IV: CONCLUSION AND RECOMMENDATIONS**

**144**

8.1	Conclusions	144
8.2	Recommendations	156

## **Epilogue**

**160**

## **ANNEXES**

**162**

Annex 1:	Evaluation Team Bios	163
Annex 2:	List of Countries that Participated in the Country Office Survey	165
Annex 3:	Survey Questions	167
Annex 4:	List of Persons Interviewed	176
Annex 5:	Evaluation TORS	185
Annex 6:	Overall Evaluation Indicators	197
Annex 7:	Evaluation Principles and Frameworks	207
Annex 8:	Documentation Review	217
Annex 9:	Budget Codes	233
Annex 10:	Sample Programme Approaches for Each Focus Area	238
Annex 11:	Examples of Adolescent-Focussed Initiatives in Humanitarian Programming	253
Annex 12:	Recommendations regarding future research and analysis priorities related to adolescent programming	257

xxvi

<b>LIST OF TABLES AND CHARTS</b>
----------------------------------

**Tables**

Table 1:	List of Data Collection Tools, Target Population and Respondents	8
Table 2:	Number of People Interviewed for the Evaluation	9
Table 3:	Staff Understanding of Corporate Concepts Related to Adolescent Rights and Development	22
Table 4:	Focus Areas Where UNICEF Staff Think There Are Gaps in Guidance	27
Table 5:	Estimated Spending on Adolescent and Participation Programming 2006 – 2009	38
Table 6:	Increase/Decrease from Previous Year	38
Table 7:	Percentage of Adolescent-Specific Funding Compared to Total Programming Budget 2006-2008	39
Table 8:	Clarity of Programming Approaches	66
Table 9:	Impact of Participation on Vulnerabilities	70
Table 10:	J8 Participant Perception of Degree of Influence in J8 Events	75
Table 11:	Impact of J8 on J8 Participants	76
Table 12:	Impact of Experience of Participating on VOY Website	80
Table 13:	Integration of Participation and Rights of Children in Humanitarian Programming	129
Table 14:	Contribution of UNICEF Emergency Programming to Adolescent Rights and Development	138

**Charts**

Chart 1:	Key word count related to adolescents and young people – MTSP 2002-2005 and 2006-2009	36
Chart 2:	Key word count (of adolescents and young people related terms) in annual reports on MTSPs – trend over 10 years	53
Chart 3:	Impact of Organizational Structures on Related Programming	55
Chart 4:	Degree to Which UNICEF Staff Think Children and Young People's Participation in High Profile Policy Events Influences Policymakers	74
Chart 5:	Quality of Experience of Participation on VOY Website	80

## LIST OF ACRONYMS

ADAP	Adolescent Development and Participation
AFS	Adolescent Friendly Schools
APSSC	Asia-Pacific Shared Services Centre
CCAs	Common Country Assessments
CCCs	Core Commitments to Children
CEE/CIS	Central and Eastern Europe/Commonwealth of Independent States
CFS	Child Friendly Schools
CO	Country Office
CRA	Child Rights Act
CRC	Convention on the Rights of the Child
DRR	Disaster Risk Reduction
EAPRO	East Asia and Pacific Regional Office
EPRPs	Emergency Preparedness and Response Plans
ESARO	Eastern and Southern Africa Regional Office
GRACE	Gender Rights and Civic Engagement
HAR	Humanitarian Action Report
HQ	Headquarters
M&E	Monitoring & Evaluation
MENA	Middle East and North Africa
MTSP	Medium-Term Strategic Plan
PPPM	Programme, Policy and Procedures Manual
RMT	Regional Management Team
RO	Regional Office
ROSA	Regional Office of South Asia
SIDA	Swedish International Development Agency
SITAN	Situational Analysis
TACRO	The Americas and Caribbean Regional Office
TORs	Terms of Reference
TT	Tetanus Toxoid
UNCT	United Nations Country Team
UNDAF	UN Development Assistance Framework
VoY	Voices of Youth
WCARO	West and Central Africa Regional Office
WASH	Water, Sanitation and Hygiene
WEFF	Women's Equality and Empowerment Framework
YAG	Youth Advisory Group

## DEFINITIONS

**Adolescents:** are defined by UNICEF and partners (UNFPA, WHO, UNAIDS) as children between 10 and 19 years of age.<sup>6</sup> For internal programmatic purposes, UNICEF has defined adolescents as those between 10 to 18 years in keeping with its mandate based on the CRC.<sup>7</sup>

**Children:** for the purposes of this evaluation, unless stated otherwise, children are defined as being from the ages of 0 up to 18 as per the Convention on the Rights of the Child (CRC).<sup>8</sup>

**Meaningful participation:** refers to the involvement of children and young people in issues and decisions that affect them. To participate in an effective way, children and young people need access to information and may require other resources and skills development. Children and young people involved need to feel valued and respected by, and connected with others involved in the participatory process. They are consulted about decisions and issues which affect them and their ideas are listened to and taken into consideration seriously and not in a tokenistic manner. In some contexts, it will be the children and young people who are making the decisions or they may work together or in conjunction with adults to take action on issues. For participation to be meaningful, children and young people need to perceive that their contribution is worthwhile and is making a difference for themselves and/or for others.

*Meaningful* in this context refers to whether the participation taking place is both relevant to the children and young people concerned and is sustainable and if the children and young people feel that they are valued within an organization and/or community. It also refers to meaningful with regard to outcomes and impact.

**Positive Adolescent Development:** the report uses the term 'positive' and 'development' interchangeably with regard to adolescents. In this context this refers to a 'continuum of investment' from early to middle childhood to adolescence that focuses on preventive programmes. Instead of concentrating on a single aspect of adolescents' lives, it is a development approach that looks at adolescents as whole people. As such, positive adolescent development shifts the focus away from fixing adolescents' problems to *strengthening their assets and capabilities*.

This approach to adolescent development aims to enhance the protective and enabling factors that contribute to healthy development of adolescence as

---

<sup>6</sup> WHO [http://www.who.int/child-adolescent-health/OVERVIEW/AHD/adh\\_over.htm](http://www.who.int/child-adolescent-health/OVERVIEW/AHD/adh_over.htm)

<sup>7</sup> Refer to MTSP 2006-2009 : Definition of "adolescents" pp. 25

<sup>8</sup> UN Convention on the Rights of the Child, Article 1

opposed to focusing on the adolescent as a problem. It includes building the knowledge, skills, capacities and assets of adolescents, even in situations where adolescent girls and boys are at exceptional risk or extremely vulnerable to rights abuses. A positive adolescent development approach is measured by indicators for adolescent well-being.<sup>9</sup>

**Young People – ages 10 to 24:** given the age range defined for young people by the UN, there is an overlap between the sub-set of adolescents and young people. However, UNICEF often uses the term young people to refer only to adolescents, especially in relation to child participation. This report uses the term, however, in the sense of people ages 0 to 24.

**Youth:** the UN General Assembly defines “youth” as those persons between 15 and 24 years. This definition was adopted during the International Year of the Youth in 1985 and is the one generally used by UN agencies and other partners.

In addition to these agreed international legal definitions by the United Nations and its agencies, each national government has its own definition and age-threshold for defining children, adolescents, young people and youth.

---

<sup>9</sup> UNICEF TACRO. 2009a. "Final Revised Draft UNICEF Latin America/Caribbean Well-Being Indicators." edited by Mark Edberg. Washington: UNICEF TACRO.

# Evaluation of UNICEF's Programme and Work in Relation to Adolescents and the Participation of Children and Young People

## PART I. INTRODUCTION

### 1.1 Background

This evaluation is taking place at a time when the world now has the largest population of young people in human history, representing up to 30 per cent of the global population, with the number of adolescents and young people estimated at 2.2 billion. The evaluation Terms of Reference (TORs) noted that the urban populations of Asia and sub-Saharan Africa will double in less than a generation and that more than 50 per cent of these will be urban dwellers under the age of 25. In one of the country case studies covered by the evaluation, Cambodia, close to 70 per cent of the population is under 30.<sup>10</sup>

The evaluation TORs also noted that:

“youth represent 25 per cent of the working age population and account for 47 per cent (88 million) of the world's unemployed [and that] an estimated 515 million young people, nearly 45 per cent of the total, live on less than two dollars a day. In many post-crisis transition countries, over half the population is younger than 25 and many of them are teenagers. Half of the world's out-of-school population of 39 million children live in conflict-affected countries... Globally, over 18 million children are affected by forced displacement.”

Recognizing that UNICEF had paid inadequate attention to adolescent children, the organisation established the Adolescent Development and Participation Unit (ADAP) in the Programme Division in Headquarters in New York at the end of 2001 to provide programme support and technical guidance in the area of adolescent health and development. The 2006-2009 MTSP also includes reference to the need for the organisation to integrate children and young people's participation throughout UNICEF programmes. After 10+ years of UNICEF work in this area generally and eight years of strategic efforts through the ADAP Unit to assure the integration of an adolescent rights perspective into all levels of UNICEF's work, the organisation decided it was time to evaluate and reflect upon this work to provide some guidance regarding related future directions.

---

<sup>10</sup> United Nations Cambodia. 2009b. "Situation Analysis of Youth in Cambodia." Cambodia: UN.

The evaluation was conducted in two phases, with the first phase focusing on a desk review supplemented by interviews. The key findings of Phase I are summarized in the following section.<sup>11</sup> This report represents the findings of Phase II of the evaluation that included a significant field component.

## 1.2 Comparison of Findings of Phases I and II of the Evaluation

Key Phase I Findings	Comparative Phase II Findings
1. Existing data reviewed did not explicitly articulate the extent to which young people in each phase of the life-cycle were targeted and impacted.	<i>Phase II confirmed that this was the case for adolescents, youth and young people.</i>
<ul style="list-style-type: none"> <li>In the civic participation area, existing data showed some evidence that UNICEF is moving away from one-time events which are not connected with sustained local programmes.</li> </ul>	<i>Phase II concluded that while UNICEF staff are beginning to think in these terms, the evidence remains limited that the organization has taken significant action in this regard.</i>
<ul style="list-style-type: none"> <li>The largest number of actions taken to promote an adolescent rights perspective were cross-cutting, falling within Focus Area #5 of the 2006-2009 MTSP.</li> </ul>	<i>Phase II found that the coverage of adolescent rights was fairly extensive in all Focus Areas, with the exception of Focus Area one which deals with Young Child Survival.</i>
<ul style="list-style-type: none"> <li>The technical areas with the most mature integration of adolescent rights were HIV/AIDS and protection, particularly in the areas of emergency and conflict, with little evidence that education and health have integrated this perspective.</li> </ul>	<i>Phase II found that while adolescents rights are more extensively integrated in HIV/AIDS and child protection, there is also evidence that this theme had been integrated in the education area reasonably well.</i>
<ul style="list-style-type: none"> <li>Often adolescent rights are integrated into specific projects, rather than throughout an entire sector.</li> </ul>	<i>Phase II confirmed this finding.</i>
<ul style="list-style-type: none"> <li>There is little relationship between the development of an enabling environment (policies, strategies, knowledge production, and management) and increased local opportunities for youth, particularly participatory opportunities.</li> </ul>	<i>Phase II found a number of country programmes where this linkage had been made, but that it is not applied systematically in many of the countries where UNICEF operates.</i>
<ul style="list-style-type: none"> <li>Children and adolescents</li> </ul>	<i>The scope of Phase II did not allow for</i>

<sup>11</sup> The related reports from Phase I can be obtained from UNICEF's ADAP Unit in New York.



Key Phase I Findings	Comparative Phase II Findings
<p>participated in 20 per cent of all activities designed to develop enabling environments.</p>	<p><i>data collection on this specific theme. However, found a wide range of activity levels in this area within the UNICEF country programmes studied.</i></p>
<ul style="list-style-type: none"> <li>Existing data provides very little information about the quality and level of adolescent rights programming, particularly as it relates to participation.</li> </ul>	<p><i>Phase II confirmed this finding with regard to quality, but did provide some indication of the level of rights programming.</i></p>
<ul style="list-style-type: none"> <li>There are inconsistencies in understanding about the function of the ADAP Unit, which is often erroneously seen as a unit whose main function is to manage large one-time events, such as J8.</li> </ul>	<p><i>Phase II found that the ADAP Unit was perceived as having both this role and an overall function to develop policy and strategic guidance related to adolescent development and rights, but that these functions are better known at the regional than CO level.</i></p>
<ul style="list-style-type: none"> <li>While all respondents to interviews conducted at UNICEF HQ felt that global/regional events in which young people participate, were necessary, they did not believe that they were the deepest and most authentic form of participation.</li> </ul>	<p><i>Phase II found that while UNICEF staff had a profound disaffection for the efficacy of children and young people's participation in these events as currently structured, they also noted it had served the significantly important function of having raised awareness of the need for children and young people's participation in policy development.</i></p>
<ul style="list-style-type: none"> <li>Structural challenges within UNICEF make it difficult for other sectors to develop partnerships with the ADAP Unit: i) ADAP is no longer under the umbrella of the Programme Division, thus its staff are not part of key meetings and strategy sessions that would provide them with important information about the work of each sector with adolescents and opportunities to provide input; ii) There is a lack of communication and connection between the various focus areas; and iii) There are limited staff and resources to meet the related demands made across all sectors and levels.</li> </ul>	<p><i>Phase II confirmed these findings.</i></p>

Key Phase I Findings	Comparative Phase II Findings
<ul style="list-style-type: none"> <li>Adolescent development and participation have been framed as two distinct things. The ADAP Unit also functions with separate adolescent development and participation staff members. This facilitates an understanding and practice of participation that tends to focus heavily on political decision-making rather than on participation as a fundamentally different way of recognizing children as agents in their own development, and of family, community, and societal development.</li> </ul>	<p><i>Phase II confirmed this finding.</i></p>
<ul style="list-style-type: none"> <li>Based on the available documentation, very little evidence of UNICEF programming in tsunami-affected areas exists</li> </ul>	<p><i>Phase II confirmed this finding.</i></p>

### 1.3 Evaluation Purpose and Objectives

The TORs indicate that the purpose and objectives of the evaluation are to:

1. Assess the results achieved in the promotion of the rights of adolescents in the last eight years (2001-2009) to provide UNICEF with evidence and strategies to inform a "second generation of programmes" for more efficient fulfillment of adolescent rights in all the MTSP focus areas.
2. Provide UNICEF with more clarity on the organisation's position on adolescents and young people, as a foundation for future strategic planning and programming.
3. Better define a paradigm shift towards a positive development approach to adolescents and the benefits of child and young people's participation.
4. Support UNICEF in identifying its comparative advantage regarding adolescents and young people for a more effective partnership with other UN and partner agencies that have been increasingly involved in the area of youth programming.

There are also several specific underlying evaluation purposes driven by three separate requests for evaluation related to adolescent

programming and children and young people's participation. These include to provide:

- UNICEF and the Swedish International Development Agency (SIDA) with information on the effectiveness and impact of the programme for the mainstreaming of adolescent rights in UNICEF work, and of the gaps and uncovered needs towards achievement of the programme objectives
- UNICEF with evidence on adolescent focused programming in the tsunami response for further articulation of humanitarian programmes and policy in relation to adolescents and young people
- Evidence of the quality and impact of child and young people's participation in country programmes as a contribution to the Monitoring & Evaluation (M&E) of the Medium-Term Strategic Plan (MTSP) in relation to Key Result Area 4, Focus Area 5.

The evaluation objectives are to:

- Gain a clear understanding of how and to what extent adolescent rights have been integrated across focus areas of the MTSP, at global, regional and country levels, including for countries in emergency and post-conflict transition situations
- Determine the quality and impact of UNICEF's work in promoting child and young people's participation at all levels (HQ, RO, CO, and NatCom), specifically exploring: Types and levels of participatory practices; Integration of participatory practices within and across Focus Areas and technical sectors; and Sustainability of initiatives, projects and programmes.

## **1.4 Methodology**

### **1.4.1 Evaluation Team**

UNICEF selected Kartini International to conduct the evaluation. The evaluation team consisted of six members:

*Team Leader:* Dana Peebles

*Assistant Team Leader:* Kisanet Tezare

*Sr. Evaluator and Demographer:* Raymond Gervais

*Sr. Evaluator - Emergencies and Gender:* Neena Sachdeva

*Adolescent Development and Participation Specialist:* Wendy Peebles

*Youth and Young People's Participation Specialist:* Robert Brydon

Four of the team had worked on several UNICEF evaluations in the past.<sup>12</sup> Collectively they have 112 years of experience. (Refer to Annex 1 for bios of Evaluation Team members).

#### **1.4.2 Data Collection Methods Used**

The Evaluation Team is committed to conducting a utility-focused evaluation and incorporated participatory evaluation elements where time and budget permitted. The wide range of programmes affecting adolescents and to which children and young people's participation is applicable led to the decision to use several different data collection tools. Therefore the evaluation was based on the following data collection methodologies:

##### ***Document Review***

1. Document review of representative sample of emergency programme-related documents.
2. Review of sample of United Nations Development Assistance Framework and Country Programme level Annual Reports from ten countries.
3. Review of UNICEF generated background and guidance documents.

##### ***Surveys***

4. Dissemination of an on-line survey in 33 selected Country Offices (COs) to the Deputy Representatives, Adolescent Focal Points and staff working in each of the five Focus Areas (where there were relevant personnel in each focus area in each CO). The surveys were provided in English, French and Spanish.
5. Dissemination of an on-line survey in English to Senior Managers and Regional Adolescent Focal Points.
6. Dissemination of an on-line survey of former participants in J8 events from 2005 to 2009.
7. Dissemination of an on-line survey to Voices of Youth participants.

##### ***Interviews and Focus Group Discussions***

8. Interviews with key personnel at UNICEF Headquarters (HQ) in New York as part of the Inception Mission.
9. Follow-up interviews with selected Senior Managers and Regional Adolescent Focal Points who participated in the on-line survey.

---

<sup>12</sup> This includes: 2005 Evaluation of Learning Strategies to Strengthen Staff Competencies for Humanitarian Response 2000-2004; 2007 Evaluation of Gender Policy Implementation in UNICEF; and 2008 Common Evaluation Framework for the UN Girls' Education Initiative.

10. Focus group discussions with participants of a global meeting of staff from the HIV/AIDS sector in New York and in a Regional Managers Team (RMT) for the East Asia and Pacific region held in Hanoi, Vietnam in March.
11. Telephone interviews with selected international partners of UNICEF – UN, NGOs, etc.
12. Telephone interviews with a representative sample of Regional Youth and Adolescent Specialists and Adolescent Focal Points.
13. Telephone interviews with Regional Emergency Specialists.
14. Local partner interviews in Vietnam.
15. Interviews with CO staff, plus NGO and government partners, in three country case studies (Cambodia, Sierra Leone, and Brazil).
16. Focus group discussions with child, adolescent and young people involved in UNICEF-funded programmes in Cambodia, Sierra Leone and Brazil.

UNICEF's Evaluation Steering Committee selected the country case study countries. Their rationale was to include a country in transition that had a large young population (Cambodia), a country that had experienced a protracted complex emergency (Sierra Leone) and a country that had a strong programme focus related to children and young people's participation (Brazil).

The Steering Committee also chose which countries should participate in the CO survey. It based its selection on the following criteria: Middle/low income countries; Emergency or post vs. non-emergency; High intensity of adolescent focused programming vs. medium/low/unknown intensity of adolescent programming; and Percentage of adolescents and youth in total population. The Committee, in collaboration with the Evaluation Team decided to send the CO survey to Deputy Representatives and a randomly selected officer from each of the five Focus Areas in each country selected.<sup>13</sup>

---

<sup>13</sup> Refer to Annex 3 for list of countries to which the CO survey was sent and which countries responded).

### 1.4.3 Number and Categories of People Interviewed and Surveyed

**Table 1: List of Data Collection Tools, Target Population and Respondents**

Data collection tools	Language		Total	Statistical Population <sup>14</sup>	%
Senior Management	English	18	18	35	51%
Country Offices (Self – administered)	English	45	60	143	42%
	French	9			
	Spanish	6			
J8 youth	English	33	40	77	52%
	French	7			
Voices of Youth (UNICEF administered)	English	16	16	N/A	N/A
CO survey – field visits <sup>15</sup>	English	16	16*	N/A	N/A
<b>Total</b>			<b>150</b>		

\*31 VOY members responded, but only 16 actually filled out the survey questions.

Please note that references throughout the report documenting comments by individual UNICEF staff, partners and youth have been kept fairly generic to maintain confidentiality.

Through the diverse survey tools, the Evaluation Team received data from a total of 150 people. The CO online surveys were produced in three languages and sent to 33 countries. The response rate on the surveys was strong for all the survey instruments with the exception of the VOY survey. Upon the request of the Steering Committee, the Evaluation Team also administered the CO survey directly in Cambodia and Sierra Leone and used the survey questions as an interview guide supplemented by additional questions (Refer to Annex 3 for copies of the survey questions). However, upon finding this process not that workable for an interview format, the Team subsequently asked the Brazil CO staff to participate in the self-administered CO survey online.<sup>16</sup> A total of staff from 29 countries replied to the invitation to participate in the online CO survey.

<sup>14</sup> The statistical population is the approximate number of participants for whom we were given valid email addresses.

<sup>15</sup> This number (16) represents informants solely from Cambodia and Sierra Leone where the Evaluation Team administered the survey with the CO staff.

<sup>16</sup> The Evaluation Team has presented the results for the self-administered CO survey and the field administered CO survey separately throughout the report as the adaptation of the field –administered survey for use as an direct interview guide led to some variations in how the questions were asked during the country case studies.

Through these diverse data collection processes the evaluation team directly interviewed a total of 610 adults, children, adolescents and youth.

**Table 2: Number of People Interviewed for the Evaluation**

<b>Category of Person Interviewed</b>	<b>Total</b>
UNICEF Programme Staff & Managers	102
Regional Advisors	15
Government Partners	60
National NGO Partners	46
International NGO Partners	11
Adolescents and Youth	367
UN Partners	9
<b>Total</b>	<b>610</b>

(Refer to Annex 4 for a detailed list of persons interviewed).

#### **1.4.4 Evaluation Frameworks**

The overall evaluation framework was based on the 20 key questions included in the Evaluation TORs (refer to Annex 5). You can find a copy of this framework at the beginning of Part II of the report. The evaluation team also developed a detailed set of indicators to accompany this summary framework and has rated UNICEF's progress on each one based on the data collected (refer to Annex 6).

To support the assessment process and the development of the diverse evaluation data collection instruments, the team also developed two additional evaluation frameworks: one based on adolescent rights and development principles; and the other on children and young people's participation. The structure of these frameworks was founded on the key categories of analysis outlined in UNICEF's *Women's Equality and Empowerment Framework (WEEF)* (Longwe, 1993) since it provides a strong rights-orientation. To this the team added UNICEF's definition of the three phases of adolescence from a physical, cognitive, psychological, social and behavioural perspective.

It further built on these frameworks by including an adaptation of the stages and types of participation outlined in Hart's *Ladder of Child Participation* (1997) and the *FreeChild Project Measure for Social Change by and with Young People* (Fletcher, 2009). It also incorporated key concepts from UNICEF global and regional strategies on adolescent development and children's and young people's participation, plus from background research papers produced by UNICEF and UNICEF's partners. The two analytical frameworks and related indicators also drew upon the related targets and commitments made in UNICEF's 2006-2009 MTSP (Refer to Annex 7 for a more detailed outline of these evaluation frameworks).

For this evaluation, the Kartini team assessed to what degree UNICEF programming and policies are contributing to fulfillment of adolescent rights and development, and documented the approaches UNICEF has used to achieve these. This assessment is based on the premise that in general, adolescent well-being and development depends on the full realization of their rights.

Therefore the team conducted their assessment from the perspective of:

- Programming from both a development and an emergency and humanitarian assistance perspective
- The relevant key sectoral targets and focus areas of UNICEF's 2006 – 2009 MTSP.

The Evaluation Team also examined UNICEF programming and policy from the perspective of the ways in which they are contributing to children and young people's right to participate in the formulation and implementation of programmes and policies that affect their lives directly. It stands as a separate framework from that of adolescent development and rights as it deals with a different age range (0 to 24). The Team adapted this from the "Critical Awareness" and "Participation" categories of analysis outlined in the WEEF, using additional input from Hart's Ladder of Child Participation, the *Freechild Project Measure for Social Change by and with Young People* and UNICEF's global and regional strategies related to children's and young people's participation. The participation framework simplified the Hart Ladder of Participation and the Free Child Model to develop a set of criteria to define five main participation models against which to assess UNICEF-funded programming. These are also outlined in more detail in Annex 7.

The team also examined the type of institutional support provided for children's and young people's participation. This included an examination of whether UNICEF and its partners: 1) treat children and young people primarily as a target group that requires services and has particular vulnerabilities whose problems need to be addressed through services; or 2) as actors with particular strengths and capabilities capable of making a positive contribution to their communities.

## **1.5 Limitations of the Evaluation**

The scope of this evaluation was quite broad given that it actually combined two different evaluations under one umbrella. With the methodology developed and time allocated, the Evaluation Team has attempted to meet the objectives of three sub-components of the overall



evaluation as comprehensively as possible, but does note the following caveats:

### **Sectoral Focus**

1. The sector-based staff at UNICEF HQ were interested in receiving feedback on the impact of their specific programming on adolescent rights and development and children and young people's participation. To respond to this, the Evaluation Team included several sectorally focused questions in the CO survey and other evaluation instruments. However, as clearly stated in the TOR, the main focus of this evaluation was not an impact assessment. Therefore, the report presents sector-based results where it was possible to obtain clear data and indicates where there could be value added in a more in-depth, sector-based assessment process.

### **Age Definitions**

2. UNICEF's definition of adolescence as ranging from 10 to 19 and youth from 15 to 24 was often not congruent with the official government definitions of these groups at the country programme level. Both UNICEF staff and UNICEF partners also frequently used the term youth and young people interchangeably, even when they had a clear understanding of the differences between these two terms. Therefore there was a certain lack of clarity in the interview process when discussing these terms.
3. For the participation component of the evaluation, the Kartini team had indicated that for practical reasons it would be restricting the interview process to children 5 years and above. In actuality, the youngest children who participated in any of the focus group discussions the Evaluation Team facilitated was 7 years.
4. By the same token, although the uppermost range for youth and young people is supposed to be 24, many of the focus group discussions with these two categories included some young adults up to age 28 or 29. This was generally as the countries selected for the country case studies defined youth and young people as going up to age 30.

### **Sample sizes**

5. UNICEF selected the sample size and which countries would participate in the CO survey. Although there was a relatively high response rate of 42 per cent, since the responses were scattered across a wide range of sectors and types of countries there was not a large enough sample to use sector or country type as a determining variable in the analysis of the results except for the actual questions related to sector-specific results.

6. As UNICEF used multiple criteria to determine the countries to participate in the CO survey, the sample size per criteria also wound up being too small to use these criteria as determining variables in the data analysis. Instead the report comments on the specific findings in the country case studies as examples of the key issues facing different types of countries and uses the results of the CO survey to complement these findings.
7. UNICEF was responsible for posting a young people's participation survey through its Voices of Youth (VOY) website. VOY staff noted that normally it takes them three months to post and moderate an internet-based discussion effectively. Consequently, they had reservations about the response rate possible within a shorter time frame. This reservation turned out to be correct and the team only received 16 completed responses to the VOY survey. This low response rate was offset to some extent by the addition of J8 survey and through the inclusion of multiple focus groups discussions with adolescents, youth and young people.
8. The UNICEF Steering Committee also requested that the Evaluation Team focus their review of global participation initiatives on the J8 and VOY initiatives. This was not intended to ignore the significance of other participation-focused UNICEF initiatives, but simply to narrow the sampling process to fit within the timeframe and resources available.
9. The Steering Committee also asked the Evaluation Team to focus on reviewing programme initiatives and related background documents for the period covered by the 2006 – 2009 MTSP.
10. Neither UNICEF nor its partners consistently collect data related to children, adolescents, youth and young people disaggregated by age groups. Therefore in places, the Evaluation Team was only able to document overall trends in programming and approaches for these age groups.

### **Range of Results**

11. The results of the country case studies, CO surveys, etc. were quite diverse and show a continuum of approaches related to adolescent rights and development and children and young people's participation. This is in keeping with the overall evaluation finding that UNICEF is in a process of transition with regard to how the organization treats these themes. In some cases, however, this wide range limits how definitively the team could rate progress against some of the specific indicators developed to support the overall evaluation framework.

12. As many UNICEF programmes do not report on results related to adolescent development, it was not possible to disaggregate the specific ways in which UNICEF programmes address early, middle and late stages of adolescence. Instead, the team focused on analyzing how UNICEF addresses adolescent development in general, and how it has provided specific examples where encountered.

UNICEF itself indicated two further limitations of the evaluation. The **first** was the clarification that this is not an evaluation of the ADAP Unit and its work, but of how well UNICEF as a whole has done in integrating adolescent development and rights and in promoting and integrating children and young people's participation in its programming overall.

The **second** was that the tsunami portion of the evaluation was partially covered during Phase I and that UNICEF considered this to be a lesser focus of the country case studies, etc. Since none of the country case study countries selected by UNICEF included a country directly affected by the tsunami, the Kartini team addressed this issue as a part of its overall approach to data collection and analysis related to the integration of adolescent rights, development and children and young people's participation in emergency contexts.

## 1.6 Report Structure

The report is divided into four main parts plus the report annexes:

I: Introduction and Methodology

II: Evaluation Findings – Institutional and Operational Issues

- Overview: summary of evaluation findings Phases I and II.
- Concepts: assessment of relevant conceptual issues
- Commitment and Accountability: evaluation of the degree of UNICEF's commitment to adolescent rights and development and children and young people's participation from a policy, programming and resources perspective, as well as the degree to which UNICEF holds its staff and partners accountable for integrating programming related to adolescent rights and development and children and young people's participation
- Capacity: assessment of UNICEF's institutional, staff and partner capacity to deliver effective programming related to adolescent rights and development and children and young people's participation

III: Evaluation Findings – Programming Approaches

- Programming Approaches: Assessment of UNICEF's programming approaches related to adolescent rights and development and children and young people's participation
- Specific Programming Approaches by Focus Area
- Emergencies: review of degree to which UNICEF integrates programming related to adolescent rights and development and children and young people's participation in its emergency programming

#### IV: Conclusion and Recommendations

## **PART II. FINDINGS – INSTITUTIONAL ISSUES**

### **A. Overview**

This overview section includes:

1. A summary of the key findings of the evaluation.
2. The evaluation team's rating of UNICEF's progress made toward achieving the results outlined in the evaluation's overall summary framework.

### **2.1 Summary of Evaluation Findings**

The main findings of the evaluation were as follows:

#### ***Programming Approaches***

1. UNICEF is supporting some highly successful, innovative work related to adolescent rights, development and children and young people's participation, but has not approached these programmatic themes in a consistent, systematic or institutionalized way.
2. UNICEF programming and thinking related to adolescents and children and young people's participation is at the beginning stages of development. Consequently, there is still some conceptual confusion about the terminology used and which approaches to take among UNICEF staff.
3. UNICEF's NGO partners are generally far more advanced and consistent in their approaches to adolescent rights and development and children and young people's participation. UNICEF, however, has been quite astute in selecting and supporting NGO partners that work in this area and has contributed significantly to the replication of successful related programme approaches through supporting their work.
4. UNICEF's programming is often weak in its application of adolescent rights from the perspective of their right to development.
5. UNICEF emergency programming does not explicitly integrate adolescent rights related to children and young people's participation, with the exception of some of its work related to child protection and HIV/AIDS.

#### ***Staff Capacity***

6. UNICEF CO programme staff and managers at the CO level do not have a good understanding of what mainstreaming adolescent rights and development and children and young people's participation

entails. Therefore the organization is missing key opportunities to integrate programming on these themes effectively at the country programme level.

7. UNICEF has a limited capacity with regard to staff expertise in adolescent programming at the RO and CO levels, as well as within the HQ-based sectoral units.

### **Guidance**

8. Explicit mention and integration of adolescent rights and development are almost completely absent from the current MTSP in all focus areas. Instead, the 2006-2009 MTSP has concentrated on children and young people's participation, and treats this as a separate end in itself as opposed to as a strategy to help achieve children, adolescents and young people's rights and development.<sup>17</sup>
9. UNICEF has produced many guidance documents related to adolescence and to children and young people's participation, and while the quality of this guidance is good, it has not been well coordinated with related guidance in all sectors; is relatively weak in some of the sectoral areas (with the exception of HIV/AIDS and in child protection), as well as in the three phases of emergencies; it does not outline consistent or clearly defined approaches to these themes; and many staff at the CO level have not read it, do not have easy access to it, or are not aware of its existence.
10. UNICEF staff are not reporting on all programme results related to adolescent rights and development, and clear indicators in these areas have often not been included in programme documents or guidance requirements. Further, many UNICEF programmes do not disaggregate programme beneficiaries by age.

### **Approaches to Participation**

11. UNICEF's support of children and young people's participation in high profile policy events, such as the J8, is perceived by both UNICEF staff and partners as a valuable process that has served to raise awareness of the need to include participation at this level. UNICEF is seen as having played a strong leadership role in this area. However, UNICEF staff and partners also think the current approach to participation is tokenistic, elitist, expensive and unsustainable, and that there is a need to shift to a participation process that is linked integrally to development at the community and national levels.
12. ROs have made concerted efforts to include the participation of children and young people through activities such as the Regional Interagency Task Force on Children & AIDS Conference held in Dar-es-Salaam in 2008, and the Child and Youth Participation in Tsunami

---

<sup>17</sup> Refer to Annex 10 for an assessment of key guidance documents.

Response Forum held by UNICEF EAPRO in Bangkok in 2006 and Copenhagen 2009.

13. UNICEF has initiated several highly effective programmes at the municipal level at the CO level that have strong adolescent and youth participation components with potential to be replicated elsewhere.
14. UNICEF HQ has focused its support for children and young people's participation on participation in decision-making processes, as opposed to the wider range of types of participation.

### **Structural Issues**

15. The way UNICEF is structured at the global and regional levels limits the support CO staff receive related to adolescent programming and children and young people's participation. In particular, the organisation is not well set up to provide technical expertise on cross-cutting issues, especially those outlined in Focus Area 5, Target 5 since there are limited staff with expertise in these areas available to provide support to the sectoral Focus Areas.
16. Sectoral programming within UNICEF tends to operate in an isolated "silo" style that leads to somewhat narrow and segregated programming that does not facilitate the ready integration of cross-cutting issues such as adolescent rights and development and children and young people's participation.

### **Future Directions**

17. UNICEF staff, especially senior management, feel there is a strong need and solid rationale for UNICEF to assign greater priority to adolescent programming in the future and that UNICEF will miss a critical opportunity to make a significant difference in the quality of life of the world's children if the organisation does not invest more seriously and systematically in this area. However, they do feel that this shift must be made in a balanced manner that is not at the expense of early child survival.

## **2.2 Rating of UNICEF's Status on Achieving Results in Summary Evaluation Framework**

The following ratings are based on the evidence collected from the evaluation's different data sources: *Limited* refers to little evidence of activity in this area; *Fair* indicates some progress in this area, but not in a systematic or consistent way; *Good* means the Evaluation team found more generally consistent evidence of this result across UNICEF programming and processes; and *Extensive* would refer to systematic and institutionalized results in this area.

Subsequent sections of the report provide the rationale for each rating. It also should be noted that these are average ratings based on data collected from all of the different evaluation data sources. In the country

case studies, however, the Evaluation Team found wide differences among the three countries concerned.

<b>A. Operational Results</b>				
<b>A.1 Inputs</b>	<b>A.2 Processes</b>	<b>A.3 Outputs</b>	<b>A.4 Outcomes</b>	<b>A.5 Impacts</b>
<p>A.1.1 UNICEF guidance documents clearly outline programming &amp; policy requirements for children &amp; young people's participation processes &amp; adolescent rights &amp; development.</p> <p><i>Rating: Fair</i></p> <p>A.1.2 UNICEF has clear accountability systems &amp; structures in place to ensure that staff at all levels integrate child &amp; young people's participation in all focus areas and sectors.</p> <p><i>Rating: Limited</i></p>	<p>A.2.1 Senior &amp; middle managers ensure that programme &amp; technical staff are aware of &amp; trained about guidance documents related to adolescent rights &amp; development; &amp; child &amp; young people's participation.</p> <p><i>Rating: Limited</i></p> <p>A.2.2 Managers include accountability for child &amp; adolescent participation in staff performance reviews.</p> <p><i>Rating: Not applicable</i></p> <p><i>Comment: Senior managers felt that it is too soon to do this as the proper guidance and training is not in place.</i></p>	<p>A.3.1 UNICEF programmes integrate adolescent rights &amp; child &amp; young people's participation effectively.</p> <p><i>Rating: Fair</i></p> <p>A.3.2 UNICEF staff have clear understanding of institutional and management expectations related to the integration of adolescent participation in UNICEF programming.</p> <p><i>Rating: Limited</i></p>	<p>A.4.1 Young people's &amp; child knowledge and opinions inform policy &amp; programme development.</p> <p><i>Rating: Limited</i></p> <p>A.4.2 UNICEF uses tools for concrete measurement of levels of child &amp; young people's participation &amp; related reporting is a mandatory requirement.</p> <p><i>Rating: Limited</i></p>	<p>A.5.1 &amp; 5.2 Increased effectiveness and reach of UNICEF programmes and policies for children and young people.</p> <p><i>Rating: Fair</i></p> <p><i>Comment: Not all results in these programmatic areas appear to have been reported.</i></p>
<b>B. Developmental Results</b>				
<b>B.1 Inputs</b>	<b>B.2 Processes</b>	<b>B.3 Outputs</b>	<b>B.4 Outcomes</b>	<b>B.5 Impacts</b>
<p>B.1.1 UNICEF development &amp; emergency programming promotes children &amp; young people's participation plus adolescent rights in all focus areas.</p> <p><i>Rating: Limited</i></p> <p>B.1.2 UNICEF supported or generated global &amp; regional advocacy campaigns, events &amp; initiatives with significant children &amp; young people's involvement influence policy development.</p> <p><i>Rating: Fair</i></p> <p>B.1.3 Good practices to</p>	<p>B.2.1 MTSP includes specific reference to UNICEF strategy to promote children &amp; young people's participation &amp; adolescent rights.</p> <p><i>Rating: Good</i></p> <p>B.2.2 Young people &amp; children invited to participate in global &amp; regional advocacy campaigns, events and initiatives in meaningful and relevant way.</p> <p><i>Rating: Fair</i></p> <p>B.2.3 Knowledge</p>	<p>B.3.1 Programme design incorporates children &amp; young people's participation &amp; adolescent rights components in each sector &amp; focus area.</p> <p><i>Rating: Fair</i></p> <p>B.3.2 Young people &amp; children have input into global &amp; regional policy.</p> <p><i>Rating: Fair</i></p> <p>B.3.3 UNICEF's children &amp;</p>	<p>B.4.1 Children &amp; young people's knowledge &amp; opinions inform policy &amp; programme development &amp; implementation in each sector &amp; FA.</p> <p><i>Rating: Poor</i></p> <p>B.4.2 Global &amp; regional policy development informed by input from young people &amp; children.</p> <p><i>Rating: Fair</i></p> <p>B.4.3 Scale up and</p>	<p>B.5.1 Increased effectiveness &amp; reach of programmes &amp; policies for children &amp; young people in all sectors &amp; FAs.</p> <p><i>Rating: Fair</i></p> <p>B.5.2 &amp; 5.3 Policies developed address children &amp; young people's needs and these groups empowered as actors within diverse global &amp; regional contexts, as well as within their local communities</p>



<p>promote children &amp; young people's participation, plus adolescent rights identified &amp; disseminated</p> <p><i>Rating: Limited</i></p>	<p>management and sharing of good practices related to children &amp; young people's participation &amp; adolescent rights among UNICEF staff &amp; partners.</p> <p><i>Rating: Fair</i></p>	<p>young people's participation &amp; rights objectives integrated in increased number of UNICEF-supported programmes.</p> <p><i>Rating: Fair</i></p>	<p>replication of good practices related to children &amp; young people's participation &amp; adolescent rights.</p> <p><i>Rating: Fair</i></p>	<p><i>Rating: Limited</i></p> <p>B.5.4 Increased access to rights by diverse groups of adolescents in multiple contexts.</p>
<p>B.1.4 Programming that promotes adolescent rights.</p> <p><i>Rating: Good</i></p>	<p>B.2.4 Inclusion of components that promote adolescent awareness of and capacity to exercise their rights.</p> <p><i>Rating: Good</i></p>	<p>B.3.4 Increased awareness of rights by diverse groups of adolescents.</p> <p><i>Rating: Good</i></p>	<p>B.4.4 Increased capacity to exercise their rights by diverse groups of adolescents.</p> <p><i>Rating: Fair</i></p>	<p><i>Rating: Good</i></p>

Refer to Annex 6 for the detailed indicators developed to support this framework and the evaluation TORs.

## B. Concepts

### 2.3 Key Definitions

***Finding #1: There are no clear, consistent definitions of the key terminology related to adolescent rights and development and children and young people's participation***

One senior regional advisor observed that:

“Adolescence is an artificial category. Teenagers don't call themselves that. This term is not widely used in Africa and in many societies it is not even recognized as a stage in their life cycle. We will never get away from the fundamental terminological difficulties of adolescence.”  
(Regional Advisor, March 2010)

An evaluation of UNICEF's response to the tsunami also noted that:

“Age definitions are arbitrary and do not reflect children's evolving capacities, which vary from child to child. Competence in particular areas of life is not limited to adults nor is incompetence confined to children. Human capacities develop throughout life, at different rates. The idea of fixed-staged development in children is not particularly helpful itself and does not take account of culturally based diversity. Different cultures and societies have different ideas of the competence and expected behaviour of children, male and female, at different ages.” (UNICEF 2005)

UNICEF itself also uses some definitions that are different from that of the overall UN system, such as sometimes using the term young people and adolescents (i.e, ages 10 to 19) interchangeably when for the rest of the

UN it refers to children and young adults aged 10 to 24. A child is considered to be anyone younger than 18 (CRC) while adolescence refers to the second decade of a person's life. However, while adolescents are considered to be children by UNICEF and are covered by the CRC up to age 18, UNICEF officially considers adolescence to run from 10 to 19, i.e., up to the person's 19<sup>th</sup> birthday. This distinction also creates uncertainty among some UNICEF staff and partners. Another factor adding to the general confusion around this terminology is that:

“Governments, international organizations and local groups use different terms and age ranges, depending on the issues and populations they are focusing on. The use of the term ‘children’ varies according to local contexts and is often applied only for young children. At the other end of the spectrum, ‘youth’ in some areas may extend well into the 30s.”  
(UNICEF, 2007, pp.6)

Because of this, while UNICEF's Adolescent Development and Participation (ADAP) Unit has done considerable research and work on defining key terminology related to these themes, UNICEF CO staff, particularly the national staff, appear to have a wide range of understanding of the related definitions – which in the main, one Regional Advisor pointed, appear to work for them.

The weakest understanding among CO staff was with regard to what constitutes positive adolescent development within a rights-based approach, with over half of those interviewed in Cambodia and Sierra Leone not having a good sense of how to apply adolescent development within a programming context. From one perspective, the fact that nearly half of staff did have a good understanding of adolescent development is an indicator that when there is no systematic training or institutionalisation of this type of work in place, UNICEF staff still have a good understanding of rights-based approaches. However, UNICEF still faces remains a significant challenge regarding how to bring the other half of its staff up to agreed standards in adolescent and youth work.

Another challenge is that there was no differentiation made among the different stages of adolescence or a clear understanding that there were different developmental needs for early, middle and late adolescence. This is despite the fact that the ADAP documents given to the Evaluation Team as key background documents spell out clear differences in the physical, cognitive, social, behavioral and psychological development of adolescents at these different stages. One staff member observed that this distinction and approach was a “medical and psychological construct” and noted that the different stages will differ from country to country and that “UNICEF's role is to put adolescent rights and needs on the agenda – [to] help people think about different needs: broadly older and younger; richer and poorer; boys and girls, etc.” A Regional Advisor, also indicated that there has never been any agreement on these three

stages of adolescent development, which this person noted were based on a Western understanding of adolescence, nor any guidance provided on how to apply them.

One Regional Advisor indicated that the relative lack of the use of the different stages of adolescent development may be in part as the MTSP no longer differentiates between them and does not strongly promote a life-cycle approach. Consequently so that this understanding has been lost to new staff and therefore, there is now less focus on life-cycle approach and the three stages of adolescent development.

This finding is also in direct contrast to the responses to related questions in the CO survey (refer to Table 3 below) where UNICEF CO staff assessed themselves as having a fairly good understanding of adolescent rights and development and children and young people's participation. Past global evaluations have shown that this may be partly because there is a tendency for staff to answer self-assessment-based questions on the positive side.<sup>18</sup> However, the CO staff were stronger in the areas of adolescent rights and children and young people's participation than in positive adolescent development.

Some senior managers interviewed assumed that application of a rights-based approach would automatically lead to adolescent development, given its emphasis on the right to survival, development, participation, and protection. The conceptual challenge, however, appears to be in the CO staff interpretation of how to apply adolescents' rights to development in programming. With the shift to a more positive adolescent development approach and its focus on building adolescent capacities, agency and responsibilities, the Evaluation Team found there is an inconsistent and often limited or non-existent approach to adolescent development in much of the UNICEF programming reviewed. Programming was, however, much stronger with regard to support for adolescent rights to survival and protection, possibly demonstrating a clearer staff understanding of these concepts.

UNICEF partners in the three country case studies felt that UNICEF staff generally had a good understanding of adolescent rights and development, but did not feel that UNICEF's approaches to children and young people's participation were as consistent. One NGO partner in Cambodia noted that the real challenge for UNICEF with regard to adolescent rights was understanding the need to focus on developing initiatives to change related adult attitudes as opposed to taking a more legalistic approach that concentrates on increasing adolescents' awareness of their rights. In Brazil, UNICEF's partners actively seek to engage adolescents in various activities at the municipality and

---

<sup>18</sup> Interview with UNICEF Evaluation Office staff who worked on self-assessment processes, May 2007.

community levels as a way of challenging adult attitudes that adolescents were a problem. All three country case studies' contexts and country development levels and history are very different and consequently, so are the solutions and initiatives they take to address the related priority issues.

CO staff did, however, have a reasonably solid understanding of what children and young people's participation was. This was evident from both the CO survey responses and CO staff interviews, with all staff being able to provide a reasonable definition of participation. The Evaluation Team felt that this may be in part because reporting on children and young people's participation is an MTSP requirement. The CO staff's view of participation did, however, tend to be skewed towards participation in decision-making and policy development as opposed to also including other types of participation, such as in community or school activities. This may be, in part, as several of the survey questions focused on participation in global policy events.

Around 75 per cent of respondents in the Senior Managers and Regional Adolescent Focal Points survey indicated their understanding of the related corporate concepts was fairly high, with a self-assessment rating of either excellent or good. The Team was able to verify this finding through telephone interviews with Senior Managers and Regional Advisors and found this group of staff has a much stronger and more in-depth understanding of the key definitions than CO level staff asked similar questions in the country case study interviews.

**Table 3: Staff Understanding of Corporate Concepts Related to Adolescent Rights and Development**

	<b>How would you rate your own understanding and awareness of UNICEF's corporate concepts and approaches to the following:</b>	<b>Excellent</b>	<b>Good</b>	<b>Fair</b>	<b>Limited</b>	<b>No. of Respondents</b>
<b>All surveys</b>						
CO – Self-administered	Adolescent Rights	24%	50%	22%	4%	54
	Adolescent Development	13%	56%	26%	6%	54
	Children and young people's Participation	35%	50%	15%	0%	54
CO – field administered	Adolescent Rights	7%	47%	27%	20%	15
	Adolescent Development	7%	40%	33%	20%	15
SM-self-administered	Adolescent Rights	24%	53%	18%	6%	17
	Adolescent Development	25%	50%	19%	6%	16

***Finding #2: There is considerable discrepancy between the age definitions used by UNICEF and those used by national partners.***

Many countries use different definitions of adolescents, youth and young people than those used by UNICEF. COs tend to take a pragmatic approach and use the official definition employed by their government counterparts. In Cambodia, for example, the government defines puberty as starting at 12. Their rationale is that due to poverty levels in the country, the physical onset of puberty often starts later in Cambodia than in countries where there are uniformly higher nutrition levels.

Cambodia also defines youth as going up to age 30, as this is the age at which the government notes young adults are able to become self-supporting. In Brazil, youth and young people themselves lobbied the government to extend the definition of youth to age 29, as this would allow them greater access to services for a longer period. They felt strongly that their age group still needed additional government support to help establish themselves as full citizens.

The Evaluation Team found that CO staff and UNICEF partners tend to use the term youth and young people interchangeably when they are actually referring to youth. This occurred even when CO staff are aware of the official definitions and differences between the two terms.<sup>19</sup> In general, making a distinction between youth and young people seemed to confuse UNICEF partners, as well as some UNICEF staff. The apparent interchangeability of these two terms begs the question as to why there is a need for three terms with overlapping age groups: adolescents (10 to 19), youth (15 to 24), and young people (10 to 24). In most instances, the term youth was the one used most frequently to indicate people from ages 15 to 24 or above. It could possibly simplify things and provide greater clarity if UNICEF were to stick to just two terms – adolescents and youth. One senior manager, however, observed that UNICEF's mandate is children and that this concept overlaps with adolescents and youth and young people. Therefore he recommended that it might be more advisable for UNICEF to stick to children and adolescents – and only make reference to youth or young people when policies or programmes require reference to the higher age cohorts.

Given wide discrepancies in the official definition of the onset of adolescence and the upper age limit of youth, UNICEF is not going to be able to track progress and results for specific groups of adolescents and youth from country to country in a consistent way that the agency could use as a basis of comparison or to collect baseline data. Unless UNICEF is able to successfully advocate that its national partners collect data by age to make it possible to make comparisons more systematically in the

---

<sup>19</sup> This is not the case in all countries, e.g., In the Khmer language this is not an issue as there is one general term used that covers this age group.

future, it will remain difficult to pull out the data needed to do this, particularly in the more generalized sectoral programmes, as well as in the three phases of emergency programming.

## 2.4 CRC and Adolescent Rights

***Finding # 3: There is a need to develop a clear definition of the specific adolescent rights, capacities, responsibilities and vulnerabilities that are distinct from those of younger children, particularly in the areas of reproductive health and behaviour and in the labour market.***

There are some observations that CRC can be “age and gender neutral”. The Convention on the Rights of the Child defines a child as “every human being below the age of eighteen years unless, under the law applicable, majority is attained earlier” (Article 1). Consequently, adolescents up to eighteen years old are holders of all the rights enshrined in the Convention. Due to this adolescents get subsumed under the term ‘child’, and consequently, programming in support of the realization of the child rights does not always take into consideration the specific and age appropriate needs and vulnerabilities of adolescents. This is despite the fact that the CRC does make reference to the need to take the “evolving capacities of the child” into account.

On the other hand, and specially when it comes to adolescent girls, the fact that they are forced to take up adult roles such as wives or mothers deprives them of the necessary protection that is granted to them as children. The CRC is a reminder that despite their evolving roles and relationships, their growing capacities and responsibilities, adolescents remain dependent on the actions of adults, in particular their families to meet and protect their rights.

In addition, since the Convention defines children as being anyone from ages 0 to 18, there is no real recognition of the need to spell out adolescent rights more explicitly. The CRC does make reference in Article 12 of the right to self-expression for children, including in legal proceedings. These rights become more strongly centred on the child as the child gets older (Art. 14), according to the age and maturity of the child and their evolving capacities. However, there is still no clear distinction as to whether adolescents have a greater level of rights in this area than younger children due to their higher capacity to make related, informed decisions and their greater vulnerabilities related to sexual activity and workforce involvement. This problem is now gaining recognition and is being addressed to some extent by the Committee on the Rights of the Child.<sup>20</sup> It is also the reason that this is also the reason why

---

<sup>20</sup> UNICEF TACRO. 2009b. "What Works?- Adolescent Participation in Latin America and The Caribbean." Unicef.

the Committee issued a specific General Comment #3 on Adolescent Health and Development.

It is this latter point that is critical. UNICEF staff expressed a need for increased clarity and guidance in how to assess and define children's evolving capacities and their significance with regard to how adolescent rights are expressed and supported. The Cambodian case study, for example, highlighted the fact that adolescents are allowed to request confidential HIV testing without parental permission. This is not the case in many countries and points to the need to revisit the issue of adolescent reproductive and health rights.

Another rights area that could benefit from a greater level of clarity is that of adolescent labour rights, an area of discussion closely connected with the intense debate on child labour. One side of this debate is the viewpoint presented by one senior regional advisor who noted that:

“The African Union has produced documents on children’s rights and on young people’s rights. Their material on children’s rights does not talk about labour rights, the youth one does. Many adolescents do work and have the right to work. Child rights protect children from exploitation, but [the documents do] not look at their right to work.” (Interview with Senior Regional Advisor, March 2010)

The protection area is another where there is a need to define adolescents rights more clearly. While adolescents as children are afforded the right to protection in the CRC, this issue becomes less clear when discussing the age of mutual consent for sexual activity and marriage – which also differs from country to country. In general, there is a need for UNICEF and its partners to discuss how to define clearly what rights are specific to adolescents and how these differ from those of younger children. There is also a need to distinguish these rights from the strategies needed to make sure that older children are able to fully realize the rights already covered under the CRC.

## **2.5 Global Strategic Framework on Adolescent Development**

***Finding #4: The current draft of the Global Strategic Framework on Adolescent Development and Participation is still too conceptually focused and needs greater linkage to field-based programming.***

ADAP has been working on a global strategy on adolescent development and participation for the past four years. The draft strategy outlines the priority adolescent programming areas and their link to the 2006-2009 MTSP and provides strategic priority areas for adolescent programming for UNICEF in the coming years in the following areas:

- Ensuring the participatory engagement of adolescents in decisions that affect their lives
- Developing adolescents' capacities and values through relevant education and training
- Providing adolescents with supportive and protective environments
- Ensuring that adolescents have access to basic social services and opportunities toward economic strengthening and personal empowerment.<sup>21</sup>

The draft strategy is far more explicit about what needs to be done to support adolescent rights, development and participation in the different sector programmes than is the MTSP. As such, it represents a potentially valuable piece of global programming framework and approach to promote adolescent rights.. However, based on the feedback the Evaluation Team received regarding the draft strategy from the field and phone interviews there is still some room for further improvement,<sup>22</sup> particularly with regard to linking its core principles to applied programming.

Two of the regional field staff interviewed felt that the strategy has been taking too long to develop. Consequently, each region has developed their own adolescent strategies. The Team noted that while these regional strategies reflect the current realities for adolescents for their region, because the ROs have developed them individually without always having clear reference to a global strategy, they have missed potential areas for taking common approaches and sharing experiences and lessons learned. Each regional strategy also appears to use different terminology for adolescents, youth and young people.

Although ADAP has consulted the regions about the draft strategy, some RO staff felt that their opinions and input have not been taken into consideration seriously. One indicated that there had been no consultation on the draft strategy at all during a recent regional meeting of CO level Adolescent Focal Points. This also represents a significant missed opportunity. One international partner observed that the draft strategy was a bit wordy with regard to the conceptual thinking and needed to make a stronger link between the key concepts and to clearly define effective programming approaches for work with adolescents<sup>23</sup>.

The Evaluation Team also observed that the development of this global strategy offers UNICEF a golden opportunity to model ways of involving adolescents and youth in the drafting process. To date this has not been done, although ADAP has plans to do so in the future and would like to

---

<sup>21</sup> UNICEF Global Strategic Framework on Adolescent Development: Working Draft, November 2009, pp 31-32.

<sup>22</sup> Telephone interviews with 5 RO staff and 1 international partner (Feb – April 2010).

<sup>23</sup> This latter point was also raised by a Regional Advisor.



see “UNICEF find a mechanism to consult with young people using new technologies, for example, to obtain their input as a litmus test for new strategies”.<sup>24</sup>

One senior manager observed that if UNICEF does not find a way to involve adolescents and youth more in programme, policy and strategy design, it is a bit like a group of men determining the future directions of a feminist organization or of able-bodied women and men deciding on the strategic directions of an organization for people with disabilities. He noted that this simply is not acceptable within the UNICEF context and that genuine consultations with adolescents and youth need to become the norm.

## 2.6 Guidance Issues

***Finding # 5: While guidance exists related to adolescent rights and development and children and young people’s participation, it is not easily accessible and there is a need to develop sector-specific guidance in these areas.***

When asked if UNICEF’s guidance notes provide clear directions on how to integrate adolescent rights and development in diverse sectors and focus areas, including for vulnerable and marginalized groups, there was an almost even split among CO staff, with close to half feeling that this was the case and half who did not (49 per cent and 51 per cent respectively).<sup>25</sup> The response to this question in the face-to-face interviews in Cambodia and Sierra Leone indicated a significantly higher number of CO staff that felt that they had access to clear guidance in these areas, with 66.7 per cent responding yes to this question. This may be partially attributable to the fact that when asked this question, some staff asked for clarification as to which guidance the team was referring.

Both the CO and the Senior Managers and Regional Adolescent Focal Point Surveys asked where UNICEF staff thought the gaps in relevant guidance were. Table 4 below summarizes their respective responses by focus area.<sup>26</sup>

**Table 4: Focus Areas Where UNICEF Staff Think There Are Gaps in Guidance**

Focus Area	Sr. Manager Response*		CO Staff Response+	
	%	#	%	#
Focus Area 1: Child Survival, growth and development	13%	2	60.7%	17
Focus Area 2: Education and gender equality	69%	11	35.7%	10
Focus Area 3: HIV/AIDS and Children	88%	14	10.7%	3

<sup>24</sup> Interview with Senior Program Manager, March 2010.

<sup>25</sup> Refer to Annex 4 for Question 6 of the CO survey.

<sup>26</sup> Based on results for Question 6 of the CO and Senior Managers Surveys and Question 7 of the CO Survey.

Focus Area 4: Child Protection	38%	6	42.9%	12
Focus Area 5: Policy Advocacy and Partnerships for children's rights	47%	8	32.1%	9

\* Out of total of 16 responses, except for FA5 where there were 17 responses

+ Out of total of 28 responses for CO Survey

There is a strong discrepancy between Senior Manager and CO staff perspectives, except with regard to child protection. This may be because Senior Managers have greater responsibility for dealing directly with policy and guidance materials than CO staff and so are likely to be more familiar with these materials. What these findings do indicate is a need for UNICEF to look more closely at where the CO staff perceptions of gap areas since they are the ones implementing policies and guidance. One senior regional manager interviewed also noted that:

“Part of the problem is that in adolescent development we have been so preoccupied at getting buy-in and strategizing that we haven’t reached the stage of developing the relevant guidance. Now we need to get a process of programme development for all stages of the programme cycle. We have been stuck in first gear. Some areas have invested more, e.g., it is an integral part of child protection. Most at Risk Adolescents and HIV prevention also have coherent guidance notes related to adolescence.” (Interview with Sr. Regional Manager, March 2010)

A literature review of sectoral strategies found that:

**Education Strategy (2006-2009)**<sup>27</sup>: Covers children from birth to 18 years old and applies the life cycle approach in analyzing the different stages and circumstances of children. The document acknowledges adolescents as a group that is differentially affected by conflict and natural disasters. Reference to adolescent girls is made within the context of equipping them with the knowledge of how to be good mothers in the future. In addition, the strategy encourages life skills based education with a gender-focus in child-friendly schools. The strategy also promotes youth participation in reintegration following emergencies as part of key objectives and indicators for priority themes.

**Child Protection Strategy (2006-2009)**<sup>28</sup>: The Child Protection strategy spells out “adolescents” in its introductory part, as opposed to subsuming this specific age group into the broader category of “children”. It recognizes the role of adolescents in violence prevention and protection advocacy and also acknowledges the shift in children and adolescents’ roles in emergency contexts. Consequently, it urges exploring specific ways of reaching out to children and adolescents in reintegration processes. Life skills intervention is mentioned within the framework of promoting

<sup>27</sup> UNICEF. 2007. "UNICEF Education Strategy. E/ICEF/2007/10." New York: UN ECOSOC.

<sup>28</sup> —. 2008. "UNICEF Child Protection Strategy. E/ICEF/2008/5/Rev.1." New York: UN ECOSOC.

meaningful child participation and empowerment to strengthen UNICEF's work in education, HIV and adolescence.

**Water, sanitation and hygiene strategies for 2006-2015<sup>29</sup>:** Does not mention adolescents or young people in any capacity., with the only reference to this age group being a note about the specific sanitation and hygiene needs of girls who have reached the age of menarche.

**Joint health and nutrition strategy for 2006-2015<sup>30</sup>:** Reference is made to adolescents, especially adolescent girls. The latter are seen as a group who would benefit more from preventive health and nutrition interventions and practices. This is specifically in consideration of their potential role as future mothers. The strategy promotes a life cycle approach that facilitates continuous care from pregnancy to childhood. It also acknowledges adolescents as rights-holders whose capacities must be built in making decisions and adapting behaviors that have positive impact on their health, nutrition and well-being.

**Strategic framework for partnerships and collaborative relationships<sup>31</sup>:** Although adolescents are not singled out as a group, the strategy takes stock of the achievements made to advance youth participation in policy development and advocacy campaigns at the global level. Most importantly, it recognizes the role of young people as UNICEF's key partners on programme delivery and advocacy.

**Post-crisis transition strategy in support of the medium-term strategic plan<sup>32</sup>:** Adolescents are explicitly mentioned in the Post-crisis transition strategy in a more systematic manner than in all the other strategies reviewed. The strategy identifies focus areas where specific interventions should be implemented to meet adolescents' needs and enhance their capacities. Some examples where reference to adolescents is made include the following:

- Focus Area 1: target adolescent mothers in all health interventions in post-crisis transition-specific activities
- Focus Area 2: address learning needs of adolescents
- Focus Area 3: strengthen HIV/AIDS systems and capacity to benefit adolescents in post-crisis situations; reduce adolescent risks and vulnerability to HIV/AIDS by increasing access to and use of gender-sensitive sexual and reproductive health prevention information, skills

---

<sup>29</sup> —. 2006c. "UNICEF water, sanitation and hygiene strategies for 2006-2015. E/ICEF/2006/6." New York: UN ECOSOC.

<sup>30</sup> —. 2006a. "UNICEF joint health and nutrition strategy for 2006-2015. E/ICEF/2006/8." New York: UN ECOSOC.

<sup>31</sup> —. 2009. "UNICEF strategic framework for partnerships and collaborative relationships. E/ICEF/2009/10." New York: UN ECOSOC.

<sup>32</sup> —. 2006b. "UNICEF post-crisis transition strategy in support of the medium-term strategic plan. E/ICEF/2006/17." New York: UN ECOSOC.

and services; involve adolescents in programme activities, including peer education, HIV/AIDS awareness, DDR, etc...

Although focus areas 4 and 5 do not directly address adolescents, they indicate that much of their related work should include young people.

The above review demonstrated that the Child Protection and the Post-crisis transition strategies are where UNICEF staff are most likely to get more adolescent or young people related guidance. The Evaluation Team found that the rest of the strategies did not provide sufficient explicit direction in terms of the types of approaches and interventions that could be implemented within the sector in question.

Some senior managers indicated that the most effective way to address the issue of guidance related to adolescent rights and development and children and young people's participation would be to:

- Develop short, four to five page technical notes with relevant colleagues in each sector, linked with good practices that are documented independently<sup>33</sup>
- Ask sector areas to include specific instructions regarding adolescents and youth in the next revisions of their standard guidance notes and the sector strategies already approved by the Executive Board such as education, transition, and child protection
- Focus on three broad areas to start – Adolescent health, safety and security (i.e., health and protection); Water and Sanitation Hygiene (WASH); and Nutrition.<sup>34</sup>

Regional Advisors and NGO partners interviewed indicated that the other area where UNICEF guidance related to adolescent programming is weak is with respect to global indicators and results, which could be adapted from the TACRO's recent set of indicators and framework. In particular, to date, there appears to be no clear institutional guidance on how to measure results related to participation.

## **2.7 Communication of Concepts**

***Finding # 6: Existing guidance is not readily accessible on the intranet and CO staff often finds it challenging to find the time to review it on an individual basis.***

---

<sup>33</sup> The Evaluation Team found that there is already a UNICEF resource guide on children and young people's participation with case studies by sector, but that it needs to be updated and shared.

[http://www.unicef.org/adolescence/cypguide/index\\_child\\_adult.html](http://www.unicef.org/adolescence/cypguide/index_child_adult.html)

<sup>34</sup> Interviews with 4 Senior Managers from UNICEF HQ and 2 Regional Managers (April 2010).

Staff noted that the communication of guidance related to adolescent rights and development and participation should take place at two different levels. The first would be to ensure that any new corporate guidance to provide COs with direction related to adolescent programming be issued at the Executive Director level. This would send a message to UNICEF's global executives and staff that they cannot neglect this part of UNICEF's mandate. One senior manager also observed that the global strategy currently being finalized would also demonstrate that the organization is serious about addressing this age group.

Senior managers, RO specialists and CO staff all concurred that the best way to disseminate new guidance is through face-to-face meetings and training, starting with its discussion at the regional meeting level. At the CO level, the evaluation team found that most of the staff interviewed, even when they were aware of the existence of specific guidance on adolescence and on participation, were often too busy to make reading it individually a priority or found that they had trouble finding it on the intranet. Cambodian CO staff also observed that they learned more about the guidance when they participated in information sessions or workshops conducted by their Regional Adolescent Specialist. One HQ-based senior manager noted that this type of training requires an additional investment by UNICEF, but that this is the reality of how UNICEF does business and that therefore, the agency simply has to find and allocate the resources if staff are to take adolescent programming seriously.

UNICEF has also the opportunity to tap into its existing resources and support its ROs and COs to share valuable lessons and experiences related to knowledge management. For example, TACRO has invested significantly in its intranet site to enable its staff have easier access to all of its materials. Based on how staff rate its usability, the intranet model could be replicated in other regions.

## Section 3: Commitment

### 3.1 Brief History of ADAP within UNICEF

***Finding # 7: UNICEF has assigned a growing, but still limited amount of resources to support explicit adolescent programming and is moving towards the development of a global strategy in this area.***

UNICEF's response to the growing need for adolescent-specific programming and children and young people's participation has been to:

#### **Programming**

- As of the 1990s, give more emphasis in programming for and with adolescents and young people
- Develop innovative programming in HIV/AIDS prevention, child protection and interventions in conflict-affected countries
- Give more priority to the rights of over-aged primary school or out-of-school older children and stronger measures to protect adolescent victims of sexual abuse, harmful social norms, and economic exploitation
- Shift from a problem-focused approach with adolescent issues located in adolescent health in the 1990's to a positive development approach with the establishment of the Adolescent Development and Participation Unit (ADAP) in 2001, in New York
- ADAP provides programme support and technical guidance to country and regional offices on promoting respect for the health, education and protection rights of adolescents using an asset-based, participatory, and developmental approach
- In 2002, expand the mandate and work of UNICEF to include promotion of adolescent rights to participation and empowerment, as well as partnerships with adolescents' and young peoples' organizations and networks
- Since 2003, feature adolescents' and young peoples' issues more prominently in social and economic policy frameworks in most countries and increasingly as a part of the humanitarian response in countries in or emerging from conflict.

#### **Staffing and Partnerships**

- Hire a full time Regional Adolescent and Youth Advisor in the Middle East and North Africa (MENA) region and half-time Advisors in The Americas and Caribbean Regional Office (TACRO) and Central and Eastern Europe/Commonwealth of Independent States (CEE-CIS), where this role is combined with responsibility for Gender Equality and HIV/AIDS respectively
- There is also now a full time Advisor based at the Asia-Pacific Shared Services Centre (APSSC) who covers two regions, Regional

Office of South Asia (ROSA) and East Asia and Pacific Regional Office (EAPRO)

- Both ESARO and WCARO also have a focal point on adolescents combined with their main function as the HIV and Adolescents Advisors/Officers
- Appoint adolescent focal points in all regional offices and a few adolescent specialist posts in country offices<sup>35</sup>
- Actively seek out partnerships with NGOs specializing in the protection of adolescents and young people and in the area of HIV/AIDS
- Set up a technology-based global programme to encourage discussion and participation among adolescents and young people (Voices of Youth)
- Establish an adolescent and youth-focused climate change programme at the global level
- Put in place a UN Interagency Task Force on Adolescent Girls in 2007.

### **Strategy Development**

- Over the past four years work to develop a global strategy on adolescence
- Develop a series of regional adolescent strategies, including an education-specific adolescent strategy in the East Asia and Pacific Region.

All these actions represent a growing commitment by UNICEF to a greater focus on adolescent programming and children and young people's participation. However, to date, this commitment has not been systematic. This could be attributed to the rearrangement in focus from adolescent development and participation back to participation and partnerships in 2003 with the then change of the Unit head in New York. Consequently, this stalled and left the first goal on development in disarray. Following a rigorous consultative process for the strategy drafting, Regional Advisors called for a return to the original goal, which had integrated development. The last few years have seen both ADAP and Regional Advisors' reaching a common understanding in their quest to make up on lost time.<sup>36</sup>

Programming related to adolescents and children and young people's participation, while often highly innovative and effective, tends to be implemented on an ad hoc basis by individual RO, CO or staff members. The result has been a lack of consistency in the development and implementation of related programming. There has, however, been a

---

<sup>35</sup> UNICEF staff observed that to be effective the appointment of Regional Adolescent Focal Points needs to be accompanied by the establishment of sustainable adolescent specialists at the CO level.

<sup>36</sup> Regional Advisor, June 2010.

strong focus on high profile events to promote children and young people's participation. Some sectors have also demonstrated greater strengths in adolescent programming and participation initiatives than others, e.g., HIV/AIDS and Child Protection.

## **A. Commitment to Action:**

### **3.2 Global Strategy and Policy**

***Finding # 8: UNICEF does not have a clearly defined corporate policy on adolescent development.***

Over the last four years the ADAP Unit has put considerable effort into developing a global ***Strategic Framework on Adolescent Development***. The challenge the Unit faces in this process is that UNICEF does not have a formal policy on adolescent development. The main guidance in this area remains the CRC that focuses on the realization of children's rights plus some references to the integration of adolescent development in UNICEF's Programme, Policy and Procedures Manual (PPPM). Adolescent development is also mentioned in Key Result 4 in Focus Area 5 and Key Result 3 in Focus Area 3 of the MTSP. None of these constitute a formal policy.

There appear to be two main reasons for lack of a global policy on adolescent development. Firstly, UNICEF staff are conflicted about what degree of priority the organisation should be assigning to adolescent programming in general versus that directed to younger children. Secondly, UNICEF has been working to shift the organisation's philosophical approach to positive adolescent development.<sup>37</sup> One Senior Manager interviewed strongly recommended that UNICEF convene its Senior Managers to discuss UNICEF's positioning vis-à-vis adolescent programming and what priority should the agencies give to this area. The Manager noted that this discussion needs to be supported by a background analysis that provides careful, well designed deliberation about this theme within UNICEF programme approaches and that this analysis could be differentiated by region, and country programme types.

In the interim, the global strategy has to stand in lieu of a formal policy. UNICEF and ADAP are therefore faced with the delicate balancing act of responding to the urgent need to finalize the most recent draft, while still ensuring that there is enough time given for further staff and adolescent and youth input into its formulation. However, without a policy or a finalized global strategy there will be less impetus for UNICEF programmes

---

<sup>37</sup> Interviews with Senior Managers and Regional Advisors, Apr 2010.



to address adolescent development and the inconsistencies in how it is treated programmatically.

### **3.3 MTSP Integration of Adolescent Programming and Children and Young People's Participation**

***Finding # 9: The 2006-2009 MTSP has not effectively integrated adolescent programming and children and young people's participation throughout all focus areas.***

As the leading guidance document ("business plan") for UNICEF, the way in which the 2006 MTSP treats programming to support adolescents and children and young people's programming is quite significant. The *Report on the Midterm Review of the Medium-Term Strategic Plan 2006-2009* notes that:

“Interventions aimed at fulfilling the rights of adolescents and young people are frequently narrow and lack an integrated perspective... A problem-focused approach tends to dominate national youth policies and interventions, rather than one that enables adolescents to develop their skills for a positive transition to adulthood. Programming for and with adolescents and young people is stronger for specific problems, such as child labour and gender-based violence. In crisis and post-crisis situations, the needs and rights of young people, as well as their potential for contributing to positive change, tend to remain overlooked. Advocacy is needed for greater attention to the development and participation of adolescents and young people across all sectors.” (Para. 145).

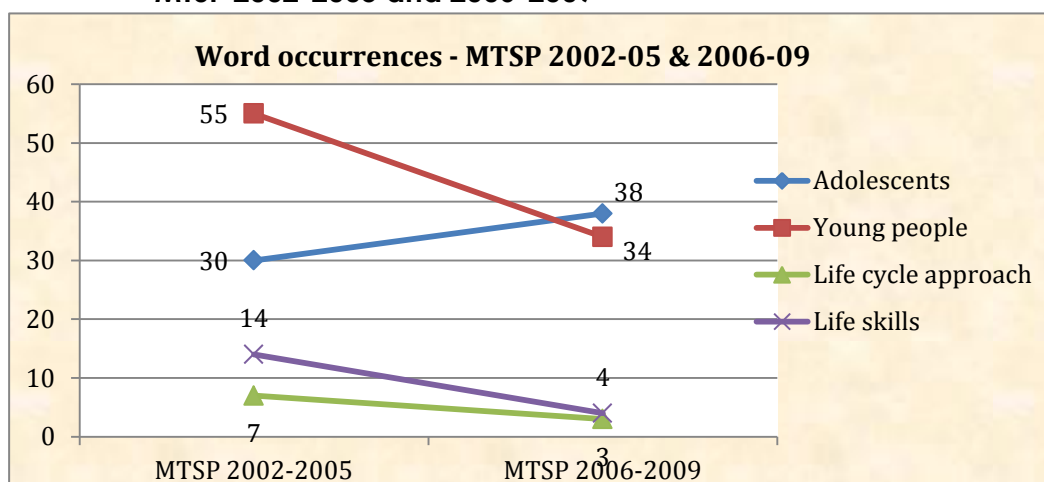
Para 147 of the MTSP mid-term review report also notes that there is a need to forge “stronger cooperation ... with organizations that support civic engagement among adolescents to help them in making the transition to adulthood”.

Evaluation team findings support this assessment, as does the fact that there are only two key result areas in the MTSP that specifically target adolescents or young people. These are:

- *Focus Area 3: HIV/AIDS and Children*  
Key result area 3: Reduce adolescent risks and vulnerability to HIV/AIDS by increasing access to and use of gender-sensitive prevention information, skills and services
- *Focus Area 5: Policy Advocacy and Partnerships for Children's Rights*  
Key Result Area 4: Enhanced participation by children and young people.

For comparative purposes, although the 2002-2005 MTSP<sup>38</sup> acknowledged the different needs of adolescent girls and suggested strategies to address them, it did so to a lesser degree than the 2006-2009 MTSP. The earlier MTSP established links between adolescent development and participation and the five organizational priorities (Girls' education; Integrated ECD; Immunization "plus", HIV/AIDS, and Child Protection). While this shows a fairly strong institutional commitment to adolescent development and participation on UNICEF's part, the identified connections were not systematically elaborated nor were they included in all priority areas throughout the rest of the document. This was especially evident in the Child Protection organizational priority where young people or adolescent development and participation were discernibly absent, especially in the detailed programmatic description of each organizational priority. The 2002-2005 MTSP nonetheless established some overlapping links among organization priorities, further identifying common links related to adolescents particularly with regard to MNT (maternal and neonatal tetanus) vaccination of adolescent girls in schools. In terms of organizational priorities, only the following two priorities explicitly treated adolescent development and participation: Organizational priority 1 – Education for girls; and Organizational priority 4 – HIV and AIDS (which referred to both female and male adolescents). The result matrix had little adolescent or young people-related content, except at the indicator level under the Organization priority 2.

**Chart 1: Key word count related to adolescents and young people – MTSP 2002-2005 and 2006-2009<sup>39</sup>**



Source: UNICEF MTSP 2002-2005 and MTSP 2006-2009

<sup>38</sup> UNICEF. 2001. "Medium-term strategic plan for the period 2002-2005." New York: UN ECOSOC.

<sup>39</sup> A word count of a range of relevant terminologies was conducted, including "adolescent", "adolescence", "adolescent girls", "youth", "young people", "young mothers", and "young women", "life cycle", "life skills". The word count provided a quantitative indication of the existence of key terms, and facilitated a qualitative analysis of policy trends and institutional commitment to adolescent development and participation over a span of two MTSP terms.

Similarly, the 2006-2009 MTSP could strengthen its overall treatment of UNICEF's commitments to adolescent programming and children and young people's participation substantially by integrating related organizational targets and indicators in each focus area. Currently it is assumed that UNICEF programmes address these issues.

The accountability issue is perhaps best summed up by the following statement:

“We need to really engage. In each of our MTSP areas, what are we going to be doing for adolescents? ... it's not something the ADAP team in New York should do, it's something that the ADAP team should get the MTSP focus areas to do. It's got to be owned and internalized... otherwise it's business as usual.” (Regional Advisor Interview, March 2010)

Regional Advisors in different sectors also made the following observations about the 2006-2009 MTSP:

- It does not require UNICEF staff and partners to report much on specific results related to adolescent development and programming and there is only a brief mention of this in the MTSP matrix in the back of the document, which usually only results in a very short paragraph in the annual regional report.<sup>40</sup>
- It no longer focuses on the stages of adolescent development, so this understanding or requirement for differentiated age groups is no longer a requirement.<sup>41</sup>

## **B: Funding Commitments**

### **3.4 Extent and Type of Funding**

***Finding # 10: UNICEF has not made a strong or consistent financial commitment to support adolescent programming and children and young people's participation at the global, regional and national levels.***

#### **Overview of Programme Funding**

The Evaluation Team conducted a rough analysis of the amount of funds that UNICEF allocates to budget codes that have either an explicit reference to adolescents or children and young people's participation, or for which it is likely that a high percentage of programme beneficiaries are adolescents and youth for the budget years 2006 to 2008.<sup>42</sup> The budget codes do not reflect the extensive range of activities carried out

---

<sup>40</sup> Telephone interview with Regional Adolescent Advisor, April 2010.

<sup>41</sup> Interviews with two Regional Advisors from sectors and one Regional Adolescent Specialist, March 2010.

<sup>42</sup> Refer to Annex 11 for a list of the budget codes selected as the basis of this analysis.

in the field. In addition, they were changed significantly in 2009, resulting in aggregation of several categories. Therefore it is not possible to compare 2006 – 2008 figures to the 2009 figures accurately.

The estimate that follows is likely high in areas where the target beneficiaries also include younger children, such as female genital mutilation/cutting and probably low in other areas such as education as primary education includes children aged 10 and above. Nevertheless, the estimate does give a generalized indication of the amount of direct spending on adolescents and participation-related activities.

**Table 5: Estimated Spending on Adolescent & Participation Programming 2006–09**

Budget Year Total \$	2006	2007	2008
<b>Focus Area 2</b>			
<b>Education &amp; Gender Equality</b>	16,367,100	19,988,083	21,526,701
<b>Focus Area 3</b>			
<b>HIV/AIDS</b>	22,810,732	21,710,197	19,693,032
<b>Focus Area 4</b>			
<b>Child Protection</b>	34,247,938	44,259,970	47,264,178
<b>Focus Area 5</b>			
<b>Policy Advocacy &amp; Partnerships for Child Rights</b>	1,760,754	1,201,664	1,181,517
<b>Total \$</b>	<b>75,186,523</b>	<b>87,159,915</b>	<b>89,665,427</b>

Source: UNICEF Budget Codes Expenditures by year

The greatest direct expenditure in any given year appears to be in Focus Area 4: child protection, and the least in Focus Area 5: Policy Advocacy & Partnerships for Child Rights. The table below also shows that there has been a significant decrease in the funding allocated to adolescent-specific programme areas between 2006 and 2007 and 2007 and 2008 for both Focus Area 3 and Focus Area 5. This is despite the fact that these are the two areas in the MTSP where there are explicit key results related to adolescents.

**Table 6: Increase/Decrease from Previous Year**

Focus Area	2007		2008	
	Amount	% Inc/Dec	Amount	% Inc/Dec
<b>FA2</b>	3,620,983	22.12	1,538,618	7.70
<b>FA3</b>	-1,100,535	-4.82	-2,017,165	-9.29
<b>FA4</b>	10,012,033	29.23	3,004,207	6.79
<b>FA5</b>	-559,089	-31.75	-20,148	-1.68
<b>Total</b>	11,973,391		2,505,512	

Source: UNICEF Budget Codes Expenditures by year

Using the rough measure described above it is possible to provide an estimate of the percentage of programme funding allocated to the adolescent-specific programming and children and young people's participation. These figures do not explicitly include funds expended on specialist staffing in this area.

**Table 7: Percentage of Adolescent-Specific Funding Compared to Total Programming Budget 2006 - 2008**

Year	Adolescent-Specific Funding		Total Programme Funding for the Year Millions of \$
	Millions of \$	% of Total Programme funding	
2006	75.8	3.46	2,118.6
2007	87.1	3.46	2,517.0
2008	89.6	3.19	2,808.3

Source: UNICEF Programme Assistance by MTSP Focus Areas, 2006, 2007, & 2008

From the summary in Table 6 it is possible to see that UNICEF only allocates a tiny portion of its overall programming budget to programming that is adolescent-specific. This percentage also decreased slightly between 2007 and 2008. However, these figures do not capture the amount of programme funding directed towards adolescents as direct beneficiaries of more generalized programmes for which there are more than one primary target group. It does indicate, however, that it is likely that the majority of programme spending on adolescents comes from mainstreamed programming in Focus Areas 1 to 4. Consequently, there is a need for UNICEF to find an effective means to monitor just how much spending is being directed to this age group through these programmes in each Focus Area.

Currently it is not possible to extrapolate this data without conducting an individual programme review at the CO level. Even that might not yield definitive results as not all COs have collected age-specific data on programme beneficiaries or are even able to do so. Much depends upon national partner protocols and on whether this is considered a priority by each sector programme. It is therefore not practical or feasible within the existing financial coding system to analyze how much programme funding directly supports adolescent and participation focused activities that are integrated into general sector programming. Consequently, there is currently no way for UNICEF to measure the extent to which adolescent programming is mainstreamed within the other sectoral programme and focus areas from a funding perspective.

It may be that there are some valuable lessons to be learned from the current implementation of UNDP's gender marker system that the organisation is using to track mainstreamed expenditures on gender equality. Should UNICEF decide that there is value-added in adopting such a system to track the extent of funding allocated for adolescent

beneficiaries, it will also need to be accompanied by some type of qualitative measure as well as opposed to relying simply on measuring numbers to determine the efficiency and effectiveness of spending on adolescent programming.

### **Funding Priorities**

Senior Managers and Regional Adolescent Focal Points say that limited funding is a serious issue with regard to programming related to adolescents and to participation. For example, to do meaningful and sustainable participation requires a long-term commitment that starts at the community level and builds towards the national, regional and global levels with clearly linked processes at each level. This level of coordinated investment for participation does not yet exist within UNICEF. CO staff interviewed also observed that adolescent programming was seriously underfunded at the national level. However, they saw this as more of an issue with regard to specialist staffing. From a programming perspective, both CO staff and Senior Managers observed that much could be done within existing budgets, particularly within the sectors.

There is some contention as to whether the funding of adolescent programming should be made a greater priority in the future. Senior Managers and Regional Advisors interviewed were generally in favour of this shift.<sup>43</sup> However, they also noted that early child survival is a core mandate of UNICEF and a significant part of UNICEF's global image – and therefore directly linked to institutional fundraising. They were therefore in favour of UNICEF making a greater investment in adolescent programming only if this could be done without detriment to early child survival programming in the least developed countries.

In general, Senior Managers and Regional Advisors saw adolescent programming and participation as being a stronger priority for the middle-income countries – where UNICEF core funding is limited to \$700,000/country.<sup>44</sup> Depending upon the size of the country this may only cover a tiny core of permanent staff few, if any of which, are adolescent specialists. This was the case in Brazil, for example. It also means that if a CO and the United Nations Country Team (UNCT) in an individual country decide that adolescent programming and/or participation are programme priorities, the CO has to raise large amounts of money each year to support this programming. Therefore, funding for this programme area is almost never guaranteed and related staffing is generally only hired on a short-term contract basis. This is particularly significant as it is in the middle-income countries where UNICEF's role is more likely to be one of providing technical expertise and advocacy rather than programming support. Both of these require on-going staffing support to be effective.

---

<sup>43</sup> Telephone interviews with Senior Managers and Regional Adolescent Focal Points, March – April 2010.

<sup>44</sup> Interview with Representatives, February – March 2010.

The country offices allocate their own budgets for adolescent programming. This varies enormously from country to country and region to region. In ROSA and EAPRO, for example, all countries allocate some funds for adolescent activity but often under the rubric of participation, rights or HIV. Adolescent education is usually funded through the education sector and, therefore, does not necessarily register as an explicit expenditure on adolescents. Nevertheless, this area represents a substantial investment for UNICEF. A few countries also have a line item for participation. In general, UNICEF systems are not well set up to map expenditures on cross-cutting issues and programmatic themes. UNICEF could potentially ask each programme to document how many direct adolescent and youth beneficiaries there are in each programme as a part of its reporting requirements. This is currently not feasible through UNICEF's budget coding system and this type of age-specific beneficiary tracking would need to be done through the annual reporting process.

### **CO Adolescent Programme Funding**

There is a wide range of programme funding at the CO level to support adolescent programming and participation. Mongolia, for example, only has \$30,000 for their whole adolescent programme and has been seeking thematic funds to supplement this. In contrast, Brazil has a specific Programme named Adolescent Citizenship which includes: a part time Youth Specialist (NO4), a full time project officer (NO1) holding a temporary appointment, and a G5 programme assistant as an FT contract. However, this programme is supported by the Brazil CO's own fundraising initiatives and does not come from core funding.

The Evaluation Team found that some countries (e.g., Nepal) never have funds for adolescent programming and have asked for regional support for youth activities, while others, given their specific country context, have strong funding in this area, such as Afghanistan and Pakistan.<sup>45</sup> This range reflects, in part, differing country contexts and priorities and in part a lack of consistency in the way UNICEF treats adolescent programming. One Regional Advisor noted, for example, that the health sector at the CO level is not getting any funding for pre-pregnancy education for teens to prepare them for parenting and another that: "in very poor countries such as South Africa, special programmes for adolescents don't get much traction because of the focus on child survival."<sup>46</sup>

The Evaluation Team also found that there is often only limited regional and CO funding to send adolescents and youth to participate in regional and global policy meetings. An exception to this can be found in EAPRO where the Pacific found funding to send 15 young people to the global youth conference in Mexico in April 2010, and sent over 300 youth to

---

<sup>45</sup> Interviews with Brazil CO staff and Regional Advisors, March – April 2010.

<sup>46</sup> Interviews with Regional Advisors, March 2010.

attend a regional event to formulate and endorse a regional youth action plan. One Regional Advisor indicated that COs, in general, tend to have reservations about using scarce funding to support this type of activity. The Evaluation Team found that this is because many UNICEF staff have doubts about the efficacy of this type of participation and, partly as the requests for participant selection and financial support often come fairly close to these events, after the COs have already allocated their annual budgets.<sup>47</sup>

### **Regional Adolescent Programme Funding**

Most Regional Adolescent/Youth Advisors do not have a programme budget to support their work. For 2010, ROSA, EAPRO, and CEE-CIS all reported having a zero programme budget. Where the Regional Advisors split their positions with other responsibilities, as is the case in CEE-CIS with HIV/AIDS, sometimes it is possible to work out creative ways to have some of this funding covers complementary activities. However, there is not always a good fit, e.g., it is not possible to justify using HIV funding to cover participation activities related to climate change. The Resident Representative from the Asia-Pacific Shared Service Center has, however, allocated around \$45,000 for adolescents for regional activities and the centre also funds the Regional Advisor's travel.

The Swedish International Development Agency (SIDA) has partially funded ADAP in the MENA region through a project on adolescent participation, which includes costs for a P-4 Coordinator post, and travel to support the nine countries participating. This region also has access to Regular Resources support budget funds to cover the Regional Adolescent Advisor's travel. It is the only region that currently does this and could serve as a model for other regions in this regard. In some cases, some COs will also cover these costs when they request support. MENA has also received funds from the Norwegian Government for USAID for the five-country adolescent refugee programme.

Since 2002, SIDA has served as the main source of funding for UNICEF's global and regional adolescent programming in the MENA region. One Regional Advisor noted that this funding has been critical in the development of UNICEF's programming related to adolescent health and rights in particular.<sup>48</sup> However, this funding is coming to an end in 2010. The agency has indicated that it has used up its funding allocation in this area and that it was intended to act as a catalyst for UNICEF's adolescent programming work. Therefore SIDA was hoping that UNICEF would then either find alternative funding or else use its core funding to continue this

---

<sup>47</sup> Interviews with CO staff and Regional Advisors, March – April 2010.

<sup>48</sup> In numerous statements Sida has stated its concerns for adolescent health and rights.

See in particular: <http://www.sweden.gov.se/sb/d/3102/a/86621>;  
[http://www.populationaction.org/Publications/Reports/Paying\\_their\\_Fair\\_Share/SWEDEN.shtml](http://www.populationaction.org/Publications/Reports/Paying_their_Fair_Share/SWEDEN.shtml); [http://www.swedenabroad.com/Page\\_70077.aspx](http://www.swedenabroad.com/Page_70077.aspx);  
[http://www.unicef.org/media/media\\_37714.html](http://www.unicef.org/media/media_37714.html).



work.<sup>49</sup> Depending upon the region, funding for adolescent programming is drawn from other programmes such as social policy and HIV for adolescents and youth most at risk. Some regions do have a separate line item for participation. This may be because children's participation is listed as an explicit result in the 2006-2009 MTSP.

One Regional Advisor noted that the lack of core funding at the regional level is particularly critical right now because 2010-2011 is the International Year of Youth, UNICEF is in the process of finalizing its global strategic framework for adolescents, and because this year's State of the World's Children report is focusing on adolescents. Another made the following observation:

“It is easier for UNICEF staff to deal with issues such as young children who contracted HIV because of mother to child transmission rather than young people who engage in risky behaviour and get HIV... or issues such as violence and bullying ...To what extent is it a lack of capacity and to what extent is it resource allocation based on child survival?”  
(Regional Advisor, Interview March 2010).

---

<sup>49</sup> Interviews with Sida personnel and Regional Advisors, March - April 2010.

## Section 4: Staffing and Accountability

### A. Commitment to Staffing

#### 4.1 Funding for Adolescent and Youth Specialist Staffing

***Finding #11: UNICEF has allocated inadequate core funding at all levels to support staffing of adolescent and youth programming expertise.***

##### ***CO Adolescent and Youth Staffing***

In Sierra Leone there were no adolescent specialists on staff, either on a contract basis or among the permanent staff. In Cambodia and Brazil, the Evaluation Team found that almost all the Adolescent Specialist staff were on contract with no guarantee their contracts would be extended beyond a year at a time.<sup>50</sup> In Brazil these staff also faced considerable pressure to fundraise their own salaries.<sup>51</sup> This lack of a permanent investment in adolescent expertise makes it difficult for CO staff to plan efficient programming and tends to reinforce activity or project-based funding approaches and staff could benefit from institutional guidance on what would constitute an effective structure to support adolescent programming and how this could be funded.

The team also found that there was no specialized adolescent expertise on staff within the Sierra Leone CO. The decision as to whether to hire specialized contract staff to provide support for cross-cutting issues associated with Focus Area 5, Key Result Area 4 is totally up to the individual country programme. Therefore the Team found no consistent pattern of investment with regard to staffing expertise related to adolescent programming at the CO level, with only one adolescent and youth specialist out of four in the three COs studied being funded from core budgets.

##### ***Regional Adolescent and Youth Staffing***

At the regional level, there is only one full-time Regional Adolescent Advisor within the UNICEF system (in MENA), and neither the Eastern and Southern Africa Regional Office (ESARO) or the West and Central Africa Regional Office (WCARO) have any position of this nature located in the regional office. There is also another Regional Adolescent Advisor who works full time, but she splits her responsibilities between two regions, ROSA and EAPRO. This is a significant indicator of limited institutional commitment to adolescent programming. In addition, assigning one Regional Adolescent Specialist to provide technical services to both ROSA

---

<sup>50</sup> The only exception to this was in Brazil where the head of the ADAP unit was core staff. However, he split this position half-time with work to support Partnerships.

<sup>51</sup> In Brazil, the Adolescent Citizenship Officer fundraised for her own position as well as for the Education Communication Project within the Adolescent Citizenship Programme

and EAPRO, an area that one UNICEF staff member noted covers, “about three-quarters of humanity”, represents a demand that goes well beyond the scope of a job that can be carried out by any one person, no matter how qualified.

Nevertheless, as one Senior Manager observed, the funding of this type of specialized position, even on a half-time basis per region, can have a significant impact:

“I think the kind of support that we've received from the APSSC in the form of the person that they have...helped us to systematize what we're doing and try to approach it more strategically, as a strategy across the country programme and not one programme that is for adolescents.” (Interview with RMT Senior Manager, March 2010)

From another perspective, to keep this funding commitment in context, UNICEF has allocated significantly more resources to support Regional Adolescent and Youth Advisors than it ever has for Regional Gender Advisors, to provide coverage for another major cross-cutting issue. By comparison, therefore UNICEF has made a greater commitment at the regional level to providing adolescent development expertise. This does not mean, however, that the resources currently allocated are sufficient to meet the priority needs emerging at the CO level.

### **Global Adolescent and Youth Staffing**

At the global level in UNICEF's New York Headquarters, of the thirteen staff in the ADAP Unit, only two are permanent and financed through the core budget (i.e., the Chief and the Administrative Assistant). Four posts are financed from the Other Resources (OR) budget; two of which were totally dependent on SIDA up to last year. All other ADAP staff are short-term consultants. This represents a much lower level of financial and staffing commitment at HQ than there is at the regional level. It is also not totally out of keeping with the phase of development of adolescent programming within UNICEF, since it is a relatively new field. Thus, there is a certain degree of logic in investing in more support initially at the HQ level to help develop effective strategic directions. However, this approach must be supported with a consistent and systematic investment in Regional Adolescent Advisor positions at the regional level.

## **B. Commitment to Accountability**

### **4.2 Individual Staff Accountability**

***Finding #12: Beyond two references in the MTSP (Focus Area 3, Key Results 3 and Focus Area 5, Key Result 4), UNICEF does not formally hold its staff accountable for results related to adolescent rights and development.***

In general it is clear that accountability for adolescent programming is not yet a priority for UNICEF. But all Senior Managers interviewed indicated that they did not think it would be fair at this point to hold individual staff accountable for results beyond these two key results areas. Their rationale is that:

- There is currently no systematic induction orientation training for UNICEF staff that includes an outline of clear institutional expectations related to adolescent programming
- UNICEF still does not have a clear policy in this area and therefore cannot hold staff accountable for implementing this policy
- The MTSP does not highlight the need to work with children from ages 16 to 18 and no longer includes a requirement to address the different stages of adolescence (as was the case in the last MTSP)
- For these results to become part of a formal performance assessment process, UNICEF first needs to establish the whole area of adolescent rights and development as a technical area, and use this as a basis for recruitment and assessment
- The agency also would need to support competency development in this area and work towards the related analytical thinking being seen as a requirement.<sup>52</sup>

One Senior Manager noted that there are no set standards for adolescent rights and development in UNICEF's new Performance Assessment System. Therefore the related elements of work under which managers assess staff need to derive from their unit work plan, for which they could hold their staff accountable if adolescent rights and development have been included as a priority in this work plan. Another Senior Regional Manager did indicate, however, that all UNICEF staff should have some knowledge of children's rights, gender equality and adolescent rights and therefore should be held accountable for integrating these at least at a general level in all of their work.<sup>53</sup>

Another challenge faces UNICEF with regard to holding staff and by extension national partners accountable for children and young people's participation. There are still no clear indicators to measure the results of children's participation beyond counting heads. The web-based Voices of Youth programme has looked at issues such as increased capacity and adolescent participation in organized community activities following participation in a UNICEF-funded programme, and TACRO has developed a set of well-being indicators that were incorporated into the draft global adolescent strategy. However, the Agency has not adopted these measures system-wide. There is also a need for UNICEF to develop indicators that look at accountability in other areas of participation as well as clear processes to make sure that work with national governments to

---

<sup>52</sup> Interviews with five senior and regional managers, April 2010.

<sup>53</sup> Interview with senior regional manager, April 2010.

help them build their capacity so that they are both invested in and can be held accountable for achieving these indicators.

## **C. Commitment to Results**

### **4.3 Results Systems**

**Finding #13: UNICEF has not established a clear set of processes and minimum standards and results to report on adolescent rights and development.**

#### ***Key Challenges***

There are three main challenges facing UNICEF in the creation of a clear set of results indicators related to adolescent rights and development. The first is that UNICEF managers are not required to hold staff accountable for doing so beyond Focus Area 3, Key Results 3 and Focus Area 5, Key Result 4. Therefore there is no strong institutional incentive/requirement to develop these indicators.

The second is that CRC does not distinguish between children 0 to 9 and adolescents 10 to 18. This then puts the onus on individual UNICEF staff and their partners to determine what adolescent rights are and to develop related results indicators to measure progress in this area. As there is not yet a definitive consensus on the definition of adolescent rights, it makes it more challenging to develop consistent minimum standards to measure the realization of adolescent rights. This is, however, a debate in which UNICEF could provide considerable leadership.

#### ***Shift in Conceptual Approaches to Results***

The third challenge is that UNICEF staff are in the process of shifting from programming for adolescents as a means to avoid problems, to engaging adolescents as assets for their communities. The New York-based ADAP Unit has provided considerable leadership in fostering this shift in perspective, but it will still take time to change related staff and partner attitudes and approaches on a global scale. For example, the Evaluation Team found programmes in each of the country case studies that are still based on the old perception of adolescents as a problem group requiring services. This viewpoint was particularly prevalent amongst some government partners in Cambodia and Sierra Leone, although in Cambodia much progress has been made recently with the development of a national youth policy and action plan. Even in Brazil, with its reputation for innovative programming for adolescents, some government officials noted that their support of adolescents was based on the fear that this age group could disrupt society if not addressed and their potential violence and civil unrest diffused or diverted.

Given this shift in approach, UNICEF staff in many regions are still struggling to figure out what it is they should be measuring within UNICEF-funding programmes related to adolescent development. TACRO's well-being indicators provide measures for a wide range of results related to adolescent development. UNICEF HQ needs both to ensure that these are shared with the other regions and to find a way to assist the regions to adapt these or similar monitoring & evaluation tools to the different realities of each region. The ROs, in turn, need to find a way to provide training to the COs on how to apply these indicators throughout UNICEF programming in all sectors.

### ***Specific Data and Indicator Gaps***

There is also a great paucity of data and reporting on results for adolescents ages 10 to 14. A key underlying challenge here lies in the fact that many UNICEF and partner programmes do not collect age-disaggregated data on beneficiaries. For example, in Cambodia the Evaluation Team found that in the health sector the government collected data related to HIV for ages 15 to 49, but aggregated all of this data into one population group with no distinction between adolescents, youth and adults. The criteria for data collection in the health sector is a government protocol and UNICEF and other UN and NGO partners have been advocating for this change for the past eight years. Two senior regional staff interviewed felt that UNICEF could make a significant impact in their respective regions by lobbying for age-disaggregated data collection in general and by providing support in the process. They cited the positive impact of the Survey Assessment of Vietnamese Youth as an example. CO staff in Cambodia indicated that UNICEF is already working actively in joint UN and national partner initiatives to do this. This approach could serve as a potential model for other COs that have encountered this challenge.

One Regional Advisor also noted that one of UNICEF's important data collection tools at the national level, the Multiple Indicator Cluster Survey is presently only administered to women and girls. While the researchers involved ask the mothers included in the survey about their sons, they are not collecting this information directly from adolescent boys and youth. This is significant as in many countries adolescent boys face significantly different challenges than adolescent girls. Thus it is important for UNICEF to capture both in its formal data collection processes. Another Regional Advisor gave the following example:

“If you disaggregate within Vietnam, you'll find that the Northeast provinces are the ones that have the higher girl dropout and the Highland provinces have higher boy dropout. So you've got to just keep disaggregating, by ethnicity and by context, things can really change. [In] PNG, is it a matrilineal society or patrilineal society? ... then you'll see different dropout rates by sex.” (Interview with Regional Advisor, RMT Meeting, March 2010)

Another gap related to indicators lies with the way in which UNICEF staff report on the issues related to where adolescents are in their life cycle. The CO staff interviews found some uncertainty about the stages of adolescent development and that general programme documents did not usually include explicit indicators related to life cycle issues unless the programme was directly related to reproductive health and HIV.

***Finding #14: One of the biggest challenges facing UNICEF staff in documenting results related to children and young people's participation is the lack of clear indicators that measure concrete progress and impact in this area.***

This stems in part from the fact participation for UNICEF staff focuses heavily on participation in decision-making at the policy level. It is very difficult to measure the direct impact of children and young people's participation at this level as policy changes cannot easily be directly attributed to the input and influence of these age groups, except in rare circumstances. There are always multiple factors that contribute to influencing policy development. In addition, the participation of children and young people at the national policy development level often comes late in the game and to date is seldom linked directly to a national level consultative process. In the words of one former J8 participant, "the G8 leaders already have their declaration 90 per cent done by the time of the J8/G8 conference. This makes it virtually impossible for anything that we contribute to be added to the G8 leaders' goals."

Some Regional Advisors and CO staff also noted that they do not perceive that there are clear indicators developed at the global and regional levels to measure the impact of children and young people's participation. In particular, they felt that the HQ level ADAP Unit does not seem to be accountable for producing clear results from UNICEF's considerable investment in the organization of this type of participation.

A UN partner in Cambodia suggested that the UN system re-examine how it measures children and young people's participation in general. "We need to look at alternative forms of measurement such as their participation in the labour force, in education, as volunteers, etc., as well as factors such as male/female mobility outside the home and in the community".

Some of TACRO's new indicators of adolescent well-being could contribute to a resolution to this challenge.<sup>54</sup> Others can be found in the *Handbook on Children as Active Citizens* produced by EAPRO in collaboration with an inter-agency working group. Whatever resources

---

<sup>54</sup> Mark Edberg. Aug 2009. Dept. of Prevention and Community Health, School of Public Health and Health Services, George Washington University. Final Revised UNICEF Latin America/Caribbean Well-being Indicators.

UNICEF decides to use to develop these indicators, interviews and the extensive document review show that UNICEF will not be able to effectively hold its staff accountable for children and young people's participation if the organization cannot come to some agreement on how to measure different types of participation.

#### **4.4 Reporting Processes**

***Finding #15: UNICEF's standard reporting documents do not include a consistent reference to adolescent rights and development and children and young people's participation.***

The Evaluation Team conducted a text analysis of UN Development Assistance Frameworks (UNDAFs) and Annual Reports for Colombia, Democratic Republic of Congo (DRC), Guatemala, India, Mali, Peru, Tajikistan, Tanzania and Yemen for the period 2006 – 2010. The country sample was selected by UNICEF. In addition, the Evaluation Team reviewed MTSP annual reports to the Executive Board from 2000 to 2009 (except 2001).

In the UNDAF documents reviewed:

- the TACRO countries (Colombia, Guatemala and Peru) all address some adolescent issues in their frameworks and the more recent TACRO UNDAF's also refer to adolescence as a developmental stage
- There is only one reference to youth in Colombia and Peru's UNDAF's, whereas Guatemala's new framework (2010-2014) has 14 references to youth issues
- India's UNDAF for the period 2008-2012 makes no reference to either adolescents or adolescence, although there are four references to youth in the document
- Mali's UNDAF for the period 2008-2012 makes six references to adolescent issues and five to youth issues, but none to adolescence as a developmental stage
- Although the DRC makes no reference at all in its UNDAF to adolescents or adolescence, there are 24 references to youth issues in the framework
- Tanzania's UNDAF for 2007-2010 has nine references to adolescent issues and 25 to youth issues, but none to adolescence
- Tajikistan's 2005-2009 UNDAF contains only one reference to adolescents, whereas the current one, 2010-2015, contains none. Adolescence as a developmental stage is not mentioned in either document. Youth issues are mentioned 12 times in the earlier framework and only four times in the current one.
- The Middle Eastern sample country, Yemen's UNDAF for 2007-2012 has six references to adolescents, and 29 to youth issues, but no references to adolescence as a developmental stage.



Clearly, there is a lot of variability in the level of focus on adolescents and youth in the developmental frameworks. Some of this may reflect a lack of terminological differentiation from children. However, the lack of attention to adolescence as a developmental period of importance in all of the sample UNDAF's, apart from the ones from TACRO, speaks to the need for a global strategy, clear policies and accountability in this area. Despite the relative lack of reference to adolescents in the sample UNDAFs, it should still be pointed out that it has often been the role of UN agencies, including UNICEF to advocate for the inclusion of adolescent issues in the UNDAFs in many countries.

References to participation and participatory practices are also quite variable from country to country with a low of 11 in Mali's current UNDAF (down from 71 in the previous UNDAF) to a high of 125 in Tanzania (up from 16 in the previous UNDAF). Although all of the countries sampled incorporated participation in their frameworks, the variability is one indicator of a need for UNICEF to institutionalize participatory approaches for children and young people.

Rights are strongly referenced in all countries' UNDAF's, except for India's. Rights references ranged from 6 to 154, with the median value being 57. Rights have clearly been well institutionalized in UNICEF practice. The type of text analysis run did not allow children's rights to be distinguished from those of adolescents.

The Country Annual Reports reviewed contained 0-4 references to adolescents, and 0-6 references to youth. Half of the countries made no reference at all to adolescents and a majority made no reference to youth. Only two of the annual reports (Colombia 2006 and Guatemala 2007) referred to adolescence as a developmental period. Again this points to the need to have institutional standards regarding programming for adolescent development. In more recent annual reports from 2009, all countries in TACRO have reported on adolescent activities. This information can be found in a compilation of the region's annual reports, made by the regional office.

Participation and participatory practices are referenced in all the annual reports, two to nine times. (The 2007 and 2008 Tanzanian annual reports have no references, but they are quite brief and refer to the Taking Stock documents which reference participation 21 times in 2007 and 12 times in 2008). All countries sampled have fewer references to participation in the most recent reports, a trend that causes some concern.

Rights are mentioned in almost all 26 of the annual reports reviewed. The exceptions are the most recent reports (2007 and 2008) from India and Tajikistan and the 2007 report from Yemen. Tanzania has no references to rights in its AR either, but they are referenced in its stock taking reports. Where rights are referenced, the number of references ranges from 2 to

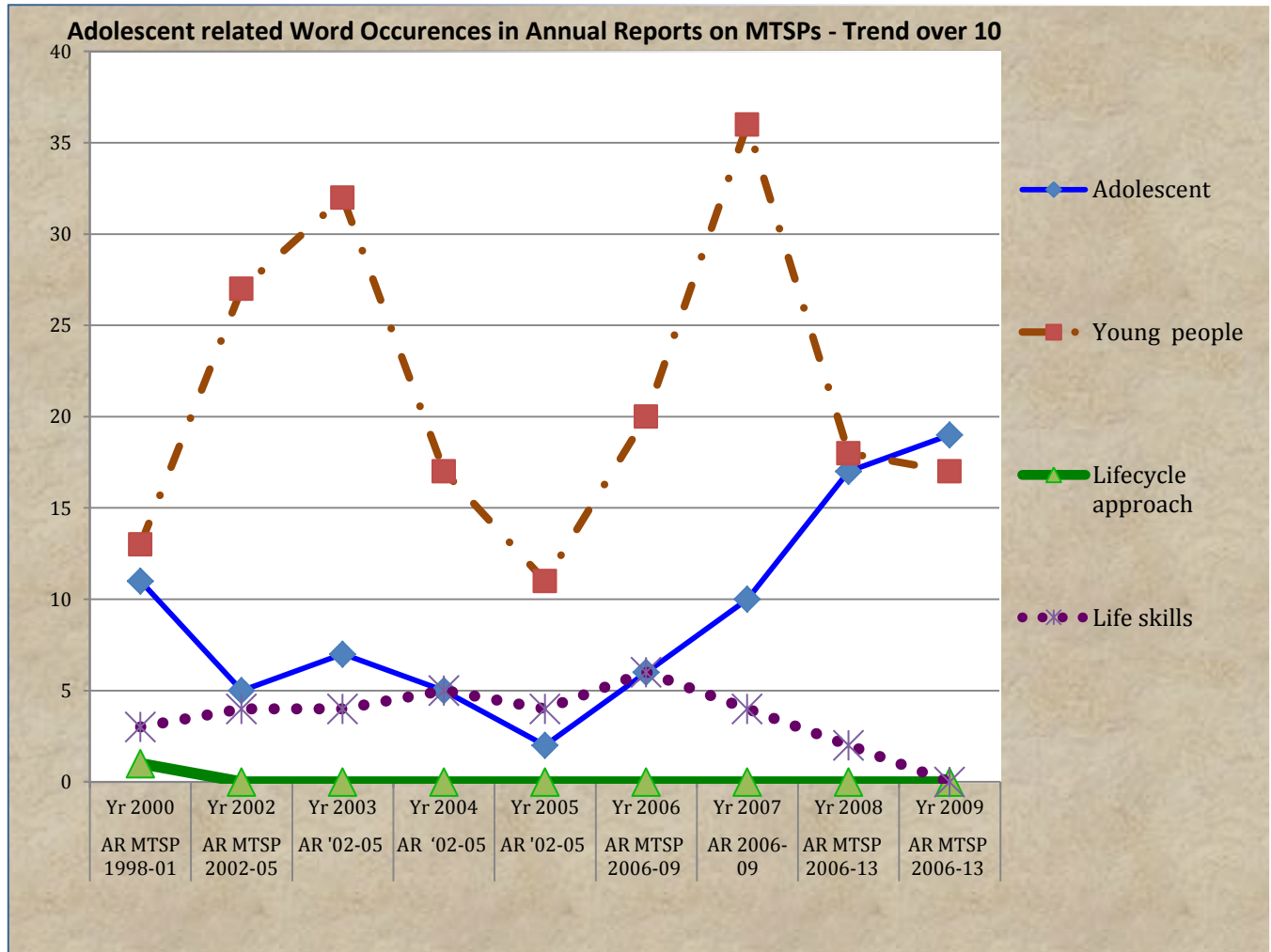
16, with the median value being 4.5. This is overall a weaker indicator of commitment to rights-based programming and policy development than that shown in the UNDAF's. While this does not necessarily mean the work is not being done, it does mean the Representatives have mostly given rights less priority in the reporting of the CO's work. This finding too may point to the need for changes in UNICEF's annual reporting standards and guidelines.

In terms of MTSP annual reports, a review using a word search and qualitative analysis indicated that adolescent related programming and/or a greater awareness of adolescents' issues have been gaining momentum since 2006, coinciding with the advent of the latest MTSP. Both the MTSP and annual reports of the 2006-2013 period show an explicit treatment of adolescents' development and participation, a rather encouraging trend currently on the rise. It may then seem contradictory then that the graph line for "young people" is highly irregular throughout the reviewed annual reports. The fact that it is currently on the decline could however, be an indication of UNICEF's possible preference for a clearer term such as "adolescents" as opposed to "young people".

In almost all annual reports, the highest concentration of adolescent and youth related matters was in the HIV/AIDS programme priority, followed by Protection and Education priority areas. Adolescents' rights and development and young people's participation were promoted and supported through life skills education, although the latter was largely designed around HIV/AIDS prevention. In fact, Chart 2 clearly shows that life skills intervention was one area that was constant until 2007. The decline of life skills-related interventions starting in 2008 could be a reflection of the smaller attention the 2006-2009 MTSP accorded to life cycle approach (it is only mentioned 4 times as opposed to 14 times in the 2002-2005 MTSP). Similarly, all the annual reports reviewed hardly cite use of the life cycle as a programmatic approach.

From 2006 onwards, reported results and issues related to adolescent and young people concentrated on Basic Education (Focus Area 2), HIV/AIDS (Focus area 3), and Policy and Advocacy and partnerships (Focus area 5). A greater involvement of adolescent and young people in policy, programme and legislation formulation, implementation, and monitoring was reported in Focus area 5. Notable results included the development of national youth policies, meaningful participation of adolescents in national reporting to the Committee on the Rights of the Child, and young people participation in the J8 summit.

**Chart 2: Key word count in annual reports on MTSPs – trend over 10 years**



Source: UNICEF Annual reports to the Executive Board from 2000 to 2009. 2001 report not included due to data unavailability.

Overall, gender issues affecting adolescent girls and young women were more or less recognized, although not systematically throughout all reports. The theme related to gender issues that consistently appeared in almost all reports was FGC/M (female genital cutting or mutilation). However, given that this practice occurs at a much younger age for many girls, it was not possible to categorize it as an adolescents' or young women's gender issue. Some reports in the earlier years (2002-2003) acknowledged adolescent girls' specific needs in education and HIV/AIDS. The 2004 and 2005 annual reports explicitly addressed adolescent girls' nutrition related intervention in the form of weekly supplementation of iron folate in some countries. In most recent years as 2008 and 2009, reports show a much deeper understanding of the complexities of gender equality among young people, especially with

regard to lack of data on girls and their limited of access to HIV/AIDS information.

## Section 5: Capacity

Capacity in this section refers to UNICEF's ability to address adolescent rights and development and children and young people's participation from the perspective of the amount of staffing, the knowledge and expertise of staff, and the way staff are organized and trained.

### 5.1 Type of Staffing

***Finding #16: In contrast to the other primary sectors in which UNICEF works, the organisation has very few staff who are dedicated solely to providing expertise and technical support in the area of adolescent development and participation.***

In addition to the funding issues related to staffing outlined in Section 4, the Evaluation Team also found that how adolescent staffing is set up at the regional level is a problem. One Regional Advisor noted that

“ It is safe to say that 100 per cent of the staff who are tasked with adolescent development and participation are not called Adolescent Development and Participation officers.... My counterparts all work in a specific focus area and adolescent development. There are no dedicated development and participation officers in the regions. There is only one person with that job, and she covers two full regions.” (Interview, March 2010)

The tendency to split the Regional Adolescent Development and Participation Advisor positions with responsibilities for sector programming and the fact that the programming budgets usually come from the sector focus area, means that the Advisors with split positions are expected to work on that programme focus area. Consequently, adolescent development and participation is often treated as a side issue and area. One Regional Advisor noted that while:

“It is not an afterthought, we are not dedicated to the issue in terms of our funding, the titles of our jobs, or monitoring and evaluation processes. It is not taken seriously from that point of view. People take it seriously as an issue, but there are no dedicated budgets for it.” (Interview, March 2010)

At the CO level in the country case studies the team found three different situations. In Cambodia there was a full time Youth Specialist on a year-long contract. In Brazil there was a three-person ADAP Unit in the Brasilia CO, as well as additional adolescent specialists in the Sao Paulo, Fortaleza and Amazon-based COs. The Chief of the Brasilia ADAP Unit also split his responsibilities with Partnership. The majority of this expertise in Brazil was either temporary staff or consultants. In Sierra Leone there were no adolescent specialist staff either in stand-alone positions or in the focus areas. Regional Advisors indicated that the type of staffing differed

greatly from country to country, but that in general there was a real dearth of expertise in this area in the organization.

**5.2. Structural Issues**

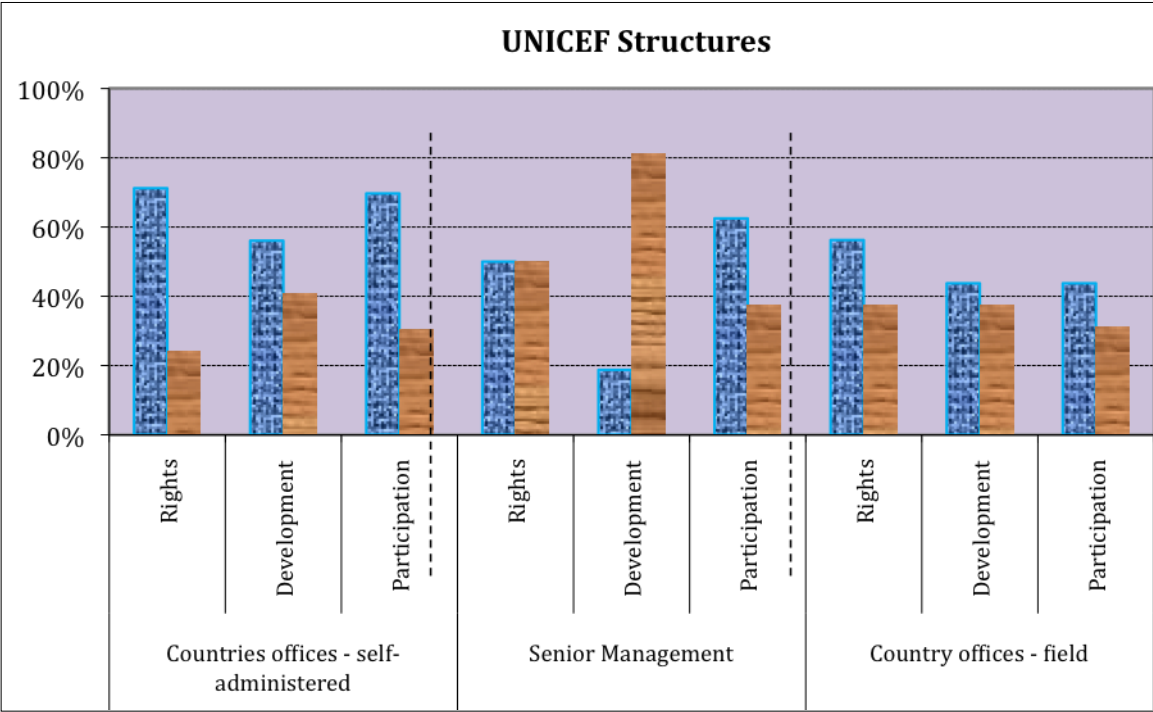
***Finding #17: Cross-cutting issues are not well represented in terms of staffing at the regional level. This limits the RO's oversight of these issues at the CO level as they often do not have access to the expertise needed to do so.***

**CO Survey Response**

In the self-administered CO Survey the majority indicated that the organization's internal structures do facilitate programming related to adolescent rights and development and children and young people's participation. The strongest positive response was related to adolescent rights and the weakest to adolescent development.

**Chart 3: Impact of Organizational Structures on Related Programming**

*Question: Do UNICEF's organizational structures at the field, region, and HQ levels facilitate programming that supports or promotes the following:*



**Yes = Textured (Blue)**  
**No = Striped (Brown)**

Of the 19 UNICEF staff who answered the question "If no, what are the structural barriers to the integration of adolescent rights and development and children and young people's participation at the field, region and HQ levels?", the common observations that emerged included that:

- UNICEF needs more people with practical experience in translating policy guidance into meaningful/successful programmes at the field level
- There is a lack of clear policies and strategies related to adolescent participation and development, at the government level
- Sectoral-based approaches essentially marginalize adolescent programming
- There is a lot of unfinished business in the under-five programmes and the current structures cannot allow UNICEF to expand the scope to include a greater focus on adolescents
- There is a lack of capacity of field offices in terms of skilled/trained human resources, common understanding and resources available for adolescent programmes
- There is a need for more financial and human resources.

Another added that:

“The process implies a trusted, regular access to children, adolescents and young people, and as a non-implementing agency, UNICEF does not have that kind of access. It is not sufficient or always meaningful to receive that type of input in specifically designed, one-off events organised by partners. Additionally, the structure and requirements of AWP planning, midyear reviews and annual reviews rarely ever make room for meaningful consultations with children and young people.” (CO Staff – self-administered survey response)

When asked the same question by the Evaluation Team one senior Country Representative a problem of staffing particular to Focus Area 5 in that the other four Focus Areas are sectoral in nature and are staffed consistently with specific expertise related to that sector, while FA 5 mainly consists of cross-cutting issues and often neither the COs nor the ROs recruit specific expertise for these areas. This makes it more difficult to integrate cross-cutting issues such as adolescent development and children and young people’s participation in the other four focus areas as generally the sectoral experts do not have significant adolescent development or participation experience.<sup>55</sup>

***Finding #18: There is limited collaboration among the different sectors on adolescent development and participation issues and no consistent mechanisms are in place to facilitate increased coordination on related cross-cutting issues.***

---

<sup>55</sup> The Focus Group Discussions held during the March RMT in Hanoi reported that in Laos PDR where some of this expertise existed in a CO and support was also provided by the Regional Advisor, the result was a solid multi-sectoral approach to adolescent programming.

Several CO staff and Regional Advisors mentioned the impact of the silo effect in the separate sector areas.<sup>56</sup> They observed that there is limited or no communication among the sectors and that this serves to restrict integration of crosscutting issues such as adolescent development or children and young people's participation. The silo was also an impediment for the multi-sector approach to programming needed for disaster risk reduction.<sup>57</sup> One Regional Advisor noted that in other UN agencies, such as the World Health Organization (WHO), the institution has found effective ways to overcome this silo effect and ensure more cross-sectoral communication and coordination of programming. Examining the lessons learned from the WHO experience to see if similar strategies could be adopted within UNICEF, in addition to ensuring that there are dedicated adolescent development and participation specialist staff, are some of the ways CO and RO staff suggested that the Agency could use to address the silo issue within programmes.

Other CO staff interviewed noted that many UNICEF staff are consultants hired on either short term or annual contracts. Unfortunately consultants do not have ready access to UNICEF's intranet.<sup>58</sup> This limits their access to institutional guidance on adolescent development and rights and children and young people's participation. Even Adolescent and Youth specialists reported that they were given no orientation to UNICEF's guidance in these areas and had to go on the intranet to find it themselves.<sup>59</sup> When they did, they noted that it was not always easy to find.

### **At Headquarters**

Several senior Managers, CO staff and Regional Advisors also raised the issue of the shift of the ADAP Unit from the Programme to Policy and Practice Division at the Headquarters level in 2008. The general consensus was that this shift had led to a reinforcement of the sectoral silo effect as it means that ADAP staff no longer attend programme-based sector planning meetings. While some sectors do have specialists on staff who have adolescent development experience, in general this has meant that at the HQ level, the sectors have had less access to adolescent development and participation expertise than they had prior to this structural shift. Senior Managers are quite aware of this issue and there have been serious discussions lately about potential solutions.

Some Regional Advisors and CO staff also perceive a strong division within the ADAP Unit between those who work on participation issues and those

---

<sup>56</sup> Interviews with CO staff, Cambodia, Brazil, and Sierra Leone and with Regional Advisors, Feb. & April 2010.

<sup>57</sup> Interview with Regional Advisor, May 2010.

<sup>58</sup> Interview with Street children and HIV specialist in Brazil, March 2010.

<sup>59</sup> Interview with Adolescent Citizenship Officer in Brazil, March 2010.



that work on adolescent development and rights. The implication appeared to be that silos exist even within the ADAP Unit.

### **5.3 Focal Point System**

“It would be really useful to have...a clearer role at the country level for an Adolescent Focal Point. Right now we can say, countries should identify their Adolescent Focal Point', but what are they going to do, [and] what for?” (UNICEF Regional Advisor)

***Finding #19: As currently structured the Adolescent Focal Point system is ineffective.***

This is not in any way a reflection on the personnel holding this responsibility. Rather Regional Advisors and CO staff reported the following problems with the Focal Point system:

1. Most focal points are not adolescent specialists. Instead the majority come from sector focus areas, e.g., in ROSA and EAPRO, only three CO level Adolescent Focal Points are adolescent specialists. Consequently, their input into adolescent development and participation programming tends to come from the perspective of their sectoral expertise. Thus if they are HIV specialists, the CO or RO in question will be more likely to have adolescent concerns integrated into that sector.
2. The Adolescent Focal Points perform this role on top of their regular duties. This often becomes a time management challenge.
3. UNICEF has allocated very little or no funding for the ROs to hold regional meetings of CO level Focal Points. This means that the ROs are not always able to provide a lot of support to the Focal Points, who often find themselves working in relative isolation.
4. When there are regional meetings it is sometimes challenging to find common points of interest in terms of the meeting agendas and content given that the Focal Points all come from different sectors.<sup>60</sup>

### **5.4 Staff Understanding of Mainstreaming**

***Finding #20: There is some among some CO level staff, including senior managers, about how to mainstream adolescent issues into general programming.***

Interviews with CO staff in Cambodia and Sierra Leone demonstrated a certain lack of understanding of what mainstreaming of adolescent rights

---

<sup>60</sup> Interviews with Regional Advisors and CO Managers and Programme Staff, Feb – April, 2010.

and development and children and young people's participation means. This was particularly apparent in Cambodia, where after solid advocacy work by UNICEF and other UN agencies, the UNCT recently decided to mainstream adolescent and youth programming into the UNDAF as this will provide an excellent framework, along with the draft National Youth Policy, for developing a coordinated and strategic approach to positive adolescent and youth development and participation in Cambodia. While this is a positive and innovative approach, UNICEF CO management initially interpreted this to mean that there was therefore no need to support adolescent-specific programming. This was in part as it was not easy to do so given UNICEF's history and focus on child survival and basic education. However, the Cambodia CO has also noted that:

“We have tried to look at what work exists in the sectors and where the gaps are. Since the Evaluation Team visited, they have spurred us to greater heights and now we have developed a draft adolescent strategy which looks at issues of positive development and sectoral results.”

Mainstreaming does not mean that all adolescent programming should be integrated into sector focus area programming. Instead it signifies that the decision to include adolescent-specific programming should be the result of country and location-specific analysis that is age, gender and class-disaggregated, and which ensures that the needs of particularly vulnerable adolescents have been taken into consideration. It should then be possible to determine if regular sector-based programming can accommodate these needs or if there is also a need for adolescent-specific initiatives. In most countries there is a strong case for having a combination of both approaches to adolescent programming. With the exception of Brazil, the Evaluation Team also found that adolescent programming had not been integrated or mainstreamed in any systematic way, and the few examples that existed were ad hoc in nature.

Another issue that came up in Sierra Leone was the CO's mainstreaming of children formerly associated with the fighting forces in past programmes.<sup>61</sup> This was in response to a related national policy. Since then the government, as a part of the reconciliation process, has attempted to avoid the stigmatisation of child soldiers by not being seen to be favouring this group over other war victims as it was felt that this would have created tension and undermined the reintegration of the child soldiers. In the process, sometimes, however, the specific and highly specialized needs of child soldiers were not being taken care of as they have been subsumed under the general rubric of youth programming. UNICEF however, does have several specialized initiatives for child soldiers,

---

<sup>61</sup> Kim Sabo Consulting. 2009f. "Regional Summary Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008 (Draft)." New York: UNICEF.

such as education programmes have seen former child soldiers through primary, secondary and higher education; a training employment programme to help children learn skills and start their own businesses, as well as various programmes on psycho-social care and counselling.

However, apart from these initiatives, the Sierra Leone CO continues to place more of an emphasis on early child survival. There were therefore almost no any projects which focused on adolescent development.

In Brazil there is a strong set of adolescent-specific programmes, many of which are quite innovative in nature (refer to Programming Approaches section). There were also instances where in the HIV, secondary education, juvenile justice areas the Brazil CO incorporated adolescent initiatives in sector-based programmes.

## **5.5 Lessons Learned**

### **from Mainstreaming of Gender Equality**

***Finding #21: There are many parallels in the experience of mainstreaming adolescent development and participation and that of mainstreaming gender within UNICEF's programme of work.***

Many parallels exist between UNICEF's adolescent development and participation programming experience and UNICEF's treatment of gender equality about 20 years ago; these themes tend to be treated as an add-on by many staff. This is in part because the shift to an approach focused on positive adolescent development is quite recent. This change in thinking is somewhat comparable in depth and potential impact to the shift from women in development to a gender-based approach. The advantage of this situation for UNICEF is that there are multiple lessons to be learned from the gender mainstreaming experience within the UN system that could save UNICEF years of struggling with similar challenges. The strongest parallels with the gender mainstreaming process include:

1. Lack of an established policy.
2. Confusion about the core concepts and terminology and lack of a common understanding of these among staff.
3. A tendency to regard adolescent programming, particularly that related to participation, as an add-on as opposed to a core programming goal.
4. Under-resourcing of technical specialists to support staff in the diverse sectors.
5. Limited training of staff on working with adolescents and youth.

6. Failure to base programme design is often not preceded by a situational analysis disaggregated by age, gender, class and vulnerabilities, nor are resource allocations based on the results of this analysis.
7. Lack of clear accountability processes that specify the kinds of results the organization is hoping to achieve, or who is responsible.
8. UNICEF is achieving many positive results related to adolescent rights and development, but is not documenting these explicitly in diverse progress reports.
9. Poor coordination of the dissemination of good practices to all regions and COs.

As the gender mainstreaming process has shown, often mainstreaming processes are left up to individual staff commitment and no one person or group of staff are held accountable for ensuring it happens. Even with individual staff commitment, the lack of sufficient adolescent participation staff to provide guidance, temporary staff positions, and the demands for staff fundraising also impedes the task of mainstreaming.<sup>62</sup> To avoid this, in addition to developing accountability processes, UNICEF should foster general competencies among its staff related to adolescent programming and the development of an institutional culture in which the consideration of adolescent needs and participation are internalized as a norm.

## **5.6 Training**

***Finding #22: UNICEF does not have a systematic or comprehensive training programme in place to ensure that all its sectoral staff have basic competencies related to adolescent development and participation and how to integrate these effectively into all relevant programmes.***

### **Staff Training**

This finding is partly related to the fact that UNICEF does not have a mandatory new staff induction course that includes a review of the Agency's minimum and core expectations related to adolescent development and participation. Thus not all new staff are familiar with the Agency's standards related to these issues outlined in UNICEF's massive Programme, Policy and Procedures Manual (PPPM). The other challenge arises as while the PPPM does integrate adolescent issues in several places, with the exception of a guidance note on children and young people's participation (Chapter 6, section 15), there is no comprehensive overview of adolescent rights and development issues within UNICEF programming. Therefore even those staff who do participate in PPPM training do not receive clear guidance in this area. Staff hired under the auspices of consultant contracts are not eligible for PPPM training.

---

<sup>62</sup> Brazil case study – interviews with ADAP Unit, HIV/Aids programs, and Protection, March 2010.

Some UNICEF staff are not experienced or comfortable working with adolescents. On one country visit, team members observed staff lecturing adolescents during focus group discussions as opposed to consulting them or eliciting their participation and opinions. Several CO staff also reported that they have found that it takes special skills to communicate and work with adolescents effectively and that this is currently outside standard UNICEF staff skill sets.<sup>63</sup> While UNICEF generally works with national partners as implementing agencies and as such UNICEF staff may not have much call to deal directly with adolescents on a day to day basis, they still need to know effective ways to interact with them in order to be able to give appropriate technical advice to partners (where needed) on how to involve adolescents effectively.

Two Regional Advisors indicated that UNICEF did provide some staff training in this area at a regional level. However, the Evaluation Team did not come across any evidence of this type of training being either widespread or systematic. The Brazil ADAP Unit has developed a core course on working with adolescents in collaboration with a university and is in discussions with TACRO about the possibility of this being offered at the regional level. However, to date TACRO has not been able to find the funds to deliver the course, as it has not received funding from HQ. In addition, TACRO is not in a position to solicit individual regional proposals given that its accountability at the regional level excludes fundraising activities.<sup>64</sup> Nevertheless, at least the course curriculum now exists and UNICEF could adapt it to use as a prototype for similar training in all regions.

### **Partner Training**

While UNICEF does provide some training to partners on child rights, adolescent development and participation, this cannot be considered a systematic programme approach, especially when compared to investments made by UNICEF on M&E training for partners, for example.<sup>65</sup> UNICEF partners indicated that they felt they could definitely benefit from this process.<sup>66</sup> They were especially interested in finding out more about UNICEF programming approaches and policies in these areas. UNICEF's NGO partners called for an exchange of related programming

---

<sup>63</sup> Interviews with CO staff in Cambodia, Brazil and Sierra Leone, Feb – Mar 2010.

<sup>64</sup> Regional Advisor, June 2010.

<sup>65</sup> For example, in recent years, just within Africa, UNICEF has organized M&E training sessions in Niger, Democratic Republic of Congo, Tunisia, Côte d'Ivoire and Mali. A number of related resources are also widely distributed:

See: [http://www.unicef.org/evaluation/index\\_13486.html](http://www.unicef.org/evaluation/index_13486.html)

[https://docs.google.com/viewer?url=http://www.unicef.org/evaluation/files/RBM\\_Guide\\_2\\_0September2003.pdf](https://docs.google.com/viewer?url=http://www.unicef.org/evaluation/files/RBM_Guide_2_0September2003.pdf) (dating back to 2003)

[http://www.ceecis.org/remf/Service3/unicef\\_eng/](http://www.ceecis.org/remf/Service3/unicef_eng/)

<sup>66</sup> Interviews with national and international UNICEF partners, Feb – Apr 2010. The Evaluation Team asked UNICEF partners specific questions about what kind of training they had received from UNICEF and what was needed.

approaches. Many of the partner organizations implementing UNICEF programmes appeared to be significantly ahead of UNICEF in the development and practice of strong adolescent development, rights, and participation approaches, a fact that is acknowledged by UNICEF staff at various levels.<sup>67</sup>

## 5.7 Knowledge Management

***Finding# 23: There is a wealth of information and research about adolescent development and children and young people's participation available to UNICEF staff, but there is no coherent or coordinated system for disseminating this information.***

The evaluation TORs did not include any explicit questions on knowledge management related to adolescent rights and development and children and young people's participation. Therefore the Team has only included an assessment of the knowledge management issues that arose incidentally during the interview and survey process. Based on this limited review the Team did, however, observe that this is an area of weakness for UNICEF.

During the course of the evaluation the Team encountered a wealth of material about adolescent development and children and young people's participation. UNICEF in EAPRO produced an annotated resource guide by sector<sup>68</sup> in collaboration with an inter-agency working group that outlines many of the existing materials on children's participation. The guide also includes a searchable CD-ROM, which provides easy access to full-text documents. In 2008, ADAP-HQ converted this Guide to an internet-based resource centre UNICEF periodically updates and uses by both internal staff and external partners. However, the Team found that many CO staff interviewed in the different regions were not aware of this resource guide. In addition, not all of the materials listed are available in the other main UN languages and so are not completely accessible to all CO staff and UNICEF partners.

The Team also came across a Handbook on Children as Active Citizens produced by UNICEF EAPRO that outlines a comprehensive way to engage children, adolescents and youth using rights-based approaches in all sectors. However, the Regional Advisor who shared this resource also observed that UNICEF has not used it in any systematic way.

In general, what the Evaluation Team found is that both UNICEF COs and ROs, as well as UNICEF partners have produced many relevant materials,

---

<sup>67</sup> Interviews with Geneva based UNICEF Disaster Preparedness and Risk Reduction staff.

<sup>68</sup> UNICEF, EAPRO, Child and Youth Participation Resource Guide, [http://www.unicef.org/ceecis/Child\\_Youth\\_Resource\\_Guide.pdf](http://www.unicef.org/ceecis/Child_Youth_Resource_Guide.pdf)

but that there no system is in place at the HQ level to collect and disseminate them. This is a key role with which the Adolescent Focal Points could assist, i.e., to identify relevant materials at the national and regional levels and ensure that the global actors at UNICEF's HQ are kept informed of field-based practice related to adolescent development and participation. They could also assist in the dissemination of similar information gathered or produced at the HQ level to their field or regional level colleagues.

Where there seems to be a particular gap in terms of materials and knowledge is in the definition of adolescent rights. One Regional Advisor noted that "The CRC is not sufficient. It does not really accord full economic and civil rights to children, and for adolescents this is a serious problem". Again, the more in-depth discussion of this issue would be appropriate initially at an HQ level, with parallel consultations at the regional and national levels.

## Part III: FINDINGS – PROGRAMMING APPROACHES

### Section 6: General Programming Approaches

This section provides a review of the programming approaches UNICEF is using to address adolescent rights and development and children and young people's participation. It does this both by examining UNICEF programme approaches to adolescent development and rights and children and young people's approaches in general, as well as provides a slightly more detailed assessment these programming approaches in each Focus Area based on the feedback from the country case studies, sample good practices<sup>69</sup> and the related findings from Phase I of the evaluation.

#### A. Programming Approaches

In general, the Evaluation Team found that they received more feedback on UNICEF's approaches to participation for children and young people than it did on adolescent rights and development. This likely reflects both the high level of attention that participation has received through high profile events such as the J8 summit that accompanies G8 meetings, as well as a limited understanding of some CO staff on how to apply positive adolescent development within a programming context.

##### 6.1 Clarity of Programming Approaches

***Finding #24: UNICEF staff do not think the organization has a clear approach to adolescent rights and development.***

The table below shows a discrepancy between Senior Manager and CO staff views on whether UNICEF staff have a clear programming approach with regard to adolescent rights. 64.7 per cent of Senior Managers and Regional Adolescent Focal Points indicated that staff did not have a good understanding of adolescent rights and 61.7 per cent of CO staff said that they do. The Evaluation Team did find that UNICEF programming in the three country case studies generally does address adolescent rights related to survival and protection, but that this appeared to be largely due to UNICEF's application of child rights programming in general as opposed to a specific application of adolescent rights related to development. Specific adolescent rights did seem to be addressed more

---

<sup>69</sup> The good practices described in Sections 6.6 to 6.10 were either recommended by Regional Advisors or else observed by Evaluation Team members during the course of this evaluation.



explicitly in HIV-related programming and to some degree also in child protection.

Only one Senior Manager felt that UNICEF has a clear approach to adolescent development. In contrast, 53.3 per cent of the CO staff surveyed were of the opinion that UNICEF addresses this issue clearly. Face-to-face interviews with CO staff found limited clarity and understanding of adolescent development approaches. The qualitative answers provided in the CO survey regarding how each CO staff person defined adolescent development demonstrated a clear understanding of this concept. However, in many instances the Evaluation Team did not find this understanding reflected in programming.

There was also a relative consensus regarding the clarity of programming approaches related to children and young people's participation with Senior Managers weighing in at 41.1 per cent feeling that there is clarity in this area and 50 per cent of CO staff surveyed holding this opinion. Focus group discussions in Cambodia and Brazil confirmed this finding. CO staff were able to discuss the definition of meaningful participation quite well, but indicated that they were not sure that UNICEF was integrating participation in its programming effectively and that they could use some guidance in how to do so within the sector focus areas.

**Table 8: Clarity of Programming Approaches**

Do you think that UNICEF applies clearly-defined approaches to promote the following:								
	Sr. Managers				CO Staff			
	Yes		No		Yes		No	
	#	%	#	%	#	%	#	%
<b>Adolescent rights?</b>	6	35.3	11	64.7	29	61.7	18	38.3
<b>Adolescent development?</b>	1	5.9	16	94.1	24	53.3	21	46.6
<b>Children and young people's participation?</b>	7	41.1	10	59.9	23	50.0	23	50.0

\* Percentages calculated on basis of total respondents for each part of the questions, e.g., for Senior Managers out of 17 and CO staff from 45 to 47 respondents.

Of the 39 CO staff who answered the question, "If no, where is the lack of clarity?", 76.9 per cent (30) pointed to programming approaches; 46.2 per cent (18) cited policy approaches and 56.4 per cent (22) blamed the interpretation of these approaches by UNICEF partners. In interviews in Cambodia and Sierra Leone, NGO partners appeared to be much more advanced than UNICEF with regard to the clarity of the related programming approaches. However, UNICEF was providing considerable guidance to its government partners in these technical areas, particularly in the HIV, education and water and sanitation hygiene sectors. In Brazil, both UNICEF as well as its NGO partners were clear on the adolescent participation as a strategy for citizenship approach applied by ADAP.

## 6.2 UNICEF's Approaches to Adolescent Rights and Development

***Finding #25 : UNICEF generally integrate adolescents rights in its programming as a part of its overall approach to rights-based approaches.***

UNICEF's two main strengths related to adolescent rights appear to be:

- The application of a rights-based approach to its programming in general (as opposed specifically for adolescents)
- Policy advocacy at the national level that has clear links to, and is informed by, sub-national and community level programming.

For example, In Cambodia, UNICEF has worked actively for ten years with its government partners to successfully lobby for the development of a national youth policy. The almost finalized policy is about to be circulated for a final round of interactive consultations. It represents an excellent example of UN, civil society and private sector collaboration with youth organisations and is structured in a positive adolescent/youth/young people frame work that provides a positive policy environment for empowerment and education. Regional Advisors also reported that UNICEF has helped to develop national youth policies in several countries in the MENA, EAPRO and ROSA regions.

UNICEF does appear to have a better understanding of how to apply an adolescent-specific rights-based approach in programming related to HIV/AIDS and child protection than in early child survival and education. The first two programme areas deal with related rights issues for adolescents for their programming to be effective as adolescents are often a significant target group. Thus, for example, in Cambodia, where UNICEF supports HIV testing, government partners reported that input from UNICEF contributed significantly to the government incorporating a strong rights component, with adolescents being able to request confidential testing without their parents' consent and being informed of their rights if they do test positive. All three country case studies also demonstrated strong programming related to adolescent rights in the justice system.

***Finding #26: UNICEF programmes do not address adolescent development in a consistent way.***

The Evaluation Team did not find any systematic or consistent approach to adolescent development in the programming reviewed. This does not mean that UNICEF is not addressing this issue, only that there generally is not a common approach or understanding of which aspects of adolescent development programming should be addressed in each Focus Area. A more detailed analysis of the approaches to adolescent development in each Focus Area can be found in sections 6.6 to 6.10.

## 6.3 UNICEF Approaches to Meaningful Participation

### 6.3.1 UNICEF Staff Understanding of Participation

“UNICEF Pacific continues to promote the participation of children, adolescents and young people in all its programme areas. Participation is a way of contributing to adolescent development.” (Social Policy Officer, RMT Meeting, April 2010)

“[UNICEF is] not talking to kids in determining priorities - They are talking to governments. Young people are not articulating new ideas. Their ideas are already covered in the MTSP.” (Regional Advisor, HIV Global Advisors Meeting, March 2010)

***Finding #27: While UNICEF staff have a range of views on participation most appear to be fairly clear about the core principles of meaningful participation. They were less clear about how to apply these principles within the different sectors and for different age groups.***

In the self-administered CO survey, 40.5 per cent (17) indicated that, ideally, meaningful participation meant that children and young people should initiate programme/policy design and share the related programme and policy decisions with adults. Another 16.7 per cent felt that it meant that Children and young people initiate and implement programme and make most or all decisions. This means that over 57 per cent of UNICEF staff that responded define meaningful participation as children and young people having a strong element of control in decision making in programme design and implementation.

At the other end of the spectrum, close to 12 per cent (5) were of the opinion that meaningful participation meant programmes that are adult-initiated and controlled with children and young people informed and consulted about programme/policy design and implementation, but with adults making all related decisions and 7.1 per cent (3) that it referred to programmes or policies initiated, designed and implemented by with shared decision-making with children and young people.

In reality, the majority of UNICEF programmes are adult-initiated and the level of participation in them tends to be limited. While each country case study uncovered UNICEF-supported programmes initiated by children and young people, these were in the minority as there are relatively few NGOs that fall into this category in most countries.<sup>70</sup>

This does not mean, however, that there is a huge disconnect between

---

<sup>70</sup> One challenge many of these organisations face is that since they are youth-led there is a relatively high level of staff turnover given the demographic requirement that the majority of staff fall within the youth age range.

what UNICEF is doing and the genuine application of meaningful participation in a programming context. Given that UNICEF works with a wide range of age groups, and the CRC speaks of addressing the evolving capacity of children, there is a need for UNICEF to incorporate a similarly wide range of participation approaches in its programming. Thus with younger children it is appropriate for programmes and policies to be adult-initiated. However, there should be some degree of consultation with the children on issues that directly affect them, particularly at the design and evaluation stages of the process.

It is also not always appropriate for a programme to be completely initiated by adolescents and youth, for example, government health services such as HIV testing, programmes with street children and juvenile justice programmes.<sup>71</sup> However, again UNICEF needs to conduct significant consultations with these age groups and take their input into consideration in the programme design. One Regional Advisor indicated that this type of consultation related to community health centres found that adolescents and youth felt that privacy was a serious issue. Consequently, when the Ministry of Health built new health centres they were designed with private back entrances.

Some UNICEF Regional Advisors<sup>72</sup> felt that good projects did not necessarily need the participation of children and adolescents in their initiation and design and that there are many examples of good programmes that did not have direct input from programme beneficiaries during the planning stages. Another noted that: "Great results can be generated without youth participation, e.g. funding of secondary education."<sup>73</sup> Another said that "the need for participation to make a programme successful was an ideological argument and anecdotal in nature and more evidence was needed to support this ideology for programmes to work better".<sup>74</sup>

The Evaluation Team was also able to find some anecdotal examples of the benefits of participation, e.g. in Mali a drug abuse programme found that consulting youth gave them information about better ways to access youth at risk that the Programme Officer indicated UNICEF would not have obtained on their own and the Cambodia CO noted that the members of the UN Youth Advisory Group had given them valuable and credible input on rural-based programmes.<sup>75</sup> However, the Team did find it challenging at times to ferret out concrete examples from UNICEF staff in the diverse COs. The main issue appeared to be the difficulty in measuring the impact

---

<sup>71</sup> Interviews with HIV/Aids and Street children consultant and Child Protection Specialist in Brasilia, Brazil – March 2010

<sup>72</sup> Interviews with HIV/AIDS Regional Advisors – ESA/EAP in New York – March 2010

<sup>73</sup> Interview with Regional Advisor, Hanoi, March 2010.

<sup>74</sup> Interview with an HIV/AIDS Regional Advisor in New York – March 2010

<sup>75</sup> Interview with Health, HIV and Nutrition Specialists, UNICEF HQ, Oct. 2009 and CO and UN partner staff, Cambodia, March 2010.

of participation in policy development processes and how to attribute this clearly. One UN partner in Cambodia noted that there are some good examples of this in the CEE/CIS region.<sup>76</sup> In general, however, it was easier to find examples where consultations with adolescents and youth had led to significant improvements in programme design. In general, UNICEF staff do not have a lot of contact with adolescents as most of UNICEF programming is implemented through government or NGO partners. Consequently, UNICEF needs to find more systematic ways to ensure that children and adolescents' voices, concerns and priorities are included in programme design and implementation processes.

The UNICEF Brazil CO<sup>77</sup> used a Voices of Youth<sup>78</sup> survey conducted in 2003 to support its Adolescent Citizenship Programme which included a section on the impact of participation on vulnerabilities. Participation was seen as an opportunity to positively build adolescent capacity to overcome the challenges of this life stage and for self-empowerment. Of particular significance is the research done by the Brazil CO which showed that adolescents who participated in decision-making spaces within their families, schools, communities, peer education groups and public policies were less likely to be vulnerable (refer to table below).<sup>79</sup>

**Table 9: Impact of Participation on Vulnerabilities**

Adolescents (from 12 to 18 years old)	65% that affirm not to participate	35% that affirm to participate
Are parents or parents to be	32.8%	19.6%
Have been involved in violent conflicts	12%	6.8%
Are out of school	14.7%	4.6%

Source: Voices of Youth Study, 2003 (Pesquisa Voz dos Adolescentes, 2003)  
UNICEF Brazil, Position Paper on Adolescent Citizenship Programme, Revised February 2010

A focus group discussion with nine (9) CO staff in Cambodia indicated that there are times when no participation is an appropriate approach, such as when participating in decision-making processes would put children's security at risk.<sup>80</sup> Another concern raised was the type of

<sup>76</sup> Refer to Meg Galwer, 2005, Young People's Participation in the CEE CIS and Baltics Region: A formative evaluation. UNICEF

<sup>77</sup> UNICEF Brazil, Position Paper on Adolescent Citizenship Programme, Revised February 2010

<sup>78</sup> Voices of Youth Study, 2003 (Pesquisa Voz dos Adolescentes, 2003)

<sup>79</sup> Voices of Youth Study, 2003 (Pesquisa Voz dos Adolescentes, 2003)

<sup>80</sup> In focus group discussions with adolescents in Brazil, similar issues were discussed by participants: parents of many adolescents did not want them to participate in UNICEF's programs due to political violence in Brazil's past and a fear of their children being exposed to increased risk. The Situation Analysis of Youth in Cambodia confirms other studies which say that parents tend to discourage their children from participating in any activities which they think have political nature. However, one CO staff noted that there are no data or anecdotal stories showing children or young people who participate would face any security risks.

participation needed to be appropriate. CO staff cited the example of using children and young people mainly as volunteer labour if this is being done without consideration for their need to learn new skills and build new capacities as being an inappropriate approach. Where it was, all sides involved in the process appeared to benefit. Another example they gave was that of working with children and young people at the village level to help identify potential trafficking situations as it was felt that while effective, it also put them at increased risk. The final area of concern related to participation was the danger of adolescents and youth being used for political purposes. In Brazil, UNICEF staff identified a similar concern that student associations/councils in schools had become politicized.

Another concern raised by some CO staff is that in some of the poorer countries which are fairly stratified and where children and young people's participation is a fairly new concept, it can be challenging to try and find children and adolescents who are not from elite groups to participate in consultative mechanisms such as youth advisory councils. This is particularly the case in the initial stages of participation processes. However, the majority of staff interviewed in all three countries studied also indicated that they felt it was UNICEF's mandate to ensure that marginalized groups were included in participatory processes. One Adolescent Specialist also noted that:

“Participation is not about one-size fits all. Specific circumstances or contexts must be taken into consideration, especially in identifying entry points. While inclusiveness and equity are the guiding principles (even ground rules) which UNICEF staff firmly holds, promotion of participation must start from somewhere, and prove it work. Those from the most vulnerable or poorest usually have multiple competing and immediate survival priorities, hence participation is not their priority. This is not an excuse, but since participation is voluntary, it is painful to wait for the perfect, which rarely happens from the onset.”

One Regional HIV/AIDS Advisor was specific that far more attention needed to be paid to “who” was participating as this is clearly a weakness for UNICEF, noting that minorities, disabled, drug users, sex workers, street children, orphans, domestic workers, children in institutionalised care facilities and other marginalised groups are often left out and that UNICEF needs to pay far greater attention to this issue of “social inclusion”.<sup>81</sup> This concern was echoed by UNICEF staff and UN partners interviewed in Cambodia. The Regional Advisor indicated that there is a need to better define participation in terms of (mainly adolescent) “bad girls and boys” because they are being bypassed in UNICEF's process, or that there needs to be more evidence on their

---

<sup>81</sup> Interview with HIV/AIDS Regional Advisor in New York – March 2010

inclusion".<sup>82</sup> UNICEF held a Regional Forum on Child Protection in Kyrgyzstan in 2009, to start to address this marginalisation in CEE-CIS, but far more needs to be done in this area across all the regions.<sup>83</sup>

UNICEF must define more clearly what constitutes meaningful participation for different age groups and in which contexts, and establish clear guidelines for when participation is impossible for security reasons, etc. CO staff and Regional Advisors also indicated that they needed some guidance on effective ways to integrate children and young people's participation in Focus Areas One through Four.

Refer to following page for additional feedback received from UNICEF staff in the CO survey regarding what is meaningful participation.

### 6.3.2 Participation in High Profile Events

“International policy forums are often not structured with children and young people’s needs in mind. The hours are too long and the timing can conflict with students’ schedules, e.g. exams.” (UN Youth Consultant, interview, March 2010)

***Finding #28: At the HQ level UNICEF's approach to participation focuses heavily on high profile events which only a small group of children and youth can attend, require a significant amount of institutional resources and are not yet closely linked to national, sub-national and community level consultation processes.***

There is a strong consensus on this point from diverse groups of UNICEF staff and partners. Senior Managers and Regional Advisors observed that while UNICEF has played a strong leadership role internationally in creating awareness of the need to include participation of children and young people in policy development through organization of high profile events such as the J8, it is time for the Agency to shift its focus. Their key concerns are that this type of participation:

- Often is more accessible to children and young people from middle and upper socio-economic groups
- Is organised in a way that is tokenistic and that does not lead to any significant input from the young participants in the global and regional policy development process
- Requires a significant investment of UNICEF resources for a return that has not yet been easy to measure, with one Senior Manager indicating that it costs approximately \$500,000 per high profile event to include children and young people, and Regional Advisors

---

<sup>82</sup> Interview with HIV/AIDS Regional Advisor in New York – March 2010

<sup>83</sup> [http://www.unicef.org/infobycountry/kyrgyzstan\\_49672.html](http://www.unicef.org/infobycountry/kyrgyzstan_49672.html)

and CO staff indicating that it takes a considerable amount of their time to identify and field potential participants.

CO staff also noted that they are often given fairly short notice to identify the participants for these events.

The Brazil CO wants to ensure that there is enough lead time to ensure that the young participants are selected by their communities as opposed to by UNICEF or partner staff and that there is sufficient time for the participants to consult with their communities so that they can go to the events well informed as to the views of the communities they represent before providing names for these events. They noted that language is also a significant barrier to young people's participation, particularly if they do not speak one of the official UN languages and there is a need to provide them with ready access to professional translation services at the global events in which they are asked to participate.

Other concerns raised by the COs that were studied include:

- Chaperones are often expected to double as interpreters, which tends to short-change the participants in both these roles
- The organizers of these events treat the young participants as if they are adults, making them work very long hours to attend workshops and meetings and draft recommendations and statements, and not respecting their developmental needs for rest, play and time for unstructured social connection
- There does not seem to be any accommodation for child and adolescent-friendly spaces at these events
- Participating in these events can potentially expose the young participants to negative press exposure.

***Finding #29: Most UNICEF staff do not think children and young people's participation in high profile events has much impact on policy development.***

As Chart 4 shows, most UNICEF staff think the impact of children and young people's participation in high profile policy events is negligible. However, participants in the J8 survey have a much stronger sense that their participation did make some difference, with 31.6 per cent indicating that they felt that the political leaders involved had valued their contributions some of the time and 12.3 per cent that this was definitely the case. Close to 53 per cent also felt that they got to influence decisions that affected their lives.<sup>84</sup> Only 5.4 per cent were definitely of the opinion

---

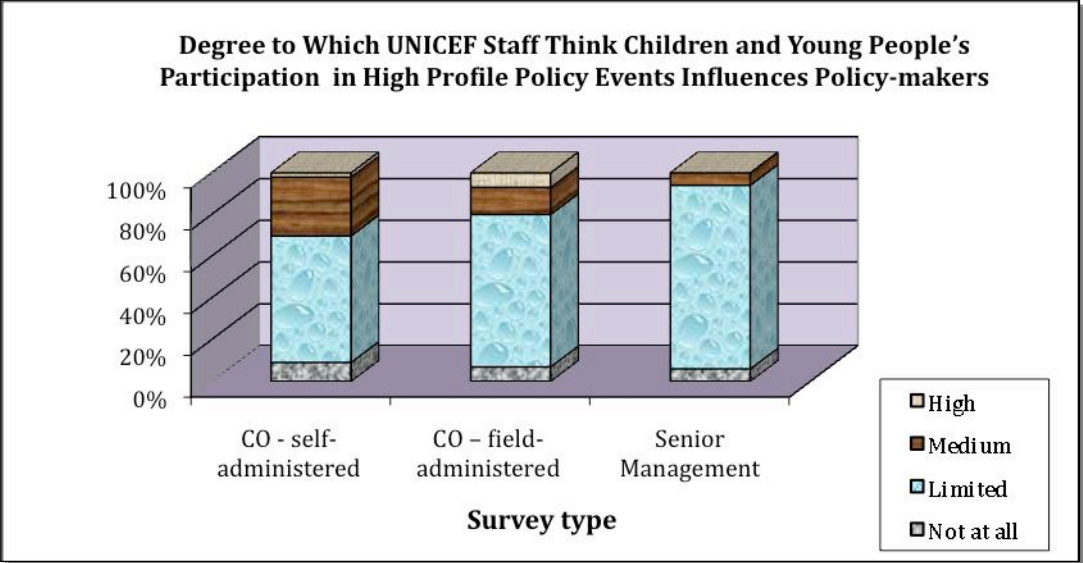
<sup>84</sup> It should be noted here that 63.2 per cent of the respondents were from OECD countries, 23.7 per cent from non-OECD countries and 13.2 per cent from unknown countries. This level of representation of OECD respondents may introduce a slight degree of bias in the results. The OECD country participants were also all from J8 countries.



that their participation was just for show, with another 18.9 per cent that felt this some of the time. 60.5 per cent of respondents felt that they definitely were able address issues important to them, with another 39.5 per cent that felt this happened at least some of the time.

Also potentially of note is that the non-G8 participants felt that their impact on issues directly affecting them was stronger than those from the G8 countries. For example, the non-G8 participants (9) felt political leaders valued their contributions more than counterparts from OECD countries (24). Using the Mann-Whitney U test this finding registered as being significant at the 95 per cent confidence level.<sup>85</sup> The exact same level of confidence applied to finding that the non-G8 participants' view of whether they got to influence decisions that affected their lives was much higher than of their counterparts from G8 countries.<sup>86</sup>

**Chart 4:**



It is also important to keep in mind that for both sets of respondents, UNICEF staff and the J8 participants, that what is being measured for staff is their perception of the impact of the participation of children and young people in this type of event on global and regional policies and for the young people their lived experience of the event they attended. Without an adequate measure to determine the actual impact of young people's participation it will remain at an advocacy and awareness raising level.

<sup>85</sup> Registering a difference of means = 0.88 on a 4-point scale  
<sup>86</sup> Registering a difference of means = 0.92 on a 4-point scale

**Table 10: J8 Participant Perception of Degree of Influence in J8 Events**

In the J8 summit...	No		A Little		Some of the time		Yes, Definitely	
	#	%	#	%	#	%	#	%
<i>a) Did you get to address issues or problems that are important to you?</i>	0	0	0	0	15	39.5	23	60.5
<i>b) Did you get to participate actively in the event?</i>	0	0	1	2.7	5	13.5	31	83.8
<i>c) Did the political leaders value your contribution?</i>	9	23.7	12	31.6	12	31.6	5	13.2
<i>d) Did you feel like you got to influence decisions that affect your life?</i>	5	13.2	13	34.2	10	26.3	10	26.3
<i>e) Did you know enough about the issues to participate in the discussions?</i>	0	0	1	2.6	8	21.1	29	76.3
<i>f) Did you feel that your participation was just a show for the cameras?</i>	22	59.5	6	16.2	7	18.9	2	5.4

n =51

***Finding #30 : Participation in high profile events such as J8 is generally quite positive for the children and young people involved.***

This discrepancy between the J8 participant and UNICEF staff perceptions also applies to the individual benefits that J8 participants stated they derived from their participation. A resounding 89.5 per cent indicated that their participation in this event definitely made them more confident; 71.1 per cent said it definitely contributed to them knowing what their rights were; 81.1 per cent that it helped them discuss issues with their friends and 76.3 per cent to discuss issues with adults. Another 75.7 per cent indicated that their participation definitely contributed to their leadership skills. The Evaluation Team also interviewed two J8 participants in Brazil and found that both indicated it was a highly positive experience.<sup>87</sup> In the words of one young woman, “it was bigger than any present my father could have given me.”

<sup>87</sup> This was despite the fact that this particular delegation of Brazilian delegates ran into a serious problem with negative press coverage.

**Table 11: Impact of J8 on J8 Participants**

Participating in the J8 event...	No		A Little		Somewhat		Yes, Definitely	
	#	%	#	%	#	%	#	%
a) Helped me know my rights	2	5.3	4	10.5	5	13.2	27	71.1
b) Made me more confident	0	0	1	2.6	3	7.9	34	89.5
c) Helped me discuss issues with my friends	0	0	1	2.7	6	16.2	30	81.1
d) Helped me discuss issues with adults	0	0	3	7.9	6	15.8	29	76.3
e) Helped me be able to solve problems in my family, at school or in my community	2	5.3	8	16.2	12	31.6	16	42.1
f) Allowed me to speak up on global issues	0	0	1	15.8	6	15.8	31	81.6
g) Helped me know more about global issues	0	0	0	0	6	16.2	31	83.8
h) Improved my leadership skills	0	0	3	8.1	6	16.2	28	75.7

n = 51

### 6.3.3 Sustainability of High Profile Event Participation

“Lots of people buy into adolescent participation. UNICEF pushes governments to make sure there is a forum for young people to engage in development debate. This has not resulted in much allocation of resources. The developmental approach probably is not there. Young people can be a partner. Adolescents should be mainstream[ed]. Is resource allocation the issue to make it so?” (Regional Advisor, RMT, March 2010)

***Finding #31: UNICEF has not yet built in a consistent approach to make the impact of children and young people’s participation in high profile policy events sustainable at the national and community levels and which transfers the responsibility for reporting back and national action following young people’s involvement to government, and other national partners to allow these events to make a difference at the national and community levels.***

The other major UNICEF staff critique of high-profile events such as the J8 is that they are “one-off” events with few or no sustainability mechanisms built in. The majority of CO staff (61.5 per cent) were of the opinion that that these types of events were rarely designed to ensure their sustainability at the community level, with another 13.2 per cent indicating that there was no sustainability built in at all. However, 25 per cent were of the opinion that there is some sustainability built into their organization. Interviews with Senior Managers and the organizers of these types of events within UNICEF found that they are quite aware of this issue and serious discussions are currently underway to find ways to build in more

sustainable mechanisms and links at the community level for this type of event.

Among J8 participants the picture is quite different. 36.8 per cent of respondents indicated that as a result of their participation they have joined a project, campaign or organisation since participating and 47.4 per cent have started a project, campaign or organization. This again speaks to the tremendous impact participation in this type of event has on the participants – as well as the potentially missed opportunity to coordinate the momentum started by these types of events to reach the community level.

These positive responses of J8 and VOY participants are strong indicators that participation in policy and other development processes can lead to positive adolescent development. If, however, most UNICEF staff think the cost of high profile participation events are prohibitive and exclusive in nature, the question this raises for UNICEF is how to maintain the benefit of this type participation in ways that are accessible to a much larger group of adolescents and youth at a reasonable cost.

In Sierra Leone, only the young people who attended such high level events could describe the benefits they gained. Their colleagues who did not participate in the events expressed excitement for the young representatives, but when asked to share the kind of lessons shared upon the return of the delegates, none were able to cite any substantive information. They were however able to indicate the general experiences of their colleagues. There is therefore an opportunity for UNICEF and its partners to explore proactive ways of ensuring that knowledge acquired by young delegates at international and national levels is systematically shared amongst young people at local and lower levels, as this another significant entry point to building their capacity and participatory leadership skills.

#### **6.3.4 Impact of Other Types of Participation**

***Finding #32: Participation in other adolescent and youth-specific programmes at the CO level has a positive impact in many areas.***

##### **Voices of Youth**

The Voices of Youth (VOY) started by UNICEF in 1995, is a safe and supportive global web-based forum that facilitates adolescents and youth discussion of issues related to human rights and social change, as well as develop their awareness, leadership, community building, and critical thinking skills through active and substantive participation with their peers and with decision makers globally. The website is available in four different languages (English, French, Spanish, and Arabic) and includes three sections: Explore; Speak Out; and Take Action. In 2005, in a bid to expand its

reach to rural areas and the hard to reach in different countries who have limited or no access to the internet, UNICEF launched a Rural Voices of Youth (RVOY) programme with a group of young people from Nigeria. The RVOY uses mobile phones and texting to communicate the same global issues as on the VOY site and generate discussion on them. The offline initiative is now available in over 35 countries.

The VOY English, French, and Spanish discussion forum is administered by a Coordinator together with a VoY assistant, while the RVoY is managed by a Coordinator along with 35 volunteers who contribute virtually in the ADAP unit in New York. The mirror site in Arabic is administered by a coordinator in the Middle East and North Africa Region (MENA) UNICEF Regional office. The coordinator is responsible for ensuring the safety of the content on the forum, as well as starting and encouraging active discussions. VOY and RVOY are part of a global programme that explicitly supports the participation of young people as opposed to being a country-based programme.<sup>88</sup> Although VoY Nepal, launched in 2009 is coordinated by UNICEF's staff in the Nepal office, it remains part of the global initiative.

VOY conducted an evaluation of its programme in 2009. The key findings from this evaluation were that:

- VOY is a place where people can learn there are others who care and share their opinions
- VOY gives members the opportunity to express themselves
- VOY members felt it is important to share ideas and form partnerships around global issues
- A majority of members feel VOY helps them connect and learn about people from other parts of the world and emphasised the value of learning there are others who care and have the same opinions
- Some members feel VOY is less helpful in facilitating global connections and emphasize there is little activity and advice available; others were disappointed that they had not received feedback or help from other members in requests for advice.<sup>89</sup>

Survey respondents reported that VOY had exposed them to global issues, contributed to a greater understanding of different cultures and opinions, and helped with intellectual growth and critical thinking. Phase II of the evaluation posted a survey on the VOY website but only received 16

---

<sup>88</sup> For more information on this programme, refer to: <http://www.unicef.org/voy/>

<sup>89</sup> One Regional Advisor noted that after seven years VOY had only 1400 members (facebook had 70 million after 18 months). This may raise questions of the relevance of this website to young people.

completed responses.<sup>90</sup> These few responses did, however, corroborate the general findings of parts of the VOY-administered evaluation. In particular, the Evaluation Team found that overall the adolescents and youth participating in VOY found the experience to be quite positive. Their responses can be divided into two main categories. The first deals with the quality of their experience participating in this programme. The second addresses the impact of their experience on them.

### **Youth Section, Division of Communication**

The Youth Section has taken the initiative to reach out to young people worldwide through traditional media and new technologies such as social networking tools, SMS and digital mapping. The section stands for advocacy for education, awareness and capacity building in a bid to empower children and young people, and is inspired by article 12 of the CRC.

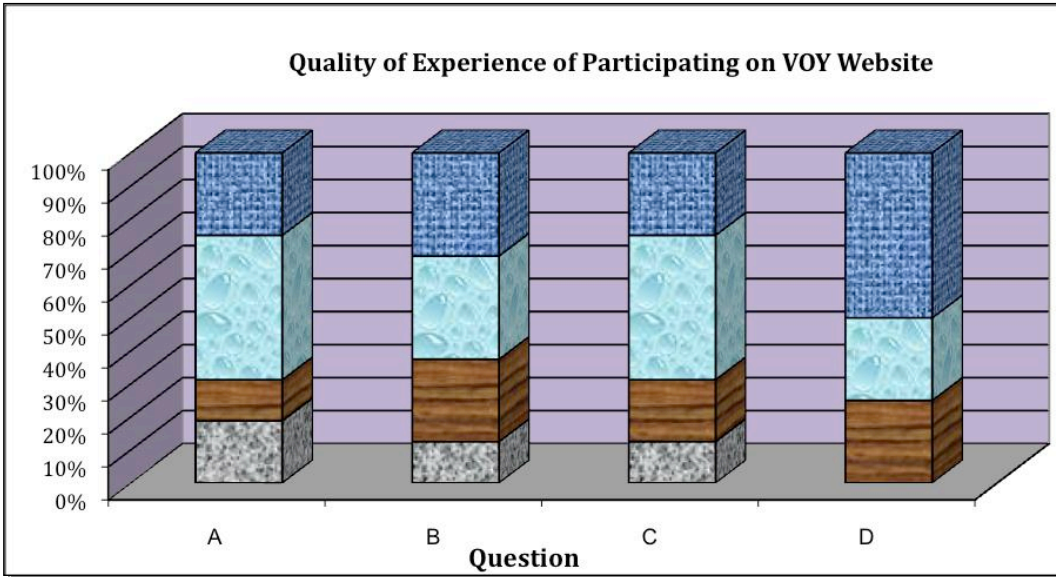
The Youth Section uses social media to establish an important forum for children and young people, supporting further UNICEF's work with global, regional, and country level partners. The types of projects implemented so far represent a variety of initiatives in different sectors and countries. For example, "Connecting classrooms" is an innovative project that aims to connect students in classrooms across the world by common curricula focusing on food and agriculture, climate change and health-related issues developed in collaboration with the Education Section in New York and COs. Other projects attest to the Section's intent to reach out to children and young people in hard to reach areas due to poverty, war, or limited or no access to communication technology. This include a climate related initiative; a slum-mapping project in Kenya designed to help young women and girls identify and map risks and vulnerabilities related to their health and protection; a digital safety for children and young people living in developing nations; an initiative to bring the World Cup to rural locations in Rwanda and Zambia from June 23 to July 11, 2010; and the Iraq project which seeks to collect through cellular phones the views of Iraqi children on the issues they currently face and their future hopes.

All these projects show a high level of creativity and adaptation to local needs and circumstances. They are also expected to have positive impacts that go beyond the use of technology, pertaining more to increased youth engagement, greater knowledge and capacity building, awareness of rights and safety and risk issues, and action on climate change. Above all these projects give young people a podium to express their views and concerns.

---

<sup>90</sup> There were several other surveys posted on the VOY site at the time and some of the Evaluation Team's questions were close in nature to those that VOY had used for its own recent evaluation. VOY staff indicated that these two factors, plus the limited time allowed by the evaluation process to moderate the post, likely explain the low response rate.

**Chart 5:**



<i>Textured (Blue) = Definitely</i>	<i>Water drops (Turquoise) = Some of the time</i>
<i>Striped (Brown) = A little</i>	<i>Spotted (Gray) = No</i>
<i>A: Did you get to address issues or problems that are important to you?</i>	
<i>B: Did you get to participate actively in the event?</i>	
<i>C: Were your contributions valued by the other member participating in the discussion?</i>	
<i>D: Did you feel you were part of a community?</i>	

**Table 12: Impact of Experience of Participating on VOY Website**

Question	No		A little		Some of the time		Yes, definitely	
	#	%	#	%	#	%	#	%
<i>A: Did you feel like you got to influence decisions that affect your life?</i>	2	12.5	4	25.0	3	18.8	7	43.8
<i>B: Helped me know my rights</i>	1	7.1	1	7.1	2	14.3	10	71.4
<i>C: Made me more self-confident</i>	2	14.3	2	14.3	2	14.3	8	57.1
<i>D: Helped me discuss issues that are important to me with my peers</i>	3	23.1	1	7.7	4	30.8	5	38.5
<i>E: Helped me discuss issues that are important to me with adults</i>	3	21.4	1	7.1	4	28.6	6	42.9
<i>F: Helped me contribute input into decisions that affect me in my</i>	3	21.4	0	0.0	5	35.7	6	42.9

Question	No		A little		Some of the time		Yes, definitely	
<i>community (school, family, community, etc.)</i>								
<i>G: Helped me solve problems affecting me within my family, at school or in my community</i>	2	14.3	3	21.4	6	42.9	3	21.4

n = 16

Also of significance is the fact that 69 per cent of the VOY respondents stated that UNICEF is doing a good job of involving children and young people in its programmes either definitely or some of the time (46.2 per cent and 23.1 per cent respectively).

One concern raised by the VOY evaluation, however, is that of accessibility. While only 41 per cent of VOY members are from Industrialized Countries, they make up 67.6 per cent of the total posts. The majority of the respondents to its J8 survey were also from OECD countries. This speaks to the challenge of using the internet and web-based technologies as the main means of involving adolescents and youth, and is a bit of a "Catch 22". Many of the adolescent and youth-specific programmes the Evaluation Team visited indicated that there is tremendous interest among their target populations in gaining greater access to internet and mobile phone technologies, but had concerns about the cost and accessibility of these. The organisers of the Urban Platform programme in the City of God *favela* (term for urban slum in Brazil) did observe, however, that every time any of the adolescent and youth participants had even 50 cents they would spend it on the internet service the programme offered. One CO programme staff observed that:

“The issue here is when adolescents do have 50 cents and go to use internet facilities, they will not spend 30 minutes in the VOY website because it does not necessarily fit their communication interests. We need to develop better strategies on how to communicate better with if we want them as partners! In that regard, adolescents need to have an active role as information producers and not merely receivers.”

### **Youth Advisory Groups**

UNFPA in the Asia Pacific Region some five years ago began to set up youth advisory groups to provide input into their programmes. In a number of countries these have now become UNCT advisory groups that inform UNICEF and to provide input into national policy design processes as well as the UNDAF. In Cambodia, some UNICEF's UN partners were of the opinion that this was generally a positive move, but felt that, as currently structured, this process still tended to be fairly tokenistic in its approach.



Their concerns were that the youth involved were mainly drawn from political elites and that the consultative process did not actually give them much of a voice. CO staff felt however, that the youth advisors were not so much from political elites as from the relatively small group that had a university education and could speak English and were more drawn from an emerging middle class. One Regional Advisor interviewed was of the opinion that it would be more effective for UNICEF to focus participation programmes at the community level and had serious reservations about involving youth in highly bureaucratic institutional and government processes.<sup>91</sup>

Interviews with Youth Advisory Group members indicated that the youth themselves felt uncomfortable speaking out in a forum where everyone else involved is much older than them and also senior officials. This is in keeping with core values regarding age and hierarchy within Cambodian society and will take some time and additional support to overcome. They also reported that since they are volunteers, most of whom are studying at university full time, often only two members of the group can participate at any one time. Consequently, they felt that there would be a real advantage to expanding the size of the Youth Advisory Group so that there could be at least three or four participants in any particular consultative process.

They also thought that it would be more effective if they had a specific place on the agenda to speak as opposed to being expected to simply join in on the discussion on an on-going basis. One Senior Manager suggested there might be a legitimate place for establishing youth advisory groups of this nature at the regional and global levels, but that the participants should be involved on a longer-term basis, and should be drawn from groups that have expertise in the subject areas in question (e.g., medical students to be involved in consultations related to health). Cambodian CO staff observed that they felt it was UNICEF 's role to ensure that marginalized and vulnerable groups are represented adequately in this type of youth advisory group.

UNICEF CO staff and UN partners noted that members of the Youth Advisory Council had asked to see UNICEF, UNDP and UNFPA projects in the provinces and had provided useful feedback. One staff member observed that: "UNICEF staff were quite surprised to see the high quality of the analysis and feedback they received from the youth contingent". This possibly speaks to their relative lack of experience in working with adolescents and youth in a participatory context. The Youth Advisor Group members themselves reported that, despite some reservations about the overall process, they learned a lot from participating in this

---

<sup>91</sup> Interviews with UN partner agencies, Cambodia, Feb 2010 and Paris, Apr 2010.

group, particularly about UN and government processes. They also indicated that their sense of self-confidence had grown.<sup>92</sup>

### **6.3.5 Barriers to Participation**

“Fear of youth and youth involvement are a barrier.” (FGD participant, RMT meeting, March 2010).

“We need to minimize bureaucracy and focus on flexibility to maximize young people’s participation. A lot of things are held back because of administrative procedure [and] young people miss out on involvement in decision-making processes because of it.” (UN Youth Specialist consultant, March 2010)

#### ***Finding #33: The primary barriers to children and young people’s participation appear to be culturally and economically-based.***

The Regional Advisors mentioned that a significant barrier to the participation of children and young people at the institutional level is the lack of expertise in this area among UNICEF staff at the CO and regional levels. At the national level CO staff interviews indicated that the primary barriers to the participation were:

- A lack of understanding among some government partners that participation is worth the investment and brings considerable positive benefits
- A similar lack of understanding among some UNICEF staff and the perception that participatory processes are expensive and time consuming and therefore something to be adopted when a programme has the luxury of time and money
- Culturally-based age stratification and attitudes that adolescents and youth are too inexperienced to make a significant contribution to their communities
- Social pressure on boys and young men to support their families financially
- Social pressure on girls and young women to get pregnant
- Lower levels of mobility for girls and young women due to parental fears regarding pregnancy outside of marriage and potential exposure to sexual assault
- Regional advisors also identified conflict with school workloads for both boys and girls and ‘family responsibilities for girls as a barrier.

In Brazil, adolescents who participated in focus group discussions for the evaluation pointed out that often other adolescents could not participate because they had to work, did not have the money for transportation to

---

<sup>92</sup> Interviews with members of the Cambodia Youth Advisory Group, and UN partner agencies, Feb. 2010.

the meetings and their parents do not want them to be involved in anything political which may put their life at jeopardy.<sup>93</sup> Some reported that they come under considerable pressure from their peers and parents not to step outside of the limited life expectations available to them in the *favelas* (urban slums) to take advantage of the participation opportunities in voluntary community activities. Many others noted their domestic responsibilities in their own houses are also a main constraint to participate, along with transportation costs. Despite all of these pressures, in all three country case studies, UNICEF partners reported that both male and female youth were quite eager to be given a chance to participate in diverse programmes.

#### **6.4 Partnership Approaches**

***Finding #34: UNICEF partners, both government and NGO, greatly value the collaborative nature of their partnership with UNICEF and UNICEF support has led to the replication of successful children and young people's participation adolescent rights and development programming in multiple countries.***

In all three country case studies and international partner interviews, UNICEF partners spoke highly of the collaborative nature of their partnership with UNICEF. This was particularly noticeable on the part of NGO partners, but government partners in Brazil and Cambodia also had nothing but praise for UNICEF. In Cambodia, a senior Ministry of Education official stated that his government was very grateful to UNICEF for introducing the child-friendly schools model, which Cambodia has adopted as a national policy. In Brazil, government officials rely on UNICEF to provide them with technical expertise related to adolescent programming and for support on related advocacy issues. They noted that UNICEF has a level of credibility and independence to advocate successfully in multiple areas where government need additional support in order to promote positive change.

In Cambodia, three of the international NGOs interviewed indicated that UNICEF's support there had led to a replication of particularly successful programme models in other countries in the region. This came about, however, due to UNICEF's international staff moving to another CO and then inviting the NGOs in question to implement a similar programme in a neighbouring country as opposed to being part of a deliberate regional strategy. Despite the ad hoc nature of this successful relationship building, it has had a very positive impact on adolescent programming in the region.

---

<sup>93</sup> For the evaluation's focus group discussions, some of UNICEF's NGO partners reimbursed the transportation costs of the participants to facilitate their participation.

In Brazil, this understanding was strong for all stakeholders interviewed (UNICEF staff, plus government and NGO partners) and UNICEF provides considerable technical support for its government partners in particular. In general, UNICEF's strength in this area has been to select and support partners that are doing a good job in these programming areas, which share UNICEF's core values and have similar mandates. This has proven to be an effective strategy to date. However, UNICEF also needs to exert increased leadership in adolescent programming as the general perception is that while supportive, UNICEF is not keeping pace with the dynamic changes of adolescent and youth development, participation theory and practice.

In Africa, UNICEF, in partnership with ECA and the African Union significantly contributed to the development and ratification of the African Youth Charter in 2009.<sup>94</sup>

### **UN Partners**

UN partners at the UNCT level speak highly of the collaborative relationship they have with UNICEF and provided no suggestions about how UNICEF could improve its adolescent programming. The only real area of concern that the Evaluation Team observed is the need for UNPFA and UNICEF to determine which organisation should be working where with regard to overlapping programme areas such as adolescent reproductive health and work with youth. Depending upon the context, each agency may have a comparative advantage. In keeping with the One UN reform process there is much to be gained by the two agencies continuing to collaborate on a closer basis and to work to avoid duplication of their respective efforts.

One international UN partner noted that UNICEF demonstrates leadership in adolescent participation at global and regional level (voices of youth) and in countries through a variety of innovative means related to citizenship, health and education programmes and more generally investing in young people's abilities to assist them to take an active role in society. They felt that this is particularly the case in countries, in which participation in general is not promoted. This same organisation did not feel, however, that their joint programming with UNICEF was contributing in any significant way to adolescent development within an emergency and humanitarian programming context at any of the three stages of emergency.

Another international partner was of the opinion that UNICEF should be providing leadership in the area of adolescent programming and participation, but was not sure that the organisation is doing so. The

---

<sup>94</sup> There are other similar initiatives to which UNICEF has contributed. However, the Evaluation Team has only noted those which were brought to their attention during staff interviews or for which the Steering Committee provided the relevant documentation.

personnel interviewed stated that they thought this was due to where the ADAP Unit was situated in UNICEF and the Unit is under-funded and resourced which limits its ability to facilitate the mainstreaming of these issues within UNICEF.

They were also critical of the fact that sometimes they felt that young people's participation was being used to promote other agendas such as fundraising and advocacy as opposed to adolescent development. Another concern raised by another international partner was that UNICEF staff tend to report more on activities related to adolescent programming than on the actual results. Another felt that there was not enough communication between UNICEF HQ and the national committees, particularly with regard to international conferences involving children and young people.

Other observations included:

- ADAP has not yet made a connection between the research work it does and that produced by Innocenti in Florence and that this could be a productive area of collaboration
- UNICEF has the capacity to conduct cross-comparative research in the adolescent programming area and if the organisation could harness this strength it could provide considerable value-added to the programming process.

## **B. Specific Programme Approaches and Results**

The following review assesses a small sample of the types of programming approaches the Evaluation Team found in the three country case studies and through the global and regional focus group discussion process. As such, it provides a summary of some of the good practices the Team encountered in the assessment process. It should not, therefore, be taken as an indication of the extent to which UNICEF has been successfully integrating adolescent rights and development and children and young people's participation throughout its Focus Area programming. In general, based on diverse evidence, the Evaluation Team concluded that UNICEF still has a long journey ahead to ensure that the innovative practices outlined in this section are implemented in a systematic and institutionalised way that takes adolescent needs into account in every relevant programme. To get a clearer and more concise picture of the extent of integration of adolescent rights and development and children and young people's participation for each Focus Area would require an in-depth sector-focused impact evaluation.

## 6.5 Phase I Versus Phase II Findings

Phase I of the evaluation categorized programming approaches in three distinct types of activities which included: i) supporting enabling environments to promote and protect adolescent development and participation; ii) sustained service provision programmes; and iii) unsustained service provision projects.<sup>95</sup> In this context, enabling environments pertain to activities such as advocacy for or support to the development of laws and policies; designing plans or frameworks for UNICEF's and its partners' programmes; knowledge development or management; and/or creation of or support to networks and partnerships.<sup>96</sup> Sustained service provision programmes are interventions that are possibly ongoing due to their link to a sustained programme or NGO, whereas unsustained service provision projects are those that involve one-time events, short-term consultancies, trainings, conferences, meetings, etc with no linkage to a sustained programme or NGO.<sup>97</sup>

Phase II findings confirm that one or a combination of these activities are being implemented in each focus area, depending on the purpose and objective of the adolescent-focused initiative. However, it appears this may not be done in a way that is visibly systematic, as staff surveyed reported to be unclear on UNICEF's overall programming approach to adolescent rights and development and children and young people's participation in general.

The following sections review the findings of both Phase I and II related to the integration of adolescent rights and development and children and young people's participation in programming approaches in each focus area. This analysis is supplemented by a summary of CO and Senior Manager responses about the types of related results UNICEF-supported programming is generating in each Focus Area.

However, it should be noted that the Evaluation Team encountered a major challenge in determining the impact of adolescent and participation-related results for each focus area, in that approximately 25 per cent of those of the CO staff who responded elected to skip the questions related to this area in the survey, or else indicated this was not applicable to their area of work. Therefore while the primary quantitative and qualitative results are summarized below in the analysis of the programming approaches and results for each Focus Area, given the limited sample size these survey results are listed only as examples of what is possible. The Team felt that they could not stand as definitive evidence

---

<sup>95</sup> Kim Sambo Consulting. 2009. "UNICEF's ADAP UNIT Desk Review - Summary of data across regions and technical focus areas." New York: UNICEF.

<sup>96</sup> Ibid.

<sup>97</sup> Ibid.

of the general results that UNICEF programming in these Focus Areas is leading to with regard to adolescent programming.

## **6.6 Focus Area 1: Young Child Survival and Development**

### **6.6.1 Phase I Findings**

Phase I of the evaluation found that the programming reviewed in this Focus Area mostly dealt with early child survival and was not explicitly addressed in the desk review conducted. Phase II found a similar challenge. However, the Phase II Evaluation Team also noted that there is still considerable scope for the inclusion of adolescent rights and development and children and young people's participation in this Focus Area, particularly from the perspective of applying life cycle approaches.

### **6.6.2 Phase II Findings**

#### ***Adolescent Mothers***

Several CO staff surveyed noted that there is a strong link between women having healthy size babies and the future ability of children to learn in school. In addition, many of the poorer countries in which UNICEF operates have relatively high maternal mortality rates. These are particularly acute for adolescent mothers. However, in the country case studies the Evaluation Team did not find much evidence that particular attention was being paid to adolescent mothers in UNICEF programming in this focus area. The issue raised here is not that specialized pre-natal services are needed for adolescents, but that there is a need for outreach to make sure that they are aware of and make use of these services and that when they do make use of these services that they are given extra attention in keeping with their higher levels of vulnerability and high risk pregnancies.

When the Team asked public health officials in Cambodia if their antenatal programme (supported by UNICEF) specifically targeted adolescent mothers, they were told no as the national average for levels of teenage pregnancy were relatively low (approximately 5 per cent)<sup>98</sup>. However, Ministry of Health personnel recognized that adolescent mothers faced higher risks in their pregnancies and needed a higher level of antenatal care. There was one example of a nutrition programme in which girls in high school were included in a cooking course to help them learn how to feed young children as a means of addressing poor nutrition in young children, particularly in situations when they themselves may have limited access to good nutrition.<sup>99</sup> The impact of this programme may, however, be limited by the fact that girls' participation at the high

---

<sup>98</sup> Interview with UNICEF partners, Cambodia, February 2010.

<sup>99</sup> Interview with UNICEF program officers, Cambodia, February 2010.

school level in Cambodia is quite low. In Brazil teenage pregnancy was recognized as a serious issue, but was primarily addressed through programming in Focus Area 2.

In Sierra Leone, the Team found one example of special attention to reduce maternal mortality among adolescent girls in Focus Area 1 programming. The Tetanus Toxoid (TT) programme initially started as a school nutrition programme targeting students 6 to 18 years of age. Then UNICEF and the Ministry of Health extended it in schools to include additional health and nutrition interventions. A further expansion in 2009, targeted adolescents who are out of school. It currently uses a multi-sectoral approach that involves line ministries, (Justice, Social Work, etc.) and targets adolescent girls to receive Tetanus vaccinations before they complete school to reduce maternal mortality/morbidity and infant mortality/morbidity in the long run.

However, in general, the Evaluation team observed that there appeared to be many missed opportunities in UNICEF programmes in Focus Area 1 for working with adolescent girls to reduce maternal mortality rates.

### **WASH Programming**

WASH programming was the one area where the Team found a somewhat more inclusive approach to adolescent development. In both Cambodia and Sierra Leone there are examples of programmes that work with adolescents as community facilitators in water and sanitation hygiene messaging at the community level.

A more detailed analysis of the participatory approach used for this programming in Sierra Leone can be found in Annex 10.

### **Summary**

While logically Focus Area 1 will not be dealing with adolescents as a primary target group, given UNICEF's life cycle approach to programming, UNICEF staff needs to make much stronger links between adolescent development and early child survival. What stood out for the Evaluation Team was the limited attention paid to adolescent mothers in some of the country case country programmes. If this is indicative of the general pattern of programming for this target group, it means that UNICEF should work more actively to ensure that their needs are integrated more systematically into Focus Area I programming.

On the plus side of the ledger, the WASH programme in Sierra Leone provided some evidence that UNICEF staff and partners are working to integrate effective participation strategies within their programming. The Team found evidence of this in similar programmes in Cambodia as well. The only caveat here for working with adolescents as peer educators or community facilitators in general is to make sure that when UNICEF and its partners use adolescents and youth as community facilitators and



educators that their training includes some kind of accompanying skills and leadership capacity building components. This would be to ensure that the adolescent and youth participants are not simply being used as volunteer labour, as well as to recognize that many of this group cannot afford to volunteer their labour if they are not receiving significant direct benefits themselves. In general, however, the use of adolescents and youth as peer educators in diverse programmes appears to be an effective approach to their participation.

### Sample Results - Focus Area 1: Young child survival and development<sup>100</sup>

- Increased promotion of adolescent health and development  
48.9% (CO-S); 16 responses  
100.0% (CO-F); 3 responses  
40.0% (SM); 8 responses
- A focus on adolescent mothers to reduce maternal mortality  
35.6% (CO-S); 22 responses  
33.3% (CO-F); 1 response  
53.3% (SM); 6 responses

CO staff also noted that that early childhood nutrition interventions are related to the ability to learn well later in life. Another key result area cited was most-at-risk adolescent health, however, survey responses did not provide any details regarding the specific results achieved in this area.

An international UN partner also noted that collaborative efforts in Tajikistan, Ethiopia and Sri Lanka to support their ministries of health to provide adolescents with health services has contributed and is contributing to meeting their needs and fulfilling their rights, as defined in the Convention on the Rights of the Child.<sup>101</sup>

## 6.7 Focus Area 2: Basic Education and Gender Equality

### 6.7.1 Phase I Findings

The Phase I review found that education programming targeting adolescent rights and development and children and young people's participation tends to largely focus on creating enabling environments and sustained participatory service provision programmes. Some of these programmes strive to meet local needs, while others are scaled up

---

<sup>100</sup> The results for this focus area for the surveys for the CO staff – self-administered (CO-S), CO staff – field administered (CO-F) and Senior Managers and Regional Adolescent Focal Points (SM) are summarized below.<sup>100</sup> Where there were no responses from any of the three surveys for any particular result, this category is not listed in the summary

<sup>101</sup> Interview with international UN partner, April 2010.

initiatives implemented to varying degrees of success in many of the countries where UNICEF operates. For adolescent specific education programmes much of the effort has focused on improving urban and rural children and youths' inclusion and access to quality education through knowledge management (which is not always participatory) and innovative approaches such as participatory education programmes that include, but are not limited to, life skills based curriculum<sup>102</sup>, youth clubs and associations in schools<sup>103</sup>, child-friendly schools (CFS)<sup>104</sup>, integrated care and education for girls<sup>105</sup>, and targeting youth living at risk and/or in social exclusion or with indigenous children who migrate seasonally.<sup>106</sup> Non-participatory initiatives reviewed included vocational training for child workers, women, adolescents and over-aged children requiring a primary school education.

Phase I also found other programming approaches in UNICEF tailored to meet the demands of the local context. Countries such as Kosovo and the Russian Federation have used "social empowerment" education approaches with a view to give real opportunities to youth in forming their own learning and learning environments with the active support of their parents, teachers, other students, and community members.<sup>107</sup>

The country case studies in Phase II found that most education programmes on adolescent rights and development and children and young people's participation were built around child-friendly schools and youth clubs and associations within schools. The Evaluation Team did not encounter the diversity of adolescent-integrated programming described in Phase I. However, Phase I reviewed programmes in a larger number of countries since it covered multiple countries in each region. Phase I also noted that most education programmes involved sustained participatory service provision programmes and that most of these types of education initiatives are youth-led. It indicated that this factor helps ensure their continued existence. Other enabling factors included that the resources on which they rely are often of the in-kind nature (e.g. time, skills and knowledge sharing).

---

<sup>102</sup> Kim Sabo Consulting. 2009e. "Regional Summary Adolescent Development and Participation in the South Asia Region (SAR) 2001-2008." New York: UNICEF.

<sup>103</sup> —. 2009g. "UNICEF's ADAP Unit Desk Review - Summary of data across regions and technical focus areas." New York: UNICEF.

<sup>104</sup> —. 2009c. "Regional Summary Adolescent Development and Participation in the East and Southern Africa Region (ESAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>105</sup> —. 2009b. "Regional summary Adolescent Development and Participation in The Americas and the Caribbean Region (TACR) 2001-2008 (Draft)." New York: UNICEF.

<sup>106</sup> Ibid.

<sup>107</sup> —. 2009a. "Regional Summary Adolescent Development and Participation in Central Eastern Europe and the Commonwealth of Independent States (CEE/CIS), 2001-2008 (Draft)." New York: Unicef.

### **6.7.2 Phase II Findings**

The Phase II evaluation process found that the majority of adolescent-oriented activities were in schools and were designed to enhance adolescents' knowledge of their rights, as well as stimulating their interest to be directly involved in the governance of their schools. Popular education programmes included child-friendly schools, child or youth parliaments, and youth clubs. In Cambodia and Sierra Leone, the child-friendly schools model was the most prevalent of this list of programme models. Brazil has been working more in the area of making schools accessible to girls and boys, on the prevention of teenage pregnancy and incorporating participatory media programmes in the schools.

Although UNICEF staff interviewed recognized the need for non-formal life skills training for adolescents who were no longer in school, there appeared to be a less focus on this type of programming in Cambodia and Sierra Leone. This is a particularly critical gap in Cambodia given the depth of poverty there and the low skills level of the adolescent and youth population. In Sierra Leone, the Evaluation Team visited one vocational training programmes for youth and young adults that also provided training to the participants as peer educators in WASH. However, in general The Team was told that the Sierra Leone programme did not include life skills training for adolescents and youth.

### **6.7.3 Child-Friendly Schools Approach**

Post-conflict countries have to often overcome extreme difficulties in rebuilding their basic infrastructure and services. Education is one area where UNICEF has invested significantly to support governments in post-conflict states lay the foundation for high quality and inclusive education systems. In such cases, UNICEF encourages the integration of a rights-based approach to basic education. This approach appears to have yielded sustainable results in both Cambodia and Sierra Leone.

In Sierra Leone, for example, the Evaluation Team also visited several child-friendly schools and observed that teacher training initiated in previous programmes has led to a greater concern for child protection in schools and the establishment of a "code of conduct" for teachers and administrators. Although most of their visits were to primary schools, the Evaluation Team also observed innovative forms of participation in school management and quality control by elected student governance boards.

These student bodies are given responsibilities in sectors such as health and sanitation, quality control of education and personnel, control of acquisition of language skills in English, and school attendance by students. Their meetings with the link teacher in all cases resulted in student sensitization on issues of rights and responsibilities. Many of the

topics on child rights are introduced through drama. School administration in all cases took seriously the interaction between school authorities and student government. In two schools, the link teacher managed with flexibility and an understanding of participation principles. However, apart from this participatory approach, the Team found few or no indications that the different stages of adolescent development were really embedded in the structure. The Sierra Leone government was however, working with several pilots to develop a sense of community ownership of the school.

In Cambodia UNICEF introduced the Child-Friendly Schools model in and piloted it at three levels in the provinces. Three years later, it was adopted as a part of Cambodia's national education policy and is now an integral part of the country's Education Strategic Plan. Although Cambodia is still about 20 per cent away from its goal of having at least 70 per cent of primary schools following this educational approach by 2010, the government has been able to use their experience in its implementation to date as a springboard for the development and implementation of a national CFS framework.

The Phase II evaluation found that partners involved, such as the Ministry of Education, Youth and Sport (MOEYS) and Teachers College officials were familiar with the model and the principles it promotes with regard to parent and community participation, as well as the promotion of child rights. This is important as it attests to the comprehensiveness of the CFS programme. The latter comprises six dimensions to improve educational quality, including one that explicitly calls for respect for child rights, materials on that are included in the teacher-training curriculum. Besides creating awareness among teachers, the model also enables children in primary school learn their own rights. The programme also encourages children between 9-13 to take active roles in primary school student councils, thereby building their capacity to participate and assume leadership positions. Through an annual meeting supported by UNICEF, the community is also given an opportunity to understand the linkages between participation and education.

While the CFS is a groundbreaking education approach for Cambodia, it continues to encounter some challenges, including:

- How to work with children who are outside of the school system
- The students participating in the student council in the school visited by the Evaluation Team appeared to be those who were better performers academically
- There is a significant challenge to increase the level of participatory programming approaches for children, generally and especially for those under 10 years of age. This is, in part, due to Cambodian history and cultural values
- There is a challenge to work with some parents, many mothers and some fathers are illiterate and have had very different educational

experiences than their children, therefore aspects of education and participation are completely alien to their lived experiences

- There is a lower school completion rate for boys, and gender aspects of education remain very complex
- To be effective in preparing young people for greater participation in local decision making, and with skills and experiences for the 21<sup>st</sup> century, the programme needs to be scaled up to the lower and upper secondary school, with increased responsibilities given to the student councils as the adolescents concerned gain increased maturity and capacity and are capable of holding more responsibility.

The CFS falls under the enabling environment initiatives category, but has also the features of a participatory sustained service provision programme. Although the model is adult-initiated and led, it includes major components where decision-making is reserved for children and adolescents at the primary level through a rigorous participatory process.

Both UNICEF staff and partners in all three countries indicated that there is a fairly urgent need for the organisation to develop and introduce an adolescent-friendly schools model which would incorporate several different aspects of adolescent development principles and would work to build adolescent capacities and responsibilities at the middle and high school levels. This is particularly critical in Brazil where the government has recently passed a law making school mandatory ages 14 to 17. Research there also indicates that one of the primary reasons adolescents drop out of school is that they do not find the curriculum to be that relevant to their lives. The Vietnam CO has already developed a pilot programme of this nature in collaboration with its government partners that could potentially be used as a model that other countries could adapt, replicate and scale-up. A more detailed analysis of the adolescent-friendly schools approach in Vietnam is available in Annex 10.

In general, UNICEF could play a valuable catalyst role in the development and promotion of an adolescent-friendly schools model at the middle and high school levels in diverse countries.

#### **6.7.4 Education Programming Approaches in Brazil**

In Brazil, given that it is a middle-income country, UNICEF works more in a technical advisory and advocacy role in collaboration with the Brazilian government. The key challenge which UNICEF has been asked to help address by its Brazilian partners is related to the fact that in Brazil, 48 per cent of adolescents attend age-appropriate classes, while the rest are delayed due to a need to supplement family income.<sup>108</sup> Schools are generally in session for a maximum of 4 hours a day. Of those who are

---

<sup>108</sup> Interview with Program Officer in Brasilia, March 2010

currently enrolled in school, 35.5 per cent are working, while 56.6 per cent of those out of school are engaged in some sort of economic activity. Due to the lack of alternative opportunities in the formal job market, a high number of adolescents have become involved in the informal labour market, including drug trafficking and the sex trade. At the time of the evaluation in the very poor north eastern or semiarid zone in Brazil, only 30 per cent of adolescents were enrolled in high school while 60 per cent were enrolled in primary school.<sup>109</sup> Children often start working from the age of 10 in restaurants and bars, brick and tile making, and agriculture.

In response to this challenge UNICEF organized an International Seminar on Secondary Education in Buenos Aires in 2008 that included bureaucrats from the education sector, as well as approximately 10 adolescents from Brazil, Argentina and Chile.<sup>110</sup> The seminar was a culmination of many years of lobbying by UNICEF and its partner adolescent networks for the construction of a new educational paradigm for Brazil. It led to the development of a Public Policy proposal aimed at including adolescents coming from low-income families and low education backgrounds into the education system. The seminar contributed to the approval of a Constitutional Amendment in December 2009 that established free and mandatory schooling for the ages of 4-17 years (previously 6-14 years).<sup>111</sup> The process was adult-initiated and adult-led, with some adolescent participation. One challenge was that not all adolescents were supportive of the longer mandatory education period.<sup>112</sup>

To enable poor families to send their children to school, UNICEF's work with key partners was decisive in guaranteeing the expansion of complementary educational policies (such as school meals and text books) and in extending the coverage of cash transfer programmes (*Bolsa Família*) to families with adolescents aged 15 to 17 years of age.

In the semi arid zone of Brazil, the average age of adolescents entering secondary school is 15 years, and they have a low level of skills and knowledge.<sup>113</sup> High dropout rates mean that adolescents with basic literacy skills are only able to attain low-paying or menial jobs. In the tourist resorts such as those in Fortaleza, many adolescent girls enter the commercial sex trade. Recognizing the problem, the Department of Education has developed a model of the technical education school in a small number of secondary schools on a trial basis: full time schooling for 8 hours, with 200 hours of technical training over 3 years.<sup>114</sup> The aim of the programme is to provide better skills and opportunities for adolescents and youth to enter the labour market. Although UNICEF's support has

---

<sup>109</sup> Interview with the Secretary of Education in Fortaleza, March 2010

<sup>110</sup> Interview with Program Officer in Brasilia, March 2010

<sup>111</sup> Interview with Program Officer in Brasilia, March 2010

<sup>112</sup> Interview with Adolescent Citizenship Development Officer, March 2010

<sup>113</sup> Interview with the Secretary of Education in Fortaleza, March 2010

<sup>114</sup> Interview with the Secretary of Education in Fortaleza, March 2010

been limited to designing and modelling this idea,<sup>115</sup> its experience with adolescent participation and development lent legitimacy to the programme. The latter in the area is very strong due to an innovative community development and poverty reduction initiative known as the Municipal Seal programme.

One requirement of this programme is that students have to make a formal commitment to stay in the programme. In addition, teachers and the directors of these programmes are carefully chosen to participate in the programme. The Director of the Escola Estadual de Educacacas Profissional Jose de Barcelos, a technical training school in Fortaleza that is one of the few model school using this methodology and which offers technical training in nursing, esthetics, computer science and business administration, says that:

“Most of the students in this area come from socially poor families - some siblings are in prison for drug dealing or a brother or father has been killed. Some students were previously involved in sex work and used to miss school on a regular basis. Most parents are separated and mothers are either homemakers, are engaged in domestic work or do whatever work they can find. Few students have a complete family structure. As a result of the technical training offered here, we see major changes in student retention. Free meals and books is a huge incentive in addition to keeping an adolescent in school for 8 hours for over worked parents. There is also a demand from students from private schools to register in this school but we had to restrict this. The programme is structured so that parents and teachers are also much more involved than in a regular school and this has made a major impact on performance and retention.” (Interview with school Director in Fortaleza, March 2010)

One main benefit of the programme was that students completed their homework while still at school. UNICEF has also found that the students' literacy skills were progressing significantly more than in other schools. The main challenge was that students complained about being tired from a long day at school. There are also not enough qualified teachers to teach the technical components and only a few basic courses are offered.

In addition, in 2008, the Department of Education started an e-Youth programme offering 400 hours of tuition on math, English, Portuguese and Computer Science.<sup>116</sup> The course was targeted towards adolescents and youth who had finished high school but could not get into university or find work. The popularity of the programme is illustrated by the growth of its numbers: it started as a pilot with 1,000 students and currently has 6,000 students. There is, however, no monitoring system in place to see how many students graduated or found jobs subsequently.

---

<sup>115</sup> UNICEF's development officer in Fortaleza, March 2010

<sup>116</sup> Interview with the Secretary of Education in Fortaleza, March 2010

## **Edu-Communication Project**

To assist adolescents begin to think and learn about some of the social issues and indicators relating to the municipal seal process, UNICEF and the Department of Culture and Education support an Edu-Communication Programme with 127 municipal schools in Fortaleza. Through a partner NGO, the Centre for Youth Initiatives, the *Fala Escola* project has focused on newspaper production.<sup>117</sup> Edu-Communication is a media education strategy that involves the direct participation of students aged 12-18 years in creating communications material by and for adolescents. UNICEF and its partner created this programme to counteract the negative image of adolescents portrayed by mainstream media in Brazil that generally focuses on the violence associated with adolescents and youth. UNICEF Brazil and its partners had identified that schools needed to take advantage of the learning potential and critical views of students and build their analytical skills in media and communications to transform them from being merely receivers to opinion makers and important producers of information.

For a more detailed analysis of this programming approach refer to Annex 10.

Brazil CO programming for adolescents has focused heavily on building capacity in decision-making and had some clear successes in this area. The UNICEF Seal of Approval programme has reached almost 2000 municipalities in its current edition. It takes place in the highest vulnerable geographic areas in Brazil (the Semiarid and the Amazon region) and is being used by UNICEF and the Brazilian government as a convening and leveraging strategy for reaching results at scale for children and adolescent rights.

Refer to Annex 10 also for a case study on programme approaches related to life skills for adolescents.

### **6.7.5 Adolescent Girls**

The Evaluation Team asked CO staff and partners in all three countries about how gender-related issues affect participation in UNICEF-supported programming.<sup>118</sup> For all three countries there were significant issues that affected both girls and boys' participation in education programmes. For Cambodia and Sierra Leone these included parental fears for girls' security and potential exposure to sexual activity, pregnancy and sexual

---

<sup>117</sup> Interview with Project Specialist in Fortaleza – March 2010

<sup>118</sup> The Evaluation Team had also included several questions on the CO and Senior Managers Survey that were disaggregated by sex. However, the UNICEF Steering Committee felt that their inclusion would make the interpretation of the data too complicated and would not necessarily provide a clear result so this variable was removed from the final survey format.



assault. In Brazil, the key challenge appears to be the pressure on adolescent girls to become pregnant at an early age and for adolescent boys to help provide economic support to their families.

The Sierra Leone programme provides good examples of some of the initiatives UNICEF is supporting to help increase and maintain girls' participation in schools. These included:

- Encouraging girls to participate actively in the children and youth parliaments
- Establishing a mentoring programme for girls with both peer and adult mentors
- Conducting research on why there is a high rate of attrition for women in teachers training colleges
- Setting up a consultative process with girls who had dropped out of school and including their input on why they had done so in a national strategy for girls education
- Establishing mother's clubs to discuss issues such as teenage pregnancy and early marriage and strategies families can use to help girls in this situation remain in or return to school.

These initiatives all appear to be having a positive impact on girls' education and could and likely are being replicated elsewhere. What appears to be missing in UNICEF programming in general in this Focus Area, however, are strategies to address increasing drop out rates for boys in middle income countries.

### **Summary**

UNICEF's educational programming has several strong components with regard to adolescents. These include policy advocacy related to child rights and programming that focuses on building the capacities of adolescents and youth, particularly in the child-friendly schools model. However, there is a need to strengthen this model to include more direct participation activities for children under 10 and to expand its reach to include middle and high schools, with correspondingly higher levels of responsibility for the adolescents involved. The Evaluation Team found that there was much less consistent evidence that UNICEF programming was addressing the needs of out of school adolescents and youth to the same degree. This group is harder to reach, but their needs are often even more urgent given their lower levels of education and skills. While the Team found some innovative programming in this area, UNICEF programming could benefit from expanding the reach and scope of its non-formal life skills based programming. Where possible, particularly when dealing with poorer groups of adolescents and youth, UNICEF programming should also include basic skills and vocational training. Another area that could be integrated more systematically into both formal and informal education programming is curriculum and capacity building related to civic engagement and responsibilities.



## Sample Results – Focus Area 2: Education and Gender Equality

- Increased access to and completion of primary school by girls and boys  
79.2% (CO-S); 38 responses  
75% (CO-F); 3 responses  
46.7% (SM); 7 responses
- Promotion of adoption of quality standards for primary children based on Child-Friendly School models  
77.1% (CO-S); 28 responses  
100% (CO-F); 4 responses  
46.7% (SM); 10 responses
- Provision of relevant non-formal education and life skills training to support development of livelihoods  
58.3% (CO-S); 37 responses  
25% (CO-F); 1 response  
66.7% (SM); 7 responses

One CO staff also noted that youth work results in strong citizens and good children, and that to become good citizens, UNICEF needs to provide increasing support for this type of programming.

## 6.8 Focus area 3: HIV/AIDS and Children

### 6.8.1 Phase I Findings

This focus area is one in which UNICEF has some of its strongest and most consistent programming related to adolescent development and rights. This appears to be in part due to the need for UNICEF and partner staff to have a deeper understanding of adolescent behaviour and characteristics as an essential prerequisite for effective programming. Given that the sexual vector is the most prevalent means of the spread of HIV/AIDS UNICEF programming in this area, of a necessity has to address adolescent reproductive health and behaviour directly and as one core programme component. UNICEF has also been fairly successful in integrating participatory approaches for adolescents and youth in this sector, particularly with regard to the inclusion of most at risk adolescents and youth.

According to Phase I of the evaluation, HIV/AIDS-related adolescent and youth-oriented activities fell under all three categories analyzed as a part of that review; namely enabling environment development, sustained and

unsustained service provision programmes.<sup>119</sup> Types of enabling environment activities related to HIV/AIDS included the creation of laws and policies, plans, networks, knowledge and knowledge management (manuals, booklets, printed materials on HIV/AIDS), and provision of additional technical assistance to partners. UNICEF programmes also helped set up resource centres for adolescent health information and child and youth-friendly centres and services, sometimes through participatory approaches.<sup>120</sup> Unsustained projects featured one-time training events, with no follow-up activities<sup>121</sup>.

In Africa, Focus Area 3 activities involved life skills learning, integration of HIV/AIDS education in primary school curriculum, creation of participation system for youth living with HIV, and development of regional networks promoting youth participation in HIV/AIDS-related decision-making. Peer-to-peer education was also prominent, but tended to be short-term and therefore unsustained, unless closely tied to national HIV/AIDS movements.<sup>122</sup>

In South Asia, HIV/AIDS interventions centred on drug abuse prevention through the establishment of partnerships and networks involving youth, NGOs, the entertainment industry, media, governments, and UN Agencies. In some countries, UNICEF and its partners have put effort into strengthening parents and older siblings' communication skills with youth,<sup>123</sup> in a bid to stimulate open dialogue within the family setting. While unsustained actions included trainings and awareness campaigns, sustained programmes consisted of peer-to-peer HIV/AIDS activities designed to support comprehensive and participatory health initiatives that looked beyond the initial training of the peer educator training. In fact, peer education has been credited for reaching marginalized and vulnerable youth.<sup>124</sup>

Some countries in the Americas and the Caribbean also undertook studies on adolescent health, with the intent to educate adolescents about sexual reproductive health and HIV/AIDS. In other countries, UNICEF supported the creation and adoption of national policies on children,

---

<sup>119</sup> Kim Sabo Consulting. 2009g. "UNICEF's ADAP Unit Desk Review - Summary of data across regions and technical focus areas." New York: UNICEF.

<sup>120</sup> —. 2009a. "Regional Summary Adolescent Development and Participation in Central Eastern Europe and the Commonwealth of Independent States (CEE/CIS), 2001-2008 (Draft)." New York: Unicef.

<sup>121</sup> —. 2009c. "Regional Summary Adolescent Development and Participation in the East and Southern Africa Region (ESAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>122</sup> —. 2009f. "Regional Summary Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>123</sup> —. 2009e. "Regional Summary Adolescent Development and Participation in the South Asia Region (SAR) 2001-2008." New York: UNICEF.

<sup>124</sup> Ibid.

youth and HIV/AIDS.<sup>125</sup> Non-participatory HIV/AIDS interventions were undertaken to reach the most vulnerable adolescents in the region. Good practices include Youth Activity and AIDS Prevention Centres and efforts to meet the needs of adolescent girls. HIV/AIDS projects that are likely sustained are those that strive to involve youth and are tied to existing child/youth associations or clubs. Counselling training has also been provided to young women in an innovative and participatory approach.

## **6.8.2 Phase II Country Case Study – Programme Approaches in HIV/AIDS**

### ***Cambodia***

The prevalence for HIV among adolescents and young people is unknown in Cambodia, as national statistics for this indicator are aggregated for the 15-49 age group. The prevalence for the latter is 0.8 as at 2007.<sup>126</sup> At the national level, the government has primarily aimed to have the needs of adolescents and young people who are affected by HIV/AIDS integrated into the overall national HIV/AIDS strategy. The related government counselling programmes have been assiduous in ensuring that persons of any age who are tested are informed of their rights. Youth also have the right to request HIV/AIDS testing without requiring their parents' consent.

Cambodia is also currently conducting research supported by UNICEF, other UN agencies, International NGOs and under the leadership of the Ministry of Education Youth and Sports to look at risk behaviours in the context of alcohol, drug and unsafe sex. The survey is conducted by an NGO partner that maintains strong links to the government. The study is working with youth, including a youth advisory group from the most at risk group. This includes young sex and entertainment workers, former drug users, and out-of-school youth. The study used a hot spot approach, where a trained group of young peer educators from an extended NGO network mapped where high-risk behaviours are believed to occur in eight provincial sites. These sites included karaoke bars, sports places, places where young people gather. UNICEF's NGO partner noted that UNICEF was very pro-active in promoting a high degree of child and adolescent participation in both the TOR and research methodology development.

The research is about documenting youth behaviour as opposed to their rights. It follows the general UN definition of young people (i.e. 10 to 24) as opposed to the government definition which is 15 to 30. The study focused on this age group due to the dearth of age and sex disaggregated data for under 18 year olds. The study is asking the same sets of questions for all

---

<sup>125</sup> Kim Sabo Consulting. 2009b. "Regional summary Adolescent Development and Participation in The Americas and the Caribbean Region (TACR) 2001-2008 (Draft)." New York: UNICEF.

<sup>126</sup> [http://www.unicef.org/infobycountry/cambodia\\_statistics.html](http://www.unicef.org/infobycountry/cambodia_statistics.html)

ages of young people participating, with some differentiation by sex and allowing participants to skip some questions based on their responses to the previous questions. This provides some degree of age sensitivity while still trying to learn about the reality of children and young people in vulnerable situations. . They have also divided up the responses by age groups (10 to 14, 15 to 19 and 20 to 25). The study questions focus on sexual behaviours, drug and alcohol use, as well as reproductive health knowledge and health services seeking behaviours.

The research methodology included quantitative and qualitative methods, such as focus group discussions and in depth interviews. The research was conducted at times and locations identified through the hot spot maps. This included research late in the evenings in entertainment venues. The Youth Advisory Group also reviewed the research tools, advised on the locations for the research and defined some of the research parameters. This group was able to tap into youth networks available, especially at the village level. The researchers were another group of young people who conducted the interviews and focus discussions. The NGO staff feel that the project is contributing to the empowerment and training of youth facilitators, as well as developing their leadership skills.

They also observed that it has been harder to get urban-based youth to talk and to identify where they are as they are very mobile. This is in contrast to their experience at the community level in rural areas, very few not willing to talk. Another challenge encountered was that some school principals and managers of entertainment venue did not permit the research to be conducted on site. The young researchers decided in these circumstances to interview young people close by or just outside these sites. Given the cultural environment, the research team are also not sure whether girls will openly admit that they have had sex. However, the refusal rate turned out to only be three per cent, which is fairly low.

The research initiative was adult-initiated, but with significant strategically designed involvement of young people in both decision-making and related research activities. Partner staff also indicated that there had been strong advocacy from UNICEF staff to making the research process more participatory.

### **Sierra Leone**

The 2004 country programme placed considerable emphasis on youth and HIV/AIDS. It stated:

“The adolescent HIV/AIDS programme provides support in its area of comparative advantage, i.e., information and behavioural change targeted at adolescents. The programme will increase the percentage of adolescents who state a change in their protection practices. In three districts, it will support life-skills activities in 400 schools, working with

centres for street children and child commercial sex workers in seven district towns and the capital city, in conjunction with the development of VCT services.” (UNICEF 2004-2007 Country programme, p. 8)

In the current UNICEF portfolio training and use of peer educators has continued in different districts and the peer educators have been helping sensitize their communities on HIV/AIDS issues. In one district, Kenema, ten groups of out-of school peer educators conducted sensitization and awareness training related to:

- HIV/AIDS, and other diseases
- Prevention of diseases through proper sanitation
- Life skills training opportunities offered by a local NGO.

In this model sensitization is done through community meetings, door-to-door campaigns, or radio broadcasts on a given topic. The programme recruited adolescents who were out of school, targeting those who had dropped out of school or those who were street children, for training at its centre. After the training, the adolescents were encouraged to start sensitizing their communities using their newly acquired knowledge. Participants reported they had gained confidence and self-esteem, public speaking and radio broadcasting skills through their participation in the programme. They also indicated they had changed their personal sexual behaviour as a result of understanding more about HIV/AIDS. Based on other statements made by focus group participants, the Evaluation Team was of the opinion that this type of statement would need to be triangulated against other sources of related health behaviour data.

### **Brazil**

The latest national studies (2008) estimate that around 35 per cent of adolescents in Brazil do not use condoms with their partners and more than half of the new HIV infections are among adolescents and young people between the ages of 15 to 24. Since access to HIV testing continues to increase every year, increasing numbers of adolescents and young people are finding out they are HIV+. Although there are limited studies on the exact numbers of HIV+ adolescents and young people, estimates suggest there are between 15,000 and 30,000. Since Prevention of Mother to Child Transmission of HIV (PMTCT) programmes have progressed more slowly than treatment programmes, babies continue to be born with HIV and there are now a large number of adolescents and young people in Brazil who have been HIV+ since birth.<sup>127</sup>

The Health and Prevention in Schools programme offers technical assistance to the Ministry of Education to create materials for educational health professionals that can be integrated into health services and

---

<sup>127</sup> UNICEF Brazil, Position Paper on Adolescent Citizenship Programme, Revised February 2010

schools.<sup>128</sup> One set of materials produced is the “Test for the Test” tool, an innovative and fun activity that is widely popular for adolescents and used to ascertain whether they need to take an HIV test.<sup>129</sup>

Developed with the input of young people, a short video accompanies this tool to assist teachers. The main challenge to adolescent participation in related discussions is to get teachers to address the issue. They are generally poorly trained, poorly paid and have little incentive to add a new topic in which they have no training to their curriculum. To address this need for training, the government produced an HIV/AIDS guide for use by Peer Educators based on results of focus group discussions with educators and adolescents all over the country.<sup>130</sup> UNICEF provided technical assistance in its development.

UNICEF has also supported campaigns and initiatives that have resulted in creation of a National Network of HIV/AIDS positive Youth. It was started by 25 adolescents and youth around the country aged 15-29 years<sup>131</sup> and is a youth-led and youth-controlled initiative, where the decisions lie with youth themselves.<sup>132</sup> This network is housed at Viracao, a large youth-led NGO in Sao Paulo that produces a monthly magazine called *Escuta Soh* (Listen Up) as their communications strategy to reach a larger number of students. The network also has a blog where young people can have discussions and solicit support and advice. UNICEF support is limited to assistance with its mission, statutes, strategic planning and coordination.<sup>133</sup> The network is trying to create local groups so that infected youth develop a support system. UNICEF has connected this group to the Ministry of Health's National HIV/AIDS programme and it will be supporting three regional meetings for the network.<sup>134</sup> The network is slowly being included in providing guidance on policy related to young people infected with the virus. To strengthen the network's political participation, one representative has been allotted to participate in the UNAIDS Working Group and UNICEF is paying for their airfare to facilitate this participation. Twenty-five Adolescents Living with HIV/AIDS (ALWHA) aged 16-24 years also now have part-time jobs with the Ministry of Health in Brasilia as a result of UNICEF's efforts.<sup>135</sup>

---

<sup>128</sup> Interview with the Adolescent/HIV Programme Officer – March 2010

<sup>129</sup> Interview with Adolescent Citizenship Development Officer – March 2010

<sup>130</sup> Interview with the Adolescent/HIV Programme Officer – March 2010

<sup>131</sup> Interview with Coordination of the National Network of HIV/AIDS positive Youth with Viracao in Sao Paulo – March 2010

<sup>132</sup> Interview with Coordination of the National Network of HIV/AIDS positive Youth with Viracao in Sao Paulo – March 2010

<sup>133</sup> Interview with the Adolescent/HIV Programme Officer – March 2010

<sup>134</sup> Interview with the Adolescent/HIV Programme Officer – March 2010

<sup>135</sup> Interview with the Adolescent/HIV Programme Officer – March 2010



### ***HIV/AIDS and Street Children in Brazil***

UNICEF's national programme with street children focuses on prevention issues and involves children and adolescents from the ages of 7 to 18 years.<sup>136</sup> These children are at high risk of contracting the virus and other STDs. The national programme works in four cities with an NGO partner in each city. UNICEF supports NGOs with street children to incorporate HIV/AIDS issues into their work. Strategies include registering children in shelters, monitoring, ensuring access to testing for HIV/AIDS, nutritious food, and anti-retrovirals.

The NGO projects are adult-initiated and adult-led as street children have a very low organisational capacity. Child and adolescent participation in designing initiatives was seen as inappropriate in this context – although programmes for street children in Cambodia have found some effective ways to incorporate participation in their work which the Brazilians could possibly consider adopting.<sup>137</sup> The NGO also works with street children who have been rehabilitated to train and use them as peer educators.

The main focus of the programme is family reunification and community strengthening. For example, in Recife, NGOs work with mothers on the importance of health and education, provide technical training for handicrafts so that there is income to support the children; at the end of the year, 80 per cent of the children in the Recife programme had finished school.

The programme's aim was to create a network among NGOs working with street children and partner them with government actors. This resulted in the creation of the *Street Children and Health National Network*. While UNICEF works with the national government, NGOs work at both the state and municipal level. A *National Policy for Street People* was approved in December 2009, but because it had a focus on the disabled, UNICEF and its partners found that there was a struggle to try to include children as a competing focus.

One major challenge faced by NGOs working with street children is access to health services. The lack of identification and documentation prevents street children from using the health centres for HIV/AIDS testing, as well as the freely available anti-retrovirals (ARV). This makes it a priority of NGOs to discover from where the children came so that they can assist them to obtain proper identification.

There has been some success in this regard at the Municipal level in Rio de Janeiro where the first Municipal policy for street children was approved as a result of strong lobbying efforts of a local NGO called the *Se Essa Rua Fosse Minha* (If The Streets Were Mine). This NGO is the leader of the

---

<sup>136</sup> Interview with the HIV/AIDS and Street Children Programme Consultant – March 2010

<sup>137</sup> Interview with the HIV/AIDS and Street Children Programme Consultant – March 2010

National Network and holds a biannual forum in Rio. At the last forum, 80 children participated in a workshop with former street children to learn about the virus and other issues regarding their well-being.<sup>138</sup>

UNICEF's South-South Cooperation programme on *Responding to the Vulnerabilities to Young and Street Children to the HIV/AIDS*, works with Brazil, Bolivia, Columbia and Peru. The Ministry of Health's International Department has had a keen interest in supporting this programme with technical assistance as the government of Brazil has donated ARVs to these countries. The aim of the programme is to help national UNICEF offices in each country build a national network and start discussions with the Ministry of Health about including street children in their programmes. UNICEF has allocated the NGOs \$20,000 each to begin the process of promoting child and adolescent participation to do related needs assessments.

### **Summary**

From this review it is possible to see that UNICEF has been quite active and innovative in its approaches to working on both adolescent rights and development and children and young people's participation in the HIV/AIDS area. It could be quite useful therefore if the HIV/AIDS Unit and ADAP could coordinate their efforts to disseminate these good practices and programme approaches amongst the different regions, as well as to the other Focus Areas to determine if these approaches could be adapted and replicated elsewhere. In general, there would be a considerable benefit to UNICEF's programming if the different Focus Areas could coordinate their approaches to the integration of adolescent rights and development and participation. Currently there tends to be a silo approach that limits both institutional learning and the effectiveness and reach of adolescent programming. The HIV/AIDS Focus Area has overcome this challenge to some extent. This may be in part due to the fact that it often works within a consultative inter-agency context and, as such, benefits from the cross-fertilization of ideas and programme approaches that comes as a part of that type of exchange.

---

<sup>138</sup> UNICEF, Systematization Report, Health Promotion Fair: adolescents, young people and communities, A permanent forum on homeless boys and girls of Rio de Janeiro, Seminar on children, young people-street/AIDS, what we are doing, August 27 and 28, 2009

## Sample Results - Focus Area 3: HIV/AIDS and Children

- Preventing HIV infection among adolescents and young people  
83.7% (CO-S); 41 responses  
100% (CO-F); 3 responses  
78.6% (SM); 11 responses
- Reduction of mother-to-child transmission of HIV among adolescent mothers  
61.2% (CO-S); 30 responses  
66.7% (CO-F); 2 responses  
28.6 % (SM); 4 responses

## 6.9 Focus 4: Child Protection

### 6.9.1 Phase I Findings

Phase I of the evaluation found that the protection sector also had a higher number of activities spread across all three categories than was the case in the education and HIV/AIDS technical areas. It is also the Focus Area that included the highest percentage of unsustained service provision projects (33 per cent, compared to 16 per cent in education, and 23 per cent in HIV/AIDS).<sup>139</sup> In terms of enabling environment actions, protection also demonstrated strong support for knowledge creation and management.<sup>140</sup> These same trends were consistent throughout all the geographical regions assessed.

Some African countries strengthened their enabling environment by developing protection laws, policies, commitments and strategies and by generating knowledge management tools to overcome specific challenges facing children and youth such as prostitution, trafficking, sex tourism etc.<sup>141</sup> Notable initiatives included situation analyses, studies and training focusing on street children and children in the criminal justice system<sup>142</sup>.

The Phase I evaluation reported that the protection programmes in countries under conflict were participatory and included media programmes, youth-led associations, service projects, and peer education.<sup>143</sup> It also classified these initiatives under the sustained service

---

<sup>139</sup> Kim Sabo Consulting. 2009g. "UNICEF's ADAP Unit Desk Review - Summary of data across regions and technical focus areas." New York: UNICEF.

<sup>140</sup> Ibid.

<sup>141</sup> Kim Sabo Consulting. 2009f. "Regional Summary Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>142</sup> Ibid.

<sup>143</sup> Ibid.

provision programme as they appeared to be connected to NGOs or sustained programming.

Regionally speaking, Africa registered both non-participatory and participatory protection programmes and projects, primarily those involved with juvenile justice, working children, sexual abuse, child migration, and training for peer educators.<sup>144</sup>

In Asia, the scenario was somewhat different. The South Asia region (SAR) had fewer adolescent-oriented enabling environment actions, with projects undertaken in conflict areas rated as unsustainable.<sup>145</sup> The East Asia and Pacific Region (EAPR) on the other hand had a significantly higher level of enabling environment actions (45 per cent) compared to the South Asia region (10 per cent). Examples of enabling environment actions include the development of policies, codes, plans, established indicators, national plan of actions, and other innovative initiatives, such as databases on child trafficking and sexual exploitation and child protection network. Sustained programmes in the EAPR were reported to be participatory and novel, featuring as examples a street children's project offering foster care, street outreach by students and a 2 hour per day drop-in centre in China, and a project applying an inter-generational approach in Mongolia.<sup>146</sup>

Enabling environment and unsustainable projects scored high on the activity scale in the Americas and the Caribbean region (TACR), whereas sustained programmes were few throughout the region. Types of enabling environment interventions that UNICEF supported included technical policies, parliamentary actions, plans, legal instruments, and network/partnership creation in at least one case. Phase I also questioned also the sustainability of the initiatives that were part of the sustained service provision programmes. Nonetheless, the region showed innovative projects engaging adolescents in conflict with the law in community work. This was then compensated in the form of work placements at supporting institutions, and training youth to address social issues such as crime and violence. However, Phase I also found that only a very small percentage of protection interventions in TACR attempted to actively engage youth in their own protection.

### **6.9.2 Phase II Country Case Study – Approaches to Child Protection**

---

<sup>144</sup> Kim Sabo Consulting. 2009c. "Regional Summary Adolescent Development and Participation in the East and Southern Africa Region (ESAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>145</sup> —. 2009e. "Regional Summary Adolescent Development and Participation in the South Asia Region (SAR) 2001-2008." New York: UNICEF.

<sup>146</sup> —. 2009d. "Regional Summary Adolescent Development and Participation in the East Asia and Pacific Region (EAPR) 2001-2008." New York: UNICEF.

## **Cambodia**

Due to the aftermath of decades of civil war and the resulting poverty and breakdown of social systems, a large percentage of children and young people in Cambodia are constantly exposed to risks such as violence, mental health challenges, sexual abuse, rural-to-urban migration, and lack of protection in the prison system.<sup>147</sup> UNICEF Cambodia's work on protection is centred on establishing an enabling environment and supporting sustained programmes. In terms of enabling environment related actions, the Cambodia CO has collaborated with the government to develop policies on child justice, legal protection, including juvenile law and a law against trafficking for the purposes of sexual exploitation. In terms of sustained actions, the CO has been working on strengthening government capacity in relation to instituting child-friendly justice systems. Within the prison system, UNICEF has also promoted rehabilitation and reintegration programmes integrating counselling, vocational training and non-formal education. Given that the minimum age for criminal responsibility starts at 14 in Cambodia, the protection programme also reaches out to witnesses, victims, and offenders between the ages of 14-18. In terms of policies developed, the CO supported the development of an alternative care policy in 2006, to promote reunification and reintegration into the family and community and the use of institutional care as a last resort.<sup>148</sup>

There is a participatory element in the protection programme in which children in conflict with the law are given an opportunity to express their needs, the issues they encounter in prison, their concerns for the future, etc. Even though this presents its own challenges in that interactions between adults and young people tend to be cursory, one of UNICEF's partners has successfully implemented a participatory protection programme that is innovative and constantly evolving.<sup>149</sup> In fact, this model has already been replicated in some countries in the region. The key factors of the partner's approach are that it has taken children and young people's participation seriously and has incorporated it at each level, starting from the initial stages to the monitoring and evaluation levels in its youth shelters. By giving a voice to children and young people, the partner has been able to design programmes that are dynamic and that expressly meet their real needs and concerns. The programme is initiated and run by adults, but shelter rules are established in consultation with children and adolescent residents.

---

<sup>147</sup> UN. Situation Analysis of Youth in Cambodia. UNCT. 2009.

<sup>148</sup> Interview with Program Officer, Cambodia, February 2010.

<sup>149</sup> Interview with UNICEF Partner, Cambodia, February 2010.

## **Sierra Leone**

In the aftermath of the civil war in Sierra Leone, this Focus Area had been predominantly concerned with the challenges of care given to child soldiers. Reunification of child soldiers<sup>150</sup> with their families was a central focus. Consequently, UNICEF helped organize 13 interim care centres; the rate of success had been very high (98 per cent) and responsibility for the centres was transferred to communities. Present interventions have broadened the focus and adopted a larger social protection strategy with concerns given to institutional capacity development and enhancement.

In the most recent country programme, child protection appears to be focusing more on policy advocacy. The Mid-term Review Report states<sup>151</sup>:

“The child protection programme focuses on three elements of the protective environment for children: (a) improved legal and policy frameworks for protection of all children in line with the Convention on the Rights of the Child (CRC); (b) institutions and service providers at national and district level capable of protecting children against violence, exploitation, abuse and deprivation from primary caregivers; and (c) a knowledge base to provide updated information and monitor the child protection situation.” (Sierra Leone 2008-2012 PRSP)

The most far-reaching objective achieved in Sierra Leone has been the 2007 adoption of the Child Rights Act (CRA), which has accelerated the harmonization of laws in diverse sectors of the national legal system. Many youth informants were quite outspoken in convincing the Evaluation Team that the CRA has facilitated their public education work with peers and adults of not only rights but also on responsibilities. They also noted that it encouraged them to adopt a more proactive role in discussing issues relating to the second national PSRP.”<sup>152</sup>

In Sierra Leone, UNICEF and its partners work on three different levels in the child protection area. These include: development of policy and legal frameworks; capacity building of ministries, local councils, and NGOs, including more direct projects such as gender-based violence and alternative care; and work in research and information gathering.

## **Brazil**

In Brazil, more than 7,000 adolescent deaths a year result from: violent police action; territorial disputes by gangs involved with drugs and arms trafficking; vigilante extermination groups; and the involvement of adolescents themselves in violent conflicts. On average 22 adolescents are killed every day, and violent deaths represent 72.1 per cent of the

---

<sup>150</sup> 2004-2008 Country programme, p. 4.

<sup>151</sup> 2009 MTR, op. cit., p. 43.

<sup>152</sup> The Republic of Sierra Leone. 2008. An Agenda for Change. Second Poverty Reduction Strategy (PRSP II). 2008-2012., 182. Freetown: Gov. of Sierra Leone.

total deaths for people aged 15 to 24. Over the last two decades, the number of homicides against adolescents (15 to 19 years old) has increased by 80 per cent.<sup>153</sup>

In response to this critical situation, UNICEF has played an important role in the design of a national socio-educative system (SINASE) to assist adolescents in conflict with the law.<sup>154</sup> The implementation of this system is changing the way adolescent penalties are enforced and institutionalizing local actions by means of non-custodial measures coordinated by the municipalities. The latter provide an "open environment" alternative to juvenile centres that act as mini jails and are known to produce more violence.<sup>155</sup>

The *National Programme on the Reduction of Lethal Violence* was developed as a result of a study by the Human Rights Special Secretary and the Child Rights Secretariat. UNICEF supported the creation of an Index on Adolescent Homicide that published statistics for the age group 15-24 but found that increasingly, youth were dying earlier starting at the age of 12. The age group 12-18 was a higher risk category. It projected that unless something was done, 33,000 youth would die in the next six years.

UNICEF is working with the government on this issue, as well as with an NGO called the Favelas Observatory, which is based in Rio de Janeiro, and is working to involve adolescents at the local level in 11 cities to provide input on how to reduce violence. This process is just starting and there are no documented results as of yet. In addition to developing a National Strategy to reduce adolescent homicide, the aim of the programme is to change the negative behaviour and general stigmatization of adolescents in Brazilian society that often views adolescents and youth as either perpetrators or victims of crime. The goal of the programme is to promote solutions at the local level in order to reduce the high levels of death through homicide. This is an issue that affects a significantly higher proportion of male adolescents than female adolescents. In general, the Brazil CO has been working to promote the concept of adolescents as subjects of rights, who face specific vulnerabilities in this life stage, considering different variables such as gender/race/ ethnicity/age group/home location/family income/ access to public services and policies.

Refer to Annex 10 for a case study on programming approaches related to restorative justice in the Pacific.

---

<sup>153</sup> UNICEF Brazil, Position Paper on Adolescent Citizenship Programme, Revised February 2010

<sup>154</sup> Interview with Youth Development Specialist in Brazil – March 2010

<sup>155</sup> Interview with Child Protection Specialist in Brazil – March 2010

## Summary

This brief review demonstrates that there are a wide range of protection issues affecting adolescents which differ widely from country to country. However, the Evaluation Team observed that while UNICEF is supporting many innovative programmes in this Focus Area, the general approach taken often still follows a more top-down service-oriented model as opposed to a positive adolescent development approach that is participatory. Consequently, there remains considerable room for the integration of more participatory approaches within child protection. Where UNICEF has made some inroads in this area appears to be in the field of juvenile justice.

### Sample Results - Focus Area 4: Child Protection from Violence, Exploitation and Abuse

- Fostering an environment that facilitates greater levels of protection for adolescents through advocacy, policy development or programme support, with a focus on gender and marginalized groups of adolescents  
83.3% (CO-S); 40 responses  
100% (CO-F); 5 responses  
78.6% (SM); 11 responses

CO staff added that work in Child Protection increases the range of protection rights and that adolescents are the group UNICEF mostly works with and makes a strong contribution to. This is particularly in the area of social change, system building, and creating protective frameworks for adolescents and adolescent victims of abuse and exploitation.

Other areas where individual CO staff felt there were key results in their country programme included:

- Teaching life skills to drug users and orphans and vulnerable children
- Supporting children in contact with the law and helping street children develop safe places (3 responses)
- Working with the legal system to improve how kids are treated as victims, offenders and witnesses
- Better respect for child rights – e.g. more judges used court screens for victims testify in some province, in children in pre-trial detention.
- Input into juvenile justice law, and integration of child rights in this way, also on trafficking laws.
- Accident and injury prevention programming
- Provision of alternative care (to families).



## 6.10 Focus Area 5: Policy Advocacy and Partnerships for Children's Rights

### 6.10.1 Phase I Findings

Phase I treated Focus Area 5 as “crosscutting”, defining it as an area where actions are taken specifically to promote adolescent development and participation outside Focus Areas 2, 3 and 4 (Education, HIV/AIDS, and Protection). The review found that the measures implemented in this technical area were diverse and of high calibre, ranging from policy advocacy promoting and protecting adolescents' rights, forging partnerships for children's rights, and creating opportunities for children and young people to exchange ideas, to securing young people's participation at all levels of decision making.<sup>156</sup> Phase I also found that this Focus Area received significant support from UNICEF's ADAP Unit and, overall, had the highest number of activities with the majority falling into the enabling environment category and most being participatory.<sup>157</sup>

In the African region, most initiatives were categorized as sustained programmes, especially in the West and Central parts of the continent<sup>158</sup>. Many of these interventions were found to be in congruence with Article 12 of the CRC, striving to improve policies and services and increase budgets for youth.<sup>159</sup> These included the formation of children and young people's networks and associations, the development of national youth policies and plans, establishment of youth-friendly venues and media programmes, and production of modules on participation. Other innovative and much-needed initiatives involved the creation of permanent structures and mechanisms to further support adolescents' participation in political decision-making (youth councils, youth parliaments, youth summits, and youth networks). Enabling environment actions revolved around the development of knowledge management systems, studies, reports, evaluations, situation analyses, which in some cases led to the establishment of youth managed newsletters. Often, young people participated in actions related to research, planning and policy development.

The South Asia region boasted interesting and strategic actions to build a robust enabling environment for children and youth. In most cases, such initiatives were of highly consultative nature, encouraging the participation of adolescents and young people. Phase I highlighted the important milestones the different Asian countries recorded, but queried

---

<sup>156</sup> Kim Sabo Consulting. 2009g. "UNICEF's ADAP Unit Desk Review - Summary of data across regions and technical focus areas." New York: UNICEF.

<sup>157</sup> Ibid.

<sup>158</sup> Kim Sabo Consulting. 2009f. "Regional Summary Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008 (Draft)." New York: UNICEF.

<sup>159</sup> —. 2009c. "Regional Summary Adolescent Development and Participation in the East and Southern Africa Region (ESAR) 2001-2008 (Draft)." New York: UNICEF.

the extent of their sustainability. Where programmes were deemed sustainable, they included actions targeting vulnerable youth, especially those living in remote and rural areas. Youth participation was also enhanced through neighbourhood parliaments that exemplified community governance. The role of youth media in influencing the perspectives of youth, in stimulating their participation, and in promoting children and youth' rights within the wider audience was underscored in the Phase I analysis.<sup>160</sup> The East Asia and Pacific region implemented initiatives that appeared to have a lasting impact on the enabling environment<sup>161</sup>. Also worthy of mention here is the Cambodia National Youth Policy Network, which was still operative at the time of the Phase II evaluation country case study. The main projects Phase I reported as being unsustainable were media related undertakings.

The Americas and the Caribbean region had a high percentage of enabling environment related crosscutting actions (61 per cent) compared to the other Focus Areas. It had also the fewest unsustainable projects. Notable initiatives with strong participatory components included the involvement of adolescents in a community issues mapping process (Brazil), capacity building for youth networks by contributing to the design and implementation of Municipal Plans for the Reduction of Pregnancies in Girls and adolescent women (Colombia), the creation of the XChange movement in the Caribbean, and mechanisms to give voice to youth in government consultations.<sup>162</sup> TACR also benefited from the technical guidance of the ADAP Unit, especially in terms of establishing networks and partnerships to promote adolescent development, rights, and participation. Phase I also found that Brazil had the highest number of actions that manifested an impressive level of participation linked to sustained programming.

### **6.10.2 Country Case Study Programme Approaches in Policy Advocacy and Partnerships for Children's Rights**

#### ***Cambodia***

In Cambodia, UNICEF has treated Focus Area 5 as crosscutting and translated this into action using a range of programmes that support youth involvement in policy discussions at different levels. Despite highly hierarchical social norms based on age, sex, ethnicity, wealth, political standing, and religion<sup>163</sup>, the Cambodian government has shown a fairly

---

<sup>160</sup> —. 2009e. "Regional Summary Adolescent Development and Participation in the South Asia Region (SAR) 2001-2008." New York: UNICEF.

<sup>161</sup> —. 2009d. "Regional Summary Adolescent Development and Participation in the East Asia and Pacific Region (EAPR) 2001-2008." New York: UNICEF.

<sup>162</sup> —. 2009b. "Regional summary Adolescent Development and Participation in The Americas and the Caribbean Region (TACR) 2001-2008 (Draft)." New York: UNICEF.

<sup>163</sup> United Nations Cambodia. 2009a. "Common Country Assessment Cambodia 2009." Cambodia: UN.

remarkable commitment to youth inclusion in the national development process.

Example initiatives include UNICEF's support for the participation of the UN Youth Advisory Group in the development of the National Youth Policy, as well as the Commune Youth Group Development. These initiatives are both helping to build the capacities of those involved, as well as contributing to building a more positive image of young people in the community.

The Commune Youth Group Development is co-financed by the provincial government. It has established commune level youth groups whose members are 15-30 years of age and has developed a process to involve them in municipal level decision-making and programme and policy planning and discussions. In collaboration with the local provincial administrative unit and an NGO, the initiative promotes youth labour, volunteerism, peer-education, and involvement in commune meetings and municipal decision-making. Youth group members youth also receive leadership and vocational training, the latter with a view to stimulate their potential to earn income. The programme is strongly supported by adult members of the pilot communes concerned who recognize the need for succession planning and the need to involve youth in productive and constructive community-based activities.

There have been some teething problems with the pilot, and while some have been resolved, some persist. Examples include the following:

- Even programme organisers observe that although girls and young women appear to be increasingly more "brave", they still have less space to participate due to parents' lack of willingness to have them go outside the home, as well as general gender biases in decision-making and participation in politics
- Most communities are poor, thereby limiting youth's ability to participate effectively unless there is a strong skills training incentive
- Cambodia's administrative framework and guidance on budget lines at the provincial and commune levels are not readily structured for spending on this type of programme
- There is very limited access to decent employment for youth in the rural areas.
- The average age of this group was increased as the project encountered significant challenges engaging the younger (10 – 15, even up to 19) age group.

Nonetheless, the Commune Youth Group Development has led to positive changes, especially with regard to young people's strengthened capacity. They include the fact that youth:

- Have learned how to write reports, how to manage savings, and can now register for credit

- Have enhanced knowledge about local community development, health, and education
- Have learned to listen to and engage their peers
- Feel increased sense of self-worth and contribution to the community and spoke of being honoured as “teachers” in their communities
- Have increased status and stronger social relationships in the community and commune chiefs are cognizant of youth rights and roles
- Are less inclined to belong to a gang.

In addition, the commune councils have a better understanding of youth, respect them more, and have developed an increased appreciation for youth needs and capabilities, as well as in some cases have agreed to provide the youth groups with a plot of land on which they can grow vegetables for sale.

The Commune Youth Group Development features an enabling environment programme, with a participation model where considerable input is made by youth into an intervention that is adult-initiated and run.

### **Sierra Leone**

Not only has the CO been an active participant in the coordination and harmonization efforts inside the UN family through the different UNDAFs, but in more recent years it has taken a significant role in assisting national authorities in the development of a second PRSP and monitoring results of the MDGs. UNICEF's role in the roll-out of the Child Rights Act, its support to the Children's Forum Network in all 13 districts across the country and the assistance in producing a children's newspaper, '*Pikin News*', written, produced and distributed by children themselves are examples of initiatives in this focus area.

Sierra Leone's economic plans have raised the issue that there is an urgent need to increase employment opportunities and trainings for the young adult population. The Joint Country Assistance Strategy<sup>164</sup> leaves nothing to the imagination in this regard stating that: “Youth unemployment is a daunting challenge, which ultimately must be solved mainly through private sector growth, supported by a number of public activities ... Many young people are not in school, not working, and not looking for employment.” It echoes the second PRSP<sup>165</sup> that maintained: “Youth constitutes a vital component of the country's human resource base, and is therefore central to any employment promotion strategy.”

---

<sup>164</sup> International Development Association, International Finance Corporation, and African Development Bank. 2010. Joint Country Assistance Strategy for the Republic of Sierra Leone for FY10-FY13., 124. Washington: World Bank, p. 29.

<sup>165</sup> Op. cit.: see section 7.6 and esp. 7.6.3, p. 97.

UNICEF therefore still needs to find its niche related to effective adolescent programming in the Sierra Leone country programme.

### **Brazil**

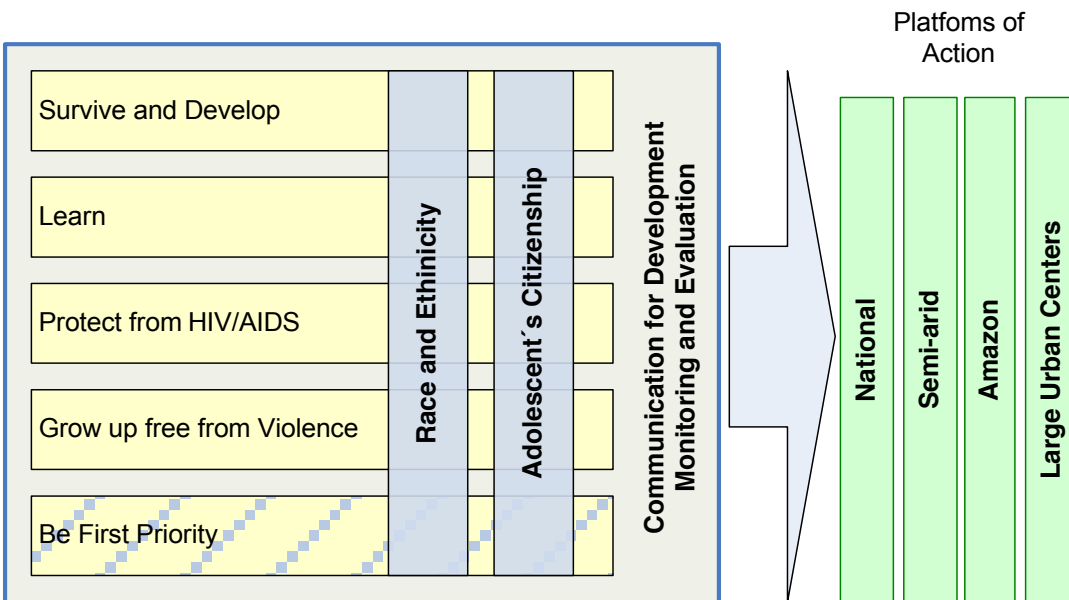
A solid accountability framework for all UN agencies is provided through Brazil's UNDAF, which mainstreams outcomes pertaining to the rights of "children and adolescents" in each focus area. UNICEF has prioritized children within the national agenda in Brazil through its goal "to be first in public policy".<sup>166</sup>

Much of UNICEF's work in Brazil involves advocating for new public policies to address the specific needs and demands of adolescents related to secondary education, protection against lethal violence, teenage pregnancy, HIV/AIDS and street children, as well as networks of adolescents working on these and various other issues such as indigenous rights, communication, etc. UNICEF staff found "meaningful participation" of adolescents and youth in national policies to be far more challenging due to Brazil's vast geographical and cultural diversity.<sup>167</sup> These processes were generally adult-initiated and adult-led, although the experience of the Brazil CO has been that even in adult led or adult initiated processes young people can acquire a great sense of ownership and carry on the initiatives mostly making decisions on their own. Their participation was found to be easier at the Municipal and community level where Brazil in collaboration with UNICEF has established a set of innovative community development programmes that place considerable emphasis on adolescent and youth participation. One of the strengths of these initiatives is that they involve a pact in which national and state governments have also committed to support municipalities to improve the lives of children and adolescents.

---

<sup>166</sup> Brazil Country Programme, 2007-2011

<sup>167</sup> This can also be attributable to the staff's lack of training.



### 6.10.3 Municipal Seal Programme in the Semi Arid Region in Brazil<sup>168</sup>

UNICEF Brazil has mainstreamed its programme on Adolescent Citizenship into the platforms through the Municipal Seal Project.

#### Background

Thirteen million children and adolescents live in the marginalised northeastern part of Brazil called the Semi-Arid Region, consisting of 11 states and 1,130 municipalities. This area is severely affected by drought and deprivation characterized by: malnutrition; lack of access to clean water; lack of adequate housing; and lack of access to education and health services. 340,000 children (10-14 years old) are out of school and 390,000 adolescents are illiterate.

In 2004, UNICEF designed the National Pact "A World for Children and Adolescents in the Semi Arid" bringing together the efforts of the federal government, the 11 state governments, NGOs working on child rights civil society, and the private sector, with a view of fulfilling goals relating to health, education and protection. In 2005, the Municipalities adopted the MDGs at the local level. As a result, more than 170 Municipal Councils of Child and Adolescent Rights were established to ensure birth registration and reinforce the fight against dengue fever. UNICEF sits on the National Committee of the Pact that promotes strategies to develop and strengthen a set of integrated actions to improve social indicators in the municipalities of the Semi-Arid.

<sup>168</sup> Case study prepared by Neena Sachdeva.

## Description

The UNICEF Municipality Seal of Approval is a process of international recognition granted by UNICEF to those Semi-Arid municipalities that manage to make significant progress in ensuring the rights of children and adolescents in their service delivery and policies.<sup>169</sup> The strategy entails the mobilization of local municipal governments and stakeholders, including children and adolescents, to commit to jointly reach 28 indicators consisting of:

1. Social impact indicators - child-related MDGs (child mortality, child health, education, etc).
2. Management of public policies of Municipalities (budgets, complaints mechanisms, child and adolescent rights councils, etc.).
3. Social participation goals:
  - Adolescent participation – in the electoral process and public budget
  - Education – that takes into account the reality of living in the Semi-arid region, e.g. mapping of facilities, environmental factors
  - Ethno-racial culture and identity, such as the social inclusion of Afro- descendents and indigenous peoples
  - Sports and citizenship – organisation of championships and awareness of the situation of children and adolescents.

In the current cycle, between 1200 municipalities in the semi-arid region and almost 600 in the Amazon have applied and will compete to be awarded the UNICEF Seal. UNICEF, in association with its partners, develops municipal capacities to reach these goals, monitors and assesses progress and recognizes the municipalities that achieve significant progress within an agreed time span (2.5 years). UNICEF provides the baseline data from government statistics against the municipality monitors 28 indicators. At the end of the 2.5 year term an assessment team carries out an independent evaluation to determine what progress the municipality against these indicators.<sup>170</sup> All the related themes involve significant adolescent participation.<sup>171</sup>

The municipalities awarded with the UNICEF Seal of Approval receive a certificate that municipalities proudly consider a standard of quality and a symbol that they are on the right track. The importance of the Seal to Municipalities was explained by a CO staff as follows:

“On the day of the ceremony, a caravan of UNICEF cars (usually 3) parade the streets lined with the citizens of the municipality receiving the Seal which is presented with great pomp and show, culminating in a

---

<sup>169</sup> Interview with the Development Officer in Brasilia , March 2010

<sup>170</sup> Interview with the Monitoring and Evaluation Officer, Brazil, March 2010

<sup>171</sup> Interview with the Monitoring and Evaluation Officer in Brasilia – March 2010

party for all the citizens of the municipality.” (UNICEF M & E Officer, March 2010).

In addition, the UNICEF's zonal office supports the Electoral Tribunal with a “Voters of the Future Programme” that produces a whole range of adolescent-friendly materials that are illustrated and easy to understand to complement a campaign for voter registration that specifically targets 16 and 17 year olds in schools.<sup>172</sup>

Refer to Annex 10 for a case study on programme approaches related to adolescent empowerment and participation in Jordan.

### **Summary**

This Focus Area is the one that demonstrates the most consistent and systematic approach to integrating children and young people's participation. This is likely due to two factors. The first is that this is an explicit objective in Key Result 4 and therefore UNICEF staff have to report back directly on the related results to the ROs and UNICEF HQ. The other is that one of UNICEF's great strengths is policy advocacy. While there is some contention about the future utility of high profile policy events such as the J8, at the country programme level UNICEF has developed some highly innovative and inclusive policy initiatives that integrate adolescent rights and development and priorities. The plethora of programme approaches in Brazil represents the high end of the spectrum in terms of what can be achieved in this area and the Brazil CO has been generous in sharing their experiences and initiatives with other countries in various forms such as organizing field visits, sending documents, etc. However, the Evaluation Team found good examples of related programming in all three country case studies and multiple additional examples were cited by Regional Advisors, technical specialists and senior managers interviewed. There could be considerable value added for UNICEF, if the COs responsible for these different initiatives could receive support to share their experiences to do this in a more organized and structured fashion.

#### **Focus Area 5: Policy advocacy and partnerships for children's rights**

- Increased investments in “scaled-up” programmes and “up-stream” policies to ensure the rights of adolescents are fulfilled.  
66.7% (CO-S) 32 responses  
50% (CO-F); 2 responses
- Children's Rights  
50% (CO-S); 9 responses

<sup>172</sup> Interview with Judge of the Electoral Tribunal in Fortaleza – March 2010



100% (CO-F); 4 responses  
90.9% (SM); 10 responses

Other areas where individual CO staff felt there were key results in their country programme included:

- Increased awareness of adolescent rights
- Increased awareness of adolescents as positive actors and not only as problems (e.g., changing the attitude that “adolescents are like a spoiled coconut that cannot grow”) and motivating institutions and organizations to work with
- Increased understanding of adolescents and youth, particularly improved relationship between police and youth
- Increased awareness and understanding of laws and legal processes relevant to their status and the services available to them
- Increased awareness of the roles of social workers and government officials.
- Adolescents have a better voice than before (not good yet, but better)
- Establishing mechanisms at the local level for child's rights
- Advocacy to promote the rights of children to services
- Promotion of children and young people's participation in education and in
- WASH
- Development of a national youth policy.

## 6.11 Key Results Related to Changes in Adolescent Capacities

The CO and Senior Managers surveys also asked UNICEF staff in what ways UNICEF programming was helping build the capacities of adolescents. The key criteria for capacities included:

- Acquisition of knowledge, skills, experience and values<sup>173</sup>
- Building social relationships
- Ability to negotiate multiple life domains (e.g., home, school, community)
- Ability to earn an income
- Have access to support from family, peers, community and social institutions
- Thrive and be free from exploitation, abuse and discrimination
- None
- Other (please describe)

Of note, is that for all of the survey instruments, UNICEF staff agreed that the capacity to which the organisation's programming is contributing the most is in the acquisition of knowledge, skills, experience and values;

---

<sup>173</sup> The Brazil CO has developed develop a list, which can be shared, of the most relevant skills, values and attitudes that adolescents should be supported to acquire in order to promote their overall development.

followed closely by the capacity to thrive and be free from exploitation, abuse and discrimination and have access to support from family, peers, community and social institutions.

Qualitative responses to this question included:

- Increased knowledge of rights
- HIV/AIDS prevention
- Life skills in education
- Building social relationships through networks.
- Increased capacity through participation, management, leadership and cooperation.
- Empowered to look for support services, participate in commune activities and vocational training

## **Section 7: Emergencies**

### **Integration of Adolescent Programming and Children and Young People's Participation in Emergencies<sup>174</sup>**

The evaluation TORs asked the Evaluation Team to assess:

1. How and to what extent adolescent rights are addressed in programming in natural disasters and conflict-related emergencies, including the 2004 tsunami?
2. To what extent are adolescent rights reflected in guidance/ framework/ tools for emergency preparedness and response planning, e.g. Core Commitments for Children In Emergencies, the Emergency Preparedness and Response Plans, and other emergency related tools?
3. If there is a marked difference in the integration of adolescent rights and needs in programming in the three phases of emergencies and transitions: 1) preparedness 2) response to natural disasters and conflicts; 3) recovery and post-emergency transition?

To answer these questions in-depth would require a full-scale evaluation dedicated to these themes. For the purposes of this evaluation however, the Team included questions related to emergencies in the Senior Manager and CO surveys, as well as in the semi-structured interviews with CO staff, and national and international partners, Senior Managers and Regional advisors. The Team also interviewed a representative sample of 11 Regional and Emergencies Advisors who work in Emergencies and humanitarian programming plus conducted a desk review of core documents and tools related to humanitarian work. The following findings reflect the Team's analysis of the data gathered in this way.

#### **7.1 2004 Tsunami: Response and Recovery**

***Finding #35: There was limited evidence to support any significant adolescent and youth focused programming in programming initiated by UNICEF during the tsunami response and recovery period. However, the tsunami experience itself contributed to a change in UNICEF's thinking and approaches in this area.***

On December 26<sup>th</sup>, 2004, a major earthquake followed by a tsunami hit Asia and Africa, affecting the coastal regions of eight countries and killing over 200,000 people, one-third of whom were children. The 2004 tsunami left hundreds of thousands of survivors traumatized, without homes and

---

<sup>174</sup> Emergencies section prepared by Neena Sachdeva.

access to livelihoods and it triggered one of the largest humanitarian relief efforts of recent times. An important feature of this large-scale disaster was the spontaneous and significant participation of children of all ages, particularly adolescents and youth, in the response and recovery efforts.<sup>175</sup> Their level of participation has contributed to a shift in UNICEF thinking related to this approach. However, in the actual relief and recovery effort, the Evaluation Team could only identify a small number of adolescent and youth-focused programmes out of a huge multi-sectoral effort. This was also a finding related to tsunami humanitarian programming in Phase I of the evaluation.<sup>176</sup>

While the majority of the 11 UNICEF staff and consultants interviewed for this section were not with UNICEF at the time of the tsunami, the staff who were (in the education sector) also could not recall any specific adolescent focused programming. Generally, UNICEF staff were not aware of the role of adolescents and youth or the extent of their unplanned participation in the 2004 tsunami response and recovery phase.

According to UNICEF staff, the tsunami response focused heavily on the education sector and construction of a large number of earthquake resistant schools<sup>177</sup>, e.g, building of 226 child-friendly schools in Aceh;<sup>178</sup> and over 250 child-friendly schools in affected areas of Sri Lanka. The main thrust of the recovery was the provision of basic education at the early and primary education levels, as well as child-friendly spaces.<sup>179</sup> Staff were of the opinion that although adolescents and youth were not necessarily targeted or differentiated by age group, UNICEF contributed to the building of secondary schools under the rubric of "child-friendly schools". They applied the same assessment for child-friendly spaces. However, these spaces tended to cater more to the needs of younger children . UNICEF's child protection programmes also targeted adolescents and youth in a significant manner but they also did not necessarily differentiate adolescents from younger children.<sup>180</sup>

Staff felt that although UNICEF and its partners are initiating an increasing number of programs for adolescents and youth now, this programming is small and overall, that there is a gap in addressing adolescent and youth

---

<sup>175</sup> UNICEF EAPRO, "The Participation of Children and Young People in Emergencies, A guide for relief agencies, based largely on experiences in the Asian tsunami response", October 2007

<sup>176</sup> Kim Sabo Consulting, "Key Pre-Evaluation Findings – Phase 1, Evaluation of UNICEF's Program and Work in Relation to Adolescents", May 2009 - Finding No. 13

<sup>177</sup> Interview with the Senior Advisor for Capacity Building, Education in Emergencies, June 2010

<sup>178</sup> UNICEF in Indonesia, Building Back Better in Aceh, 5 years after the Tsunami - December 2009

<sup>179</sup> Telephone interview with Senior Education Advisor, June 2010

<sup>180</sup> Telephone interview with the Child Protection Specialist, June 2010

needs in education in emergency response and recovery.<sup>181</sup> Another major gap staff identified during humanitarian programming was the lack of education facilities for girls aged 10-18.<sup>182</sup> <sup>183</sup>

From the reports reviewed the Team found that the following programming for adolescents and young people was mainstreamed into four sectors during the response and recovery phases: 1) HIV/AIDS; 2) psychosocial counselling, life skills training, and youth/child clubs/child friendly spaces; 3) child protection activities and 4) education. It should be noted that the majority of projects did not specify the age group or who participated in the programme. However, It is reasonable to assume that the HIV/AIDS programme mainly targeted the 15-24 age group. In general, the main programming approach appeared to view children as victims and beneficiaries, as opposed to active participants in the response and recovery process.

The document review found relevant activities in each of the humanitarian programming areas mentioned above. Refer to Annex 11 for a summary of examples for each area.

The tsunami synthesis evaluation also identified an important challenge in that UNICEF staff tend to equate gender concerns with women's issues. Consequently, when examining the impact of the disaster, they often overlooked male vulnerabilities.<sup>184</sup>

It also referred to an independent survey by the TNS company of children's views about their lives after the tsunami disaster. They found that while children appreciated the assistance they received with educational assistance ranking highly, along with clothing and food and water, most felt that they needed further help with regard to money and shelter.<sup>185</sup> The TNS survey also found that agencies were generally poor in involving, communicating and consulting with affected populations in their responses and in reporting back to them. This also was a weakness of the

---

<sup>181</sup> Telephone interview with Senior Education Advisor and Senior Advisor for Capacity Building, Education in Emergencies, June 2010

<sup>182</sup> Interview with the Senior Advisor for Capacity Building, Education in Emergencies, June 2010

<sup>183</sup> The Team reviewed a variety of reports on UNICEF's tsunami response and reconstruction and rehabilitation phase to substantiate this finding. These included: UNICEF Response to the Indian Ocean Emergency (2005); tsunami assessment and response reports (2005); a synthesis evaluation report conducted of the emergency and initial phase (2006); a 24-month update on UNICEF's Work since the Tsunami (2006); and post Tsunami work in Aceh, Indonesia(2009)

<sup>184</sup> UNICEF, Evaluation Report, 2004 Indian Ocean Tsunami Disaster, Evaluation of UNICEF's Response (Emergency and Initial Recovery Phase), Synthesis Report, Evaluation Office - May 2006

<sup>185</sup> Ibid

UNICEF response, with almost no consideration given to gauging the views of affected populations during response planning and implementation.<sup>186</sup>

Although there is little or no reference to the meaningful participation of children and adolescent in UNICEF programmes, UNICEF EAPRO and its partners organized a forum in Thailand in November 2005, that focused on participation by young people in the tsunami response.<sup>187</sup> The report outlined the immense contributions made by young people on 26 December and in the immediate days following the tsunami. This included spontaneously supporting the relief efforts; physically rescuing others; distributing relief and medical aid; and caring for separated children. In the ensuing weeks, when many of the adults were unable to cope or were occupied with rebuilding, young people self-mobilized in many communities, forming committees and projects to support the financial, physical and social reconstruction of their communities. At the forum in Thailand, young people identified their role in disaster risk reduction and mitigation of disaster efforts as having been central to these processes.

Led by EAPRO and ROSA, UNICEF staff, consultants, UN agencies and a variety of partners collected the most inspiring examples of children, adolescent and youth involvement<sup>188</sup> and documented them in a seminal resource guide.<sup>189</sup> While previous documentation on children in emergencies has tended to focus on children's survival and protection, this guide highlights their rights to participation and development. It points to "a practical and theoretical shift away from treating children as helpless victims in need of protection and toward a recognition of the assets and resilience of children and young people".<sup>190</sup> Aimed at staff of organisations working in humanitarian emergencies, the guide illustrates that children's active involvement and participation in relief and rehabilitation efforts are required as a part of the human rights framework, and should be an integral part of any humanitarian programme.

The spontaneous participation of adolescents in the emergency response and recovery period of the tsunami was a watershed in terms of UNICEF's approach to adolescent rights, participation and programming in emergencies. After the tsunami, there was an increased awareness<sup>191</sup> of

---

<sup>186</sup> Ibid

<sup>187</sup> UNICEF EAPRO Report, Children and Young People in the Tsunami Response  
<http://www.unisdr.org/asiapacific/ap-publications/docs/unicef-child-participation-forum-fair.pdf>

<sup>188</sup> Children as young as 6 responded, but the majority of activities were documented for the 12 to 17 age group, as well as youth.

<sup>189</sup> UNICEF EAPRO, "The Participation of Children and Young People in Emergencies, A guide for relief agencies, based largely on experiences in the Asian tsunami response", October 2007

<sup>190</sup> Ibid

<sup>191</sup> Credit for this goes to the resource guide "The Participation of Children and Young People in Emergencies, A guide for relief agencies, based largely on experiences in the Asian tsunami response", October 2007

the importance of adolescent and young people's participation. This helped contribute to the inclusion of adolescent and youth in the new Core Commitments to Children (CCCs) in Humanitarian Assistance approved in May 2010. In general, however, it should be noted that UNICEF's overall approach to children and adolescents participation is still being developed and suffers from some weaknesses both in terms of approach and with regard to staff capacity.

## **7.2 Core Commitments to Children in Humanitarian Assistance**

***Finding #36: The new Core Commitments to Children in Humanitarian Assistance make an explicit commitment to include children, as well as adolescents and women into all phases of the analysis, design and monitoring of humanitarian programmes.***

Until May 2010, UNICEF's main guidance framework in humanitarian action was the 2005 Core Commitments for Children in Emergencies (CCCs). The 2005 CCCs had not differentiated between the different phases of childhood and the majority of CO annual reports referred only to the status of "children and women" in emergencies, with a higher focus on the status of the 0 to 5 age group. CO reports that referred to the status of and programming with adolescents, young people or youth were not common except where they referred to youth clubs, adolescents and young people in HIV/AIDS programming or gender-based violence programmes that targeted protection and survival of adolescent girls.

The new CCCs issued in May 2010 encompass a human rights based approach that formally institutionalises children's participation, including adolescents in all phases of the analysis, design and monitoring of humanitarian programmes.<sup>192</sup> The 2010 CCCs commit to ensuring involvement of affected populations, particularly adolescents and young people in the development and implementation of: context-relevant life skills programmes and learning content (e.g., basic health, nutrition and hygiene promotion); prevention, protection, inclusion and support regarding HIV and AIDS; Gender Based Violence, conflict resolution, and information about the situation.

The 2010 CCCs define the participation of children's, adolescents' and women's participation as the first critical step to defining humanitarian response. Preparedness activities that include the participation of children and adolescents focus on the education sector.

Overall, the 2010 CCCs institutionalise the work that UNICEF has already been doing with adolescents and young people in the emergency context except that this work is now explicitly differentiated. There are also some important additions to the commitments such as the inclusion of the

---

<sup>192</sup> Interview with the ADAP emergencies focal point, May 2010.

right to information of these different groups.<sup>193</sup> It also gives both interagency assessments and independent assessments a mandate to include and separate the needs of adolescents from those of younger children in health and education programming. However, these initiatives may be integrated within the usual programmes – psychosocial support, child-friendly spaces, schools, HIV/AIDS programming.

A significant gap, however, is that the 2010 CCCs do not refer to children's right to meaningful participation in emergencies. This would take into account their capacity to do so and preparedness plans to build their capacity (e.g., in first aid, disaster preparedness), as well as their possible contributions to health, protection, education, relief and reconstruction efforts. The focus continues to be the participation of adolescents and young people in assessments, etc. as recipients of programming. The 2010 CCCs also do not acknowledge that often, a multi-sector approach is needed for adolescents and young people and the silo approach often encountered in UNICEF programming frequently fails to effectively meet adolescent needs, e.g., the need to earn an income.<sup>194</sup>

Although the 2010 CCCs institutionalise several participation strategies currently used by some COs, the document does not elaborate on the need for age and sex appropriate programmes in preparedness, prevention and response strategies. Children and adolescents also need to be engaged in the identification of different interventions for specific age groups.

In Tables 13 and 14 that follow, CO staff and senior managers identified some of the gaps in adolescent programming in humanitarian programming.

***Finding #37: UNICEF staff think that although children and young people's rights are being integrated at all three stages of humanitarian programming, participation is not.***

The CO Survey showed that almost an equal number of staff thought that adolescent rights were and were not effectively integrated into emergency preparedness, response and recovery and rebuilding. A far greater number agreed that adolescent participation was not effectively integrated in all three stages of humanitarian programming, with the highest consensus being related to emergency preparedness.

---

<sup>193</sup> Identified in the UNICEF EAPRO guide, "The Participation of Children and Young People in Emergencies, A guide for relief agencies, based largely on experiences in the Asian tsunami response", October 2007

<sup>194</sup> UNICEF, Resource Mobilization fact Sheet Series 4a, Focus Area 5 Key Interventions, The Participation of Children and Young People in Emergencies, Draft October 2009



**Table 13: Integration of Participation and Rights of Children in Humanitarian Programming**

<b>Do you think that the participation and rights of children and young people are being effectively integrated at all three stages of emergency projects / programmes?</b>		
<b>Answer Options</b>	<b>Yes</b>	<b>No</b>
Emergency Preparedness: Adolescent Participation	11	33
Emergency Preparedness: Adolescent Rights	22	23
Response and Transition: Adolescent Participation	12	30
Response and Transition: Adolescent Rights	22	22
Recovery and Rebuilding: Adolescent Participation	17	27
Recovery and Rebuilding: Adolescent Rights	23	20
# of staff who answered question	47	

In staff interviews, several emergencies specialists observed that:

“UNICEF talks about participation, but it needs to walk the talk. Other organizations including [UNICEF] partners were much more adept and advanced than UNICEF in promoting [adult, youth and adolescent] participation before emergencies in risk reduction and during emergency response.”(Interview with Emergencies Specialist, April 2010)

“UNICEF is already including child and adolescent participation in preparedness for emergencies, perhaps not directly but through various programmes such as life skills training, health and education. It builds capacities that will be useful in a crisis. UNICEF’s partners do integrate adolescent participation even if UNICEF doesn’t.” (Interview with Emergencies Specialist, April 2010)

“We have to be pragmatic about participation of children and adolescents in emergencies, at what stage can they be integrated in the process – in preparedness and post emergency - as it would be very difficult to include them at response phase. UNICEF works mainly with governments and increasingly, has started to work with national organisations so it depends on their interest and capacity to work with adolescents. Many (of the traditional UNICEF) partners now have their own sources of funding for emergencies.” (Interview with Emergencies Specialist, June 2010)

Some staff indicated that humanitarian programmes were directed to communities and adolescents and included youth. UNICEF generally integrates adolescent rights as a part of its rights-based approaches in emergencies. These rights are integrated into the programme approaches related to the right to survival, protection, health and education. However, UNICEF staff have found it to be more difficult to include the right to participation in emergency situations due to the frantic pace of emergency response. One staff observed: “The attention to child rights

and participation cannot happen when an emergency occurs. It has to be built in beforehand."<sup>195</sup>

UNICEF also needs to work with its international, regional and national partners in the emergencies and humanitarian assistance area to develop a common understanding of what "meaningful participation" for adolescents and youth in emergency situations means in this context. One UNICEF staff member<sup>196</sup> recommended using a strategy that would involve the more consistent use of the methodology for vulnerability and capacity assessments in preparedness and cited an assessment conducted by UNICEF in Kenya which included a strong component for children and could be adapted to differentiate between children and adolescents.<sup>197</sup>

Another recommendation UNICEF staff suggested was the inclusion of a gender based violence specialist on emergencies response teams to ensure coverage of all three phases of emergencies from this perspective<sup>198</sup>, particularly on behalf of adolescent girls who are especially vulnerable to GBV during emergencies. The argument was that generally, GBV fell under the caseload of generalist gender specialists who often do not have the knowledge, seniority or time to address this issue and that UNICEF staff also did not have this specialised knowledge and skills. Consequently, the issue of GBV and adolescents often remains marginalized.<sup>199</sup>

***Finding # 38: The attention to adolescents in humanitarian programming is highest in adolescent rights to education (Focus Area 2), HIV risk in rapid assessments (Focus Area 3), and engagement of adolescents in family, school and community life (Focus Area 5), but is neglected in other areas.***

"The programming for adolescents and young people in emergency situations is extremely variable from country to country and sector to sector. It depends very much on the capacity and commitment of individuals for adolescent programming." "It also depends on the understanding of the resident representative of a particular country as well as the openness of the government of a country to involve youth in emergency programming." (Interview with Emergencies Specialist, June 2010)

"The UN needs to have a specific agency which deals with the immediate needs of adolescents and youth in emergency situations which in cases like in Haiti could last for many years. There needs to a

---

<sup>195</sup> Telephone interview with UNICEF Disaster Preparedness staff, April 2010

<sup>196</sup> Telephone interview with DRR Specialist, April 2010

<sup>197</sup> UNICEF Kenya CO, Guidance Notes: Vulnerability and Capacity Assessments, Guide to using existing VCA tools and methodology ensuring a socially inclusive approach, January 2010

<sup>198</sup> Telephone interview with GBV in Emergencies Consultant, June 2010.

<sup>199</sup> Telephone interview with GBV in Emergencies Consultant, June 2010.

multi-sectoral approaching reaching out to them”. (Interview with Emergencies Specialist, June 2010)

The CO and Senior Managers surveys found that 58 per cent of staff respondents and 36.4 per cent of Senior Managers indicated that UNICEF's emergency programming contributed to adolescent rights in education (MTSP focus Area 2). Similarly, 54 per cent of CO staff and 27.3 per cent of Senior Managers felt that adolescents were engaged in family, school and community life (MTSP focus Area 5); while 52 per cent of CO staff and 18 per cent of Senior Managers thought that HIV risk was included in rapid assessments of emergencies (MTSP focus area 3). However, a greater percentage of senior managers thought UNICEF emergency programming contributed to ending recruitment and use of adolescents in armed conflict (MTSP focus area 4) than did the CO staff. Both agreed UNICEF had been successful in reuniting adolescents with families.

These findings are aligned with the MTSP on UNICEF's role in the inter-agency coordination context of humanitarian aid. UNICEF assumes significant responsibilities for nutrition and WASH, acts as co-lead for the education sector with Save the Children, and is the global co-lead for Gender Based Violence with the UNFPA. UNICEF also plays an active role in the health cluster and leads the sub-cluster on child protection.

In addition, the MTSP focuses on education as a core part of emergency preparedness and disaster risk reduction, as well as life skills based education. Although the MTSP does not specifically refer to adolescents and children in humanitarian action, it has integrated the adolescent rights to some degree. There is a need to strengthen adolescent rights in these areas through more adolescent-sensitive policies, programming and assessment and monitoring tools. Although the 2010 CCCs make a commitment to address gaps in targeting adolescents in other areas, such as Focus Area 1 (Early Child Survival), gaps still remain in other areas.

### 7.3 Resources

***Finding # 39: UNICEF has an excellent web-based Resource Guide for Child and Youth Participation that includes case studies of conflict situations and natural disasters.***

The Resource Guide<sup>200</sup> is an annotated bibliography that was updated recently. Many UNICEF CO experiences with adolescent and youth participation need to be documented, consolidated and shared. This is especially true for the emerging field of climate change and its impact on humanitarian emergencies. A greater understanding of these interconnected issues has produced countless programming strategies for

---

<sup>200</sup> Resource Guide for Child and Youth Participation  
[http://www.unicef.org/adolescence/cypguide/resourceguide\\_emergencies.html](http://www.unicef.org/adolescence/cypguide/resourceguide_emergencies.html)

disaster risk reduction that UNICEF COs have implemented that could be shared more widely. Therefore the addition of references to case studies related to child and youth participation over the past five years would also be of use in this guide.

#### **7.4 Interagency Coordination and Guidance Tools**

“UNICEF work is far removed from children as the real focus is on (participation) of communities and (the work is in) silos”. (Interview with Emergencies Advisor, June 2010.)

##### ***Finding #40: There is no common interagency coordination framework for children, adolescents and youth in emergency situations.***

The MTSP refers to interagency collaboration and a strengthened Humanitarian Coordinator System, outlining its lead in various emergency sectors. However, UNICEF and its partners have not yet developed a framework on interagency coordination to work with and for young people in this context. UNICEF's primary concern to date has been to develop strategies within each sector or cluster guided by the interagency framework.

There also appears to be a lack of a common understanding about what participation for adolescents in an emergencies context is, what are practical and useful strategies to support their participation, and what results can be achieved in this process.<sup>201</sup> There was also a feeling that other agencies were already looking at adolescent and youth participation and development and that therefore this may be less of a priority focus for UNICEF. Some staff also felt that the needs of adolescents are also covered through a gender analysis in emergency contexts that look at issues affecting women/men and girls/boys.

UNICEF and other UN agencies and international organizations working in emergencies have taken steps to work towards a common framework. They held global strategic planning consultations on Adolescent Programming in Emergency and Transition in November 2005 in Geneva<sup>202</sup> and in December 2006, in New York.<sup>203</sup> This was to lead to a Global Conference at the end of 2007, however, this did not take place.

UNICEF's ADAP Unit organised consultations on this theme in 2005 in collaboration with the MENA and ESA Regional Offices. The consultations involved five other UNICEF regions and seven country offices, as well as

---

<sup>201</sup> Telephone interviews with emergencies staff in New York and Geneva, April and June 2010.

<sup>202</sup> UNICEF, Executive Summary, Global strategic planning consultations on Adolescent Programming in Emergency and Transition in Geneva – November 2005

<sup>203</sup> UNICEF, Executive Summary, Expert Group Meeting (EGM)<sup>203</sup> on Young People in Emergency and Transitional Situations in New York – December 2006

eight key partner organizations. Development partners, including UNDP, UNFPA, WHO, UNHCR, UN-Habitat, Save the Children UK, IFRC, IRC, and Plan UK, also shared their respective organizations' approaches, experiences, successes and challenges. The consultation produced a Draft Outline of a programming framework for working with adolescents in emergencies and transition. It identifies and outlines which adolescent issues and programming elements could represent a first step towards development of an interagency framework for adolescent programming in emergency and transition.

It also produced a rich and nuanced analysis on what participation means in emergency contexts and highlighted the following observations:

“There are tensions between advocating for recognition of children as competent participants while also calling for additional protection. In emergency situations, this tension between participation and protection may be accentuated. Mobilizing the participation of young people in post-conflict transition and conflict emergencies, in particular, presents important ethical dilemmas which must be addressed through the provision of a protective environment (security, rights, laws, policies, support networks).”<sup>204</sup>

An Expert Group Meeting (EGM)<sup>205</sup> on Young People in Emergency and Transitional Situations was held in 2006. This led to development of a draft outline of an interagency programming framework<sup>206</sup> for working with and for young people in emergency and transitional situations. This document: 1) built a basis for increased interagency collaboration, which allowed for more comprehensive holistic rights-based approaches to identify and address the issues that affect the lives of young people during emergencies and transition; and 2) strengthened young people's capacities as key constructive actors in emergencies and transition. The meeting's report also observed that: “It was argued that the lack of consistent language and the varying age groups used to describe ‘youth’, ‘young people’ etc. increases the difficulty in planning, policy and advocacy in relation to these groups.”<sup>207</sup>

The next step of the process was to build on the collaborative nature of the EGM to enrich the draft framework to work towards its eventual global launch. However, the interagency partners felt it would be more effective, the group to focus on advocacy and incorporation of adolescent and youth issues in ongoing emergency mechanisms. They implemented the

---

<sup>204</sup> UNICEF, Executive Summary, Global strategic planning consultations on Adolescent Programming in Emergency and Transition in Geneva – November 2005

<sup>205</sup> The expert group includes: IRC, IFRC, Plan UK, Save the Children UK, UNFPA, UN Program on Youth/DESA, UNICEF, Women's Commission, Jane Lowicki-Zucca, Jason Hart.

<sup>206</sup> UNICEF, Draft framework document Working for and with Young People in Emergency and Transition Situations – A Discussion Document

<sup>207</sup> UNICEF, Executive Summary, Expert Group Meeting (EGM) on Young People in Emergency and Transitional Situations in New York – December 2006

advocacy process by involving partners and young people in the preparation of several chapters on youth in the Machel Strategic Review (2007).<sup>208</sup> Although the Machel report provides significant lessons learned, it focuses on children in armed conflict and post-conflict emergencies. The Inter Agency Steering Committee is also planning on integrating a guidance tool for standards and commitments to children and young people's participation, along with a list of good practices with all other Inter Agency Steering Committee (IASC) tools.

UNICEF uses a cluster approach to emergencies and humanitarian programming which the organisation developed based on its long experience in sector coordination. An example of the integration of adolescents and young people within the cluster approach is the Interagency Network for Education in Emergencies (INEE) and its Adolescent and Youth Task Team.<sup>209</sup> The INEE is an open global network of over 3,000 members, including UN agencies, NGOs, donors, governments and universities in 114 countries, that work to ensure all persons have the right to quality education and a safe learning environment in emergencies and post-crisis recovery.<sup>210</sup>

The education cluster works in 39 countries at the global regional and country level. The lead agency is Office of Coordination of Humanitarian Affairs. It provides tools, resources and case studies of work with countries. UNICEF is at co-chair with Save The Children at the national level.<sup>211</sup>

UNICEF is working to ensure the participation of adolescents and young people is strengthened within the *Revision of the Minimum Standards for Education in Emergencies, Chronic Crisis and Early Reconstruction*, the network's foundational tool.<sup>212</sup> The Adolescent and Youth Task team is working within this framework to ensure adolescents are adequately captured in the Education Cluster's Needs Assessment Framework through adolescent-sensitive interventions.

However, UNICEF staff interviewed stated that attention to adolescents continues to be lower than children at the primary school level, and adolescent girls are even more marginalised.<sup>213</sup> There is both a gender gap and a gap with adolescent programming. One gap identified was in the Refugees Education Trust – DAFI scholarship programme - a scholarship program for refugees mainly youth affected by conflicts which is led by UNHCR and UNICEF – adolescents are invisible in the programme and it

---

<sup>208</sup> UNICEF, Machel Strategic Review,

<http://www.un.org/children/conflict/english/machel10.html>

<sup>209</sup> Telephone Interview with the Senior Advisor for Capacity Building and Education in Emergencies, June 2010.

<sup>210</sup> <http://www.ineesite.org/>

<sup>211</sup> Telephone Interview with the Senior Emergencies Education Advisor, June 2010

<sup>212</sup> Ibid

<sup>213</sup> Ibid

provides scholarships to only one out of ten refugee girls and illustrates the gap in girls access to education.<sup>214</sup> The WFP also has a creative programme for refugee girls but only for girls at the primary school level.

Within the interagency framework, UN organisations such as United Nations High Commission for Refugees, Office of the High Commission for Human Rights, and the United Nations Development Programme work together on a number of joint initiatives in peacebuilding, disaster risk reduction and management, and IDPs among others. UNICEF staff recommended that these interagency MoUs and frameworks need to integrate adolescent and gender perspectives.<sup>215</sup>

As the education is a case study for interagency coordination for integrating the rights to participation and development for children in emergency situations, it may be useful to conduct a mapping of all the organisations working with education (formal, non-formal, IDPs, various levels of schooling) and compare them with needs assessment in education with children, adolescents and young people (primary, secondary, vocational, informal, girls, boys). A case study of Haiti, as the most recent disaster area is suggested as it probably has recent disaggregated, by sex and age, data indicators that can be monitored over the next five years.

## 7.5 Emergency Preparedness

***Finding #41: In the preparedness phase of humanitarian programming, the preparedness plans which UNICEF has consolidated into a web-based system for Country offices, Early Warning, and Early Action, have minimal guidance related to the inclusion of adolescents and children.***

UNICEF's Early Warning, Early Action website acts as a database for UNICEF COs where each can post a list of resources on emergencies, including situational analysis and national disaster preparedness plans, Emergency Preparedness Response Plans (EPRPs), emergency maps, Guidance Documents and Technical Support. The website also lists action checklists for preparedness and response plans and document sources.

The Early Warning, Early Action website includes a suggestion that COs list youth-led organisations that could assist in an emergency.<sup>216</sup> However, the Situational Reports for women and children, the EPRPs, Disaster Risk Reduction plans in National Education Strategies or Plans in each country may include additional analysis and references to child and adolescent participation.

---

<sup>214</sup> Ibid

<sup>215</sup> Telephone Interview with Humanitarian Assistance Specialist, June 2010.

<sup>216</sup> Interview with the ADAP emergencies focal point, May 2010.

The UNICEF staff interviewed felt that there is a lack of emergency preparedness for adolescents related to child protection programmes before an emergency, and information about gender based violence. The present focus is to respond after an act of violence, such as sexual assault has taken place.<sup>217</sup> However, the response to children and adolescents can only be efficient if there are related preparedness measures in place.

***Finding #42: Disaster Risk Reduction (DRR) provides a greater opportunity for young people's participation as opposed to traditional preparedness programming for emergencies.***

The MTSP highlights Disaster Risk Reduction (DRR) as an important dimension of disaster preparedness programming, as well as a partial focus for the education sector. UNICEF's tsunami response evaluation identified DRR as one challenge that requires greater attention in UNICEF's disaster preparedness activities. Within UNICEF's Education Strategy 2006-2015,<sup>218</sup> a commitment to the INEE's Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction continues to be on "children" and there is no differentiation for the needs of adolescents. There is also a much stronger focus on primary education which therefore tends to include mainly younger adolescents from ages 10 to 14.

The recent regional meeting in Nairobi (May 2010) identified five thematic issues in the Education cluster that included adolescents and youth, as well as DRR.<sup>219</sup> The DRR thematic issue team also developed plans to create an Education and DRR toolkit, a guidance note and case studies drawing on existing materials.

The Education cluster has planned a major event in 2010 under the aegis of the Youth and Adolescent cluster that will focus on humanitarian response and the rights and needs of youth affected by crisis. UNICEF has undertaken initial discussions with the IASC Mental Health and Psychosocial Reference Group, the Early Recovery Cluster and the Child Protection Sub-Cluster, and an inter-sectoral Policy Roundtable is in the early stages of planning. These consultations will need to include adolescents and children who have experienced crisis situations.

UNICEF also belongs to a consortium of organizations called Children in a Changing Climate that has a number of useful resources in child participation.<sup>220</sup> A recent report characterises DRR interventions involving children along a continuum from expanding Knowledge, to enhancing

---

<sup>217</sup> Interview with the GBV in Emergencies Consultant, June 2010.

<sup>218</sup> UNICEF Education Strategy 2006-2015, includes disaster risk reduction strategies <http://www.fmreview.org/FMRpdfs/EducationSupplement/02.pdf>

<sup>219</sup> Telephone interview with DRR Specialist and ADAP Emergencies Focal Point – April/May - 2010

<sup>220</sup> Telephone interview with DRR Specialist, April - 2010



Voice, to taking Action.<sup>221</sup> It also delineates “Action to Protect, to Influence and to Transform”. This model would be useful for UNICEF in planning further humanitarian programmes and policy for adolescents and young people. The report discusses case studies along this continuum and with provides a significant sample of projects at every stage of an emergency from a number of well-known child-focused organisations.

***Finding #43: The Humanitarian Action Report (HAR) for 2009 includes preparedness plans for UNICEF COs that include child and adolescent specific programming in a limited number of countries.***

UNICEF's 2009 HAR includes appeals for assistance for 36 countries in conflict or post conflict.

A number of UNICEF COs conduct programming, usually mainstreamed into one of UNICEF's focus themes as children and adolescent participation or meeting the specific needs of groups of adolescents such as:

- Angola – vocational training for adolescent headed families;
- Burundi – youth and adolescents in IDP camps and HIV/AIDS programming;
- Malawi – nutritional needs for adolescents living with HIV/AIDS;
- Zimbabwe - child protection;

Some COs have both integrated adolescent participation as a part of their work in the various focus areas, as well as have included specific programming for adolescents in their appeals:

- Timor-Leste – children and adolescent participation program - 7.5 per cent of total budget
- Syria – education for Iraqi adolescents and remedial classes for Syrian children, child protection and other activities for Iraqi adolescents – as well as specific adolescent programme – 11 per cent of total budget
- Occupied Palestinian Territory - adolescent friendly spaces for specific age group 13 – 18, youth centres, psychosocial support, as well as specific adolescent programme
- Sudan – support for education for adolescent girls.

Except for a small number of countries that specify the age group or differentiate youth from children, it is not clear which group of children and adolescent stages UNICEF targeted. A few COs do support age-specific programming, including Palestine. However, few countries appear to have adolescent-specific projects; although in some cases they are not

---

<sup>221</sup> UNICEF and Children in a Changing Climate, Children and DRR: Taking Stock and Moving Forward, November 2009  
[http://www.childreninachangingclimate.org/docs/Child%20Led%20DRR\\_Taking%20Stock.pdf](http://www.childreninachangingclimate.org/docs/Child%20Led%20DRR_Taking%20Stock.pdf)

immediately obvious, as the documents do not state age range of beneficiaries involved.

UNICEF staff interviewed indicated several adolescent and youth targeted programs as examples of good practices in conflict and post-conflict situations. Most of these were in the MENA region. The Machel Strategic Review Report (2007) includes several chapters dedicated to youth and specific youth demands. A pilot programme in 11 countries focused on creating separate child friendly spaces for girls and boys in emergency situations, including in the DRC where:

“a programme for child friendly spaces was specifically created for adolescent girls after it was found that they refused to participate in discussion groups. They became much more responsive in separate sex differentiated groups. The subject of sexual violence was then addressed with adolescent and youth boys groups and this resulted in the creation of community protection groups in this area of DRC.” (Interview with Gender in Emergencies Specialist, June 2010)

As a part of this pilot, UNICEF trained NGO partners and facilitators to work with adolescent boys and girls. UNICEF also created tools to work on sexual assaults in IDP camps that were either instigated by adolescents and young people or where adolescents and young people were victims of such crimes. The ADAP Unit also recently supported a review of programming responses for adolescents affected by situations of political unrest in Eastern and Southern Africa. This review and pilot provide lessons learned from recent experiences in diverse countries. UNICEF needs to gather more information about such programmes and share them with COs working in similar situations.

**Table 14: Contribution of UNICEF Emergency Programming to Adolescent Rights and Development**

Have UNICEF’s emergency projects and programmes in your country contributed to adolescents’ development and access to rights in any of the following areas?				
	CO Survey – Self-Administered		Senior Managers	
	%	Responses	%	Responses
Improving adolescent nutrition in an emergency or post-conflict context (Focus Area 1)	16.0%	8	9.1%	1
Improving adolescent health (Focus Area 1)	36.0%	18	18.2%	2
Integration of learning opportunities and adolescent rights to education in emergency response and post-crisis development plans (Focus Area 2)	58.0%	29	36.4%	4
HIV risk and vulnerability included in rapid assessments and, where relevant, programme	52.0%	26	18.2%	2

responses (Focus Area 3)				
Ending recruitment and use of adolescents in armed conflict (Focus Area 4)	16.0%	8	45.5%	5
Reunification of adolescents with families (Focus Area 4)	28.0%	14	27.3%	3
Engagement of adolescents in family, school, community and family life (Focus Area 5)	54.0%	27	27.3%	3
None	4.0%	2	36.4%	4
Total Responses		50 out of 60		11 out of 16

## 7.6 Response and Transition

***Finding #44: In the emergencies response/transition phase, guidance tools such as the Initial Rapid Assessment (IRA) Guidance have either no or a token reference to the involvement of children and adolescents.***

A review of the Initial Rapid Assessment guidance notes (2007), “Organising, Managing, and Preparing the Rapid Assessment Team” guidance, and rapid assessment models for WASH, Education, and Protection yielded no reference to adolescents. The protection model has one question for girls and boys play areas but does not differentiate between children and adolescents. The nutrition model includes a question on assessment of acute malnutrition for adults and adolescents.

Overall, UNICEF HQ and ROs offer little guidance to UNICEF COs on emergency programming with children and adolescents. There is also a need for UNICEF to consolidate and strengthen the plethora of guidance documents for humanitarian programming and ensure that they include explicit reference to adolescent rights and children and young people’s participation.

***Findings # 45: The meaningful participation and development of children and adolescents in emergencies varies widely between countries in response and transition phases. While a few countries have a high capacity and targeted focus on adolescent and youth participation and development in response and transition programs, most do not.***

“The immediate needs in Haiti, especially in the camps are still a huge priority. These camps will be there for a long time and this understanding is lacking. There is no clear understanding of youth in emergencies, especially adolescent girls and no agency is taking up the work which needs to be done with them in an integrated manner – not just HIV,GBV.” (Interview with Emergencies Advisor, June 2010).

Generally, staff confirmed that UNICEF programming does not specifically

target adolescents and youth in the emergency response and transition/post emergency phases but that they are included in programming targeting communities. Staff interviews<sup>222</sup> noted several programmes in Palestine and Jordan as good practices in participatory approaches and adolescent development targeted. Interviews with Regional Advisors indicated a high staff capacity in the area of adolescent-focused programming was a key component to their success.

In Afghanistan, UNICEF was instrumental in developing the National Joint Youth Programme. UNICEF provides technical, financial and material support to the Department of Youth Affairs in the Ministry of Information and Culture to increase opportunities for youth development and participation through the establishment of Youth Information Contact Centers. In some regions, UNICEF also supports civil society organizations that run additional youth programmes. These activities are in line with Afghanistan's National Development Strategy that calls for increasing youth participation in governance, recovery, development and peacebuilding. An evaluation of this programme is currently in progress.

In many other conflict and post-conflict countries, UNICEF staff report that the Ministries of Youth have a weak capacity. While some of these countries are developing national youth programmes that could benefit from UNICEF support, not all may be interested in promoting adolescent and youth participation due to a fear of the danger of activism and advocacy against the regimes in power.

Before the earthquake in Haiti, the UNICEF CO was quite small and did not have a disaster preparedness plan in place. After the earthquake UNICEF found that its traditional partners in emergencies had their own sources of funding and, consequently, were not that interested in working closely with UNICEF.<sup>223</sup> One of these, Plan International, during the Haiti disaster response and transition period, conducted a comprehensive needs assessment with children and young people in Haiti<sup>224</sup>. The assessment included children's voices from the ages of 5-24 in order to come up with priorities in each affected district. The report focused on children as beneficiaries and participants only in the needs assessment, but did include sex-disaggregated data by age group and a set of recommendations focused on education, protection and gender equality.<sup>225</sup> Although the recommendations prioritize children and youth participation in all sectors, they do not fully address the needs expressed by young people.

---

<sup>222</sup> Telephone interview with Child Protection Specialist, June 2010

<sup>223</sup> Interview with GBV and Emergencies Consultant, June 2010

<sup>224</sup> Plan International, Anticipating the Future – Children and Young People's Voices in Haiti's Post Disaster Needs Assessment (PDNA), March 2010

<sup>225</sup> Telephone Interview with the Senior Advisor for Capacity Building and Education in Emergencies in Geneva – June 2010

UNICEF has also developed a pilot programme in Haiti specifically targeted towards adolescent girls, 10-14 years of age which represents a very good example of an integrated programme that meets many of the needs of young girls. It is called “*Project Identity*”<sup>226</sup> and focuses on life and livelihood skills, plus cultural development through music and dance.

UNICEF's decentralized nature has made it a challenge to promote coordinated knowledge management and sharing of relevant experiences that could be scaled up or replicated rapidly elsewhere. In general, UNICEF needs to allocate greater resources and personnel to develop integrated approaches to children, adolescent and youth participation in the preparedness, response and post-emergency transition phases. In particular, what UNICEF needs is a greater number of adolescent and youth emergencies specialists, specifically trained by UNICEF<sup>227</sup> to support COs as currently the organisation has a limited capacity in this regard. UNICEF also needs to support development of adolescent-sensitive interagency assessments and coordination of related programming inputs in all three phases of emergencies.

The adolescent and emergencies specialists could provide technical assistance to the COs in:

- Coordinating and developing inter-agency mechanisms in emergencies and joint needs assessments
- Liaising with Ministries of Youth
- Identifying youth-focused organisations in emergencies or developing their capacity
- Conducting related situational analyses
- Conducting assessments for marginalised youth
- Facilitating focal groups
- Developing adolescent-sensitive preparedness plans
- Conducting Vulnerability and Capacity Assessments
- Conducting assessments in DRR/preparedness education
- Mapping agencies working on sectors where UNICEF has a lead and defining what is missing.

The overall challenge UNICEF faces with its emergency programming is that it offers a wide range of services in diverse countries and has not yet developed a strong niche related to adolescents vis-à-vis the plethora of multilateral and bilateral agencies and NGOs working in this area. For this reason, at the global level, it would be useful if UNICEF mapped the major organisations in each sector working with young people before, during and after emergencies with its partners in the interagency mechanism. This would help identify and define its own niche area of expertise, and responsibilities related to adolescents in emergencies, such providing support for youth-focused organisations in preparedness phase and

---

<sup>226</sup> UNICEF, *Identite: The Art of Being Haitian*, Outline of an Action Plan, 2010

<sup>227</sup> Equivalent to the gender roster in emergencies.

developing a more strategic and long term approach for post-conflict and post emergency situations to support the rights and development of adolescents in recovery programmes.

Some of this mapping was done during the two ADAP workshops in 2005 and 2007, and UNICEF has been working to ensure that adolescent rights are incorporated in ongoing emergency mechanisms with a focus on the Education Cluster, and INEE as the entry points. However, the Evaluation Team found that the Education Cluster still appears to be focusing most of its emergency programming on younger children. In addition, since UNICEF still is either unable or does not collect age-disaggregated statistics on its programme beneficiaries so it is not possible to determine the extent of adolescent involvement.

The mapping also needs to identify gaps and points of overlap in programming for adolescent rights and participation between UNICEF and UN partners, e.g., both UNICEF and UNFPA work on in GBV in emergencies. As the stated priorities and "needs" of young people recorded at the EGM consultations in 2007 noted:

“Participants, particularly the young people, ... emphasized the subsequent consequence of programming that was less relevant to the realities faced by this age-group. This was strongly echoed in the presentation by young people. They also argued that existing programming suffers from unrealistic time scales; inaccessible focal points; a tendency to underplay or ignore economic-oriented programming; facilitating a dependency culture and a lack of their meaningful involvement in peace building initiatives.”<sup>228</sup>

## 7.7 Summary

The main findings of the evaluation to the three emergencies-related questions in the TORs can be summarized as follows:

1. Adolescent rights are not consistently addressed in programming in natural disasters and conflict-related emergencies, but there is growing awareness of the need to do so, as well as good examples of individual instances where this has been done, particularly in the area of child protection.
2. Adolescent rights are increasingly being reflected in guidance/ framework/ tools for emergency preparedness and response planning, with the most notable change being in the 2010 version of the Core Commitments for Children In Emergencies. There are still,

---

<sup>228</sup> UNICEF, Executive Summary, Expert Group Meeting (EGM) on Young People in Emergency and Transitional Situations in New York – December 2006

however, often significant gaps in this regard in the Emergency Preparedness and Response Plans. This represents a key area for improvement as if the ways in which adolescent rights and participation can be addressed are not spelled out concretely in the EPRPs, these approaches can be readily overlooked during the actual emergency when fast action and decisions are needed. UNICEF has however, been quite active in working to support the development of other emergency focused tools related to adolescents through its participation in relevant inter-agency working groups.

3. The Evaluation Team found good examples of the integration of adolescent rights and needs in programming in all three phases of emergencies and transitions: 1) preparedness 2) response to natural disasters and conflicts; 3) recovery and post-emergency transition that could stand as good practices. However, the Team also found that the treatment of adolescents in the three phases was not systematic or institutionalised. There appeared to be a particular need to give greater priority or attention to adolescent education in the recovery and post-emergency transition stage and to find effective ways to build adolescent capacities and reduce their vulnerabilities in an emergency context through increasing their participation at three phases of emergencies.

While there is not yet a clearly defined niche for UNICEF with regard to adolescent programming in emergencies, there does appear to be a nascent awareness of the importance of adolescent and youth participation in emergencies. This is an area UNICEF personnel could explore in more depth and share the organisation's experiences with their partners with regard to both what are the particular risks facing adolescents and youth in the three phases of emergencies and how enhanced participation by these age groups can serve both to reduce these risks as well as bring other significant benefits.

## PART IV: CONCLUSION AND RECOMMENDATIONS

### 8.1 Conclusions

#### Overview

Since the establishment of the ADAP Unit in UNICEF's New York HQ in 2001, UNICEF has been promoting increased attention to adolescent rights and development and to children and young people's participation. However, UNICEF's approaches to these programming areas are still in their infancy, and how they are treated differs widely from region to region. The ADAP Unit has led the effort within UNICEF with regard to developing related conceptual and programmatic approaches to working with adolescents and youth.

#### Guidance

In the absence of an overall policy on adolescent rights and development and children and young people's participation, the default global guidance for UNICEF staff has been the CRC. This Convention assumes that children of all ages should be covered by exactly the same set of rights. Therefore there is growing evidence that there is a need to develop and define specific approaches for promoting and fulfilling adolescent rights taking into consideration their higher and evolving capacities and responsibilities and specific age-rated vulnerabilities. Given these factors there are several areas where the UN system and its national partners need to consider reviewing the CRC from this perspective to determine how well it covers the specific reality of adolescents. As a part of this review, there is a need to debate if there is an need to extend additional rights to adolescents not afforded to or necessarily appropriate for younger children, particularly in the areas of sexual and reproductive health and labour.

The other area of global guidance has been the MTSP, which currently does not explicitly integrate adolescent rights and development and children and young people's participation except in Focus Area 3, Key Result 3 and Focus Area 5, Key Result 4. There is also some guidance on participation as well as limited references to integrating adolescent development in the PPPM. The ADAP Unit is in the process of developing a global strategy on adolescent development. The HIV Global strategy includes consideration of adolescent rights and the Child Protection global strategy includes references to children and young people's participation. There are also regional adolescent and participation strategies.<sup>229</sup> Currently, however, there is a need to coordinate the approaches used in these different strategies. There is a particular need to

---

<sup>229</sup> For example, in TACRO, EAPRO, ROSA, and MENA, while those for CEE-CIS and ESARO are still under development in 2010.



develop more coherent strategies related to the effective integration of a positive adolescent development model in programming and to address the issue of participation for younger children (those under 10) and the need for a greater focus on adolescents aged 10 to 14. Both of these age groups currently tend to receive less attention in UNICEF programming.

### **Concepts**

One challenge facing UNICEF in these programming areas is the confusion among staff and partners about the terminology used to define adolescent programming; including terms such as positive adolescent development, adolescent well-being, adolescent rights and participation, and even to what age adolescence extends, with the debate raging between adolescence ending strictly at 18 or extending to a person's 19 birthday.<sup>230</sup> ADAP has produced a fair amount of research in this area, as have the various regional offices. What is needed at this point is for UNICEF to develop a general consensus about which terms should be used and what each term means. There is no need to do more research in this area but rather to coordinate and consolidate the existing background materials so that they can be disseminated more systematically to the regions and national offices. However, as one Regional Advisor pointed, these distinctions are not the main factor holding back progress in this area. They simply make it harder to document results as there is not necessarily a consistent target group in terms of ages.

As indicated in the paragraphs on guidance another challenge is the fact the CRC is 'age blind' and does not distinguish between the rights of younger and older children. While adolescents are entitled to all of the same rights as children, UNICEF and the UN system now need to examine to operationalise General Comment 4 on Adolescent Health and Development that is dedicated to analysis of the CRC from the point of view of adolescents' specific capacities, responsibilities, vulnerabilities and singularities.<sup>231</sup>

### **Commitment and Accountability**

In the absence of a clear policy, issues of adolescent rights and development and children and young people's participation are treated in an ad hoc manner at the country programme level. There are some pockets of brilliance with regard to innovative programming in some countries, some of which are sustainable and can be scaled up and others which are not. In others adolescent programming has been subsumed under sectoral approaches. However, given the inadequate attention paid to adolescents within some programming areas, the

---

<sup>230</sup> The Evaluation Team was given different age definitions of what constitutes an adolescent throughout the entire evaluation process by key stakeholders, including the members of the Evaluation Steering Committee.

<sup>231</sup> Refer to General Comment #4 on Adolescent Health and Development, CRC Committee.

integration of their needs into sector programmes does not necessarily lead to mainstreaming of adolescent needs and rights. In these instances, poor programming can fail to see UNICEF meet its mandate and contribute to the MDGs, e.g., there is a need for increased attention to adolescent mothers, and other gender equality-related issues, such as age of marriage and high school enrolment and attendance.

Despite these inconsistencies, UNICEF seems to address adolescent rights fairly well, particularly with regard to the right to survival and the right to protection. Adolescents are included in the definition of children's rights and UNICEF staff are fairly well versed in applying rights-based approaches in programming and do not question the need to do so. They did seem to encounter more challenges in applying adolescents' rights to development in programming. This did not appear to be as a result of a lack of commitment, however, but rather was more strongly linked to a lack of capacity related to the shift to a positive adolescent development approach.

Given the relative lack of clear guidance and limited expertise available to UNICEF staff related to adolescent programming, senior management interviewed for this evaluation felt that staff could not be held individually accountable for this work as a part of their annual performance reviews, unless it was an explicit part of their Unit's work plan. While a fair observation, this underscores the need for UNICEF to provide greater clarity to its staff in these areas. In the current situation, the senior management role at the CO level has become the most critical determining factor as to whether a country programme will give priority to adolescents – either through a mainstreamed integrated approach or through adolescent-specific programming. While there will always be variations among country programmes based on national priorities and specific country contexts, this present situation leaves too much up to individual decision-makers. This important finding underscores the urgent need for a Global policy.

The discussion as to whether or not “adolescents” should be made a more explicit priority throughout UNICEF's programme is a larger one that must take place among Senior Managers in the near future. The core of this debate appears to be a sense among UNICEF staff and partners that UNICEF is lagging behind its partners in this area, when it should be capitalizing on its leadership in its work with children of different ages, but is not. The demographic data and evidence of youth bulge and rapid urbanization and the demographic transition have raised government attention to adolescents and youth as an increasingly urgent population that needs to be addressed. This is juxtaposed against the view that UNICEF's primary mandate is early child survival and that any increased priority given to adolescents and young people should not be at the expense of that part of UNICEF's mandate. Some Senior Managers insist on maintaining a strong emphasis on early child survival in the least

developed countries, seeing room for a greater focus on adolescent programming in middle income countries.

The tension between these two parts of UNICEF's mandate is evident is the relative underfunding of specialist expertise in ADAP at the RO and CO levels.

### **Capacity**

With the exception of the excellent work of the New York-based ADAP Unit, the few Regional Advisors working on adolescent and youth programming and some CO-based individuals, UNICEF's organisational capacity in working with and for adolescents appears to be relatively limited, with some staff commenting that it is much easier to work with young children. Staff understanding of the key concepts is reasonably good given the conceptual confusion around issues of adolescent rights and development. Staff are unclear on how to include adolescent rights and development and children and young people's participation within sectoral programmes, particularly in Focus Area 1: Early Child Survival – although there is considerable scope there to work with adolescent mothers. The greatest weaknesses in staff understanding were related to the building of adolescent capacities and well-being at the different stages of adolescent development and children and young people's participation.

In addition, few of UNICEF's permanent human resources are adolescent or participation specialists. Even the temporary contractual human resources with this expertise appear to be limited. Consequently, there is an urgent need for UNICEF to provide training to its regular staff on how to work effectively with adolescents and youth and what a mainstreamed approach to working with these age groups entails.

The way UNICEF is structured at the global and regional levels limits the support that CO staff receive related to adolescent programming and children and young people's participation. In particular, UNICEF structures are not well set up to provide technical expertise on cross-cutting issues, particularly those outlined in Focus Area 5, Target 5. This challenge is compounded by the fact that sectoral programming within UNICEF tends to operate in an isolated "silo" style in which the different Focus Areas do not necessarily coordinate their programming efforts cross-sectorally. This leads to somewhat narrow and segregated programming. This effect is reinforced by funder priorities. This also does not facilitate the ready integration of cross-cutting issues such as adolescent rights and development and children and young people's participation.

### **Programming Approaches**

The net result of UNICEF's lack of policy coherence related to adolescent rights and development and children and young people's participation is that these programme areas are not addressed systematically at the

country programme level. Consequently, while much UNICEF programming reaches adolescents and young people by default, this does not mean that the programming is necessarily adolescent-sensitive. UNICEF and its partners employ a wide range of approaches to adolescent programming. This includes some that are still based on the idea of adolescents as a problematic target group, and others that view adolescents and young people as rights-holders and critical actors in the development process, particularly at the community level. In addition, while some areas may require special interventions for young people because of the evidence of priority needs in these areas (e.g., accidents, child labour, drug use, HIV, etc.) the broader framework in which programming needs to occur is to see young people as assets, the continued expansion and application of a positive framework for addressing adolescent needs and capabilities.

Another result of the lack of a global policy is that UNICEF staff are not reporting on all programme results related to adolescent rights and development, and that programme documents or guidance requirements have often not included clear indicators in these areas. This is also in part as many UNICEF programmes do not disaggregate programme beneficiaries by age.

In general, there would also be a considerable benefit to UNICEF's programming if the Focus Areas could coordinate their approaches to adolescent rights and development and children and young people's participation.

- **Adolescent Rights**

UNICEF's treatment of adolescent rights is the one that appears to be best integrated in the sectoral programming, particularly within the education, HIV and child protection sectors in the area of reproductive rights. In the Education sector children's right to participate tends to focus on children's involvement in participation related to decision-making for children, ages 10 and above, largely due to their increased capacity to participate. In the Early Child Survival sector adolescent rights receive appear to receive fairly limited attention and there is a greater focus on adolescents' access to services that contribute to survival as opposed to the right to participate or to development.

- **Adolescent Development**

The concept of positive adolescent development was the least understood programming approach, as well as the least addressed within the programmes that the Evaluation Team reviewed in Cambodia and Sierra Leone. In Brazil, the country programme has placed a strong emphasis on adolescent development and uses participation as one strategy to achieve this. While Brazil is working in a very different context than the other two country case studies, their programme approaches still can provide some lessons learned that can be adapted to the reality of other COs. The direction being taken by TACRO with the development of

well-being indicators is one that could be picked up by the other regions if they find them to be appropriate for their context. It also promotes the shift of focus, called for by the ADAP network, to positive adolescent development that views them as an asset, and views UNICEF's role as helping to build adolescent capacities. Within this context, participation can and should be included as a strategy or even a dimension adopted to promote adolescent overall development, since it has proved to reduce adolescent's vulnerability and it is a strong component of citizenship building and civic engagement.

Overall, there appears to be a particular gap in staff understanding of how to programme for adolescents from ages 10 to 14. UNICEF staff also identified a strong need to give priority to working with adolescent girls in the future based on the evidence of additional challenges they face compared to boys. This is in keeping with the recently signed UN document *Marginalized Adolescent Girls*. A caveat here is in this process to ensure that some of gender-specific needs of adolescent boys also need to be addressed, such as the impact of gangs, higher dropout rates for boys in middle income countries, their role in sexual and reproductive health, HIV and STD prevention, and the promotion of safe and respectful sexual relationships. UNICEF is doing some highly innovative work in this area, but this needs to be more systematized across its programming approaches.

- ***Participation of Children and Young People***

UNICEF HQ has focused its support for children and young people's participation on participation in decision-making processes, as opposed to the wider range of types of participation such as economic and educational participation or participation within the family. UNICEF's participation processes also tend to focus on adolescents and youth, as opposed to younger children, and UNICEF staff had difficulties identifying different ways to foster increased participation with children under the age of 14.

UNICEF is a world leader with regard to the integration of children and young people's participation in high-profile policy processes at the global and regional levels. This investment has served to raise awareness considerably among national governments of the need to consult with children and young people in policy processes.

Many UNICEF staff interviewed, however, have strong reservations about the amount of time and money invested in one-off high-profile events to achieve what they perceive to be limited results in terms of policy influence. Instead they would like to see more sustainable processes established that have strong links to national, sub-national and community-level consultation processes. This dovetails with a growing body of evidence that participation processes that start at the municipal level are more likely to involve larger numbers of children and young people and to include marginalized and vulnerable populations, and that

involving younger children in decision making in their family and school settings builds capacity for participation at higher levels as they mature and increases their self-confidence and ability to express their needs.

Children and young people who have participated in high profile policy events report that this was a highly positive experience for them and that their voices were heard to a much greater extent than is the perception of UNICEF staff. The Team found similar levels of satisfaction and individual capacity growth among adolescents and youth who took part in municipal or national level participation programmes in Cambodia, Brazil and Sierra Leone. Feedback from adolescent and youth focus groups was, in fact, quite inspirational in terms of the changes the focus group members noted and their enthusiasm about their participation.

The Evaluation Team found multiple good practices related to participation that could be scaled up or replicated. Harder to find were concrete examples that demonstrated a clear link between children and young people's participation and changes in national or international policy. This is not necessarily because there is no impact, but mainly because there is a dearth of indicators to measure these impacts in a complex political environment in which there are multiple factors contributing to policy design. UNICEF also needs to develop clear indicators to measure the outcomes of other types of participation that lead to changes such as growth in self-confidence, preparation to be good citizens, increased access to opportunities, increased ability to negotiate issues with peers and results, etc.

### ***Focus Area 1: Early Child Survival***

While logically Focus Area 1 will not be dealing with adolescents as a primary target group, given UNICEF's life cycle approach to programming, UNICEF staff needs to make much stronger links between adolescent development and early child survival. What stood out for the Evaluation Team, in particular, was the limited attention paid to adolescent mothers in some of the country case country programmes. If this is indicative of the general pattern of programming for this target group, it means that UNICEF should work more actively to ensure that their needs are integrated more systematically into Focus Area I programming. There is also a need to consider that the young mother and young child both have rights and these rights must not be in conflict.

The Team found did find clear examples that the UNICEF staff and partners interviewed are working to integrate effective participation strategies within their WASH programming. The only caveat here is to make sure that when UNICEF and its partners use adolescents and youth as community facilitators and educators that their training includes some kind of accompanying skills and leadership capacity building components. This is particularly critical for adolescents and youth from

extremely poor communities and often is a prerequisite for their participation.

### ***Focus Area 2: Education and Gender Equality***

UNICEF's educational programming has several strong components that focus on building the capacities of adolescents and youth, particularly in the child-friendly schools model. However, there is a need to strengthen this model to include more direct participation activities for children under 10 and to expand its reach to include middle and high schools, with correspondingly higher levels of responsibility for the adolescents involved.

The Evaluation Team found that there was much less consistent or only limited evidence that UNICEF programming was addressing the needs of out of school adolescents and youth to the same degree. The Team considered that where possible, particularly when dealing with poorer groups of adolescents and youth, UNICEF programming should also include basic skills, vocational training and content related to the promotion of civic engagement.

The Team also found that UNICEF has developed multiple strategies to increase girls' participation in school and appears to have applied these strategies fairly consistently across multiple country programmes.

### ***Focus Area 3: HIV/AIDS and Children***

UNICEF has been quite innovative in its approaches to working on both adolescent rights and development and children and young people's participation in the HIV/AIDS area, particularly with those most at risk. It would be useful therefore if the HIV/AIDS Unit and ADAP could coordinate their efforts to disseminate these good practices and programme approaches amongst the different regions, as well as to the other Focus Areas to determine if they approaches could be adapted and replicated elsewhere.

### ***Focus Area 4: Child Protection***

The Evaluation Team observed that while UNICEF is supporting many innovative programmes in this Focus Area, the general approach taken often still follows a more top-down service-oriented model as opposed to a positive adolescent development approach that is participatory and which identifies young people before they drop out of systems that help them achieve success. Consequently, there remains considerable room for the integration of more participatory approaches within child protection. Where UNICEF has made some inroads in this area appears to be in the field of juvenile justice.

### ***Focus Area 5: Policy Advocacy and Partnerships for Children's Rights***

This Focus Area demonstrated the most consistent and systematic approach to integrating children and young people's participation. This is

likely due to two factors. The first is that this is an explicit objective in Key Result 4 and therefore UNICEF staff have to report back directly on the related results to the ROs and UNICEF HQ. The other is that one of UNICEF's great strengths is policy advocacy. At the country programme level UNICEF has developed some highly innovative and inclusive policy initiatives that integrate adolescent rights and development and priorities, particularly with regard to involving adolescents and youth in municipal decision-making processes and civic engagement.

### ***Measuring Results in a Mainstreamed Context***

UNICEF faces a major challenge with regard to measuring results and documenting adolescent programming approaches within the different focus areas. This is that while adolescents and youth are natural beneficiaries and target groups in some programmes, unless data is collected that is age-specific and there are explicit age-specific results outlined from the onset, there is no systematic way to document the effect and impact of UNICEF programming on these age groups. In general, the impression the Evaluation Team was left with is that UNICEF is doing more for adolescents in many areas than is obviously apparent from a document review and that many of these positive results are not being captured by UNICEF's existing reporting processes.

### ***Partnerships***

UNICEF's international and national partners uniformly spoke incredibly highly of their partnership relationship. They respect the weight and credibility that UNICEF brings to advocacy and policy development at the national level, as well as the strategic support UNICEF has given them to implement programming work. UNICEF also garners strong respect and appreciation for its technical expertise, particularly from government partners. UNICEF also appears to have a real strength in its ability to select NGO partners that have relevant and solid programming that can be scaled-up and expanded either nationally or within a region.

UN partners were also generally positive about UNICEF's work in adolescent rights and development, and were particularly supportive of UNICEF's role in promoting children and young people's participation. Indeed, they indicated that they would like to see UNICEF exert even more leadership in this area.

### ***Comparative Advantages in Programming***

UNICEF's main strengths within programming for adolescent rights and development and children and young people's participation is in its policy and advocacy work at the national level in multiple countries where the organisation has demonstrated considerable leadership, exerted a fairly strong influence and is highly respected by both national and UN partners. There remains, however, a strong need for UNICEF to coordinate aspects of its work related to adolescent reproductive health and with young people with UNFPA to determine which organization has the comparative



advantage and is better placed to provide these services in collaboration with its national partners. This may vary from country to country depending upon the field presence of each agency.

### **Emergencies**

The Evaluation Team found that while UNICEF's programming related to adolescent rights is still relatively limited with regard to adolescents rights it is currently undergoing a shift in approach and philosophy to be more inclusive of adolescent participation. This shift has come about in part to the unexpected and spontaneous participation of children and young people at multiple level during the 2004 tsunami emergency and related recovery periods in Asia. This experience contributed to UNICEF ensuring that their new "Core Commitments to Children in Humanitarian Assistance" (CCCs) released in May 2010, make an explicit commitment to include children, as well as adolescents and women into all phases of the analysis, design and monitoring of humanitarian programmes. This represents a considerable improvement from the 2005 CCCs.

However, there remains a significant gap in the 2010 CCCs, however, in that they do not refer to children's right to meaningful participation in emergencies. This would take into account their capacities or preparedness plans to build their capacity (e.g., in first aid, disaster preparedness), as well as their possible contributions to health, protection, education, relief and reconstruction efforts.

The Team also found that while UNICEF has been active in promoting the consideration of adolescent rights and participation within an emergency context at the interagency level, progress in this area has been slow. Consequently, there is still no common interagency coordination framework for children, adolescents and youth in emergency situations.

In general, while it is clear that UNICEF is doing work in to support adolescents rights in each emergency situation in which the organisation is involved, it is not certain what is the extent of this programming because UNICEF and its partners often do not or are not able to collect age disaggregated data. In addition, while UNICEF has been demonstrating some leadership in this area at the interagency level, the organisation still does not have a clearly defined role or niche with regard to adolescent rights and emergency programming.

### **Future Directions**

What became very clear throughout the course of the evaluation is that there is a strong rationale for UNICEF to place increased priority on adolescent and youth programming in the future and to build on the leadership role the organisation has already demonstrated in promoting children and young people's participation for both developmental and emergencies and humanitarian programming. UNICEF staff at all levels recognized the growing importance of programming for and with

adolescents and youth and that UNICEF needs to focus more attention on this area in the future in a more systematic way.

This viewpoint is growing among UNICEF staff in part due to an increased understanding and awareness that adolescents and youth can be effective actors who contribute significantly to their communities. National government partners have also expressed growing concern that there are large segments of their adolescent and youth populations that if not “channelled” into constructive paths represent a huge potential source of civil unrest. UNICEF staff also noted that adolescence represents a time period when even small investments can make a significant difference to their future outcomes as adults. The consensus is growing therefore that there is an increasing need for UNICEF to focus on positive adolescent and youth development programmes. UNICEF will, however, need to decide where to place its priorities even within this area, with some staff strongly promoting a need to work more with adolescent girls and others indicating that the 10 to 14 year age group has been neglected. While the actual specific priority groups of adolescents to be targeted will vary from country to country, UNICEF needs to make a strategic decision both to increase their programming focus to include a greater emphasis on adolescents, as well as which are the most vulnerable groups of adolescents to which the institution will direct its attention and needs to find a way to do this using a positive development approach.

Within this context participation would act as one strategy to help achieve positive adolescent and youth development. While most UNICEF staff are not convinced that participation in high profile policy events is the best strategy for children and young people’s participation, those who have had the opportunity to work with adolescents and youth using other types of participatory approaches have seen a strong impact in terms of increased confidence, greater access to opportunities and decreased vulnerabilities in multiple areas.

Given UNICEF’s strong credibility with national, regional and international partners, the organisation is well placed to play a global leadership role in the area of adolescent and youth programming and policy advocacy. In particular, the ADAP Unit has laid a lot of the groundwork for the organisation to move forward in this direction. To do so will require an institutional investment to increase staff capacity in adolescent and youth programming at the HQ level with regard to global policy development, as well as at the regional and country programme levels, as well as related training. However, much of the related programming needed could be accommodated through more effective integration of adolescent and youth programming within the sectoral programmes. This does not have to be at the expense of early child survival. Rather it needs to be seen as an essential element that will contribute to decreased child mortality.

The first step in making this shift in thinking and programming approaches would be for UNICEF's Senior Managers to convene and discuss just what degree of priority the organisation agrees to assign to adolescent and youth programming, what it will take for UNICEF to move in this direction and what UNICEF's role should be in this process. Currently UNICEF is particularly well placed to lead related advocacy efforts, as well as could readily build on the growing body of successful programme approaches and partnerships it has established in this area.

## 8.2 Recommendations

### UNICEF needs to:

#### **Guidance**

1. Develop an effective process to ensure that Senior Managers at the HQ and RO levels make a policy decision in the near future (in consultation with the COs) regarding how much of a higher priority UNICEF should be giving to adolescent rights and development programming, as well as on which specific groups of adolescents it would be most strategic to focus UNICEF support. This decision would form the basis for the development of a global policy on adolescent rights and development, with adolescent and youth input. (Senior Managers).
2. Ask each sector focus area and the emergencies staff at HQ to:
  - Map out their specific engagement to adolescent rights and development and children and young people's participation and determine the priorities for action based on existing evidence compared to the needs of other target groups covered by UNICEF's mandate.
  - Review the existing guidance in each sector from the perspective of how well they explicitly integrate adolescent rights and development and children and young people's participation
  - Determine to what extent the sectoral programmes for which they are responsible are meeting their related accountabilities
  - Where needed, update the guidance documents to integrate adolescent rights and development and children and young people's participation more consistently.
  - Make these guidance documents more easily accessible for RO and CO staff. (Sectors and Emergencies Units – HQ).

#### **Concepts**

3. Take a leadership role at a senior multilateral level and initiate a consultative process with ROs, COs, UNICEF UN and other partners and interagency groups to find effective ways the organisation can harmonize and simplify its age definitions of children, adolescents, young people and youth with those used by its UN system, and international, regional and national partners, as well as simplify and build a common understanding of the terminology it uses to describe different aspects of adolescent development and children and young people's participation to reduce the confusion that exists and strengthen the related planning, monitoring and evaluation processes. (ADAP & ROs).

### **Commitment and Accountability**

4. Use the results of this evaluation and other reporting mechanisms to review to what degree UNICEF is falling short of meeting its commitments to integrate adolescent rights and development and children and young people's participation in Focus Areas 1 to 5 and ensure that the organisation allocates sufficient human and financial resources to meet the current MTSP commitments by the time this strategic plan expires. (Senior Managers)
5. Develop ways to institutionalise the integration of adolescent rights and development and children and young people's participation in programming, such as:
  - Ensuring that programme design is informed by prior age, gender and vulnerabilities-specific analysis, that resource allocations are made based on the results of this analysis and that children and young people have input into the programme design in any programme that affects them directly
  - Ensuring that each programme (where relevant) has an adolescent and/or participation specific objective and related indicators to measure progress
  - Holding staff accountable for these processes and reporting on related results explicitly (ROs and COs).
6. Develop a strong global advocacy campaign to lobby for the systematic collection of age-specific data related to adolescents and youth within international, regional and national data collection processes. (ADAP, ROs and ROs).

### **Capacity**

7. Negotiate with donors and internally within UNICEF to allocate sufficient resources from the core budget so that at:
  - At the HQ level the ADAP Unit has a permanent core of technical staff at least as large as its current staff complement currently on contract or funded through other sources
  - The Regional level there is at least one full time Adolescent, Youth and Participation Specialist in each region accompanied by an adequate programme budget
  - The CO level in those countries that determine increased adolescent and youth programming is a priority that they can hire specialist personnel on an on-going basis. (Senior Managers)
8. Provide strategic training of the key technical advisors in each sectoral unit at the HQ level, as well as of the Regional Advisors from the diverse sectors at the regional level on how to work effectively with adolescents, and youth; provide funding for regional workshops on the same theme for key personnel from the sector units at the CO level, as well as deputy resident representatives; and incorporate

relevant modules into the PPPM for inclusion in new staff orientations. A curriculum developed recently by the Brazil CO could be adapted for these purposes at low cost, with some additional support allocated to the Brazil CO for this purpose.. (HQ, ADAP, Regional Offices/Country Offices)

9. Convene a series of regional workshops on good practices related to children and young people's participation such as how to integrate children and young people's capacity development processes and participation in community decision-making effectively at the municipal level and how to use these processes to make consistent and strong links with decision-making at the sub-national and national levels. (ADAP and ROs)

### **Programming Approaches**

10. Coordinate the documentation and dissemination of good practices on successful programming approaches related to adolescent rights and development and children and young people's participation, and work closely with the Adolescent Focal Points to both identify and distribute these good practices. (ADAP, ROs)
11. Streamline which high policy events the organisation will continue to support and establish minimum standards for consulting with children across UNICEF as EAPRO has done with the Inter-Agency Working Group for Children's Participation.<sup>232</sup> This would include, at a minimum, the following core principles:
  - Participants are selected by their communities and their peers
  - Participants are selected sufficiently ahead of time that they can consult their communities regarding the main issues to be discussed at the meetings
  - Sufficient lead time and staff resources are available to prepare the participants so that their participation is meaningful and effective
  - Children and young people's input is considered from the beginning of the policy drafting process and not left until the end
  - Related meetings are set up in such a way that they are child and adolescent friendly
  - There is funding and technical advice available to support follow-up activities at the national, sub-national (where applicable) and community levels. (ADAP, ROs and COs)

### **Emergencies**

12. Conduct a mapping of major organisations in each cluster that work with adolescents and youth before, during and after emergencies with its partners in the interagency mechanism to help identify and define

---

<sup>232</sup> Interagency Working Group on Children's Participation. 2007. Children's Participation in Decision- Making: why you do it, when to do it, how to do it.

UNICEF's own niche area of expertise, and responsibilities more clearly.  
(Senior Managers, ADAP, Emergency sector HQ)

13. Develop a roster of specialists with expertise in developing integrated approaches to children, adolescent and youth participation in the preparedness, response and post-emergency transition phases of emergencies to support COs with the following types of activities:
  - Coordinating and developing inter-agency mechanisms in emergencies and joint needs assessments
  - Liaising with Ministries of Youth
  - Identifying youth-focused organisations in emergencies or developing their capacity to support emergency work at the three different phases
  - Conducting related situational analyses
  - Conducting assessments for marginalised youth
  - Facilitating focal groups
  - Developing adolescent-sensitive preparedness plans
  - Conducting Vulnerability and Capacity Assessments
  - Conducting assessments in DRR/preparedness education
- Mapping agencies working on sectors where UNICEF has a lead and defining what is missing. (Emergency sector HQ, ROs)
14. Use the evidence gathered to date to develop a niche within the emergencies community of organisations to advocate adolescent and youth participation at all three phases of emergency (Emergencies Unit – HQ).

### **Structural Issues**

15. Find a viable way to ensure the ADAP Unit is able to re-establish on-going contact and provide strategic input into work being done by the Programme Division while still maintaining a strategic presence and input in the Policy Division. (Senior Managers and ADAP).

Refer to Annex 12 for recommendations regarding additional research needed related to adolescent rights and development and children and young peoples' participation.

## Epilogue

Opening speech at the Youth Assembly, 5th World Urban Forum, Rio de Janeiro, Brazil

By Renato Gardel, Youth communicator from the UNICEF Urban Center Platform programme, Rio de Janeiro, Brazil

Good morning!

I live in Cidade de Deus (City of God )  
I live in the City of Rio de Janeiro  
Within me lives a youth spirit

I have a story  
I came from Bahia  
I was adopted and came to Rio .

Violence used to live within my father  
And the cities became used to the illegal, to danger, to wrong attitudes.

And they became used also to underestimate the potential of their young people.

This bothers me.

**I hear: Young people are unstable!**

OK that is true, and I ask: And the world economy? And so many marriages? And politics?

**I hear: Young people are transgressors!**

Picasso has transgressed the rules of painting!  
Einstein has transgressed the limits of Newton 's Physics

**I hear: Young people don't have their feet on the ground!**

And I ask: **Is the ground so reliable?** The ground all over the world trembles.  
Trembles beneath the feet of our brothers and sisters of Haiti ... of Chile ...

**I hear: Young people are never quiet!**

Yes we are unquiet. And with all that is happening in the world, should we be quiet? We would like our leaders to be more unquiet.

**I hear: Young people change their humor all the time!**

I say yes, we get emotional very easily. And how many so called "responsible adults" have lost their capacity of getting emotionally moved.

I want to underline this.

This is maybe one of the most important issues that seem to be forgotten and despised in the adult world.

Emotions are not a privilege of a special social class:



What young boy or girl, from whatever region of the world they may be, from whatever social class they may belong, in whatever cultural extract they may dwell, don't carry within them poetry or music that talks about the feelings of their souls?

What young boy or girl in the world has not felt sadness?

What young boy or girl from the slum or the middle class has not felt fear? Has not fallen in love? Has not felt anger?

Has not felt lost, anguished or happy?

Some adults have left behind these elements that make all of us feel human, and alive. A lot of them have become covered by sorrows, mistrusts and deceptions. The lack of feelings made them forget our equalities.

We are all made from the substance of dreams

**I believe that one of our functions, as young people of the world, is to maintain alive these remembrances which unite us beyond social classes, beyond religions, beyond frontiers.**

**These emotions and feelings can remind us about our equalities. Maybe it is this specific quality of young people that can create the bridges between us adolescents, and remind pragmatic adults, with little or no memory, that we are all persons.**

We, young people, have views which are not limited to what is established. We have the capacity to look, to risk and to go beyond the ideas that have been already thought.

We are the passion, the desire and the hope.

We, in whatever place we can be, are the remembrance of the desire for changes.

That is why we should be proud and assume the responsibility of being what we are, and inspire those who became bitter and hopeless.

So... I propose another vision of us adolescents.

Just as children, women and elderly people are not just population groups...

If we look attentively...

We can perceive that children can be seen as representations of spontaneity and innocence...

Women as symbols of care, welcoming and sensibility.

Old people as expressions of wisdom and experience...

In the same way, we adolescents, from any place in the world, we are not just an age group. We are the bridge, the signal, the invitation, the wish and the possibility of transformation that dwells in the soul of every one of us.

Thank you.

Renato Gardel

## Annexes

## **Annex 1: Evaluation Team Bios**

### **Dana Peebles: Evaluation Team Leader**

Director of Kartini International. Has 28 years experience in international development, including 22 years in gender equality and 6 years in adult basic education and skills training. For last 14 years Ms. Peebles has served as the Director of Kartini International, a consulting firm specializing in social change management services. She has an additional 16 years experience in project management and as technical advisor/analyst and trainer in related fields, including 9 years in Africa, Southeast and Central Asia, Latin America, and the Middle East. This includes extensive experience with diverse UN agencies, IFIs, CIDA, Sida, and AusAID in both developmental and post-conflict contexts, with strong emphasis on result-based and human rights approaches. Recent work has encompassed an additional three evaluations for UNICEF, including serving as the Team Leader of the 2007 global evaluation of UNICEF's gender policy and practice. She is the recipient of the *2000 CIDA International Cooperation Award for Gender Equality Achievement* and the 2008 International Alliance of Women inaugural *Making a Difference 100 Award* in recognition of her contributions to women's economic empowerment. Ms. Peebles also has considerable experience in the area of youth participation practices and facilitation.

### **Robert Brydon: Youth Participation Specialist**

With a background in International Development, Robert has focused on working with adolescents and youth for the last nine years. He has developed and delivered programmes for youth development organizations such as Engineers Without Borders (Canada), Free The Children and Global Agents for Change and worked for a local Community Health Centre running capacity-building and social programmes for young adolescents and children. Robert has undertaken substantial youth leadership and empowerment training and he is currently supporting a team of adolescents in planning a conference of their own in Canada.

### **Raymond Gervais: Senior Evaluation Specialist and Demographer**

Has been working in or on Africa for the last 40 years and has been specifically doing consultancy work for more than 25 years. These consultancies have ranged from planning of large programmes and projects, establishment of monitoring or information systems, evaluations, and results-based management trainings for multiple organization such as WFP, UNICEF, or World Vision Canada. Although he has mostly worked in Africa he has more recently participated in interventions in Haiti and the Caribbean in the social sectors. In all developing regions he has lead evaluations on different topics and according to different methodologies. In 2009 and 2010, as part of the implementation of a large DFID funded

programme he designed a large baseline survey on public perceptions of security forces in DRC.

**Wendy Peebles: Senior Adolescent Development Specialist**

Ms. Peebles has worked in the field of adolescent development for the past 25 years. She has particular expertise working within the context of education system and spent 21 years developing support programmes for adolescents and youth at risk of dropping out. Her work experience has included a strong element of adolescent and youth participation practices as well as a focus on positive adolescent development. She currently manages a high school equivalency programme and serves as community youth group advisor. Her professional experience is complemented by a BA in International Development and a Master's Degree in Social Work.

**Neena Sachdeva: Senior Evaluation and Gender Specialist**

Ms. Sachdeva has substantial experience in programme and institutional management, with over 22 years of experience, including 12 years in financial management. Her expertise in evaluations and institutional development includes: gender audits and reviews; capacity assessment; gender training; and developing results based monitoring and evaluation plans. She has reviewed, monitored and evaluated programs for diverse organisations such as the African Development Bank, UNICEF, UNIFEM, IFRC, CIDA, IDRC, CARE Canada and the Canadian Red Cross. To this experience, Ms. Sachdeva adds extensive regional knowledge of Africa and Asia and substantial community service in Canada. Her work also encompasses an in-depth knowledge of sectors at the policy, programming, project and research levels. This includes her work in research, programme development, programme management and humanitarian assistance with organisations such as UNFPA, CIDA, IFRC, South Asia Partnership Canada and Peacefund.

**Kisanet Tezare: Senior Evaluator and Social and Gender Analyst/Assistant Team Leader**

Kisanet Tezare has 10+ years of social analysis, gender equality and evaluation experience in Asia and Africa, complemented by an additional 5 years of work in the private sector. Ms. Tezare gained extensive field experience related to gender while working with the UN World Food Programme in Somalia, where she established mechanisms and approaches to support gender-integrated programming. She also liaised with regional UN agencies, supported the capacity building of staff and implementing partners at both country and field levels, and ensured that institutional priorities to Women's Commitments were consistently addressed in the project cycle. Additional UN experience includes research projects for the UNFPA and serving as the Lead Evaluator for the Mali case study for the 2007 global evaluation of UNICEF's gender policy and practice as well as contributed to a discussion paper on the potential formation of a single gender entity in the UN system.

## Annex 2: List of Countries and Positions that Participated in the Self-Administered Country Office Survey

	Language of Questionnaire.		Sex	
			Male	Female
<b>Country Offices on sites</b>	English	4		
	French	5	19	24
	Spanish	9	4	5
		6	2	3
	Total	60	25	32
<b>Countries</b>	Afghanistan	1		
	Algeria	4		
	Angola	2		
	Brazil	2		
	Cameroon	2		
	China	2		
	Congo (DR)	2		
	Georgia	2		
	Guatemala	2		
	India	2		
	Jordan	1		
	Kenya	2		
	Lesotho	2		
	Mali	2		
	Montenegro	2		
	Mozambique	3		
	Nepal	2		
	Nigeria	2		
	Palestine (oPt)	2		
	Peru	2		
	Serbia	1		
	Sri Lanka	2		
	Syria	1		
	Tajikistan	2		
	Tanzania	2		
	Thailand	3		
	Timor Leste	2		
	UNICEF	2		
	Yemen	1		
	Zimbabwe	3		
	Total	60		
	<b>Positions</b>	Adolescent (& Youth) Development Specialist	7	
		1		
Child Protection (Chief)		0		

	Communication for Development Specialist	2		
	Consultant	2		
		1		
	Deputy Representative	0		
	Education Officer	9		
	Gender & Development Specialist	1		
	HIV AIDS (chief )	2		
	Monitoring and Evaluation Specialist	1		
	Nutrition	2		
	Policy and planning specialist	1		
	Programme Specialist(s)	3		
	Project Officer	1		
	Senior Programme Assistant	2		
	Senior Social Policy Specialist	1		
	Social Policy Officer	3		
	Strategic Planning and Social Policy (Chief)	1		
	N/A	2		
		6		
	Total	0		

## Annex 3: Survey Questions

### Page #1 Identification

Thank you for participating in this survey. We kindly request that you fill out all the questions. Your responses will be kept confidential and will only be used for this evaluation.

If you need to pause during the survey, click the Exit button in the top right corner of your screen. This allows you to return to where you left off at a later time. When you finish, please hit "Done" on the last page. You cannot change your answers once you click the "Done" button.

1. Please provide the following identifying information:

First Name:

Last Name:

Country Office:

Position:

2. Sex:

Male

Female

3. Programme Sector for which you are responsible:

Young child survival and development

Nutrition

Education and gender equality

HIV/AIDS

Child protection

Policy advocacy and partnerships for children's rights

Management

Adolescent Focal Point

Other:

### Page #2 Critical Awareness and Structures

Please note, this survey uses the following definitions of children, adolescents and young people:

Children – ages 0-18

Adolescents – ages 10-18

Young people – ages 15-24

4. How do you define adolescent development?

5. How would you rate your own understanding and awareness of UNICEF's corporate concepts and approaches to the following:

Limited	Excellent	Good	Fair
Adolescent rights			
Adolescent development			

## Children and young people's participation

6. Do UNICEF's guidance notes provide clear guidance on how to integrate adolescent rights and development in diverse sectors and focus areas, including for vulnerable and marginalized groups?

Yes

No

7. If no, where are the gaps?

- Focus Area 1: Child Survival, growth and development (health)
- Focus Area 2: Education and gender equality
- Focus Area 3: HIV/AIDS
- Focus Area 4: Child Protection
- Focus Area 5: Policy and civic engagement and realization of children's rights (0-18)
- Other (please specify)

8. Which of the following best describes your definition of meaningful participation for children and young people within UNICEF programming? (Tick one of the options below)

- Programmes are adult initiated and controlled with children and young people informed and consulted about programme/ policy design and implementation, but adults making all related decisions
- Adults initiate programme/policy design and implementation, and share related decision-making with children and young people
- Children and young people initiate programme/policy actions and share decisions and programme/policy actions with adults
- Children and young people initiate and implement programme and make most or all decisions
- Other (please describe):

9. Does UNICEF apply clearly defined approaches to promote the following:

Yes

No

- Adolescent rights
- Adolescent development?
- Children and young people's participation?

10. If no, where do you find there is a lack of clarity? (Tick all answers that seem applicable)

- In programming approaches
- In policy approaches
- In interpretation of these approaches by UNICEF partners
- Other: Please describe briefly

11. Do UNICEF's organizational structures at the field, region, and HQ levels facilitate programming that supports or promotes the following:

Yes No

- Adolescent rights
- Adolescent development
- Children and young people's participation



12. If no, what are the structural barriers to integration of these approaches in UNICEF-funded programming?

### **Page #3 Participation**

13. To what degree does children and young people's participation in regional and national campaigns influence policy-makers?

- High
- Medium
- Limited
- Not at all

14. Are events, campaigns and initiatives that include the participation of children and young people designed in such a way as to ensure their sustainability at the community level?

- Yes
- No
- Only to a limited degree

15. If yes, what measures are taken to ensure sustainability?

- Creation of a network with local community involvement
- Setting up of local community committees
- Financial participation by local communities
- Other (please describe briefly)

16. Has UNICEF institutionalized child, and young people's participation in programming and policymaking processes at any of the following levels?

Yes    No    Don't know

- Globally
- Regionally
- Nationally, in your country

### **Page #4 Adolescent Development and Rights**

17-21. How are UNICEF's development projects and programmes in your country programme contributing to adolescents' rights and development in the focus area in which you work? For questions 17-21, tick any options applicable or describe briefly other types of contributions in your focus area.

17. Focus Area 1: Young child survival and development

- Focus on adolescent mothers to reduce maternal mortality
- Increased promotion of adolescent health and development
- Not applicable
- Other:

18. Focus Area 2: Basic education and gender equality

- Increased access to and completion of primary school by girls and boys
- Provision of relevant non-formal education and life skills training to support development of livelihoods

- Promotion of adoption of quality standards for primary children based on Child-Friendly School models
- Not applicable
- Other:

19. Focus Area 3: HIV/AIDS and Children

- Preventing HIV infection among adolescents and young people
- Reducing mother-to-child transmission of HIV among adolescent mothers
- Not applicable
- Other:

20. Focus Area 4: Child Protection from violence, exploitation and abuse

- Fostering an environment that facilitates greater levels of protection for adolescents through advocacy, policy development or programme support, with a focus on gender and marginalized groups of adolescents
- Not applicable
- Other:

21. Focus Area 5: Policy advocacy and partnerships for children's rights

- Increased investments in "scaled-up" programmes and "up-stream" policies to ensure the rights of adolescents are fulfilled.
- Not applicable
- Other:

22. Does the work of your country programme contribute to the building of any of the following capacities for adolescents? (Tick all areas applicable)

- Acquisition of knowledge, skills, experience and values
- Building social relationships
- Ability to negotiate multiple life domains (e.g., home, school, community)
- Ability to earn income
- Have access to support from family, peers, community and social institutions
- Thrive and be free from exploitation, abuse and discrimination
- None
- Other (please describe)

23. Have UNICEF's emergency projects and programmes in your country contributed to adolescents' development and access to rights in any of the following areas? (Tick all areas applicable)

- Improving adolescent nutrition in an emergency or post-conflict context (Focus Area 1)
- Improving adolescent health (Focus Area 1)
- Integration of learning opportunities and adolescent rights to education in emergency response and post-crisis development plans (Focus Area 2)
- HIV risk and vulnerability included in rapid assessments and, where relevant, programme responses (Focus Area 3)
- Ending recruitment and use of adolescents in armed conflict (Focus Area 4)
- Reunification of adolescents with families (Focus Area 4)
- Engagement of adolescents in family, school, community and family life (Focus Area 5)
- None
- Other (please describe briefly):

24. Do you think that the participation and rights of children and young people are being integrated effectively at all three stages of emergency projects / programmes?

Yes No

- Emergency Preparedness: Adolescent Participation
- Emergency Preparedness: Adolescent Rights
- Transition: Adolescent Participation
- Transition: Adolescent Rights
- Recovery and Rebuilding: Adolescent Participation
- Recovery and Rebuilding: Adolescent Rights

### Page #5 Good Practices

25. Do you know of any case examples/good practices that we could document related to children and young people's participation?

No

Yes, please provide examples or contact information where we could follow up to find out more information about this good practice:

### Page #6 Thank you!

This is the end of the survey. If you are satisfied with your responses, you may click "Done" to exit the survey. If not, you have the option to review your responses by clicking "Prev" to go to preceding pages. You may not, however, make further changes once you click "Done" and exit the Survey.

Before you exit the survey, we wish to thank you for your time and participation in the survey! You have now successfully completed

### Senior Managers and Regional Adolescent Focal Points Survey

Identification

Name (last, first)

Sex:  Yes  No

Position

Location

*Please Note: This survey uses the following definitions of children, adolescents and young people:*

*Children – ages 0 to 18*

*Adolescents - ages 10-18*

*Young people – ages 15 - 24*

### Critical Awareness and Structures

1. How would you rate your understanding and awareness of UNICEF's concepts and approaches to adolescent rights and development?

Excellent

Good

Fair

Limited

2. Does UNICEF provide clear guidance notes on how to integrate adolescent rights in each focus area, including for vulnerable and marginalized groups?

a. Focus Area 1: Child Survival, growth and development (health)

Yes  No

b. Focus Area 2: Education and gender equality

Yes  No

c. Focus Area 3: HIV/AIDS

Yes  No

d. Focus Area 4: Protection

Yes  No

e. Focus Area 5: Policy and civic engagement and realization of children's rights (0 -19).

Yes

No

4. Are there are significant gaps related to children and young people's participation in the guidance notes in any of the following areas?

a. Focus Area 1: Child Survival, growth and development (health)

Yes  No

b. Focus Area 2: Education and gender equality

Yes  No

c. Focus Area 3: HIV/AIDS

Yes  No

d. Focus Area 4: Protection

Yes  No

e. Focus Area 5: Policy and civic engagement and realization of children's rights (0 -19).

Yes

No

a. Other areas (please list)

5. Do you think that UNICEF applies clearly-defined approaches to promote the following:

a) Adolescent rights?

Yes  No

b) Adolescent development?

Yes  No

c) Children and young people's participation?

Yes  No

6. Do UNICEF's organizational structures at the field, region, and HQ levels facilitate programming that supports or promotes the following:

Adolescent rights and development?

Yes  No

Children and young people's participation?

Yes  No

7. If **no**, what are the structural barriers to integration of either of these approaches?

8. Is contributing to the promotion of adolescent rights and integrating child and young people's participation a regular part of the annual performance reviews (PERs) for the middle managers you supervise?  Yes  No

### Participation

9. When children and young people participate in regional and national campaigns, to what degree have you observed that this has an influence on the actions of policy-makers?

- High  
 Medium  
 Limited  
 Not at all

10. Has UNICEF institutionalized the participation of children and young people in programming and policymaking processes at any of the following levels?

Globally

- Yes  
 No

Regionally

- Yes  
 No

Nationally

- Yes  
 No

11. What good practices should UNICEF integrate in its programming and policymaking processes to promote and institutionalize effective children and young people's participation?

### Adolescent Well-Being and Rights

12. In what ways areas are the UNICEF development projects and programmes supported by the work of your division/unit making the greatest contribution to adolescents' rights and well-being? Please tick any of the options below that are applicable and/or describe briefly other significant contributions for the relevant focus areas in which your division/unit works.

- a) Focus Area 1: Young child survival and development

- Focus on adolescent mothers to reduce maternal mortality  
 Increased promotion of adolescent health and development  
 Other :

- b) Focus Area 2: Basic education and gender equality

- Increased access to and completion of primary school by girls and boys

- Provision of relevant non-formal education and life skills training to support development of livelihoods
- Promotion of adoption of quality standards for primary children based on Child-Friendly School models
- Other:

c) Focus Area 3: HIV/AIDS and Children

- Preventing HIV infection among adolescents and young people
- Reducing mother-to-child transmission of HIV among adolescent mothers
- Other:

d) Focus Area 4: Child Protection from violence, exploitation and abuse

- Fostering an environment that facilitates greater levels of protection for adolescents through advocacy, policy development or programme support, with a focus on gender and marginalized groups of adolescents
- Other:

e) Focus Area 5: Policy advocacy and partnerships for children's rights

- Increased investments in "scaled-up" programmes and "up-stream" policies to ensure the rights of adolescents are fulfilled.
- Other:

Not applicable to my division/unit's area of responsibility

12. Does the work of your division/unit contribute to the building of any of the following capacities for adolescents? (Tick all areas applicable)

- a. Acquisition of knowledge, skills, experience and values
- b. Building social relationships
- c. Ability to negotiate multiple life domains (e.g., school, family, community)
- d. Ability to earn income
- e. Have access to support from family, peers, community and social institutions
- f. Thrive and be free from exploitation, abuse and discrimination
- g. None of the above
- h. Not applicable to my division/unit's area of responsibility
- i. Other (please describe)

13. Do the emergency projects and programmes in your division/unit, contribute to adolescents' well-being and access to rights in any of the following areas? (Tick all areas applicable)

- Improving adolescent nutrition in an emergency or post-conflict context (Focus Area 1)
- Improving adolescent health (Focus Area 1)
- Integration of learning opportunities and adolescent rights to education in emergency response and post-crisis development plans (Focus Area 2)
- HIV risk and vulnerability included in rapid assessments and, where

relevant, programme responses (Focus Area 3)

- Ending recruitment and use of adolescents in armed conflict (Focus Area 4)
- Reunification of adolescents with families (Focus Area 4)
- Engagement of adolescents in family, school, community and family life (Focus Area 5)
- Not applicable to my division/unit's area of responsibility
- Other: Please describe briefly.

15. Do you think UNICEF is effectively integrating the participation and rights of children and young people all three stages of an emergency?

- |                           |                  |     |    |
|---------------------------|------------------|-----|----|
| • Emergency Preparedness  | a) Participation | yes | no |
|                           | b) Rights        | yes | no |
| • Transition              | a) Participation | yes | no |
|                           | b) Rights        | yes | no |
| • Recovery and Rebuilding | a) Participation | yes | no |
|                           | b) Rights        | yes | no |

16. How could any of these areas be improved or strengthened?

**Good Practices**

17. Can you provide any examples of evidence and good practices that demonstrate that children and/or young people's participation has made a significant positive impact on programme or policy effectiveness?

- Yes  No

18. If yes, can you describe this practice or provide contact information so that we can find out more about it?

19. Would you be willing/interested in participating in a follow-up interview to support this evaluation?  Yes  No

20. If yes, please provide your phone number and email address

Thank you.

## Annex 4: List of persons interviewed

### BRAZIL COUNTRY CASE STUDY

#### UNICEF Brazil

Marie-Pierre Poirier	UNICEF CO Representative
Mario Volpi	Youth Development Specialist, Brasilia
Ludimila Palazzo	Adolescent Citizenship Officer, Brasilia
Marcio Carvalho	Monitoring and Evaluation Specialist, Brasilia
Adriana Alvarenga	Institutional relations Officer, Brasilia
Cristina Albuquerque	Young Child Survival and HIV Chief, Brasilia
Carla Perdiz	Adolescent/HIV Programme Officer, Brasilia
Ludmila Viegas	Consultant, HIV and Street Children
Helena Oliveira Silva	Child Protection Specialist, Brasilia
Ilária Fávero	International Sports/Child Protection, Brasilia
Maria Salete Silva	Education Chief, Brasilia
Julia Ribeiro	Education Officer, Brasilia
Michelle Barron	Planning Specialist and Gender Focal Point, Brasilia
Silvio Manoug Kaloustian	Programme Officer, São Paulo
Maria Adrias	Consultant, Adolescent Participation, São Paulo
Ana Maria Silva	Project Assistant, São Paulo
Luciana Phebo	Zone Office Coordinator, Rio de Janeiro
Rui Aguiar	Project Specialist, Fortaleza
Fabio Atanasio de Maraes	Amazon Sub-Region
4 Zonal officers working with adolescent participation and development	Teleconference – offices in Fortaleza, Sao Luis, Salvador and Brasilia

#### Brazil Government Partners

Carlos Artexo Simoes	Ministry of Education (Basic Education and Environment Education), Brasilia
Dulce Ferraz	Ministry of Health (National HIV prevention programme), Brasilia
Rachel Trajber	General Coordinator Ministry of Education – Environmental Education Curriculum
4 Government Officials	National Human Rights Secretariat (Secretary for Children and Adolescent Rights), Brasilia
Jose Eduardo d'Antrade	Youth National Council, Brasilia National Parliament Front for Children and Adolescent Rights, Brasilia
Maricio Holanda Maia	Adjunct Secretary of Education, Básica do Ceará, Fortaleza
Paulo Henrique Lustosa	Congressman

#### Brazil NGO Partners

##### Viracao in Sao Paulo

Tania Correia	Edu-communicator
Raful Alves	Edu-communicator



Luciano Sauza	Mobilizer
Eric Sihra de Cindrade	Edu-communicator
Ana Paula Margues	Edu-communicator
Simone Nasci Mento	Mobilizer
Giselle Hiche	Community Edu-communicator
Micaela Carolina Cyrino	Mobilizer – Network of Youth Living with HIV
Rafael Lina	Political Articulation/Social Mobization
Lillian Roman	Coordinator
Focus Group Discussion with 8 programme participants	aged 15-21

**Apprendiz in Sao Paulo**

Natascha Costa	Executive Director
Marina	Coordinator
Focus Group Discussion with 8 programme participants	5 aged 12-16
	2 educators and 1 leader

**International Institute for the Development of Citizenship (IIDAC) in Brasilia**

Gilbert Scharnik	Project Director
Santiago, 16	J8 Participant

**Fundação Athos Bulcão in Brasilia**

Valeria Calral	Director
Glauber Goncalves de Alreu	Project Coordinator
Guilherme Pereira elos Reis	Editorial Board
Sonara Silvio	Press Advisor
Focus Group Discussion with 5	aged 20-22

**Institute of Socio-Economic Studies in Brasilia**

(INESC- Instituto de Estudos Socioeconômicos)

Marcia Acioli	Pedagogical Advisor
Focus Group Discussion with 13	aged 15-18

**Município de Eusébio near Fortalaza**

Focus Group Discussion with 12 programme participants	aged 10-15
--	------------

**The Centre for Youth Initiatives in Fortaleza**

Focus Group Discussion with 25	aged 12-16
--------------------------------	------------

**Institute of Contemporary Youth in Fortaleza**

Rodrigo Amonol	President and Director
Rafael Mesquito	Coordinator
Firio Mendes	Financial Assistant
Honoy Barroso	Educator

## **Regional Electoral Tribunal, Voters of the Future Programme in Forteleza**

Judge of the Electoral Court

## **Cidade de Deus Community – visited in Rio de Janeiro**

Met with 3 youth ambassadors and volunteer coordinator

### **CAMBODIA COUNTRY CASE STUDY**

#### **UNICEF Cambodia**

Richard Bridle	Country Representative
Isabelle Austin	Deputy Representative
Margaret Sheehan	Regional Advisor, Adolescent Development, UNICEF Asia-Pacific Shared Services Centre, based in Thailand, but interviewed in Cambodia
Neang Heang	Education Officer
Vanny Ung	Health Education Officer, Child Survival Program
Mariana Stirbu	Social Policy Specialist, Programme Coordination Unit
Joel Conkle	Nutrition Specialist, Child Survival Programme
Ana Janet Sunga	Child Protection Officer
Yolanda Van Westering	Child Protection Officer
Julie A Forder	Monitoring and Evaluation Specialist
Path Heang	Youth and Adolescent Development Specialist
Bossadine Uy	Assistant M & E Officer
Lo Leang	Consultant
Ek Thinavuth	Project Officer, Local Governance for Child Rights
Lork Chamroeum	Basic Services Officer

#### **Cambodian Government Partners**

Nguy Chanphal	Secretary of State, Royal Government of Cambodia- Interior Ministry
Dr. Mean Chhivun	Director, National Center for HIV/AIDS, Dermatology and STD, Ministry of Health
H.E.Phan Sokim	Director General, Ministry of Education, Youth and Sports
Heng Nhoeu	Director, Ministry of Health, Stung Treng Provincial Health Department
Chan Sophea	Deputy Director of Primary Education Dept., Ministry of Education, Youth and Sports
Kampong Thom Provincial Officials	18 staff from diverse government departments

#### **Cambodian NGO Partners**

Pear Sokrasmey	Representative, Child Assistance for Mobilization and Participation (CAMP) (Youth-led NGO)
----------------	--

Ms Pear Sohraismey	President, CAMP
Peng Chamnap	Programme Manager, CAMP
Tho Doeun	Project Assistant, CAMP
Ngan Phearin	Administrative Assistant, CAMP
Chhor Sophara	Finance Assistant, CAPM
Pee Sok Ty	Active member, CAMP
Kol Dara	Active member, CAMP
Theam Sothea	Active member, CAMP
Seng Sochet	Active member, CAMP
Wayne Sharpe	Country Director, Equal Access
Noy Prophea	Programme Management Officer, KHANA
Paula Gleeson	Technical Support Hub Manager, KHANA
Tuot Sovannary	Research & Documentation Coordinator, KHANA
EM Chain Makara	Executive Director, Support Children and Young People (SCY)

### **UN Agencies in Cambodia:**

Sarah Knibbs	Deputy Representative, UNFPA
Hou Vimol	Programme Officer – Youth and Community, UNFPA
Neissan Alessandro Besharati	Head of UNV Country Programme
Gregory Lavender	Civil Society Liaison and Media Development Officer, UNDP
Tony Lisle	Country Coordinator, UNAID
Savina Ammassari	Monitoring & Evaluation Advisor, UNAID

### **International NGO Partners**

Sebastien Marot	Executive Director, Friends International
Lucie Eches	Country Programme Director Assistant, Friends International
Henk Van Beers	Programme Director, Save the Children Australia
Kong Sonthara	Acting Country Director, World Education
Liesbeth Roolvink	Basic Education Advisor, World Education

### **Focus Group Discussions**

UN Advisory Panel	1 F, 1M – 16-18 yrs of age
Municipal Youth Participation Programme – Kampong Thom	5 F, 3 M 15 – 20 yrs of age
Municipal WASH Programme – Kampong Thom	8 F, 5 M 16 – 22 yrs of age
Students Council – Child Friendly School – Stung Treng	8 F, 4 M 9 - 14 yrs of age
Municipal Youth Groups – Stung Treng	9 F, 4 M – 18 – 24 yrs of age
Teachers Training Cohort – Child Friendly School	10 M, 3 F – 16 – 26 yrs of age

## SIERRA LEONE COUNTRY CASE STUDY

### UNICEF Sierra Leone

Mahimbo Mdoe	Representative
Paul Sengeh	M&E Specialist
Maud Droogleever Fortuyn	Chief, Child Protection
Lianne Kuppens	Chief, Child Survival & Development
Augustin Kabano	Chief, Health
Dorothy Ochola-Odongo	Chief, HIV/AIDS
Mgbechikwere Uche Ezirim	Education Manager
Alison Parker	Communication Officer
Francesca de Ferrari	Water and Environmental Sanitation Specialist
Rosina Conteh	Child Protection Officer
Edmund Kahi	HIV/AIDS Specialist

### Government Partners

Maybelle Gamanga	HIV/AIDS Focal Point, Assistant Director Guidance and Counseling Unit, Ministry of Education
Abdul Rahman C. Sessay	Deputy Director, HIV/AIDS Secretariat
Dr. Ngozi Kennedy	Programme Manager, National School Health Programmes, Ministry of Health and Sanitation
Anthony Koroma	Director of Youth, Ministry of Education, Youth and Sports
Dehunge Siaka	Ministry of Social Welfare, Gender and Children's Affairs

### Sierra Leone NGO and other Partners

M. Komi	Executive Director
Margaret Conteh	Women's Empowerment Manager
Augustine Zoka	Program Manager
Momondi Bangura	Program Manager
Ramatu Kargbo	Deputy Operations Director, HANCI
Solomon Kargbo	Director, Community Animation and Development Organization (CADO)
Abdul Kemokai	Director, Defence for Children International (DCI)
Idrissa Songo	National Coordinator, Network of HIV Positives in SL (NHIV)
Pastor Albert Freeman	Regional Coordinator, NHIV
Baba Conte	Deputy National Coordinator, NHIV
Aruna Rashid Kuruma	Director, RODA Northern Sierra Leone
James Sofona	Program Manager, Student Partnership Worldwide (SPW)
Eric Henry Kamara	Principal, Government Secondary Technical School

### UN Agencies

Bockari Samba	UNAIDS
	UNFPA

### International NGO Partners

Shona Bezanson

Child Protection Program Manager, Save the Children

### Focus Group Discussions

Child Forum Network (CFN) -  
Freetown

8 male members – 8-18 years of age

CFN Makeni

7 female; 13 male – 12-18 yrs of age

CFN Kenema

1 female; 7 male – 14-19 yrs of age

PORSHE & HAPPY NGO,

20-25 children and youth (5-24 years of age)

Freetown

Female youth facilitator

Westley Church Primary School,  
Binkolo, Bombali

5 female; 4 male – 8-10 years of age

Catholic Secondary School,  
Health Club, Binkolo Bombali

7 female; 7 male members –  
11-14 yrs of age

Defence for Children

International (DCI) – Children's  
Empowerment Forum Network  
(CEFN), Makeni

7 female; 8 male  
10 – 22 yrs of age

Caritas (Reunited children),  
Makeni

12 year old girl and 15 year old boy

Church of God Primary School  
Makeni

25 female; 25 male  
10-14 yrs of age

St. Joseph Primary School All  
girls' school, Makeni

21 Children's Parliament Members  
10-14 yrs of age

Matehul, Kenema

Community Based Sanitation and Health project  
3 female: 7 – 15 yrs of age  
8 male: 5-16 yrs of age  
Adults: 5 women; 5 men

MUWODA NGO, Kenema

Peer Educators:

11 Female; 9 male – 15-18 yrs of age

Sierra Leone Muslim

3 female; 7 male – Children's Parliament

Brotherhood Primary School,  
Kenema

12 – 16 years of age

Kenema District Education

Children's Government

Committee Primary School

7 girls; 9 boys - 10 – 13 yrs of age

## UNICEF- Regional

Samir Anouti

Regional HIV/AIDS Advisor,  
Middle East & North America

Wing-Sie Cheng

Regional Advisor – HIV and AIDS,  
East Asia & Pacific Regional Office

Tom Fenn –

Regional HIV Specialist ESARO, Nairobi

Nina Fernecic

CEE/CIS HIV & Young People's Health,  
Development & Participation

Rachel Odede

Regional Advisor – HIV/AIDS, Regional Office for  
South Asia

Rick Olson

Regional HIV Prevention Specialist, Eastern &  
Southern Africa Regional Office, Johannesburg

Peter Delahaye	Unit
Angela Kearney	Deputy Regional Director, APSSC
Laila Ismail Khan	UNICEF Representative, Indonesia
	UNICEF Representative,
	Lao People's Democratic Republic
Yin Yin Nwe	UNICEF Representative, China
Richard Bridle	UNICEF Representative, Cambodia
Dr. Bertrand Desmoulins	UNICEF Representative, Papua New Guinea
Tomoo Hozumi	UNICEF Representative, Thailand
Jun Kukita	UNICEF Representative, Timor-Leste
Dr. Isiyé Ndombi	UNICEF Representative, Pacific Islands
Hans Olsen	UNICEF Representative, Malaysia
Cliff Meyers	Education Advisor, EAPRO
Pham Thi Thanh Nhung	Consultant, Green Vision Founding Director
Mereia Carling	Social Policy Officer- Policy, Advocacy, Planning & Evaluation Programme, Unicef Pacific
Jairus Ligoo	Adolescent & Youth Participation Specialist, UNICEF Timor Leste
Le Thi Minh Chau	Youth and Adolescent Development Specialist, Vietnam

## VIETNAM – REGIONAL MANAGEMENT TEAM MEETINGS

### Focus Groups- Vietnam

Dr. Vu Dinh Chuan	Director General Secondary Education Department, Ministry of Education and Training
Nguyen Thi Ngoc Minh	Senior Expert- Secondary Education Department, Ministry of Education and Training
Phan Thi Le Mai	Health Education and Promotion Specialist, UNFPA Vietnam
Lisa Sherbourne	Sector Head HIV/AIDS & Youth Health, Save the Children
Emonn Murphy	Country Director
Dr. Nguyen Hai Huu	Director General- Administration for Care and Protection for Children, Ministry of Labour, Invalids and Social Affairs (MOLISA)
Phan H Hà	Expert, Administration for Care and Protection of Children, Ministry of Labour, Invalids and Social Affairs (MOLISA)
Nguyen Quang Phuong	Social and Environmental Department, General Statistics Office
Nguyen Duc Vinh	Expert Maternal and Child Health Care, Ministry of Health
Nguyen Thi Jon	Expert, Students' Affairs Department, Ministry of Education and Training (MOET)
Pham Thi Thu Ba	Expert, Students' Affairs Department, Ministry of Education and Training (MOET)
Luu Thu Thuy	Senior Expert, Vietnam Institute for Education Science, Ministry of Education and Training (MOET)

Vu Thi Ngoc Luan	Expert, Vietnam Women's Union
Tran Nguyen Hung	Deputy Director, Children's Radio Programme, Youth Union
Nguyen Ba Hung	Expert, Children's Radio Programme, Youth Union

### UNICEF GLOBAL PARTNERS – TELEPHONE INTERVIEWS

David Bull	UNICEF- UK
Alice Bottini-Hall	UNICEF- UK
Beverly Jane Ferguson	WHO
Chandra-Mouli, Venkatrama	WHO
Golda El-Khoury	UNESCO
Laura Laski	UNPFA (Interview set up, but postponed)

### UNICEF Staff – TELEPHONE INTERVIEWS

Liv Elin Indreitan	Regional Adolescent and Youth Specialist – MENA
Margaret Sheenan	Regional Adolescent and Youth Specialist – ROSA/EAPRO
Paul Nary	Regional Adolescent and HIV Specialist – CEE/CIS
Richard Morgan	Director of Policy and Practice
Elizabeth Gibbons	Director of Policy
Joachim Theis	Regional Chief of Child Protection – West Africa
Jens Matthes	Child Rights Advocacy & Education – UNICEF Private Fundraising and Partnerships Division (PFP) (Geneva)
Victor Karunan	Chief - ADAP
Beatrice Progida	Disaster Preparedness – Pandemics – Geneva
Naseem Awl	ADAP Emergencies Focal Point – New York
Anthony Spalton	Disaster Risk Reduction Specialist - Geneva
Eric Mercier	Senior Advisor, HIV/AIDS – New York
Ellen Van Kalmthout	Senior Education Advisor – New York
Blerita Aliko	Recovery in Humanitarian Action Specialist – Geneva
Pilar Aguilar	Senior Advisor, Capacity Building and Education in Emergencies – Geneva
Galit Wolfensohn	Policy Specialist, Gender in Emergencies – New York
Susanne Mikhail	Programme Specialist, EMOPS – New York
Mendy Marsh	Gender Based Violence in Emergencies – New York
Amanda Melville	Child Protection Specialist

## UNICEF Staff – New York, Inception Phase

Rekiya Adamu-Atta, Programme Officer, Information Management  
Naseem Awl, ADAP  
Lakshmi Balaji, Head of Strategic Planning  
Gerrit Beger, Section Chief, Youth, DoC  
Sam Bickel, Chair, Evaluation Steering Committee, Senior Evaluation Specialist, Evaluation Office, UNICEF  
Elisa Calpona, ADAP  
Joshua Chaffin, Evaluation Manager, ADAP  
Karen Cirillo, Executive Producer, Children's Broadcasting Initiatives, Internet, Broadcast & Image Section  
Kerry Constable, Young People and Climate Change, ADAP  
Ivan Donoso, Chief, Programme Support Unit, Programme Group  
Vidar Ekehaug, Voices of Youth, ADAP  
Maria Cristina Gallegos, Voices of Youth, ADAP  
Victor Karunan, Chief, ADAP  
Ravi Karkara, Child & Adolescent Participation Specialist, ADAP  
Marina Kornarecki, Knowledge Management Specialist  
Sue Lee, Young People and Climate Change, ADAP  
Shia Levitt, Radio Producer  
Gabriella Lonkai, ADAP  
Francesca Monetti, Senior Child Protection Specialist  
Rada Noeva, Gender Equality and Rights Unit  
Behzad Noubary, Monitoring, Evaluation and Costing Specialist, HIV and AIDS  
Finbar O'Brien, Director, Evaluation Office  
Amina Osman, Education Specialist  
Mima Perisic, Education Specialist, ADAP  
Gary Risser, Emergency Specialist  
Pierre Robert, HIV and AIDS Specialist, ADAP  
Eric Rodriguez, ADAP  
Kim Sabo-Flores, External Consultant, Pre-evaluation  
C. Chandra Sekhar, Programme & Planning Specialist  
Teresa Stuart, Communication for Development Specialist  
Frederic Unterreiner, Planning and Monitoring Specialist, Quality Assurance  
Shani Winterstein, HIV and AIDS Specialist  
Galit Wolfensohn, Gender Policy Specialist  
Julia Yartey, Sr. Maternal Health/Nutrition Specialist  
Juliet Young, ADAP



## Annex 5: Evaluation Terms of Reference

### Consultancy Services for an Evaluation of UNICEF's Programme and Work in Relation to Adolescents

#### 1.0 BACKGROUND INFORMATION

The UN and the World Bank have produced data showing that the world now has the largest population of young people in human history, representing up to 30 per cent of the global population<sup>233</sup>. The number of adolescents and young people is estimated at 2.2 billion<sup>234</sup>, the highest in the history of humanity. In particular, the urban populations of Asia and sub-Saharan Africa will double in less than a generation and more than 50 per cent of these will be urban dwellers under the age of 25.<sup>235</sup>

Youth represent 25 per cent of the working age population<sup>236</sup> and account for 47 per cent (88 million) of the world's unemployed. An estimated 515 million young people, nearly 45 per cent of the total, live on less than two dollars a day. In many post-crisis transition countries, over half the population is younger than 25 and many of them are teenagers. Half of the world's out-of-school population of 39 million children live in conflict-affected countries. The 10-year Strategic Review of the Graça Machel Study<sup>237</sup>, presented to the UN General Assembly in 2007, reported that more than 40 countries illegally recruit or use children, many of them adolescents, in armed conflict. Globally, over 18 million children are affected by forced displacement.

#### ***Evolving Approach to Adolescent Rights in UNICEF***

The above data illustrates that many adolescents and young people live in contexts where they have limited access to health services, education and livelihood opportunities. Therefore, in the 1990s, UNICEF began to give more emphasis than before to programming for and with young people. This led principally to innovative programming in HIV/AIDS prevention, child protection and interventions in conflict-affected countries. It also gave more priority to the rights of over-aged primary school or out-of-school older children and stronger measures to protect adolescent victims of sexual abuse, harmful social norms, and economic exploitation.

In 1999 at meeting in Tarrytown, New York, UNICEF policymakers and programme managers drafted a vision for our organization's work beyond the year 2000. The group rededicated the organization to making a difference for children during their most "defining moments": at birth, during their early and school-age years and in adolescence, which was described as "a period which determines whether or not adulthood will be worth living". While UNICEF

---

<sup>233</sup> 2007 World Population Report

<sup>234</sup> The World Youth Report 2005 is also available at [www.un.org/youth](http://www.un.org/youth)

<sup>235</sup> Lansdown, G., 2004, Programming Strategy with and for Adolescents in East Asia and Pacific, Bangkok.

<sup>236</sup> ILO, 2005. Global Youth Employment Trends, p. 8.

<sup>237</sup> 1996 Graça Machel Study and GA Resolution

would continue to devote most of its resources to the early and school-age years, the group agreed that, in line with the Convention on the Rights of the Child (CRC), older children should be given more support. At this point adolescent issues were located in the Health section and generally used a problem-focused approach.

In 2001, the Adolescent Development and Participation (ADAP) Unit was established in New York to provide programme support and technical guidance to country and regional offices on promoting respect for the health, education and protection rights of adolescents. This unit challenged the problem-focused approach and asserted an asset-based, participatory, and developmental approach. Following the UN General Assembly Special Session on children in 2002, the mandate and work of UNICEF expanded to include promoting adolescent rights to participation and empowerment, as well as partnerships with adolescents' and young peoples' organizations and networks.

In 2003 the Committee on the Rights of the Child issued a General Commitment No. 4 in which it urged states to give greater attention to the specific concerns of adolescents as rights holders and to promote the health and development of this often-neglected age group. Since then, adolescents' and young peoples' issues have begun to feature more prominently in social and economic policy frameworks in most countries and are increasingly a part of the humanitarian response in countries in or emerging from conflict. More than 40 UNICEF country programmes now have discrete adolescent-related components and many more are implementing projects that address adolescent needs and rights in some way. All regional offices have adolescent focal points and an increasing number of country offices have created adolescent-related posts, especially in Latin America and the Caribbean, CEE/CIS, the Middle East, and Asia. UNICEF country offices and national committees are investing more than before in advocacy work around adolescent issues. More priority has been given to the education rights of over-aged primary school or out-of-school older children and the development of adolescents' and young people's organizations and networks.

Partnerships with NGOs specializing in the protection of adolescents and young people have made it possible to include the participation of young people in many activities, including research, planning, monitoring and evaluation. This has increased the capacity of UNICEF country offices to work with international and national networks of youth-serving organizations, youth-led groups and faith-based organizations.

## **2.0 TERMS OF REFERENCE FOR THE STUDY**

### **2.1 RATIONALE FOR EVALUATION**

The Adolescent Development and Participation Unit (ADAP) was established in the Programme Division in Headquarters in New York at the end of 2001 to provide programme support and technical guidance in the area of adolescent health and development. This decision followed the recognition

that UNICEF had paid inadequate attention to adolescent children. The mandate of ADAP was expanded following the UN Special Session on children in 2002 as a cross-cutting area of programming with focus on adolescent rights including participation and development.

This evaluation emerges as a result of three different requirements to assess the work of UNICEF in relation to adolescents. Firstly, in the agreement between SIDA and UNICEF for the second phase of the "Promoting the Rights of Adolescents Project" (2006-2009), ADAP committed to carry out a project evaluation. Secondly, ADAP received tsunami-related funds to carry out an evaluation of the impact of the tsunami humanitarian response on adolescents and young people. Thirdly, as part of the monitoring and evaluation exercises of the MTSP, ADAP is to carry out an evaluation of impact of child and young people's participation in UNICEF's country programmes. As these evaluations are taking place concurrently, and as they overlap thematically, ADAP proposes to conduct a single comprehensive evaluation of the adolescent and participation programme within UNICEF rather than three separate evaluations.

Moreover, after more than a decade of work through UNICEF and eight years of strategic efforts through the ADAP Unit to assure the integration of an adolescent rights perspective into all levels of UNICEF's work, the time is ripe to evaluate and reflect upon this work. This Terms of Reference (TOR) combines the various needs and objectives of the three evaluation requests into one comprehensive evaluation design that will examine multiple levels and aspects of UNICEF's work related to the integration of adolescent rights, with a particular focus on child and young people's right to participation.

## **2.2 PURPOSE**

The overall purpose of the ADAP comprehensive evaluation will be to assess the results achieved in the promotion of the rights of adolescents in the last eight years (2001-2009) in order to provide UNICEF with evidence and strategies to inform a "second generation of programmes" for more efficient fulfilment of adolescent rights in all the MTSP focus areas. Findings will provide UNICEF with more clarity on the organization's position on adolescents and young people, as a foundation for future strategic planning and programming. The evaluation will also better define a paradigm shift towards a positive development approach to adolescents and the benefits of child and young people's participation. Results from this exercise will also support UNICEF in identifying its comparative advantage regarding adolescents and young people for a more effective partnership with other UN and partner agencies that have been increasingly involved in the area of youth programming.

In addition, there are three specific purposes driven by each of the three separate requests for evaluation:

- To provide UNICEF and SIDA with information on the effectiveness and impact of the programme for the mainstreaming of adolescent rights in UNICEF work, but also of the gaps and uncovered needs towards achievement of the programme objectives. This will help in the

- preparation of an exit Phase III of the SIDA funding.
- To provide UNICEF with evidence on adolescent focused programming in the tsunami response for further articulation of humanitarian programmes and policy in relation to adolescents and young people.
- To provide evidence of the quality and impact of child and young people's participation in country programmes as a contribution to the M&E of the MTSP in relation to Key Result Area 4, Focus Area 5.<sup>238</sup> This evidence will also support several other functions:
  - It will contribute towards preparation of a technical note on the integration of meaningful participation in all Focus Areas;
  - It will provide input to the production of a handbook for governments on the General Comment Article 12 on meaningful child participation;
  - It will help in the conceptualization of "civic engagement" as a new area of work emerging from the Organizational Review.

### **2.3 THE PRE EVALUATION PHASE**

Due to the broad scope of this evaluation and the fact that it was the first attempt to evaluate this crosscutting area of work, two distinct phases of evaluation have been determined necessary: a pre-evaluation phase (Phase I from November 2008 – May 2009) and a full evaluation phase (Phase II from July – December 2009). The goal of the pre-evaluation phase was to gather data that would shape the terms of reference (TOR) for Phase II. This included addressing questions related to the types of strategies employed, their level of intensity, and their "readiness" for a full-evaluation during Phase II.

The pre evaluation phase consisted of a desk review of the ADAP programme documents, comprehensive mapping of adolescent focused projects/programmes and consultations with HQ colleagues from the Division of Policy and Practice (DPP) and our Programme Division (PD). Over 50 documents were consulted during the desk review including regional and global strategies and frameworks for working with adolescents, evaluations and case studies of UNICEF programmes for young people in emergencies and transitions, progress reports submitted to SIDA, and documents from ADAP's Learning Series, and Annual Reports, among others.

These methods yielded the following products that will be used as reference documents:

- a) This TOR for Phase II of the comprehensive evaluation, which also includes a matrix that lists possible countries for the case studies for the Second Phase based on a set of criteria that included: programme maturity; multi-sectoral activities; and sustainability.
- b) Seven regional summaries of the initiatives/projects/programmes

---

<sup>238</sup> Key Result Area 4 of Focus Area 5 of UNICEF's medium-term strategic plan (MTSP) sets an organizational target for UNICEF to support its partners to enable the opinions and views of children to be taken into account in the creation and implementation of policies and programmes that affect their lives at all levels, in accordance with their evolving capacities, including in contexts of conflict and transition.

related to adolescent development and participation, to be used as references in the comprehensive evaluation process.

- c) A global summary of the initiatives/projects/programmes related to adolescent development and participation, to be used as a reference in the comprehensive process.
- d) A Summary of Findings from the pre-evaluation activities

## 2.4 OBJECTIVES

The objectives of the evaluation of the UNICEF programmes and policies for adolescent rights are to:

- Gain a clear understanding of how and to what extent adolescent rights have been integrated across focus areas of the MTSP, at global, regional and country levels. This will include a special consideration for the countries in emergency and post-conflict transition situations.
- Determine the quality and impact of UNICEF's work in promoting child and young people's participation at all levels (HQ, RO, CO, and NatCom), specifically exploring:
  - **Types and levels** of participatory practices.
  - **Integration** of participatory practices within and across Focus Areas and technical sectors.
  - **Sustainability** of initiatives, projects and programmes.

## 2.5 SCOPE AND FOCUS

The evaluation will make assessments at all levels of the organization - HQ, regional and country. The evaluation will be undertaken in accordance with United Nations' Norms and Standards for Evaluation.

Below are a set of guiding questions to be answered by the evaluation team. As noted, these include two types of questions, "descriptive" and "normative," each of which requires a different presentation of response on the part of the evaluator, as follows:

1. Descriptive Questions/Issues: These require well organized narratives about the visible and less visible facts of UNICEF's work in relation to adolescents. The compilation of this information is inherently valuable by capturing for organizational memory what have been diffuse and mutable processes with a high degree of adaptation to local contexts. This institutional history is also the fundamental data base required for the second part.

2. Normative Questions: These require the evaluators to make explicit the criteria for deciding whether the evidence shows strengths or weaknesses, and then to apply these norms to generate persuasive conclusions about how to proceed. The evaluators are required to weigh the evidence to help identify what has worked or not, and why.

🎵 Important note: the following question sets present the most important descriptive and most important normative questions for each theme. Answering these will be the basis for determining if the work has been satisfactorily completed. However, it is expected that additional information

will need to be collected and presented to provide the comprehensive answers sought. Detailing this implied information base will be an important element of the inception phase.

#### **A. UNICEF and Adolescent Rights**

- What is UNICEF's corporate concept and approach to Adolescent Rights and Development, as reflected in guiding documents at the HQ, RO, CO and NatCom Levels? (descriptive)
- How accurate and consistent is the understanding of the corporate concepts and approaches for Adolescent Rights and also Adolescent Development by key decision-takers throughout the organization? (descriptive)
- Are inaccurate and inconsistent conceptualizations or understandings leading to poor decisions, damage to UNICEF's reputation, or any other problems that may substantially interfere with the possible success of UNICEF's programming with and for adolescents?
- How is UNICEF implementing a life cycle approach to address the needs and rights of adolescents? (descriptive)
- What guidance/framework/tools for programming for adolescents are available to UNICEF? (descriptive)
  - Which ones are most effective in promoting an integrated approach to fulfilling adolescent rights? (normative)
  - Which ones are most effective in promoting the rights of marginalized and vulnerable? (normative)
  - What are the significant gaps in these available programming guidance/framework/tools? How can they be strengthened and improved? (normative)
- What are the promising practices within the MTSP focus areas in achieving rights for adolescents? (normative)
  - What practices can be identified as models that can be applied and/or scaled up in any of the Focus Areas, both in relation to technical areas and cross-cutting areas? (normative)
  - What are the good examples of programming with and for adolescents to create policies, legislation, advocacy, and partnerships (including those with young people) that effectively promote adolescent rights and development? (normative)
  - What are the examples of effective technical support available to and used by the ROs, Cos and Natcoms? (normative)
- How is UNICEF structured internally to facilitate implementation of programming to protect and fulfill adolescent rights (e.g. with respect to knowledge management, funding, funding, human resources, partnerships, organizational structure and set up) in both programme countries and industrialized countries? (normative)

#### **B. Adolescent Rights Perspective in Emergencies and Transition**

- To what extent are adolescent rights reflected in guidance/framework/tools for emergency preparedness and response

planning, e.g. Core Commitments for Children In Emergencies, the Emergency Preparedness and Response Plans, and other emergency related tools?

- How and to what extent are adolescent rights addressed in programming in natural disasters and conflict-related emergencies, including the 2004 Tsunami?
- Is there a marked difference in the integration of adolescent rights and needs in programming in the three phases of emergencies and transitions: 1) preparedness 2) response to natural disasters and conflicts; 3) recovery and post-emergency transition?

### **C. Participation Rights**

#### UNICEF Policies and Programmes

- What actions are being taken by UNICEF at all levels to support children and young people in sharing their opinions and views, and ensuring that they are taken into account in policies and decisions that affect their lives in home, schools, and communities, as mandated in Focus Area 5, Key Result Area 4? (descriptive)
- At what stages of the programme cycle, and in what roles are young people participating in UNICEF supported activities within all focus areas and technical sectors? (descriptive)
- What are the promising participatory approaches that provide lessons or models that can be applied and/or scaled up in any sector or programming area? (normative)

#### Participation in Global Advocacy

- How, and by whom, are advocacy events in which children and young people participate initiated and supported? (descriptive)
- Is there evidence that children's participation in global and regional campaigns, events and initiatives has an impact on policies?
- How cost-effective is the policy impact of events, as relates to the investment of funds and staff?
- To what extent has UNICEF been effective in ensuring that young people's representation of their peers in these processes upholds the principles of accountability (to their constituents)? (normative)
- To what extent is UNICEF taking actions, and succeeding in supporting inclusiveness with respect to marginalized and vulnerable children and young people? (normative)

#### Meaningful participation

- To what extent has UNICEF been effective in ensuring the principles of ethical and meaningful participation are realized in its policies and programmes? (normative)
- What evidence (if any) shows UNICEF's effectiveness in ensuring the institutionalization and sustainability of young people's participation in

programming and policymaking processes at the community,<sup>239</sup> national, regional and global levels? (normative)

## **2.5 STUDY PROCESSES AND METHODS**

The complexity of this evaluation requires a multi-pronged approach that gathers data from all levels of UNICEF (i.e., CO, RO and HQ), and from key partners within selected countries. Six specific methods are proposed to address the evaluation questions and objectives outlined above, which are listed below. If teams bidding for this project feel that other methods are critical to the success of this evaluation, those should be detailed in the proposal with an explanation of the added value these methods will bring to the final product.

### **i. Existing Document Review**

Extensive archives from the Phase 1 desk study will be available for use. This will include the outcomes of the Evaluation Phase I: A Global and Seven regional summaries of the initiatives, projects and programmes related to adolescent development and participation, as well as a Summary of the key findings. In addition, it is expected that the consultants will gather and review approximately 35 documents of an average length of 30-50 pages from HQ, regional and country offices.

### **ii. Online Survey and Interviews with Senior Management**

A survey will be developed and administered to 20-25 senior staff from all heads of sections and divisions at HQ. Data drawn from this survey will provide a clear understanding of the extent to which the organization has embraced the strategic shift towards children in the 'second decade of life.' In addition, findings from some surveys will also be complemented by follow-up interviews with senior management at the HQ and regional levels.

### **iii. Country Level Survey**

An on-line survey on child participation will be developed, launched and disseminated to all 180 (plus) country offices. This survey will measure a number of key indicators related to participation: the integration of adolescent rights with a specific emphasis on the right to participation; human resources and capacity; contextual challenges; the level and quality of participatory opportunities for young people within the country; and the identification of promising practices in child and young people's participation.

### **iv. Focus Groups during UNICEF Global and Regional Meetings**

Consultants will design questions for and conduct focus groups during the potential UNICEF thematic regional and global meetings. The purpose of these focus groups will be to include a broader spectrum of sectoral

---

<sup>239</sup> Examples of young people's participation at the local level include participation in school leadership, municipal decision making, children's and young people's councils, youth centers and children's or young people's clubs.



colleagues and understand the ways in which they have conceptualized, integrated, and implemented an adolescent rights perspective; and to begin to explore possible cross-cutting strategies and practices. To minimize cost, some of these focus groups will be conducted through videoconferencing technologies available at UNICEF HQ and ROs.

#### **v. Country Case Studies**

Visits to at least three COs, each in a different region, will be conducted to gather information on, and analyze UNICEF's work in relation to adolescents' rights in those countries. The selection of these case study sites will be based on key criteria derived from pre-evaluation desk review and interviews (such as level of support from regional office, level of activity related to developing enabling environments (i.e., policies, strategies, knowledge management, and partnerships and networks), amount of work related to emergencies and protection, level of sustained projects and level of sustained participatory projects) (see Appendix A for a list of 30 possible countries for case studies). Each case study will take approximately 10 working days, each involving two consultants per case.

Case study methods will include:

- Interviews and focus groups with UNICEF personnel, government, partners (including young people) and other representatives of UN sister agencies and NGOs involved in adolescent rights, development and participation.
- Self-assessment workshops with country offices. This workshop will mirror the strategy used in the gender mainstreaming evaluation and will engage UNICEF country level staff in assessing their documents, strategies, policies, programmes, and projects from a adolescent rights perspective. In addition, these workshops will focus on CO and country capacity to mainstream adolescent rights, identifying accelerators and challenges.
- Self-assessment of participation quality within different sectors (youth parliaments, life skills, HIV/AIDS peer education, adolescent friendly schools, etc). Each of the three countries will identify three projects in which young people are participating, within at least two different sectors. During this self-assessment process, adolescents and staff members from these programmes will assess the quality of participation within their own organization and the degree to which they have positively impacted adolescent development and rights.

The countries for case studies would include three of the following: Cameroon, OPt, Tanzania, Colombia, Philippines, Kosovo, Nepal. Bidders are to provide a set of costs for conducting these case studies in two possible scenarios, as follows:

- One set of costs should be based on the assumption that case studies will be conducted through field visits to country offices. In this case UNICEF will reimburse all travel expenses at an economy rate, and will reimburse food and lodging expenses at maximum at the UN standard

Daily Subsistence Allowance (DSA) rates. The optimal number of days for country visits should be provided.

- A second set of costs should be based a substitute formula of a cost effective means to acquire the necessary information, should country visits not be affordable. A description of the substitute formula should be included in the proposal.

#### **vi. Adolescent Participation in Evaluation**

In an effort to engage young people in this evaluation process, a survey of young people will be developed and disseminated on Voices of Youth. This survey will invite young participants (approximately 300 in number in different regions) to respond to questions about their knowledge and experience in partnering with UNICEF, and how this has impacted their lives and the lives of young people in their community.

### **2.6 TRANSPARENT BENCHMARKS AND COMPARISONS**

For all comparisons, and in all discussions of the normative questions, the evaluators must be clear what is to be considered as a “good” standard and what is to be considered as a “poor” or “not met” standard. Where possible, UNICEF is looking for good practice benchmarking that will form the basis of quality design and assessment efforts in future programming in relation to adolescents. The benchmarks must be clearly described and convincing that they are both valid and reliable.

### **2.7. ETHICAL ISSUES**

The evaluation may have substantial contact with children as informants, or as participants carrying out this study. In all contacts with children, the UNICEF ethical guidelines regarding issues like confidentiality and not exposing the child to danger must be respected.

Within the consultants’ reports, individuals should not be identifiable directly or indirectly. Care should be taken when reporting statements or interviews. When in doubt, it is recommended to feedback to the informant and ask them to confirm their statements.

All informants will be offered the option of confidentiality, for all methods used.

No participant other than UNICEF staff may be compelled to cooperate with the evaluation.

Dissemination or exposure of results and of any interim products must follow the rules agreed upon in the contract. In general, unauthorized disclosure is prohibited.

Any sensitive issues or concerns should be raised with the evaluation management team as soon as they are identified.

## 2.8 STAKEHOLDER PARTICIPATION

Stakeholder Groups	Participants (others to be added as identified)	Role
UNICEF - HQ	Heads of sections, ADAP Team Members	Complete questionnaires Participate in follow-up interviews Participate in focus groups at regional meetings
UNICEF Regional Offices	Heads of Regional offices, Regional adolescent focal points and Planning Officers	Provide feedback to finalize regional summary of data Provide documents for document review Participate in focus groups and interviews
UNICEF Country Offices	Staff in all country offices, especially those attending regional and global meetings, and those in 3 countries selected for case studies	Provide documents for document review Respond to surveys Participate in focus groups Participate in self-assessment exercises
UNICEF Partner Organizations, including those led by young people	Partner organizations in 3 countries selected for case studies	Participate in focus groups Participate in self-assessment exercises
Young people in UNICEF Programme Countries	Voices of Youth members	Respond to survey on Voices of Youth

As part of the initial work, the evaluation team and the steering committee will specify when and in what way the stakeholders will be engaged in items such as the evaluation planning and design, data collection and analysis, reporting and dissemination, and/or follow-up.

As noted above, in the spirit of collective contributions toward the best product, the evaluation team may elect to or may be asked to establish informal mechanisms for dialogue with stakeholders before-during-after the evaluation; for example, to set up a feedback mechanism or blog that will allow constructive and open comment from a wider range of sources than identified key informants.

.....

### 2.12.2 FINAL PRODUCTS: Written Materials to be submitted in hard copy and on DVD

- **One draft and one final evaluation report** consistent with and meeting UNICEF standards. The final report should include:
  - Executive Summary

- Detailed description of all Methods (including an outline of the process of the evaluation in the Annex),
- Analysis of Data, with regional specificities and global overview that addresses each of the key evaluation questions. (This section should include a stand-alone sub-section on participation.)
- Conclusions
- Recommendations
- Next steps
- Annex: A folio of all filled-out questionnaires, records of interviews and focus groups
- A final presentation of evaluation findings, to be delivered at UNICEF HQ by the evaluation team.
- A PowerPoint presentation summarizing the evaluation process and findings, and an accompanying document of stand alone speaking points (suitable for use by non-members of the evaluation team called upon to share information about the evaluation process and findings beyond the tenure of the evaluation team).

The evaluation report will include a discussion of findings using the five OECD/DAC evaluation criteria for development assistance – Relevance, Efficiency, Effectiveness, and to a lesser extent, impact and sustainability.

The evaluation report will not exceed fifty pages including the Executive Summary. In addition, Annexes will include: the TOR, description of methodology, list of background materials used, interview protocols, country survey, list of people interviewed, and workshop materials. The Annexes will include an analysis of strengths and weaknesses of the evaluation process, and the extent to which each evaluation question was covered. Evaluation products will be prepared in English and submitted to UNICEF electronically via e-mail and on CD-ROM in MS Word.

### **2.12.3 Final Products: Workshop**

1 feedback workshop: One day, with components targeting senior executives, programme staff, and communications staff among others.

## Annex 6: Overall Evaluation Indicators

### 1.0 Adolescent Well-Being and Rights

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
1.1 UNICEF development and emergency programmes take the different stages of the life cycle of adolescents into account in the planning and implementation of programming to increase the ability and capacity of different age groups of adolescents to exercise their rights with regard to survival, development, protection and participation. * (addresses B.1.1 in 3.3.2)	Programming design and implementation do not take the different needs and the different stages of the life cycle of children and adolescents into account in the planning and implementation of programming to increase the ability and capacities of different age groups of adolescents to exercise their rights with regard to survival, development, protection and participation.	Programming design and implementation promote the ability and capacity of adolescents to exercise their rights, but treat adolescents as a single group as opposed to taking into account three distinct developmental stages within adolescent groups.	Programming design and implementation promote the ability and capacity of adolescents to exercise their rights in one area and addresses the specific needs of at least two of the three developmental levels of adolescents within the context of their rights with regard to survival, development, protection and participation..	Programming design and implementation promote the ability and capacity of adolescents to exercise their rights with regard to survival, development, protection and participation and address the specific needs of each developmental levels stage of adolescence.	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Country case studies</li> <li>• CO survey</li> <li>• Youth participation survey</li> <li>• Global &amp; regional focus group discussions</li> <li>• Identification of good practices</li> </ul>
1.2 UNICEF programming contributes to adolescents rights through the	Little of UNICEF programming contributes to adolescents rights through the	Approximately 25% of UNICEF programming contributes to adolescent rights	Between 26 and 60% of UNICEF programming contributes to adolescent rights	More than 60% of UNICEF programming contributes to adolescent rights	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Country case studies</li> <li>• CO survey</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
<p>promotion of: i) Education and learning opportunities of quality and relevance; ii) Fostering an enabling and protective environment, with a focus on gender and marginalization; and iii) Engagement in family, school, and community. (Addresses B.1.4)</p>	<p>promotion of: i) Education and learning opportunities of quality and relevance; ii) Fostering an enabling and protective environment, with a focus on gender and marginalization; and iii) Engagement in family, school, and community.</p>	<p>through the promotion of: i) Education and learning opportunities of quality and relevance; ii) Fostering an enabling and protective environment, with a focus on gender and marginalization; and iii) Engagement in family, school, and community.</p>	<p>through the promotion of: i) Education and learning opportunities of quality and relevance; ii) Fostering an enabling and protective environment, with a focus on gender and marginalization; and iii) Engagement in family, school, and community.</p>	<p>through the promotion of: i) Education and learning opportunities of quality and relevance; ii) Fostering an enabling and protective environment, with a focus on gender and marginalization; and iii) Engagement in family, school, and community.</p>	<ul style="list-style-type: none"> <li>• Youth participation survey</li> <li>• Global &amp; regional focus group discussions</li> </ul>

<p>1.3 UNICEF development and emergency programmes promote the participation and rights of marginalized and vulnerable m/f children and young people. [Effectiveness, Relevance] (Addresses B.1.1)</p>	<p>UNICEF development and emergency programmes do not include any specific measures to promote the participation and rights of marginalized and vulnerable m/f children, and young people.</p>	<p>UNICEF development or emergency programmes include a few measures to promote the participation and rights of marginalized and vulnerable m/f children, and young people, but these are applied on an</p>	<p>Both UNICEF development and emergency programmes include some measures to promote the participation and rights of marginalized and vulnerable m/f children, and young people.</p>	<p>The majority of UNICEF development and emergency programmes provide education on youth participation and rights to staff, youth &amp; community at large. Promotion efforts include outreach to marginalized &amp;</p>	<ul style="list-style-type: none"> <li><b>a.</b> Document review</li> <li><b>b.</b> Country case studies</li> <li><b>c.</b> CO survey</li> <li><b>d.</b> Youth participation survey</li> <li><b>e.</b> Global &amp; regional focus group discussions</li> </ul>
--	--	---	--	---	---

		ad hoc, project basis as opposed to systematically.		vulnerable young people. M/f Children and young people are involved in the design, delivery and evaluation of these educational programmes.	
1.4 All three stages of UNICEF emergency programmes explicitly address adolescent rights and developmental needs. [Effectiveness, Relevance] (Addresses B.1.1)	<p>a) <i>Initial Response</i> Few or none of UNICEF emergency preparedness plans include recognition of adolescent rights and developmental needs in terms of data collection, the offering of protection services for vulnerable m/f adolescents and adolescents being included in service delivery and evaluation, as appropriate to their stage of development.</p> <p>B) <i>Transition plus Recovery and Rebuilding</i></p>	<p>a) <i>Initial Response</i> Between 15 to 39% of UNICEF emergency preparedness plans include recognition of adolescent rights and developmental needs in terms of data collection, the offering of protection services for vulnerable m/f adolescents and adolescents being included in service delivery and evaluation, as appropriate to their stage of development.</p> <p>B) <i>Transition plus Recovery and Rebuilding</i> Between 15 to 39% of adolescents are</p>	<p>a) <i>Initial Response</i> Between 40 to 60% of UNICEF emergency preparedness plans include recognition of adolescent rights and developmental needs in terms of data collection, the offering of protection services for vulnerable m/f adolescents and adolescents being included in service delivery and evaluation, as appropriate to their stage of development.</p> <p>B) <i>Transition plus Recovery and Rebuilding</i> Between 40 to 60% of adolescents involved in the programme are consulted about their</p>	<p>a) <i>Initial Response</i> The majority (over 60%) of UNICEF emergency preparedness plans include recognition of adolescent rights and developmental needs. Data is collected about #, age and sex of adolescents needing/receiving service, whether they are unaccompanied and whether they have children for whom they are responsible. Vulnerable m/f adolescents are offered protection services. Adolescents are included in service delivery and</p>	<p>f. Document review</p> <p>g. Country case studies</p> <p>h. CO survey</p> <p>i. Youth participation survey</p> <p>j. Global &amp; regional focus group discussions</p>

	Few or no adolescents are consulted about their priorities and needs and programmes focus on service delivery outside of a rights context and based on the premise that m/f adolescents are a vulnerable target group as opposed to actors.	consulted about their priorities and needs and programmes focus on service delivery that includes a rights component, but are still based on the premise that m/f adolescents are a vulnerable target group as opposed to significant actors in their communities.	priorities and needs. Programmes integrate a rights approach in service delivery and are based on the premise that m/f adolescents are active contributors and actors within their communities who need to be consulted and included in programme design and evaluation in ways appropriate to their stage of development.	evaluation, as appropriate to their stage of development.  B) Transition <i>plus Recovery and Rebuilding</i> Over 60% of adolescents are consulted about priorities and needs. in terms of data collection, the offering of protection services for vulnerable m/f adolescents and adolescents being included in service delivery and evaluation, as appropriate to their stage of development.	
--	---	--	--	--	--

## 2.0 Critical Awareness and Structures

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
2.1 Key decision-makers within UNICEF, as well as CO staff have a clear	Few or no key decision-makers within UNICEF, as well as CO staff have a	Some key decision-makers within UNICEF, as well as some CO staff in	Over half of key decision-makers within UNICEF, as well as over half of	The majority of key decision-makers (80% or more) within UNICEF, as well as	<ul style="list-style-type: none"> <li>Senior managers survey</li> <li>Country office survey (responses</li> </ul>



Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
<p>understanding and awareness of corporate concepts and approaches to adolescent rights with regard to survival, development, protection and participation, and have a good understanding of how to consistently develop/ support related programming, and make effective decisions related to these programme approaches. [Effectiveness] (Addresses A.1 in 3.3.2)</p>	<p>clear understanding and awareness of corporate concepts and approaches to adolescent rights with regard to survival, development, protection and participation, have a good understanding of how to consistently develop/ support related programming, and make effective decisions related to these programme approaches.</p>	<p>some country programmes have a clear understanding and awareness of corporate concepts and approaches to adolescent rights with regard to survival, development, protection and participation and have a good understanding of how to consistently develop/ support related programming, and make effective decisions related to these programme approaches.</p>	<p>CO staff in some country programmes have a clear understanding and awareness of corporate concepts and approaches to adolescent rights with regard to survival, development, protection and participation, have a good understanding of how to consistently develop/ support related programming, and make effective decisions related to these programme approaches.</p>	<p>most CO staff have a clear understanding and awareness of corporate concepts and approaches to adolescent rights with regard to survival, development, protection and participation, have a good understanding of how to consistently develop/ support related programming, and make effective decisions related to these programme approaches.</p>	<p>from Resident Representative &amp; SPS)</p> <ul style="list-style-type: none"> <li>• Regional Director phone interviews</li> <li>• Country case studies</li> </ul>
<p>2.2 UNICEF guidance notes promote a clear, consistent and integrated approach to fulfilling children &amp; young people's participation, and adolescent rights with regard to survival, development,</p>	<p>There is little or no reference to a clear, consistent and integrated approach to fulfilling children &amp; young people's participation, and adolescent rights with regard to survival,</p>	<p>There is only reference to a clear, consistent and integrated approach to fulfilling children &amp; young people's participation, and adolescent rights with regard to</p>	<p>At least half of UNICEF's guidance notes include reference to a clear, consistent and integrated approach to children &amp; young people's participation, and</p>	<p>Most of UNICEF's guidance notes include reference to a clear, consistent and integrated approach to fulfilling children &amp; young people's participation, and adolescent rights</p>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Senior management &amp; CO surveys</li> <li>• Country case studies</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
protection and participation, including the rights of marginalized and vulnerable adolescents and adolescents affected by emergency and conflict situations [Effectiveness] (Addresses A.1.1)	development, protection and participation, including the rights of marginalized and vulnerable adolescents and adolescents affected by emergency and conflict situations in UNICEF guidance notes.	survival, development, protection and participation, reference to the promotion of an integrated approach to fulfilling adolescent rights in core UNICEF guidance notes such as the MTSP or CCCs.	adolescent rights with regard to survival, development, protection and participation, including the rights of marginalized and vulnerable adolescents and adolescents affected by emergency and conflict situations.	with regard to survival, development, protection and participation, including the rights of marginalized and vulnerable adolescents and adolescents affected by emergency and conflict situations.	
2.4 UNICEF and its partners apply clearly defined approaches to promote and be inclusive of children & young people's participation, and adolescent rights, within each MTSP focus area at the global, regional and national levels. [Effectiveness] (Addresses A.1.1)	Few or no sectors and MTSP focus areas apply clearly defined approaches to promote and be inclusive of children & young people's participation, and adolescent rights at the global, regional and national levels.	Between 15% and one-third of sectors and MTSP focus areas apply clearly defined approaches to promote and be inclusive of children & young people's participation, and adolescent rights, in at least one of the global, regional and national levels.	Between 35 to 60% of sectors and MTSP focus areas apply clearly defined approaches to promote and be inclusive of children & young people's participation, and adolescent rights, in at least two of the global, regional and national levels.	Over 60% of sectors and MTSP focus areas apply clearly defined approaches to promote and be inclusive of children & young people's participation, and adolescent rights, at the global, regional and national levels.	<ul style="list-style-type: none"> <li><b>k.</b> Document review</li> <li><b>l.</b> Country case studies</li> <li><b>m.</b> CO survey</li> <li><b>n.</b> Youth participation survey</li> </ul>
2.5 UNICEF internal structures, including accountability processes, facilitate implementation of	UNICEF internal structures limit communication and sharing of lessons learned about	UNICEF internal structures facilitate communication and sharing of lessons learned about	UNICEF internal structures facilitate communication and sharing of lessons learned about	UNICEF internal structures facilitate communication and sharing of lessons learned about	<ul style="list-style-type: none"> <li><b>o.</b> Document review</li> <li><b>p.</b> Country case studies</li> <li><b>q.</b> CO survey</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
<p>programming to protect and fulfill adolescent rights with regard to survival, development, and protection, and children and young people's rights to participate. [Effectiveness, Sustainability] (Addresses A.1.2.)</p>	<p>programming to protect and fulfill adolescent rights with regard to survival, development, and protection and children and young people's rights to participate. Senior and middle managers do not explicitly hold programme and technical staff accountable for integrating an adolescent rights and development and child and young people's participation approach within programming.</p>	<p>programming to protect and fulfill adolescent rights with regard to survival, development, and protection and children and young people's rights to participate mainly within the GEHRU. Senior and middle managers only hold programme and technical staff accountable for integrating an adolescent rights and development and child and young people's participation approach within programming within the minimum limits outlined in Key Result Area 4, Focus Area 5.<sup>240</sup></p>	<p>programming to protect and fulfill adolescent rights with regard to survival, development, and protection and children and young people's rights to participate across both the Policy and Programme Divisions at HQ and at the Regional level. Senior and middle managers hold programme and technical staff accountable for integrating an adolescent rights and development and child and young people's participation approach within programming for more than two focus areas and sectors.</p>	<p>programming to protect and fulfill adolescent rights with regard to survival, development, and protection and children and young people's rights to participate across both the Policy and Programme Divisions at HQ and at the Regional and CO levels. Senior and middle managers hold programme and technical staff accountable for integrating an adolescent rights and development and child and young people's participation approach within programming for three or more focus areas and sectors.</p>	<ul style="list-style-type: none"> <li>r. Sr. Manager survey</li> <li>s. Global and regional focus group discussions</li> </ul>
2.6 UNICEF decisions	UNICEF is perceived	Some UNICEF	At least half of	Over 60% of	<ul style="list-style-type: none"> <li>• Interviews with</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
and approaches to adolescent rights and development contribute to UNICEF's reputation as a leader in this field.	by most partners to be applying adolescent rights and development approaches inconsistently and inaccurately.	partners perceive that UNICEF is applying adolescent rights and development approaches inconsistently and inaccurately.	UNICEF's partners perceive that UNICEF is applying adolescent rights and development approaches in innovative ways that demonstrate leadership in this field.	UNICEF's partners perceive that UNICEF is applying adolescent rights and development approaches in innovative ways that demonstrate leadership in this field.	UNICEF partners at global and country office levels

### 3.0 Participation

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
3.1 Children and young people's participation in global and regional campaigns is influencing related policies at the global and regional levels. [Impact, Efficiency, Relevance] (Addresses B.1.2)	Little or no account is taken of children or young people's input generated by global and regional campaigns in related policy development and their participation is used mainly as a form of tokenism.	There is a formal process in place to present children and young people's input generated by global and regional campaigns to policymakers and government leaders, but there is limited adoption of the recommendations and input generated by children and young	There is a formal and interactive process in place to present children and young people's input generated by global and regional campaigns to policymakers and government leaders, and clear evidence that up to 20% of their recommendations or aspects of them have been taken	There is a formal and interactive process in place to present children and young people's input generated by global and regional campaigns to policymakers and government leaders, and clear evidence that over 20% of their recommendations or aspects of them have been taken into account in related policy documents.	<ul style="list-style-type: none"> <li>• Senior managers survey</li> <li>• Country office survey (responses from Resident Representative &amp; Deputy Res. Reps. )</li> <li>• Regional Director phone interviews</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
		people.	into account in related policy documents.		
3.2 UNICEF supported/ initiated global and regional advocacy events, campaigns and initiatives that have children and young people's participation are sustainable at the local community level. [Sustainability] (Addresses B.1.2)	There are no follow-up activities planned or supports provided for children and youth participants in UNICEF supported/ initiated global and regional advocacy events, campaigns and any related follow-up actions are left up to the individual participants.	10 to 15% of UNICEF supported/ initiated global and regional advocacy events, campaigns include follow-up activities and support for the children, and young people participants in these events and approximately 10 to 15% of these participants continue to work on related actions in their home communities.	16 to 40% of UNICEF supported/ initiated global and regional advocacy events, campaigns include follow-up activities and support for the child, and young people participants in these events and approximately between 25 to 35% of these participants continue to work on related actions in their home communities.	Over 40% of UNICEF supported/ initiated global and regional advocacy events, campaigns include follow-up activities and support for the children and young people participants in these events and over 36% of these participants continue to work on related actions in their home communities.	<ul style="list-style-type: none"> <li>• Inception Mission interviews</li> <li>• Document review</li> <li>• Country case studies</li> <li>• CO survey</li> <li>• Youth participation survey</li> <li>• Global &amp; regional focus group discussions</li> <li>• Sr. Manager survey</li> </ul>
4.3 UNICEF has institutionalized ethical, sustainable and meaningful children and young people's participation and programming and policymaking processes at the community, national ,	There is little or no evidence within UNICEF-supported programmes that ethical, sustainable and meaningful participation takes place over more than one programme cycle or	Programme and policy documents at the community, national, regional and global levels include some references to processes, resource allocation and results that support	Programme and policy documents at the community, national, regional and global levels include several clear references to processes, resource allocation and results that that	Sustainable and meaningful participation for children and young people is mandated in UNICEF-supported policies and programme design, implementation and evaluation. CO staff	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Country case studies</li> <li>• CO survey</li> <li>• Youth participation survey</li> <li>• Global &amp; regional focus</li> </ul>

Indicators	Poor	Fair	Effective	Extensive	Data Collection Methods
regional and global levels. [Sustainability, Effectiveness] (Addresses B.1.3)	is included in policy at the community, national, regional and global levels.	ethical, sustainable and meaningful children and young people's participation.	demonstrate ethical, sustainable and meaningful children and young people's participation is taking place.	and partners have a common understanding of sustainable and meaningful participation means and entails. Programme and policy documents at the community, national, regional and global levels include multiple and clear references to processes, resource allocation and results that demonstrate ethical, sustainable and meaningful child and young people's participation is taking place.	group discussions • Sr. Manager survey

## Annex 7: Evaluation Principles and Frameworks

### Evaluation Principles

The overall approach of the evaluation is guided by four internationally recognized standards:

*Utility* – Serve the information needs of intended users.

*Feasibility* – Be realistic, prudent, diplomatic and frugal.

*Propriety* – Conducted legally, ethically and with due regard for the welfare of those involved in the evaluation, as well as those affected by its results.

*Accuracy* – Reveal and convey technically adequate information about the features that determine the worth or merit of the programme being evaluated.

### Rights and Participation Evaluation Frameworks

The Kartini team developed a set of two evaluation frameworks based on an adaption of three different analytical frameworks that address rights, and participation for different age groups. Their overall structure is founded on the key categories of analysis outlined in UNICEF's *Women's Equality and Empowerment Framework* (WEEF) (Longwe, 1993) since it provides a strong rights orientation. To this the team added UNICEF's definition of the three phases of adolescence from a physical, cognitive, psychological, social and behavioural perspective.

It further built on these two frameworks by including an adaptation of the stages and types of participation outlined in Hart's Ladder of Child Participation (1997) and the *FreeChild Project Measure for Social Change by and with Young People* (Fletcher, 2009). It also incorporated key concepts from UNICEF global and regional strategies on children's and young people's development and participation and related background research papers, as well as related targets and commitments made in UNICEF's 2006-2009 MTSP.

The evaluation team used this combination of source frameworks and conceptual thinking to address methodological challenges. There was the need to develop an analytical framework that would cover a wide range of adolescent rights without diffusing the overall purposes of the evaluation and while maintaining a manageable and realistic data collection process.

Another challenge is that there is a wide range of interpretations and definitions of children's and young people's participation (UNICEF, 2005). While UNICEF has attempted to promote a common framework in this area in Chapter 13 of its Policies and Procedures Manual and the Participation Rights of Adolescents, the East Asia and Pacific Child and Youth Participation Survey (Sept 2005) notes that these common frameworks have yet not been widely adopted. Therefore the evaluation attempted to identify the different approaches to children and young people's participation used by UNICEF and its partners and to identify barriers to the adoption of the existing common frameworks.

Within the context of this analytical framework, in general, empowerment refers to a process that gives male and female children, adolescents and young people skills and knowledge so that they can take greater power and control over their lives and which enhances their rights. The underlying premise of these two analytical frameworks is that more effective policy development and programming will be achieved by:

1. Empowering children, adolescents and young people in different ways congruent with their evolving capacities.
2. Obtaining their input and ensuring their contributions to inform policy and programme decisions using age appropriate interventions.

### 3.3.1 Adolescent Rights Framework

The primary rights to which adolescents are entitled under the Convention of the Rights of the Child (CRC) are:

- o The right to **development** which recognizes the obligation to create opportunities for adolescents to fulfill their optimum potential and which UNICEF has recently further defined as ensuring adolescent well being in the following areas:
    - o Ability to acquire knowledge, skills, experience and values
    - o Building social relationships
    - o Access to basic services
    - o Negotiating multiple life domains
    - o Participating in community and civic affairs
    - o Access to economic opportunities and the ability to earn income
    - o Support from family, peers, community and social institutions (UNICEF, 2009b).
1. The right to **protection** is the right to be free from all forms of violence, exploitation, abuse, and discrimination. This includes the right to protection in times of emergencies and armed conflict. It also includes the right to protection from abuse in the education and criminal justice systems. It further encompasses protection from harmful child labour, trafficking, and commercial exploitation for sexual purposes or the sale of drugs. Also included are protection rights for children separated from their families, refugee children, children with disabilities and children of minorities or indigenous groups. Children who have been neglected, abused or exploited have the right to rehabilitation. Harmful traditional practices, such as child marriage and female genital mutilation/cutting, are additional areas where children need protection.
  2. The right to **survival** is based on Article 6 of the CRC that stipulates that children have the right to life and calls for governments to ensure their survival and development. It encompasses rights to adequate nutrition, shelter, clean water, security of person, and primary health care for all children. Children have the right to social security assistance from their governments if they are poor or in need. Children with disabilities have the right to special care and support.
  3. The right to **participation**. Article 12 of the CRC states that:



“State parties shall ensure to the child who is capable of forming his or her own views the right to express these views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.”

Therefore the rights component of the evaluation will focus on assessing to what degree UNICEF programming and policies have contributed to the fulfilment of adolescent rights and document the approaches that UNICEF has used to achieve these. Children and young people's rights to participation will be covered under the Participation component of the analytical framework.

The evaluation also assessed whether UNICEF programming is using a **positive development** approach to adolescents. Within this context positive adolescent development was defined as that which aims to enhancing the protective and enabling factors that contribute to healthy development rather than focusing on problems. It includes building the knowledge, skills, capacities and assets of adolescents, even in situations where adolescent girls and boys are at exceptional risk or extremely vulnerable to rights abuses. A positive adolescent development approach is measured by indicators for adolescent well-being. It planned on doing this within the context of the three phases of three main developmental phases in adolescence defined in UNICEF's documentation outlined below:

**Early Adolescence** (10-13 years of age)

- Involves *physical* changes include physical and sexual maturation
- Increased consciousness and concern with body image
- *Cognitively* adolescents in this early stage develop concrete thinking abilities
- *Psychologically*, there is increased consciousness and concern with body image.
- *Socially* peers become a bigger influence and sexual interest usually begins.
- *Behaviorally*, early adolescents begin to explore decision-making opportunities and experiment with new ways of behaving.

**Middle Adolescence** (14-16)

- Physical changes continue
- *Cognitively* middle adolescents begin to think abstractly and can develop reasoning skills.
- *Psychologically* they begin to develop a sense of identity
- *Socially* peers continue to hold influence, and sexual interest develops further. *In addition, transitions to work, marriage and parenting (child-bearing or responsibility for orphaned siblings) may start in this stage.*
- *Behaviorally* middle adolescence is considered a time of risk-taking. *This tends to take different forms for male and female adolescents.*

**Late Adolescence** (17-18)

- *Physical* changes are usually completed for girls, but muscle development and other physiological changes may continue for males past this point.
- *Cognitively* late adolescents further develop ability to think abstractly and reason.
- *Psychologically*, there is less concern with body image than during early adolescence. Their sense of identity becomes established more fully
- *Socially* transitions to work and further schooling take place
- *Behaviorally* assessment of one's own risk taking occurs (UNICEF, 2006).

However, the evaluation Steering Committee noted that it might be better from a methodological perspective to focus on early (10 to 14) and late (15 – 18) adolescence if the intention of the evaluation is to find out if programmes make a distinction between the various stages of adolescence and in what way.

The Rights component of the evaluation's analytical framework examined how UNICEF's programming and policy approaches has contributed to adolescent empowerment from the perspective of **adolescent well-being and their access** to the services and interventions they need to exercise their rights to survival, protection and development. The team found that most UNICEF staff were not familiar with the term well-being and therefore they reverted to the term adolescent development.

### **Adolescent Well-Being (Development)**

Within this context, the first level of adolescent rights, of necessity, has to be the right to survival. This includes access to adequate nutrition, diverse health services, as well as interventions designed to foster adolescent ability to make positive choices, avoid harmful and risky behaviour and be free from preventable illness.

Building on this base there is also the need to examine how UNICEF is contributing to adolescents' right to development.

In general, adolescent well-being depends on the full realization of rights outlined in the CRC and CEDAW to education, protection and support related to family and other social institutions, and equal rights to health, employment, juvenile justice, religion, culture and identity. Adolescent well-being depends on the support of family, community and government and other social institutions, the health sector, the labor sector, the justice sector and the positive role of religion and culture in shaping social identity

Overall, examining adolescent rights from a well being perspective means assessing the degree to which programming and policy contribute to male and female adolescents' access to resources such as services, information, skills and the opportunities they need to build the life skills and knowledge they will need to survive and contribute fully to society both as members of their existing communities and in the future as adults. It also means ensuring that both sexes and marginalized groups of adolescents have equitable access to the services they need to realize adolescent well-being. In general, adolescent well-being depends on the full realization of their rights.

### **Participation Rights Framework**

This part of the evaluation framework examined the ways in which UNICEF programming and policies are contributing to children and young people's right to participate in the formulation and implementation of programmes and policies that affect their lives directly. It stands as a separate framework from that of adolescent well-being and rights as it deals with a different age range (0 to 24). It is based on an adaptation of the "Critical Awareness" and "Participation" categories of analysis outlined in the WEEF, with additional materials from Hart's Ladder of Child Participation, the *Freechild Project Measure for Social Change by and with Young*

People and UNICEF's global and regional strategies related to children's and young people's participation.

The State of the World's Children (UNICEF, 2009) notes that "The rights of children to participate is a fundamental component of respecting them as holders of their own rights." The East Asia and Pacific Child and Youth Participation Survey (UNICEF, Sept 2005) states that "participation rights are the tools that enable and empower children to demand their rights and to contribute to their own survival, protection, development and participation." Reciprocally, knowledge of their rights promotes participation by children and young people (UNICEF, 2001). In addition, the Participation Survey recognizes that children have competencies, knowledge and abilities and are able to contribute these to society. The evaluation therefore assessed how the promotion of children and young people's participation and knowledge of their rights in UNICEF programming and policies contributed to the development of these competencies, knowledge bases and abilities.

In particular, the evaluation assessed how UNICEF contributed to children and young people's rights to participate related to:

1. Article 12 – Respect for the views of the child (the right to be heard)
  - a. "States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child." (Article 12 of the CRC)
2. Children's civil and political rights including.
  - Article 13: Right to freedom of expression
  - Article 14: Right to freedom of conscience, thought and religion
  - Article 15: Freedom of association
  - Article 16: Right to privacy and respect
  - Article 17: Right to information

The evaluation team examined the commonly used "Ladder of Participation" developed by Hart and was of the opinion that this ladder had too many categories to define a hierarchy of participation that would be difficult to measure within the context of a global evaluation of this nature. Therefore the team expanded its search for participation models beyond those initially provided by UNICEF and, subsequently, selected and adapted a simpler participation model, the *FreeChild Project Measure for Social Change by and with Young People*.

This model used the Hart Ladder of Participation as a foundation for its development. However, it does not assume that there is a rigid hierarchy of participation. Instead, its main assumption is that different types of meaningful participation can take place at any point within the spiral of participation. This accommodates the fact that children and young people have differing capacities and abilities to participate. The Kartini team further revised this model to clarify terminology and increase its utility as an evaluation tool.

Thus the two main elements in the analytical framework related to children and young people's participation are a review of staff and institutional approaches to and understanding of participation plus an assessment of the degree of participation

promoted in programmes and policies. This was complemented by the collection of information on the different approaches used to promote children and young people's participation by UNICEF and its partners.

**Critical Awareness and Structures:**

Empowerment at this level takes place within two different contexts. The first refers to the degree to which policy and programming contribute to adolescents' awareness of their rights to participate and how to realize these rights. These include the right to:

1. Be listened to and consulted on issues that affect them directly
2. Be involved in decisions that affect them
3. Have access to the information they need to participate effectively

To achieve these rights, adolescents need to be supported in their efforts to organize themselves, which is directly related to their right to freedom to associate.

The second is the degree of institutional support for children's and young people's participation. The evaluation team will therefore examine different institutional approaches to child and young people's participation. For example, institutions can view children and young people in two ways. One is as a target group that requires services and has particular vulnerabilities whose problems need to be addressed through the provision of services. Alternatively institutions can treat children and young people as actors with particular strengths and capabilities who can make a positive contribution to their communities and whose opinions and knowledge can make a significant difference in the effectiveness of policy development and programme and service delivery.

In the institutional context, critical awareness therefore refers to the degree of awareness of service providers and policy makers of the value of children and young people's participation and the structures and resources they have put in place to facilitate meaningful participation. It also refers to institutional and staff awareness of the different barriers to and incentives for children and young people's participation and the approaches needed to address these.

The International Youth Foundation identifies five key outcomes of meaningful participation for children and young people were identified by. Children and young people benefit from their participation in the following ways:

Character: children and young people acquire a sense of responsibility and accountability, the ability to thrive despite adversity.

Confidence: children and young people develop a sense of self-worth based on their ability to make choices and take the initiative.

Connection: children and young people develop a positive sense of belonging to their community, to caring adults and to their peers.

Competence: children and young people are enabled to master sound educational and vocational skills to earn a living.

Contribution: children and young people become civically minded and wish to make a contribution of their time, ideas and talents to better their communities. (Gardner, 2004)

Research has also identified a variety of benefits of children and young people's participation to organizations and communities. Some of these findings include:

Benefits to Organizations:

- Clarifies and brings focus to the organisation's mission.
- Organisations become more responsive to children's and young people's needs and priorities, resulting in programme improvements.
- Diversification of outreach strategies
- Improved credibility
- Increased visibility in the community
- Provides a new source of energy and enthusiasm
- Enhances the commitment and energy of adults to the organisation.
- Leveraging resources
- Creates new networks

(Gardner, 2004)

Benefits to Communities:

- Promotes social inclusion, co-operation, and peaceful conflict resolution
- Enhanced democracy and inclusive governance
- Increased relevance and effectiveness of development projects
- Identification and implementation of enhanced protection measures for children
- Promotion of gender equity
- Development of current and future community leaders

(Gardner, 2004; UNICEF, 2001; UNICEF, 2003; UNICEF 2009)

**Participation:**

Empowerment at this level refers to children and young people's participation in, contribution to and control over decision-making processes related to the development of any policies and programmes that affect them directly. Participation can take multiple forms depending upon the age, capacity, ability, interest and situation of each child and young person and the institutional and situational context, ranging from no participation at all to full control over major decisions affecting their lives.

Hart's and Fletcher's models of participation recognize that forms of children and young people's participation vary according to their access to information, decision-making power and opportunities to take action.

Both models acknowledge that children and young people may be subject to manipulation, a form of youth engagement is adult-initiated and run. Young people have no understanding of issues and actions, nor any input into organizing. Adults use their power, status and access to resources to engage youth to further personal or organizational aims. As such, this form of engagement lacks the key elements of meaningful participation.

The model depicted below is adapted from the FreeChild model (Fletcher, 2008) and illustrates a continuum of forms of meaningful participation by children and young people. The spiral depicts a process of social change over time and represents the enlargement of opportunities as people of different ages become engaged. There is not a hierarchy of forms of participation as appropriate forms will vary with the capacities, abilities and interests of children, young people, adults, organizations and communities, and the situational context.

The model includes some of the forms of children and young people's that Hart critiqued as not being genuine participation. However, depending on the situation and age of the child, they may be appropriate and meaningful.



These different participation levels are likely to vary depending upon the age of the children and young people participating. In these definitions, adults refer to any adults that potentially have control over or influence on children and young people, such as parents, teachers, institutional staff, etc.

The key participation categories are defined as follows:

**Participation Model # 1: Adult Initiated and Controlled**

- The agenda and mandates for programme/policy are set by adults (this includes events).
- Children and young people are informed and consulted about programme/ policy design and implementation, but adults make all related decisions
- Children and young people are given the information they need to participate effectively
- Children and young people have some understanding why they have been asked to participate, who makes the programme/policy decisions and why, and engage in the participation process participate voluntarily

**Participation Model #2: Adult Initiated with shared decision-making**

- Adults initiate programme/policy design, and implementation and evaluation or set related agendas, and share related decision-making with children and young people.
- Adult leadership of adults is predominant
- Children and young people have access to all relevant information needed to provide informed input.
- Children and young people's input informs planning, decision-making and evaluation of programme/policy design and implementation.

**Participation Model #3: Children and Young People Initiated with Shared Decision-making and Support**

- Children and young people initiate programme/policy actions and agendas
- Children and young people may share decision-making and programme/policy development and actions in consultation with adults, e.g. , policy decisions may be made in collaboration with adults because legally they may have to control the organisation's governing bodies.
- Children and young people's skills and leadership are predominant
- Children and young people are recognized as social change motivators and adults are engaged in the process for their experience, abilities and access to resources.
- Energy, ideas, enthusiasm, knowledge and skills of children and young people are combined with the ideas, knowledge, skills and access to resources of adults to affect change in programme or policy at the organizational, community, national or international levels.
- The skills and the power of children and young people are the impetus to affect change in the programme/policy or at the organizational, community level, national or international level.

**Participation Model #4: All community members equally make decisions and take action.**

- This approach engages every person within an organization or community in decision-making and action using consultative and democratic processes. Through these processes all community members experience inclusive, meaningful, and empowering participation. (Fletcher)

**Participation Model # 5: Non-Participation or Participation that is not Meaningful**

- Children and young people have no input into process / policy or their input is routinely disregarded or their participation is only of a token nature

- Children and young people are not given the information they need to participate effectively or activities / discussions are not conducted in a way that is accessible to them
- Participation by children and young people is not voluntary and does not engage them.



## Annex 8: Documentation Review

### Ratings

0 = no reference: to evaluation criteria listed	1 = poor: few relevant references to the evaluation criteria listed
2 = effective: over half of evaluation criteria present in document	3 = extensive: over 75% of evaluation criteria present in document

Level of Aggregation	Evaluation criteria	Rating	Comments
<b>International Mandates, Treaties</b>			
<b>Convention on the Rights of the Child</b>	<input type="checkbox"/> Age groups of children, adolescents and young people defined <input type="checkbox"/> Reference to male and female adolescent development <input checked="" type="checkbox"/> Child, adolescent and young peoples' rights to participate stipulated	1: poor  Lack of distinction between adolescent and child's rights in specific areas	- Child defined up to the age of 18 years. Other than that, no age disaggregation is made - Gender neutral - The right of the child to participate is indicated in several instances: decisions related to residence upon parents' separation; right of disabled child to participate in the community; in cultural life and arts.
<b>Core Commitments to Children (CCC) in Emergencies</b>	<input type="checkbox"/> Emergency needs of children and adolescents identified by age/developmental groups <input type="checkbox"/> Rights to emergency services for children and adolescents by age or developmental group stipulated <input type="checkbox"/> Participation of children, adolescents and young people in emergency response processes stipulated <input type="checkbox"/> Emergency needs of children and adolescents identified by age/developmental groups <input type="checkbox"/> Rights to emergency services for children and adolescents by age or developmental group stipulated	0: no reference	No reference of adolescents or youth in current CCC in Emergencies

Level of Aggregation	Evaluation criteria	Rating	Comments
	<input type="checkbox"/> Participation of children, adolescents and young people in emergency response processes stipulated		
<b>Core Commitments to Children (CCC) in Humanitarian Emergencies (May 2010)</b>	<input checked="" type="checkbox"/> Emergency needs of children and adolescents identified by age/developmental groups <input checked="" type="checkbox"/> Rights to emergency services for children and adolescents by age or developmental group stipulated <input checked="" type="checkbox"/> Participation of children, adolescents and young people in emergency response processes stipulated <input checked="" type="checkbox"/> Emergency needs of children and adolescents identified by age/developmental groups <input checked="" type="checkbox"/> Rights to emergency services for children and adolescents by age or developmental group stipulated <input checked="" type="checkbox"/> Participation of children, adolescents and young people in emergency response processes stipulated	1.5	<p>- Children and adolescents differentiated in some areas and phases but inconsistently.</p> <p>- Not identified age and developmental group at all.</p> <p>-Reinforcing the HRBA with partners: Promoting the participation of children, adolescents, women and affected populations, including in the analysis, design and monitoring of humanitarian programmes.</p> <p>- Lifeskills for adolescents in the education sector as a part of the risk reduction strategy</p>
<b>A World Fit for Children</b>	<input checked="" type="checkbox"/> Reference to adolescent development <input checked="" type="checkbox"/> Refers to adolescent rights <input checked="" type="checkbox"/> Child, adolescents and young people's rights to participate stipulated <input checked="" type="checkbox"/> Includes specific interventions or components to promote child, adolescent and young people's participation by removing related constraints	3: extensive	<p>The result of a UN General Assembly Special Session on Children in 2002 involving about 180 countries, "A World Fit for Children" includes specific goals and targets to be achieved within the next 10 years.</p> <p>The document makes specific reference to "adolescents" and</p>

Level of Aggregation	Evaluation criteria	Rating	Comments
	<input checked="" type="checkbox"/> Includes specific interventions to promote male/female adolescents' rights and development		<p>"young people" citing these terms explicitly in most instances where the term "children" is mentioned. This shows a recognition that adolescents are a specific group that have different roles, needs, concerns, and interests. The document intently attempts to ensure their roles and needs are addressed.</p> <p>The document includes references to gender related issues, especially in relation to young women and girls' reproductive and sexual health, exposure to HIV/AIDS, violence, and harmful cultural practices, among others.</p>
<b>Headquarters (HQ)</b>			
<b>PPP Manual</b>	<input type="checkbox"/> Includes analysis of children, adolescent, and young people's roles, needs and constraints by age group and by sex <input checked="" type="checkbox"/> Defines children and young people's participation processes <input type="checkbox"/> Defines and refers to adolescent rights <input type="checkbox"/> Defines adolescent development <input checked="" type="checkbox"/> Includes clear instructions on participatory processes to prepare programme document that involve children and the three developmental groups of adolescents <input type="checkbox"/> Requires gender analysis	1: poor	Includes – child and adolescent participation process and some references to adolescent development.

Level of Aggregation	Evaluation criteria	Rating	Comments
	<p>of child and adolescent issues for both girls and boys</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Requires analysis of institutional and regulatory issues affecting adolescents</li> <li><input type="checkbox"/> Requires analysis of cultural and other barriers affecting child and adolescent participation as part of programme and policy document preparation</li> <li><input type="checkbox"/> Requires specific interventions or components to enhance the participation of m/f children, and young people</li> </ul>		
<b>MTSP</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Analysis of different developmental child and adolescent needs and constraints by age group and sex</li> <li><input type="checkbox"/> Defines children and young people's participation processes</li> <li><input checked="" type="checkbox"/> Defines and refers to adolescent rights</li> <li><input type="checkbox"/> Clearly defines adolescent development</li> <li><input type="checkbox"/> Requires gender analysis of key issues affecting adolescents</li> <li><input type="checkbox"/> Requires analysis of institutional and regulatory issues affecting adolescents</li> <li><input type="checkbox"/> Requires analysis of cultural &amp; other barriers affecting children and young people's participation as part of policy and programme development</li> <li><input type="checkbox"/> Requires analysis of cultural and other barriers affecting adolescent</li> </ul>	1: poor	Reference to adolescent development in Focus Area 3, Key Result 3 and to children and young people's participation in Focus Area 5, Key Result 4.

Level of Aggregation	Evaluation criteria	Rating	Comments
	<p>rights as part of policy and programme development</p> <p><input type="checkbox"/> Requires analysis of cultural and other barriers affecting adolescent development as part of policy and programme development</p> <p><input type="checkbox"/> Requires specific interventions or components to enhance the participation of m/f children, and young people</p>		
<p><b>ADAP Global Strategy Framework</b></p>	<p><input checked="" type="checkbox"/> Provides guidance on analysis of adolescent needs and constraints by age group and by sex</p> <p><input type="checkbox"/> Provides guidance on use of age-disaggregated data and their implications</p> <p><input type="checkbox"/> Includes age- and sex-disaggregated monitoring indicators</p> <p><input checked="" type="checkbox"/> Provides guidance on analysis to reduce adolescent participation gaps</p> <p><input type="checkbox"/> Provides guidance on how to diagnosis gaps in adolescent rights</p> <p><input type="checkbox"/> Provides guidance on how to analyze gaps in adolescent development programming</p> <p><input checked="" type="checkbox"/> Use of examples of child and adolescent issues for girls and boys</p> <p><input type="checkbox"/> Analysis of institutional and regulatory issues affecting children and adolescents</p> <p><input checked="" type="checkbox"/> Defines children and young people's participation processes</p> <p><input checked="" type="checkbox"/> Defines and refers to adolescent rights</p>	<p>3: extensive</p>	



Level of Aggregation	Evaluation criteria	Rating	Comments
		MICS Indicators	<p><b>Education in Africa – Loaiza &amp; Llyod)</b></p> <ul style="list-style-type: none"> <li>- Defines “Adolescent Youth” ages from 15 to 19.</li> <li>- Explains adolescent development stages and their relevance to school involvement.</li> <li>- No reference to adolescents’ rights in education.</li> <li>- Mentions participation in reference to school participation of adolescents, which can be interpreted to be school attendance; therefore not very clear in how “participation” has been employed in this doc.</li> </ul> <p><b>MICS</b></p> <ul style="list-style-type: none"> <li>- Provide fairly comprehensive set of indicators, disaggregated by sex. However, indicators on issues particularly affecting boys are mainly explicit as far as education parity is concerned.</li> </ul>
<b>Country Office Level</b>			
<b>BRAZIL</b>			
<b>UNDAF Brazil</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Defines age groups of children, adolescents and young people</li> <li><input type="checkbox"/> Includes analysis of adolescent roles, needs and constraints by age group and by sex</li> <li><input checked="" type="checkbox"/> Refers to adolescents’ rights through the promotion of education, fostering an enabling and protective environment and engagement in</li> </ul>	3: extensive	The Brazil UNDAF explicitly integrates children and adolescents into various MTSP focus areas, with outcomes and indicators – including resource allocation of UN bodies.

Level of Aggregation	Evaluation criteria	Rating	Comments
	<p>family, school and community</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Refers to f/m adolescent development</li> <li><input checked="" type="checkbox"/> Stipulates children and young peoples' rights to participate</li> <li><input type="checkbox"/> Addresses f/m adolescents' developmental needs and rights to receive services in emergency programmes</li> <li><input checked="" type="checkbox"/> Includes specific interventions or components to promote children and young people's participation and rights by removing related constraints</li> <li><input checked="" type="checkbox"/> Includes specific interventions to promote f/m adolescent development</li> <li><input checked="" type="checkbox"/> Requires analysis of institutional and regulatory issues affecting adolescents</li> <li><input checked="" type="checkbox"/> Requires analysis of cultural &amp; other barriers affecting children and young people's participation as part of policy and programme development</li> <li><input type="checkbox"/> Requires analysis of cultural and other barriers affecting adolescent rights and development as part of policy and programme development</li> </ul>		
<b>PRSP Brazil</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Analysis of roles, needs and constraints of children and adolescents by age group and by sex</li> <li><input type="checkbox"/> Participatory preparation to involve children, adolescents, and young people</li> </ul>		<p>NO PRSP available for Brazil – not a recipient country.</p> <p>Brazil National Development Strategy not available on the internet.</p>



Level of Aggregation	Evaluation criteria	Rating	Comments
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Use of age &amp; sex disaggregated data, and their implications</li> <li><input type="checkbox"/> Analysis to reduce children and young people's participation gaps</li> <li><input type="checkbox"/> Diagnosis to reduce adolescent rights related gaps</li> <li><input type="checkbox"/> Analysis to reduce adolescent development gaps</li> <li><input type="checkbox"/> Age- and sex-disaggregated monitoring indicators</li> <li><input type="checkbox"/> Use of examples of adolescent issues for girls and boys</li> <li><input type="checkbox"/> Analysis of institutional and regulatory issues affecting adolescents</li> <li><input type="checkbox"/> Cultural barriers affecting children and young people's participation</li> <li><input type="checkbox"/> Cultural barriers affecting adolescents rights</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent development</li> <li><input type="checkbox"/> Specific interventions or components to improve f/m children and young people's participation by removing constraints</li> </ul>		<p>President asked for the National Policy on Youth or the Youth Agenda to be changed to Youth Citizenship Agenda – revised agenda to be approved taking youth to age 29.</p> <p>Assessment of integrated government programmes into health, education, employment creation to be reviewed by a new council of youth which has youth-led NGO participation.</p>
<p><b>Country Programme Action Plan (CPAP) for Brazil</b></p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Analysis of roles, needs and constraints of children and young people by age group and by sex</li> <li><input checked="" type="checkbox"/> Use of age disaggregated data and their implications</li> <li><input checked="" type="checkbox"/> Participatory preparation to involve children and young people</li> <li><input checked="" type="checkbox"/> Analysis to reduce adolescent participation gaps</li> <li><input checked="" type="checkbox"/> Diagnosis to reduce</li> </ul>	<p>3: extensive</p>	<p>Good situational analysis, lessons learnt and new programme activities.</p>

Level of Aggregation	Evaluation criteria	Rating	Comments
	<ul style="list-style-type: none"> <li>adolescent rights related gaps</li> <li><input type="checkbox"/> Analysis to reduce adolescent development gaps</li> <li><input type="checkbox"/> Age- and sex-disaggregated monitoring indicators</li> <li><input type="checkbox"/> Use of examples of child and adolescent issues for girls and boys</li> <li><input checked="" type="checkbox"/> Analysis of institutional and regulatory issues affecting children and adolescents</li> <li><input type="checkbox"/> Cultural barriers affecting children and young people's participation</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent rights</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent development</li> <li><input type="checkbox"/> Specific interventions or components to improve f/m children and young people's by removing constraints</li> </ul>		
<b>Adolescent development and child and young people's participation situation reports - Brazil</b>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Analysis of roles, needs and constraints of children and adolescents by age &amp; by sex</li> <li><input checked="" type="checkbox"/> Use of age &amp; sex disaggregated data &amp; their implications</li> <li><input checked="" type="checkbox"/> Children and young people's issues included in advocacy areas</li> <li><input checked="" type="checkbox"/> Strategies to reduce children and young people's participation gaps</li> <li><input checked="" type="checkbox"/> Measures to reduce adolescent rights related gaps</li> <li><input checked="" type="checkbox"/> Strategies to reduce adolescent development gaps</li> <li><input type="checkbox"/> Use of age- and sex-disaggregated</li> </ul>	3: extensive	UNICEF in Brazil 2009 Annual Report Reviewed

Level of Aggregation	Evaluation criteria	Rating	Comments
	<ul style="list-style-type: none"> <li>monitoring indicators</li> <li><input checked="" type="checkbox"/> Use of examples of m/f adolescent issues</li> <li><input checked="" type="checkbox"/> Strategies to address cultural, institutional and regulatory issues affecting adolescents</li> </ul>		
<b>CAMBODIA</b>			
<p><b>Common Country Assessment (CCA)</b></p> <p><b>Cambodia 2009</b></p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Analysis of roles, needs and constraints of children and young people by age group and by sex</li> <li><input checked="" type="checkbox"/> Use of age disaggregated data and their implications</li> <li><input checked="" type="checkbox"/> Participatory preparation to involve children and young people</li> <li><input type="checkbox"/> Analysis to reduce children and young people's participation gaps</li> <li><input type="checkbox"/> Diagnosis to reduce adolescent rights related gaps</li> <li><input type="checkbox"/> Analysis to reduce adolescent development gaps</li> <li><input type="checkbox"/> Age- and sex-disaggregated monitoring indicators</li> <li><input checked="" type="checkbox"/> Use of examples of issues for adolescent girls and boys</li> <li><input checked="" type="checkbox"/> Analysis of institutional and regulatory issues affecting adolescents</li> <li><input checked="" type="checkbox"/> Cultural barriers affecting children and young people's participation</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent rights</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent development</li> <li><input type="checkbox"/> Specific interventions or components to improve f/m children and young people's by removing</li> </ul>	<p>2: effective</p>	<p>Treats "youth" as a cross-cutting theme [Five major areas: Economic Growth and Poverty Reduction, Health, Social Protection, Governance]</p> <p>Youth defined from 15-24 age group. No further age disaggregation.</p> <p>Adolescents only mentioned as a problem group involved in risky behaviour such as drugs, violence, dropping out of school, etc..</p> <p>Sex-disaggregated analysis included to address gender-based barriers or issues young women and men face.</p> <p>Indicators included from Cambodia MDG targets are disaggregated by sex and by age in some targets.</p>

Level of Aggregation	Evaluation criteria	Rating	Comments
	constraints		
<b>Youth Situational Analysis - Cambodia</b>	<input checked="" type="checkbox"/> Analysis of roles, needs and constraints of children and young people by age & by sex <input checked="" type="checkbox"/> Participatory preparation to involve children and young people <input checked="" type="checkbox"/> Use of age & sex disaggregated data, & their implications <input checked="" type="checkbox"/> Analysis to reduce children and young people's participation gaps <input checked="" type="checkbox"/> Diagnosis to reduce adolescent rights related gaps <input type="checkbox"/> Analysis to reduce adolescent development gaps <input checked="" type="checkbox"/> Age- and sex-disaggregated monitoring indicators <input type="checkbox"/> Use of examples of child and adolescent issues for girls and boys <input checked="" type="checkbox"/> Analysis of institutional and regulatory issues affecting adolescents <input checked="" type="checkbox"/> Cultural barriers affecting adolescent participation <input checked="" type="checkbox"/> Cultural barriers affecting adolescent rights <input type="checkbox"/> Cultural barriers affecting children and adolescent development <input type="checkbox"/> Specific interventions or components to improve f/m children and young people's by removing constraints	2: effective	- Includes UN's definition of children 0-18 years; adolescents 10-19 years; youth 15-24 years of age.  - Addresses rights and participation of young people in the national development process.  - No reference to adolescent development.  - Youth involved in research as focus group participants and key informants.
<b>UNDAF Cambodia 2006-2010</b>	<input type="checkbox"/> Defines age groups of children, adolescents and young people <input checked="" type="checkbox"/> Includes analysis of child and adolescent roles, needs and constraints by age group and by sex	1: poor  Analysis of youth does not address adolescent rights and	- Explicit mention of youth in UNDAF outcome (Outcome 2: ...youth to claim rights to social services..)  - no reference to

Level of Aggregation	Evaluation criteria	Rating	Comments
	<input type="checkbox"/> Refers to adolescents' rights through the promotion of education, fostering an enabling and protective environment and engagement in family, school and community <input type="checkbox"/> Refers to male and female adolescent development <input type="checkbox"/> Stipulates child and young peoples' rights to participate <input checked="" type="checkbox"/> Includes specific interventions or components to promote children and young people's participation and rights by removing related constraints <input checked="" type="checkbox"/> Includes specific interventions to promote male/female adolescent development <input checked="" type="checkbox"/> Requires analysis of institutional and regulatory issues affecting adolescents <input checked="" type="checkbox"/> Requires analysis of cultural & other barriers affecting children and young people participation as part of policy and programme development <input type="checkbox"/> Requires analysis of cultural and other barriers affecting adolescent rights as part of policy and programme development	development	<p>"adolescents" – "youth" not disaggregated by age</p> <p>- Some sex-disaggregation on issues facing young girls and women</p>
<b>SIERRA LEONE</b>			
<b>Common Country Assessment (CCA) Sierra Leone (2007)</b>	<input checked="" type="checkbox"/> Analysis of roles, needs and constraints of children and adolescents by age & by sex <input type="checkbox"/> Participatory preparation to involve children,	1: poor Although youth is extensively addressed, the	- "Youth empowerment" is a crosscutting issue - Outcome 2 is with regard to "improved employment

Level of Aggregation	Evaluation criteria	Rating	Comments
	<p>adolescents and young people</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Use of age &amp; sex disaggregated data, &amp; their implications</li> <li><input type="checkbox"/> Analysis to reduce children and young people's participation gaps</li> <li><input type="checkbox"/> Diagnosis to reduce adolescent rights related gaps</li> <li><input type="checkbox"/> Analysis to reduce adolescent development gaps</li> <li><input type="checkbox"/> Age- and sex-disaggregated monitoring indicators</li> <li><input type="checkbox"/> Use of examples of child and adolescent issues for girls and boys</li> <li><input checked="" type="checkbox"/> Analysis of institutional and regulatory issues affecting children and adolescents</li> <li><input type="checkbox"/> Cultural barriers affecting children and young people participation</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent rights</li> <li><input type="checkbox"/> Cultural barriers affecting adolescent development</li> <li><input checked="" type="checkbox"/> Specific interventions or components to assist children and young people f/m by removing constraints and enhancing participation</li> </ul>	<p>analysis leaves out disaggregated assessment by age and by sex, with regard to adolescents' rights and development. However, young people's participation addressed from an economic empowerment perspective.</p>	<p>opportunities for youth"</p> <ul style="list-style-type: none"> <li>- Identifies youth unemployment as a priority issue</li> <li>- No age disaggregation</li> <li>- On rights issues, reference to CRC and the African Charter on the Rights and Welfare of the Child</li> <li>- Analysis of youth is problem-specific, particularly with respect to employment and opportunities for young people.</li> </ul>
<b>Emergency Contexts</b>			
<b>Joint Policy Directive</b>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Emergency needs of adolescents identified by age group</li> <li><input checked="" type="checkbox"/> Rights to emergency services for adolescents by age group</li> <li><input checked="" type="checkbox"/> Participation of child and young people in emergency response</li> </ul>	<p>1.5 : poor-effective</p>	<p>UNICEF Humanitarian Action Report 2009 – situation assessment and programmatic action "Children and adolescents"</p>

Level of Aggregation	Evaluation criteria	Rating	Comments
	processes		<p>mentioned but not by age – and not differentiated except in <b>HIV related activities</b> related to adolescents.</p> <p>Generally adolescent specific counselling, peace keeping under <b>protection</b>, some adolescent and youth counselling and peace keeping under conflict situations.</p> <p>Specific budget for Adolescent programmes in Gaza. Adolescents mentioned specifically in countries in complex conflict situations such as Iraq, Liberia, Sudan, Nepal.</p>
<b>Technical Assessment (prior to emergency response)</b>	<input type="checkbox"/> Emergency needs assessment of children and young people identifies age group and gender <input type="checkbox"/> Rights to emergency services for adolescents by age group <input type="checkbox"/> Children and young people's participation in emergency preparation <input type="checkbox"/> Indicators to monitor activities targeting adolescents	1: poor	<p>Early Action – Early Warning System v2 – web based database for countries for emergency preparedness.</p> <p>No reference except that youth led organisations need to be identified and involved – and assessment of sexual exploitation of women and girls.</p> <p>Individual countries (may) have identified differentiated children and adolescent risk reduction and emergency assessments as indicated in the HAR and on the EAEWS via SitReps, CCA, UNDAF.</p>

Level of Aggregation	Evaluation criteria	Rating	Comments
<b>Monitoring &amp; Evaluation Reports</b>	<input type="checkbox"/> Children and young people's participation, and adolescent rights and development highlighted in terms of reference (external reports) <input type="checkbox"/> Use of age & sex disaggregated data and their implications <input checked="" type="checkbox"/> Reporting on age and sex-disaggregated monitoring indicators <input type="checkbox"/> Analysis of roles, needs and constraints and reporting on attention within project/programme to these <input type="checkbox"/> Analysis of institutional and regulatory issues affecting f/m adolescents <input type="checkbox"/> Cultural constraints and regulatory barriers affecting f/m children and young people with regard to participation	1: poor	2004 Indian Ocean Tsunami Disaster - Evaluation of UNICEF's Response Synthesis Report  Reference to participation of children and adolescents in psycho – social programmes main thrust. Life skills to cope for stress and trauma for adolescents and children in later phase.  Recommendation of evaluators to look at vulnerability of male adolescents under gender issues.  Indicators not sex disaggregated.



## Annex 9: UNICEF Budget Codes Reviewed for Adolescent or Participation Specific Programme Spending 2006 – 2009

Codes used to estimate adolescent and participation specific programme spending are indicated in red and are also italicized.

FA2	BEGE2		<i>272</i>	Reduce proportion of out-of-school children		27211	Advocacy for free and compulsory education
						27212	Data and situation analysis for basic education
						<i>27213</i>	Learning opportunities for out of school/excluded children and adolescents
						27214	Teachers and communities oriented on their duties for primary education
FA2	BEGE2		<i>273</i>	Transition to post-primary education and training		<i>27315</i>	Education technology and other learning/teaching resources for education
						<i>27316</i>	Non-formal education and alternative learning opportunities
FA2	BEGE2		<i>274</i>	Reduce gender parity in primary/secondary education		27417	Girls basic education
						27418	Boys basic education
						<i>27419</i>	Reduce other forms of exclusion, marginalization in education
						<i>27420</i>	Assess in secondary education gaps in curriculum, certification, teacher education, quality and monitoring learning achievement
FA2	BEGE3		<i>275</i>	Increase retention/survival rates in primary school		27521	Support to PRS/MTEF and Education sector plans
						27522	Teacher training and support for basic education
						27523	Promote retention and school re-entry and reduce school drop-out
						27524	School health, nutrition and food interventions
						27525	Education for children with disabilities
						27526	Enhance capacity of teachers and support networks to address gender, rights and duties
						27527	Community empowerment and participatory school management
						<i>27528</i>	Support legislation and policy to let young mother reenter school education

				27529	Support including pedagogy for slow/gifted learners and accelerated learning of over-aged learners
				27530	Monitor attendance by orphans in countries with high prevalence of HIV and AIDS
FA2	BEGE3	276	Quality standards in primary education with CFS etc	27631	Child-friendly schools infrastructure and services
				27632	School sanitation
				27633	School hygiene education
				27634	Safety and prevention of violence in schools
				27635	Life-skills based education for children (including HIV prevention)
				27636	Support child-centered learning including peace education
				27637	Support integration of environmental education or climate change adaptation plans
				27638	Support policy and measures against corporal punishment
FA2	BEGE3	277	National standards for numeric, literacy and LSBE	27739	Measure/Monitor Learning achievement using local standards
				27740	Monitor LBSE curricula and quality standards
FA2	BEGE4	278	Implement CCCs for early learning and education emergencies	27841	Education sector coordination and planning in emergencies
				27842	Safe learning spaces to resume primary education
				27843	Access to early learning and primary education opportunities in emergencies
				27844	Education needs assessment in emergencies, transition and post-crisis
				27845	Alternate non-formal education in emergencies
				27846	Emergency preparedness plans in Education sector
FA2	BEGE4	279	Scaled-up support for education supplies in emergencies and post-crisis situations	27947	Emergency supplies/activities – Early learning
				27948	Back-to-school campaigns in emergencies/transition
				27949	School in a box or other supplies
FA3	HIVAIDS3	306	HIV prevention for	30610	HIV prevention in low

			adolescents			prevalence
					30611	Targeted outreach in low prevalence
FA3	HIVAIDS3	307	HIV skills/services for adolescents - High prevalence countries		30712	Adolescent HIV prevention in high prevalence
					30713	HIV VCCT – high prevalence
					30714	HIV risk reduction for adolescents (High prevalence) – general
					30715	HIV risk education for adolescent girls
					30716	Adolescent friendly health services - general
					30717	Adolescent friendly health services (girls)
					30718	Peer education, outreach for HIV prevalence (High prevalence)
FA3	HIVAIDS3	308	Adolescents with correct HIV knowledge - All countries		30819	Adolescent participation for HIV prevention
					30820	Data on HIV risks in adolescents
FA3	HIVAIDS4	309	HIV/AIDS in emergencies - Assessment & response		30921	Assess adolescent HIV vulnerabilities in emergencies
					30922	HIV/AIDS in emergencies
					30923	Post-rape care in emergencies
FA3	HIV_OTH	399	Adolescents Treatment and Care/National Plans for HIV		39924	Leverage resources for HIV/AIDS (GFTAM, PRS, SWAPs)
					39925	Strategic and operational plans on HIV/Aids
					39926	Non-UN partnerships on children and HIV/AIDS
					39927	Communication and Advocacy on children and HIV/AIDS
					39928	HIV/AIDS supply chain management
					39929	Adolescent HIV treatment and care
					40205	Child justice in conflict and post-conflict situations
					40206	Access to justice for marginalized groups
FA4	CPROT2	405	Reduce social acceptance of practices harmful to children		40514	Follow-up on UN study on violence against children, including legislative reform and data collection
					40515	Child marriage
					40516	Female Genital Mutilation/Cutting

				40517	Behavior change and social norms - general
				40518	Small arms and armed violence
				40519	Prevention of gender-based violence
				40520	Child sexual exploitation
				40521	Child trafficking
				40522	Child pornography
FA4	CPROT2	406	Child Labor	40623	Child labor - general
				40624	Corporate social responsibility for child protection with emphasis on child labor
				40625	Support gender sensitive policies and measures against worst forms of child labor
				40626	Rehabilitation and social integration of boys and girls in worst forms of child labor
FA4	CPROT3	407	Child protection in emergencies including addressing sexual/gender-based violence	40727	Prevention/response to sexual abuse and exploitation of children/women
				40728	Prevent sexual exploitation by military/humanitarian workers
				40729	Prevention/response to separated children in emergencies
				40730	Psychosocial support to children and caregivers
				40731	Emergency preparedness for Child Protection
				40732	Coordination of child protection in emergencies
				40733	Child protection mechanisms in emergencies including training and advocacy/communication
				40734	Prevent sexual and gender-based violence in emergencies
FA5	POLICY1	502	Data disaggregation and analysis of gender disparities and marginalized populations	50208	Data trends and disparity analysis
				50209	Generation of
				50210	Gender analysis and reviews
				50211	Analysis of other forms of disparities (e.g. ethnicity, wealth, disability)
				50524	Capacity-building for research and policy analysis
				50525	Evidence-based reports for policy analysis
				50526	Legal reforms and policy options

				50527	Research/analysis on children's rights
				50528	Research/analysis on women's rights
				50529	Research and analysis on poverty and disparities
				50530	Research and analysis on social protection
				50531	Research and analysis on social budgeting
				50532	Research and analysis on decentralization
				50533	Research and analysis on migration
				50534	Research and analysis on poverty and conflict
				50535	SoWCR, PFC and other flagship publications
				50740	Civic education on peace
				50741	Civic education for gender equality
				50742	Promote UNICEF through publications and major policy journals
				50743	Promotion of children's rights - general
				50744	Promotion of women's rights - general
FA5	POLICY4	508	Children/Youth participation in decision making	50845	Awareness promotion for child/youth participation
				50846	Child/youth participation in policy design
				50847	Consultations with children and young people
				50848	Institutionalization of child participation
FA5	POLICY4	509	Promote adolescent development	50949	Involve adolescents, youth in civic engagement (all levels)
				50950	Children and adolescent involvement in schools etc for social change
FA5	POLICY4	510	Enhance girls and boys in civic engagement in community development for social change	51051	Programme/policy to promote adolescent development during transition to adulthood
				51052	Legislative review, adolescent and youth friendly public policy and budgeting to increase investment in adolescents

## **Annex 10: Sample Programme Approaches for Each Focus Area**

### **Focus Area 1: Early Child Survival**

#### **Case Study # 1: Community-led Total Sanitation and Health, Sierra Leone<sup>241</sup>**

A team from UNICEF Sierra Leone and its partner MUWODA (Muluma Women's Development Association) initiated contact with a community in Matehul, Kenema District, in October 2009. The purpose of the visit was to introduce the concept of community-based and -led sanitation and health approaches with the full involvement of children and adolescents. Starting with an awareness training, community members were given the opportunity to witness the harmful effects of some of their own personal and collective hygiene practices. This empirical experience led them to work together to find sustainable solutions related to sanitation, and personal hygiene.

UNICEF CO mentioned this project did not include HIV/AIDS. However, all focus group discussions with children and young people and adults indicated that they had received various kinds of information related to HIV/AIDS through the project. The initial briefing from the CO indicated that the programme gave communities the power to initiate and start anything they deem important and it appears that this community had decided to include an HIV/AIDS component and the focus groups discussed related results. As such, this case study has included the related findings from the focus group discussions.

With a view of encouraging the community to take ownership of the intervention, subsequent trainings were held covering various health and sanitation related topics. Without any financial support from UNICEF, community members supported and helped each other to ensure that each family installed its own toilet using local materials and resources.

#### **Strategies used:**

The model applied here was a form of the "adult initiated/shared decision making" where adults initiated the programme and implementation, and shared related decision-making with children and young people. In this particular case, however, there was another step in the process, where children initiated the project within their own community and later shared decision-making with adults.

When the MUWODA team first approached the community, it was met with apathy. It then decided to use an unusual strategic entry point, which was to target children and adolescents. The aim was to sensitize them about the importance of good and safe sanitation and health practices at the community and family level. The expectation after the training was for them to exert pressure on their parents to take action towards better sanitation and health habits.

---

<sup>241</sup> Case study prepared by Kisanet Tezare

The above strategy worked because children and adolescents were treated as key players, which helped them feel empowered to bring their parents and their peers in schools onboard. Seeing for themselves the evidence of how germs and viruses spread disease in uncontrolled and unhealthy environments, they were able to question their community's unhygienic practices and discuss with their parents and other adults, ultimately convincing them to attend WASH trainings.

### **Results Observed:**

The children and young people met reported to have gained greater knowledge of personal and community cleanliness. They named several diseases, including cholera, malaria, and diarrhoea and clearly linked the cleanliness to good health. They stated they wanted their homes and village to be clean, and for everyone to follow healthy hygiene practices because they did not want to fall sick. In fact, the last diarrhoea related disease registered at the local clinic for this particular community was in November 2009 (four months prior to the interview).

In terms of HIV/AIDS, children and young people interviewed were also able to describe what HIV is and how to prevent it. They have also successfully referred 10 adults for HIV testing (8 women and 2 men).

In terms of healthy communal practices, children and young people felt included and understood the vital role they must play in keeping the good sanitation and health practices going. To that end, they have assumed the vigilante's role, ensuring that all children use toilets properly and wash their hands thereafter with soap and water.

A walk around the village after the interviews demonstrated the great sense of community and pride felt among children and adults. It was clear that the community collaborates on keeping the village clean and healthy.

### **Challenges Encountered:**

1. At first, adults were reluctant to listen about HIV/AIDS, given that it involved discussion about sex, a taboo subject in that area. Some parents also confirmed that they had initially found it almost offensive when their sons or daughters approached them about these personal health issues. However, due to the sensitization sessions, they came to understand the value of talking about these issues with their children. One parent said that despite his initial shock, he was able to later decide to listen and learn from his son about HIV. To get to this stage however, the young people had to address regularly HIV issues during community sanitation and health meetings.
2. There are other project factors that require external funding and support that may undermine the success attained so far. A clean water source is still elusive for this community. The solution, a well, can only be made possible through the contribution of a third party. The persisting challenge of finding clean water within close distances may discourage children and young people to stay involved for a long time.

## **Lessons Learned:**

1. Identifying children and young people as the gateway to the community ensured their sustained participation in the initiative. This strategy has possibly contributed to the success of the project, given that children and young people felt like they owned it.
2. The project's sustainability is guaranteed by the fact that no UNICEF funding was used in the building of family toilets. The process of finding local solutions meant that children and adolescents were active participants, witnessing the fact that when communities work together, locally appropriate and innovative solutions are created. Children and young people ensure these last by helping out in the proper use and maintenance of the new facilities.
3. Adults respect the children and young people's group's call for community meetings twice a month and support them in decision-making.
4. The project has already been replicated in neighbouring villages and in other parts of Sierra Leone with a similar success level and has therefore proven to be a tested model that could likely be replicated in other countries in the region and elsewhere.

## **Focus Area 2: Education and Gender Equality**

### **Case Study # 2: Adolescent-Friendly Schools in Vietnam<sup>242</sup>**

UNICEF's child-friendly schools programme is now a standard method of promoting quality education worldwide at the primary level. In Vietnam, UNICEF supported the Ministry of Education in adapting that programme into an adolescent-friendly model for lower secondary schools (ages 11-14). Launched in 2007 as a pilot in 50 schools, the project has received such positive response that several of its components are now being scaled up for implementation at the national level and adapted for all school ages, including older adolescents.

Vietnam's traditional school model considers students as passive recipients. The Adolescent Friendly Schools (AFS) program had introduced several key changes to this teaching and educational philosophy. The programme encourages teachers to use participatory lessons within the classroom, at least occasionally. The Ministry of Education, with UNICEF's support, provides training in these methods. Beyond the classroom, students participate in the assessment of their schools and the development of school improvement plans through three main mechanisms: new "school clubs" which involve representatives from every class; suggestion boxes, and where they can make comments anonymously, if desired; and student representation at school management boards. This latter measure has met some resistance, and consequently, the Ministry has only been implement it in a limited number of schools.

---

<sup>242</sup> Case study prepared by Robert Brydon



Conceptually, the project examines ways to improve five different dimensions within the educational system and aims to be:

- Inclusive of all adolescents
- Effective
- Healthy, Safe, Supportive and Protective
- Gender responsive
- Involve adolescents, parents, and community in school management.

Every dimension is broken down into measurable indicators and these indicators assessed at each individual school by students and parents, as well as administrators and teachers. One UNICEF staff member noted that school improvement plans at these schools were starting to look at questions such as toilets maintenance or what safety measures are in place for coming to and going from school and that these are agenda items one never would have heard about from teachers or administrators. The latter tend to focus exclusively on curriculum and school aesthetics.

Interviews with UNICEF staff and Vietnamese Ministry of Education and Training officials indicated that they all felt this project has clearly shifted schools' approaches to participation. Within the FreeChild Model (refer to Annex 7) this constitutes a movement from a Non-participation model to one that is Adult Initiated with Shared Decision-making, and represents a substantial change in approach. Further, the effect of that participation has had positive outcomes for students, both in the skills gained through their participation (confidence and leadership) and in a school environment that is more responsive to their needs.

UNICEF played a key role in facilitating this process by supporting the Vietnamese Ministry of Education financially and conceptually, including visits to child-friendly schools in other countries and technical support in programme design. UNICEF is now well positioned to export this model to other countries, particularly low-middle income countries where the age bulge and success in primary education is driving demand for quality secondary school programming that is frequently lacking.<sup>243</sup>

### **Case Study # 3: Edu-Communication Programme in Brazil**

A summary description of this programme can be found on page 90.

UNICEF and its partner trained over 130 school managers and education professionals to implement the programme at the individual school level. Groups of about 7 students per workshop learn to produce school newspapers through a tutorial CD and weekly face-to-face training.

---

<sup>243</sup> Three country representatives and two regional staff people indicated this was an emerging priority.

The Edu-Communication implementation strategy<sup>244</sup> involves:

1. Training youth peer educators to support project activities in their schools.
2. Training students to use and develop communication tools in order to mobilize school community.
3. Producing diagnosis on community situation on areas chosen according to students' interests.
4. Involving students in public policy discussion within their communities.
5. Engage adolescents in actions to make their school environments more stimulating, by equipping adolescents with communication and technology skills.

During training and production sessions it has been common for students to bring up issues concerning daily school life, their difficulties and problems, and teachers help them to reflect on the quality of education. Themes that appear during workshops are transformed in text and published in the journals. Students take part of the production process from beginning to end from article writing to editing, printing and distribution. They have been trained in different communication techniques such as article production, interviewing, opinion surveys, news and field visits in their communities, and social mapping techniques. Each newspaper receives its own name. Some sample editions are posted in the project's Blog.<sup>245</sup>

Aside from workshops students received virtual training on electronic edition through a CD called "Make your own Paper". Over 140 editions of 103 newspapers were published and 41.620 copies were distributed to students from 6th to 9th grade of around 150 public schools in Fortaleza.<sup>246</sup> This project is part of a bigger Education and Communication initiative called: *Changing your school and community, improving the world*, which takes place in 5 large urban centers in Brazil.

### **Results Observed**

In focus group discussions with 25 adolescents from various municipal schools aged 12-16 at the Centre for Youth Initiatives in Fortaleza, adolescents discussed the following awareness of their rights and development benefits of their participation in the *Fala Escola*:

1. Being involved in the programme built adolescent self esteem and self confidence – they could express opinions more readily and easily - previously

---

<sup>244</sup> UNICEF Brazil Progress Report to BT 2009, *Changing your School, Changing your Community, Improving the World*

<sup>245</sup> UNICEF Brazil Progress Report to BT 2009, *Changing your School, Changing your Community, Improving the World*

<sup>246</sup> Reports can be accessed at [www.jornalescolar.org.br](http://www.jornalescolar.org.br).

they thought no one would be interested in their opinions but they now find other people read and discuss their articles in school.

2. Adolescents had more friends and felt less alienated - they became more recognized and popular as a result.
3. They learnt that the newspaper was not just about school but the community they live in e.g. one produced an article about the local community health centre and found that there was a lack of doctors and drugs, the centre closes earlier than it is supposed to, and it lacked of access to people with disabilities.
4. Their writing skills improved as they went from copying other work to starting to write their own opinion pieces.
5. It increased students interest in finishing high school and taking up journalism as a profession (3 students were certain that this is what they want to do).
6. They enjoyed learning and writing about various issues that are important to them e.g. bullying on the internet, teenage pregnancy, drugs, soccer and dating.
7. They understood their life context better. It was better than just reading and writing at the normal curriculum at school.
8. One student and her friends managed to lobby the management of her school for more benches to be installed because she found out through the programme that she had a right to do so; some of the girl students don't like their school uniforms but they have not as yet managed to convince school management to change the style.
9. Some students found that they had the right to snacks and a meal at school and were trying to be involved in the budgeting process to see why there were not provided due to the lack of funds.
10. One student developed his communication skills through drawing cartoon characters – he found this to be a very effective communication strategy – using the character he had created (a crab) to launch his own comic strip in the newspaper, as well as a radio talk show based on the character.

Only 8 of the 25 students were boys; 5 of the 25 had internet access at home, and 12 had internet access in school; the rest used internet cafes for access; almost half of the students worked part-time or full-time and 9 of the 25 came from female headed households.

### **Challenges Encountered**

1. Some of the municipal schools were not interested in participating in the programme as it meant extra work for the teachers.
2. There was a lack of stability in the groups as there were many competing programmes being offered which were more interesting to this age group e.g. soccer, dancing.

3. A lack of space to develop project activities since school themselves are very busy with other activities.
4. Sometimes students could not participate due to the distance from where activities took place and their home. Some schools have provided transportation to community venues where activities took place.
5. Brazilians generally going through a period of disillusionment with politics due high levels of corruption that affects the views of adolescents.

### **Lessons Learned:**

1. The quality of education in most of the schools is very poor and this was one way of enhancing it.
2. It is very important to keep mobilizing school teachers to get involved.
3. UNICEF is not able to monitor the quality of adolescent participation in municipal activities.
4. Students at this adolescent stage were not necessarily interested in participating in politics but this was an indirect way of making them more aware of their situation and how it could be improved.
5. UNICEF in Brazil needed to monitor<sup>247</sup> the programme for “meaningful participation” of adolescents – to establish concrete evidence on how the social participation goals for the Municipal Seal were being met. In addition, to meeting the goals of political participation and voter registration outlined, the assessment needed to identify how the political process met the social needs of adolescents in the semi arid region such as for employment opportunities, reduction of violence and commercial sex exploitation.

The programme was adult initiated but adult and adolescent controlled. Adolescents controlled what topics and issues were to be discussed in the school magazines. Later school magazine clubs are formed and coordinated by the adolescents themselves starting at age 16 – 18.

### **Conclusion**

Município de Eusébio near Fortaleza was a Municipality in the semi arid region that had successfully won the UNICEF Seal. In a focus group discussion with 12 adolescents aged 10-15 who formed the “Young Protagonists” of the Municipal Council of Children and Adolescents, it was found that the adolescents had participated in the awarding of the seal by handing the seal to the mayor of the municipality. Adolescents in the community were instrumental in obtaining UNICEF’s Municipal Seal as 4 young people participated in the Council.

As a result of the social mapping exercise and lobbying by young people, the municipality had build a community support centre which included a computer

---

<sup>247</sup> UNICEF’s former partner in Fortaleza, a youth led organization, Institute of Contemporary Youth, would be a good candidate for this assessment as it specializes in political youth advocacy and mobilization.

café and a library, as well as three projects: sexuality and health; health and prevention in schools (a UNICEF project which if it is implemented by the municipality, earns it one point towards obtaining the municipal seal); and the Young Protagonists. Peer counsellors were provided 32 hours of training to support children and adolescents with their problems and issues.

A number of activities in the community centre are targeted especially for children and adolescents such as music classes, theatre groups,<sup>248</sup> peer to peer sexual counselling, distribution of condoms, group to support the prevention of HIV/AIDS. In addition, the municipality supports a School Radio programme called *Young Action, Juvenile Voice* for conveying messages on pertinent issues like how to improve schools, care for the environment and climate change how to improve. The aim is to increase the number of radio station sin the community to 25 stations.

#### **Case Study #4: “Catmandu”: National television programme on adolescent and young people’s life skills (Nepal)<sup>249</sup>**

“Catmandu” is a television serial produced by UNICEF and broadcast via the Nepal Television with a focus on life skills issues (particularly those related to reproductive health) faced by people in the age group 12 to 24 years.<sup>250</sup> This was a complimentary initiative to the UNICEF produced radio programme entitled *Saathi Sanga Man Ka Kura* or “Chatting with My Best Friend” hosted and run by young people for adolescents and youth in Nepal. According to UNICEF Nepal, this is one of the few places that young people can discuss openly about issues especially related to sexuality and of sexuality. The major issues “Catmandu” deals with include are:

- Migration
- HIV/AIDS
- Sexuality and sexual health
- Drugs, drinking and smoking problems
- Child exploitation
- Sexual abuse
- Physical abuse by parents and teachers
- Disability issues faced by children and by their parents
- Communication and negotiation with friends, parents and teachers.

The programme was first aired in 2004 and had 52 episodes (one per week); with each episode focusing on a different life skills issue.

#### **Strategies used:**

The “Catmandu” series uses the following strategies:

---

<sup>248</sup> During the focus group discussion, various drumming music classes were in progress as well as rehearsals for a community theatre production.

<sup>249</sup> Case study prepared by Neena Sachdeva.

<sup>250</sup> Interview with Gender Focal Point and Communications Officer in Kathmandu during UNICEF’s Global Gender Policy Evaluation – September 2007

- Identification of adolescent and young people's life skill issues and challenges from the letters sent by listeners to the UNICEF produced radio programme, Chatting with my Best Friend
- Weaving gender issues into each episode, rather than looking at them in isolation
- Production of script around the life skill issues identified, with each episode focusing on one issue
- Using young people to direct and act in the serial, with the cast including people of different ages, sex, abilities, castes and ethnicities
- Using a few talented UNICEF staff to contribute to writing of the script in terms of suggesting to the audience how challenges could be overcome
- Gathering feedback periodically from the audience (both male and female youth) to refine the programme
- The project was adult-directed but had a high level of input and participation from adolescents and young people.

**Results observed:**

- A viewers' survey conducted in 2004 with 380 respondents (49 per cent females) in the age group 15-24 revealed that "Catmandu" was the programme of first choice of 35 per cent of the respondents
- 69 per cent of respondents expressed that the programme has strengthened their ability to solve problems with friends (including of opposite sex) and parents
- In a post screening discussion about the episodes, the participants stated that they had learned about gender discrimination, the vulnerability of young people to HIV/AIDS, how to relate to the opposite sex and about sexual and reproductive health. They also said they had learned skills such as listening, empathising, how to say no without hurting others, and critical thinking
- Parents of respondents said that the serial helps prevent young boys/men from starting to take drugs or engage in other high-risk behaviour
- Parents also felt that the serial gave them a better understanding of the challenges facing young people today and life skills related to handling/discussing sensitive issues with their adolescent children.

**Challenges encountered:**

- Due to the limited television ownership in rural areas, "Catmandu's" reach was more prevalent in urban areas
- To keep production costs down, the programme was produced mainly in Kathmandu, and hence not well rooted within the rural context
- Financial sustainability of the programme is a challenge, as it is dependent on UNICEF. Sponsorship was yet to be built into the programme
- Young viewers suggested additional themes that could be focused upon like issues of young widows, homosexuality, teenage pregnancy, sexual harassment and eve teasing, child soldiers, pros and cons of going abroad to work, child labour etc

- Young viewers felt that the production and direction was not up to the standard of commercial serials

### **Lessons Learned:**

Mass media has a wide reach and impact on adolescents and young people's attitudes on gender, diversity, masculinities, skills in communicating with others, and understanding of sexual and reproductive health issues. It is extremely important for UNICEF to use this channel, in an area where the reach of communication technologies is expanding. Anecdotal feedback received on "Catmandu" was very positive and it reached out to youth, specifically in urban areas. One reason for its success was that young viewers' concerns were taken into account in the programme's design. To be sustainable this type of programme needs to obtain financial sponsorship from companies or elite groups. Alternatively, producers and writers of more popular television serials in South Asia could be engaged to highlight and insert adolescent and youth issues into their storylines as is often done in the highly popular *telenovelas* in Latin America.

## **Focus Area 4: Child Protection**

### **Case Study # 5: Restorative Justice Programme in the Pacific<sup>251</sup>**

In an effort to support and strengthen the recognition of children's rights, UNICEF Pacific has advocated for the implementation of restorative justice principles, particularly in three countries: Vanuatu, Kiribati and the Solomon Islands. Children who are detained by authorities are often placed in inappropriate situations and may be abused or subjected to violent treatment. Hence, alternative measures that divert children from custody, such as family conferencing, help to protect them. UNICEF Pacific has consulted with children and young people about legislative reform and advocated with government, senior legal officials, and police to create an enabling legislative and regulatory environment for restorative justice.

### **Strategies Used:**

Restorative justice involves bringing the parties affected by a crime together to help the offenders understand the impact of their actions and to make reparations. The desired outcome is to restore offenders and their victims to help them become or return to being fully contributing members of society. UNICEF's work on restorative justice in the Pacific builds on existing community values, beliefs, and norms. These include traditional conflict resolution methods, traditional community structures, and a strong family network.

A key feature of UNICEF Pacific's advocacy work has been to provide training to help police office officers, justice officials and legislators understand children's rights, diversion, alternative sentencing, community restorative justice, and what

---

<sup>251</sup> Case study prepared by Wendy Peebles. Good practice recommended by EAPRO Regional Advisor.

forms of punishment for young offenders are age and developmentally appropriate. UNICEF Pacific has advocated for: detention to be used as a last resort, sentencing periods to be as short as possible, time limits for pre-trial detention, review for conditional release, good quality of care, a complaints system, access to information about the legal system for the adolescents and their families, and separate children's detention centres.

### **Results Observed:**

Fiji has now established a Juvenile Court and all police stations in South Tarawa, Kiribati have formalized previously informal diversion practices. The country now also has a social worker accompany the child throughout the diversion process. The Solomon Islands and Vanuatu are also working on formalizing good diversion practices, Social Welfare officials and community groups in those countries are collaborating to identify appropriate community-based diversion programmes.

## **Focus Area 5: Policy Advocacy and Partnerships for Children's Rights**

### **Case Study #6 : Adolescent Empowerment and Participation Programme - Jordan<sup>252</sup>**

This UNICEF programme involves working with youth aged 13 – 16 in several Palestinian refugee camps in Jordan, in multiple programming options. While this programme works with adolescents throughout Jordan, however, the component described here focuses on UNICEF's work with Palestinian adolescent refugees.

The programme's life skills training includes communications, leadership, facilitation, problem solving, HIV/AIDS and reproductive health and rights. The life skills training programme is based on a peer education model. The media training includes website development, use of PowerPoint and other computer-based communications tools and television and film production.

An action research component taught the youth involved how to conduct action research, including facilitating focus group discussions. The youth involved then undertook research to identify the priority problems for adolescents in the refugee camps concerned. They then developed initiatives to address the top two (child labour and violence in schools). The theatre group wrote sketches about these and other priority issues, such as family violence and the subordination of girls and women in the family.

### **Strategies used:**

Participation in this context was interpreted from two perspectives: the first was to increase the overall participation of adolescents in the refugee camps to help them develop skills that would enhance the societal view of them as assets to the community as opposed to a disruptive group; the second was to ensure more

---

<sup>252</sup> Adapted from good practice case study in 2007 Evaluation of UNICEF's Gender Policy Implementation and prepared by Dana Peebles



equal participation between girls and boys. The strategies to achieve these two objectives included:

- Developing the skills and profile of adolescents in the community and involving them in proposing solutions to key problems affecting them
- Ensuring that both the adolescents involved had a voice and were responsible for key decision-making related to the programme; for example, for an Evaluation Team visit to the Zarqa camp project site visit, it was the youth who decided upon the content of the programme presented and who organized the entire presentation to the Team
- Use of active outreach strategies to ensure that both male and female participants took part and that equal numbers of girls and boys participated
- Ensuring that girls and boys worked together to get them accustomed to working with the opposite sex in a non-family situation
- Visiting the homes of the families of the adolescents to convince parents that it would be all right for their sons and daughters to participate together in this programme.

#### **Results observed:**

- The work of the adolescents and youth involved in this programme was recognized publically as contributing positively to the community by authority figures such as the high school principal
- The adolescents developed a great sense of pride in their research and community theatre work
- Adolescent girls and boys communicated their changed attitudes to traditional gender roles towards their siblings, parents and indicated they had experienced a reduction in unhealthy power relations between brothers and sisters, boys and girls
- They also noted the importance of practicing establishing working relationships with members of the opposite sex since they will need to be able to do this once they leave high school
- Most focus group participants still felt that it was not that easy to be friends with members of the opposite sex. Several also indicated that it was more important that their friends would maintain each other's confidences than what sex they were
- The youth interviewed in the Zarqa camp felt that the play they developed to address topical issues that affect them has generated considerable discussion and gender issues and related human rights in their community
- Both the male and female youth demonstrated a strong sense of self-confidence and indicated a desire to go beyond the confines of the camps to share their theatre and other work
- The male and female youth interviewed demonstrated strong indications that they had been given many tools and skills to become dynamic community leaders and added potential to overcome the challenges they face as refugees
- Both the girls and boys involved demonstrated a facility with PowerPoint presentations and website use and development

- The life skills and peer education programme is now being adopted as part of the Jordanian national curriculum and will be taught in schools, as opposed to being strictly an extra-curricular activity.

### **Challenges encountered:**

- Initially both the male and female youth indicated that they thought it would be difficult to conduct research, particularly the facilitation of focus group discussions
- The male youth found that the after-school programming often conflicted with the part-time jobs that they held
- The girls felt that sometimes the programming required a time commitment that interfered with their studies
- Both the male and female youth expressed frustration with being limited to the camp in the scope of their work and what they are learning. They feel strongly that they want to present their message to other Jordanian communities
- The parents of some boys and girls are not willing to have their sons and daughters participate in a mixed-sex training programme, or else took a lot of convincing to give their sons and daughters permission to take part
- The male and female youth involved in the peer education process were afraid that older and younger children would not pay attention to them, but found that in the end they were able to engage their peers effectively.

### **Lessons Learned:**

- Empowerment programmes for male and female youth need to build in a follow-up stage to facilitate the momentum built
- The adherence to 50/50 female/male participation has contributed significantly to a positive impact for both sexes in this context
- It was necessary to use active outreach strategies including home visits to encourage participation by participants of both sexes and of different ages
- The theatre and media programmes have been particularly effective in reaching a wider community audience and bringing the messages about girls' and women's rights at the household level and the positive role that adolescents can play in the community.

## **Case Study #7: Children and Young People's Participation in Media**

### **One Minute Junior Videos** <sup>253</sup>

In collaboration with an independent NGO based in Amsterdam, UNICEF has been funding, coordinating and administering the oneminutesjr network throughout the world. This interactive initiative started in Eastern Europe, then expanded to South Asia, Africa, the Caribbean, and the Pacific. Its main purpose is to allow young people, especially the underprivileged and marginalized, communicate their stories and perspectives to a wider global audience.

---

<sup>253</sup> Case study prepared by Kisanet Tezare

The One Minute Jr. video, as part of this network, seeks to offer young people a forum for creative self-expression and sharing of ideas and opinions. It consists of 60 one minute videos shot by youths between the ages of 12 to 20, which are then put together and broadcast on TV in different countries. The films are also available at film festivals and online (<http://www.theoneminutesjr.org/>).

### **Strategies Used:**

This initiative uses a combination of participation approaches. Adults first initiate the process, then young people make the decision to choose the film they want to make, and then again, adults decide on the final production.

Youths participate in five-day workshops, where they learn useful skills, including camera skills, production processes, editing, etc. The topics are many to choose from, as long as they are issue focused. Each workshop participant has to create a one-minute film that would be screened at the end of the workshop. The workshop screenings attract participants' family, friends, and in some occasions government officials. At the end of the workshop, a DVD of the screening is usually provided to each youth participant.

The selection criteria vary by project and UNICEF country office. While there are efforts to ensure gender balance, a higher number of female participants have been generally noted. Regional representation is also another important criterion. Participation is not always income screened. Sometimes, the participant may have had prior access to video cameras.

### **Results Observed:**

Although impact related studies have not been done for this initiative, the results have been significant. The breadth and volume of the One Minute Jr. videos available online can be used as a measure of success.

In addition, it is evident that the young people who participated in this project gained a unique experience, having allowed them to acquire useful technical skills. Anecdotal evidence indicates that the immediate effect has been transformative for some youths, resulting in evident behaviour changes, improved creativity, ability to raise awareness on different issues, increased interest in participation, and increased knowledge of youth rights.

### **Challenges Encountered:**

- It is sometimes challenging for young people to film scenes in unfamiliar communities where they are considered outsiders.

### **Lessons learned:**

- There is a need to keep an ethical balance between genuine youth self-expression and UNICEF's emphasis on issue focus.

- Given that production is guided by graduate art students, young people participating do not have the final say in production quality. From that perspective, this initiative may not be totally youth-owned nor controlled.
- There is a need to include a process to document the impact of this programme on children and adolescents over time.

## Annex 11: Examples of Adolescent-Focussed Initiatives in Humanitarian Programing

### 1. Prevention and treatment of HIV/AIDS

- In India, **Myanmar, Somalia, Sri Lanka and Thailand**, UNICEF programming in the first few weeks informed young people about: HIV transmission and prevention; and collaborated with partners to facilitate young people's access to comprehensive HIV prevention and treatment services.<sup>254</sup>
- In **India**, UNICEF supported the training of teachers and young people were reached through School AIDS education programmes.<sup>255</sup> Youth networks were established and youth peer educators received training supported by UNICEF.<sup>256</sup>
- In **Malaysia**, key messages on HIV prevention and life skills promotion were disseminated through six UNICEF and government-supported youth centres.<sup>257</sup>
- In **Thailand**, the loss of livelihoods and ongoing economic depression in tsunami-affected areas forced children to dropout of school, where they could have been educated on prevention. Instead, many wound up working in high-risk industries, commercial sex work, making them more vulnerable to HIV infection. As the focus moved from relief to long-term rehabilitation, UNICEF established and helped three youth networks hold training workshops on life skills, occupational skills, and management and leadership for 2,000 young people in 2006.<sup>258</sup>
- In the **Maldives**, two UNICEF-supported assessments showed that the rate of heroin users went up from 8 per cent in 2003 to 30 per cent in 2006, increasing the risk to youth of HIV infection and AIDS. In response, UNICEF supported the opening of a drug rehabilitation centre for children in 2006, trained staff on centre operation and helped develop rehabilitation guidelines and procedures. UNICEF also established four support groups for drug users in 2006 in Male and Himmafushi, with an estimated 150 addicts attending each week.<sup>259</sup>

A Regional HIV/AIDS Advisor who was visiting UNICEF in Indonesia when the tsunami struck, observed that:

Young people were severely psychologically affected by the disaster.<sup>260</sup> They wanted to assist in the emergency but UNICEF staff was too busy to engage them in any way until later, when the adolescents helped to put up tents. At the same time, their parents and family were distraught or lost, homes were lost and security low, so there was ample

---

<sup>254</sup> UNICEF, Evaluation Report, 2004 Indian Ocean Tsunami Disaster, Evaluation of UNICEF's Response (Emergency and Initial Recovery Phase), Synthesis Report, Evaluation Office - May 2006

<sup>255</sup> Ibid

<sup>256</sup> UNICEF, Much Done, More To Do – December 2006

<sup>257</sup> Ibid

<sup>258</sup> Ibid

<sup>259</sup> Ibid

<sup>260</sup> Interview with HIV/AIDS Advisor, March 2010

opportunity to engage in risk-taking behaviour. (Interview with Regional Advisor, , April 2010)

## **2. Psychosocial Programming and Lifeskills**

An acute need for psychosocial care of children and adolescents became UNICEF's central emergency programming focus in the first six to eight weeks in **India, Myanmar and Thailand**. Staff carried out assessments in alliance with NGOs and mental health professional bodies, and UNICEF helped to initiate psychosocial training of teachers and volunteers in India - Tamil Nadu, Andaman and Nicobar, and Kerala. In 2006, psychosocial care empowered 15,000 children in Tamil Nadu and Kerala and 600 teachers of adolescents in Andaman and Nicobar with life skills, improved interpersonal skills and personal safety. As the response moved into recovery phase, many of these psychosocial activities brought in life-skills for children and adolescents, teaching them life-skills to cope with stress and trauma.

261

## **3. Child Protection**

During the response phase in **Myanmar, Somalia, Thailand**, UNICEF worked directly through partners to facilitate the identification, registration and medical screening of those children separated from their caregivers, particularly those under five and adolescent girls. In these three countries, programmes were also implemented for the prevention of sexual abuse and exploitation of children and women through: a) monitoring, reporting and advocating against instances of sexual violence by military forces, state actors, armed groups and others. b) providing post-rape health and psychosocial care and support; and c) Developing and signing a code of conduct with all partners to minimize opportunities for sexual exploitation and abuse by humanitarian workers and staff during humanitarian activities. Although not explicitly mentioned in this code, adolescent and young girls were implicitly included as a vulnerable population.

To promote child-friendly<sup>262</sup> judicial proceedings for children in contact with the law, UNICEF has: supported the establishment of 22 Children's Desks in police offices; successfully advocated for a new approach by local police to refrain from implementing formal judicial procedures for petty crimes; and helped establish three Child Court Rooms in the Banda Aceh Court; worked with more than 570 law enforcement officers on child friendly judicial proceedings. It has also established a pilot project on community based restorative justice in three districts that have led to the development of guidelines for police and community leaders on how to reintegrate children in contact with the law.

UNICEF also established a Child Protection Secretariat within the Women's Empowerment and Child Protection Body, which is now the leading government coordinating body for child protection work in Aceh. Supported by UNICEF the

---

<sup>261</sup> UNICEF, Evaluation Report, 2004 Indian Ocean Tsunami Disaster, Evaluation of UNICEF's Response (Emergency and Initial Recovery Phase), Synthesis Report, Evaluation Office - May 2006

<sup>262</sup> Although "children" are not differentiated from adolescents and youth in this programme, it has been assumed that the legal protection of children here refers mainly (but not exclusively) to adolescents and youth (mainly boys) over the age of 10.

Secretariat has introduced new legislation that addresses issues of child victims of abuse, exploitation and trafficking, children in institutions, and establishes a referral system for all vulnerable women and children through integrated service centres. In addition, five years after the tsunami, Aceh province in **Indonesia**<sup>263</sup> has become one of the most advanced with respect to the legal protection of children.

The synthesis evaluation report on the tsunami response mentions that there were no reports of rape in these three countries. However, other agencies such as the UNFPA reported that gender-based violence, especially violence against women and girls was a significant negative outcome of the disaster in countries such as Sri Lanka and Indonesia. This included risks of trafficking from internally displaced peoples (IDP) camps, forced marriages to men who had lost their wives, increased incidence of incest<sup>264</sup> due to the disproportionately high loss of female lives, sexual violence and sexual harassment.

#### **4. Education: Reconstruction**

UNICEF helped children overcome the psychological impact of the tsunami by continuing its education assistance programming and reopening of schools. The documentation however, only made one reference to out-of-school adolescents and girl-friendly initiatives. This was in Somalia. There the school reconstruction process improved access to education for children and adolescents, and Ministry of Education focused on girl-friendly education and generating local resources for teacher's salaries, plus an informal programme education programme developed for 350 out-of-school adolescents.<sup>265</sup>

#### **5. Other Initiatives Focused on Youth<sup>266</sup>**

- In **Somalia**, UNICEF and the UN's Food and Agriculture Organization support income generating activities for women and youth in fishing communities, building sustainable livelihoods while improving nutritional status. UNICEF also facilitated the formation of two youth groups in Hafun whose members received training on leadership and organizational skills to ensure their voice is heard during community initiatives in an otherwise elder-dominated society.
- In **Malaysia**, UNICEF helped schools and communities formulate emergency preparedness plans and in 2006, helped train 3,000 youth volunteers on leadership in relief efforts.<sup>267</sup>

---

<sup>263</sup> UNICEF in Indonesia, Building Back Better in Aceh, 5 years after the Tsunami - December 2009.

<sup>264</sup> Neena Sachdeva, Scoping mission – Facilitator of CIDA meeting with the Canadian Executing Agencies (NGO partners) May 15th, 2006 at the CIDA PSU, Colombo.

The meeting brought to light all kinds of abuse including sexual and domestic against girls/women that were rampant before and post Tsunami but not reported and if they were, the authorities often did not act on them. Incest remains hidden due to stigmatization of affected young girls.

See also: Sarah Fisher, Gender Based Violence in Sri Lanka in the after-math of the 2004 Tsunami Crisis: The Role of International Organisations and International NGOs in Prevention and Response to Gender Based Violence, October 6, 2007, Oxfam GB.

<sup>265</sup> UNICEF, Much Done, More To Do, a 24-month update on UNICEF's Work to Rebuild Children's Lives and Restore Hope Since the Tsunami – December 2006

<sup>266</sup> Ibid

- In Aceh, **Indonesia**, more than 200 young people participated in a UNICEF-supported peace building training programme, to increase their understanding of the causes of the conflict and experience nonviolent conflict resolution, culminating in a peace festival.

---

<sup>267</sup> UNICEF, *Much Done, More To Do*, a 24-month update on UNICEF's Work to Rebuild Children's Lives and Restore Hope Since the Tsunami – December 2006



## **Annex 12: Recommendations regarding Future Research and Analysis Priorities related to Adolescent Programming**

### **Concepts**

Map the different definitions for key terminology used related to adolescent programming at the CO level and which ones appear to be working well for national partners and CO staff and use these to develop a range of acceptable terminology.

Review existing materials on the definition of adolescent rights to develop a discussion paper on whether there is a need to extend these to areas not currently covered by the CRC. This could be accompanied by a series of short case studies that show how the existing interpretations of adolescent rights in the CRC have been interpreted and applied in UNICEF programming as one means of determining if the problem lies in the application of these rights or if there is also a need for an extension of adolescent rights to include additional areas.

Document existing national youth policies to share amongst the different regions and to provide background documentation for the potential development of a global UNICEF policy on adolescent programming.

### **Guidance**

Conduct a review/analysis of existing sector-based guidance issued at the HQ level from the perspective of the integration of adolescent programming and policy issues.

### **Funding**

Review UNDP's Gender Marker system to determine if a similar mechanism could be adapted to track spending on adolescent programming that is mainstreamed and assess the value added of UNICEF adopting this type of process.

### **Results**

Develop a set of minimum standards and results required to report on adolescent rights and development, including the development of adolescent capacities.

Develop a set of minimum standards and results required to report on children and young people's participation.

### **Adolescent Focal Points**

Conduct a needs assessment of adolescent focal points at the regional and CO levels to determine what kind of support would be the most effective for them to receive to be able to carry out their focal point responsibilities.

### **Mainstreaming**

Develop a staff and partner manual on effective ways to mainstream adolescent programming and policy initiatives in each focus area.

## **Training**

Adapt the Brazil CO training materials on how to work effectively with and develop programming for adolescents so that it could serve as appropriate training resources for each region.

## **Knowledge Management**

Gather existing resources and tools in multiple languages related to adolescent programming and policy from the COs and regions and set up a one-stop resource website where UNICEF staff and partners can readily find these resources.

## **Participation**

Document and disseminate good practices in programming approaches used by UNICEF and UNICEF partners that use participation as a strategy to promote adolescent development.

Document the impact of participation on adolescent development and programme results to help build the business case and rationale for promoting young people's participation.

Document and disseminate effective strategies on adolescent participation in UNICEF's youth related policy and programme development processes.

## **Gender Equality**

Document and disseminate effective programming approaches related to gender-based violence affecting male and female adolescents in an emergency and humanitarian context.

## **Education**

Document the experience of the Adolescent-Friendly Schools model in Vietnam as a case study that could be shared with other COs and at the regional level.

## **Adolescents and Technology and Media**

Document and analyze case studies on technology and media-based programming for adolescents and youth.

## **Focus Areas**

Document, analyze and disseminate good practices and case studies of both adolescent-specific and effective mainstreamed adolescent programming in each focus area.

## **Emergency and Humanitarian Programming**

Conduct an in-depth assessment of the integration of adolescent and youth emergency and humanitarian programming, including participatory approaches

Document, analyze and disseminate good practices related to adolescent and youth participation in all three stages of emergencies.

## REFERENCES

- (2003). Sierra Leone National Youth Policy Launched Monday June 30th, 2003. 9.
- ADAP (2006). Learning Series No. 1: Adolescent Development: Perspectives and Frameworks - a summary of adolescent needs, an analysis of the various program approaches and general recommendations for adolescent programming. New York, UNICEF.
- ADAP (2006). Adolescent Development in East Asia and the Pacific: Realizing their potential - A summary of trends, programming and policy experiences. New York, UNICEF.
- ADAP (2007). Adolescents and Civil Engagement: Social Entrepreneurship and Young People. New York, UNICEF.
- ADAP (2009). Youth Participation in Poverty Reduction Strategies and National Development Plans - A Desk Study. New York, UNICEF.
- Australian Infant, C., Adolescent and Family Mental Health Association, (2008). *National Youth Participation Strategy Scoping Project Report*, Stepney.
- Back, E., Catherine Cameron, et al. (2009). Children in a changing climate. Research report. Children and Disaster Risk Reduction: Taking Stock and moving forward, UNICEF.
- Beehner, L. (2007). The Effects of "Youth Bulge" on Civil Conflicts. Washington, Council on Foreign Relations.
- Beers, H. v. and with Caspar Trimmer (2006). Adults First! And Organisational training for adults on children's participation. Child Rights Foundation Cambodia. Bangkok, Save the Children Sweden.
- Boyden, J. (Spring 2003). "Children Under Fire: Challenging Assumptions about Children's Resilience." Children, Youth and Environments Vol 13. No.1.
- Cambodia, U. (2005). UNDAF Cambodia, 2006-2010, UNCT Cambodia.
- Cambodia, U. (2010). RFP: Firm/Non-Governmental Organization for Conducting UNDP Multimedia Initiative for Youth Civic Education in Cambodia. Phnom Penh, UNDP.
- Cambodia, U. (2010). Terms of Reference for Knowledge Attitudes and Practices (KAP) Study. Youth and Civic Participation in Cambodia. Phnom Penh, UNDP Cambodia.
- Cambodia, U. C. T. I. (2007). Terms of Reference: UN Youth Advisory Panel. Phnom Penh, UNCT Cambodia.
- Caska, E. (n.d.). Little Voices, Big Choice. Enhancing the effective, meaningful sustainable participation and inclusion of children and young people with disability. , National Disability Services NSW and the Commission for Children and Young People. .
- Children Forum Network (CFN) (2008-2009). Various articles on children's rights covered in the first newspaper in Sierra Leone published by a children's group for children - June 2008, May 2009, and Dec 2009 editions. Pikin News. Freetown.
- Committee of the Rights of the Child (2006). This is the Way We See It. First Children's Report in Sierra Leone for the Committees of the Rights of Child in Geneva. Freetown, UNICEF.

- Commune Council Support Project CCSP (2007). Youth in Local Governance. An assessment of youth engagement in local governance in Cambodia. Submitted to World Vision Cambodia. Phnom Penh, CCSP.
- Commune Council Support Project CCSP (2007). Youth in Local Governance, The Training Handbook. Phnom Penh, CCSP, supported by World Vision Cambodia.
- Council, U. E. a. S. (2005). UNICEF medium-term strategic plan, 2006-2009 - Investing in children: the UNICEF contribution to poverty reduction and the Millennium Summit Agenda. New York, UN.
- Courier., A.-E. (2003). Tackling Sierra Leone's Youth Crisis (May-June), ACP-EU Courier: 1-2.
- Dougherty, B. (2004). "Searching for Answers: Sierra Leone's Truth and Reconciliation Commission." *African Studies Quarterly* 8(1): 18.
- Edberg, M. (2009). Part 3: Revised Draft UNICEF/LAC Core Indicators for MICS4 (and beyond) with Rationale and Sample Module, UNICEF TACRO.
- Edberg, M. (2009). Final Revised Draft - UNICEF Latin American/Caribbean Well-Being Indicators. Panama, UNICEF.
- Ennew, J. and Yuli Hastadewi (2004). Seen and Heard. Participation of children and young people in Southeast, East Asia and Pacific in events and forums leading to and following up on the United Nations General Assembly Special Session on Children, May 2002. Bangkok, Save the Children Southeast, East Asia and Pacific Region.
- Fletcher, A. (2008). Principles of Authentic Youth Engagement, The Free Child Project.
- Fletcher, A. (n.d.). Youth Voice Toolbox, The Free Child Project.
- Galwer, M. (2005). Young People's Participation in the CEE/CIS and Baltic Region: A formative evaluation, UNICEF.
- Gardner, R. (2-4 August 2004). Youth in Philanthropy Seminar. Sydney Convention and Exhibition Centre. Darling Harbour, Sydney. Session #19.
- Gourley, S. (2009). The Middle Way- Bridging the Gap Between Cambodian Culture and Children's Rights. Cambodia, NGO Committee on the Rights of the Child, NGOCRC.
- Government of Sierra Leone (2005). Sierra Leone National Youth Policy. Ministry of Youth and Sports. Freetown, GoSL.
- Government of Sierra Leone (2005). Sierra Leone: Poverty Reduction Strategy Paper. A National Programme for Food Security, Job Creation and Good Governance (2005-2007). Freetown, GoSL.
- Government of Sierra Leone (2005). Social Protection Agenda. 2010-2014. Freetown, GoSL.
- Government of Sierra Leone (2006). Sierra Leone HIV/AIDS National Strategic Plan (2006-2010). Freetown, WHO, UNAIDS.
- Government of Sierra Leone (2006). National HIV/AIDS Monitoring and Evaluation Framework (2006-2010). National HIV/AIDS Secretariat. Freetown, NHAS, Irish Aid, UNAIDS.
- Government of Sierra Leone (2008). An Agenda for Change. Second Poverty Reduction Strategy (PRSP II). 2008-2012. Freetown, GoSL.
- Government of Sierra Leone (2009). Government of Sierra Leone and UNICEF Country Programme (2008-10). Mid Term Review Report. Freetown, UNICEF.

- Government of Sierra Leone (2009). Report on the Problem of Student Violence in Sporting and Social Activities in Freetown. Ministry of Youth and Sports. Freetown.
- Government of Sierra Leone (2009). Education. Freetown, GoSL.
- Government of Sierra Leone and UNICEF (2003). Children's Rights; Duties and Responsibilities. Freetown, UNICEF.
- Government of South Australia, C., Youth & Women's Health Service (2006). Youth Participation Framework for The Second Story Youth Health Service.
- Hanson, S. (2007). Sierra Leone's Troubled Youth. Washington, Council on Foreign Relations.
- Hull, T. N. (2006). Youth and Democracy in Sierra Leone. Freetown, US Embassy.
- INERELA (2010). INERELA + Sierra Leone. Freetown, INERELA.
- Innovations in Civic Participation (2008). Young People's Civic Engagement in East Asia and the Pacific. A regional study. . Bangkok, UNICEF EAPRO.
- Inter-Agency Working Group on Children's Participation (2007a). Children's participation in decision-making: Why do it, When to do it, How to do it. Bangkok, IAWG-CP.
- Inter-Agency Working Group on Children's Participation (2007b). Minimum Standards for Consulting with Children. Bangkok, IAWG-CP.
- Inter-Agency Working Group on Children's Participation (2007c). Operations Manual on Children's Participation in Consultations. Bangkok, IAWG-CP.
- Inter-Agency Working Group on Children's Participation (2008). Children as Active Citizens. Bangkok, IAWG-CP.
- International Crisis Group (2004). Liberia and Sierra Leone: Rebuilding Failed States. Brussels, ICG.
- International Crisis Group (2007). Sierra Leone: The Election Opportunity. Brussels, ICG.
- International Crisis Group (2008). Sierra Leone: A New Era of Reform. Brussels, ICG.
- International Development Association (2010). Republic of Sierra Leone: Joint Country Assistance Strategy. Chairman's Concluding Remarks. Meeting of the Board of Executive Directors of IDA April 6, 2010. Washington, IDA.
- International Development Association, I. F. C., and African Development Bank, (2010). Joint Country Assistance Strategy for the Republic of Sierra Leone for FY10-FY13. Washington, World Bank
- Jordanwood, M. (2006). Respect and Rights: The Values, Beliefs and Cultural Practices which effect Child Participation in the Life of Cambodian Children, SCN.
- Kampuchean Action for Primary Education (2009). Children's Councils in Cambodia: A Brief Assessment. Cambodia, KAPE.
- Kathari, R. (1996). Youth Participation in Youth Development, Educational Resources Information Centre, U.S. Department of Education.
- Kenya, U. (2010). Vulnerability and Capacity Assessments, Guide to using existing VCA tools and methodology ensuring a socially inclusive approach. Guidance Notes. Nairobi, UNICEF Kenya.
- Kim Sabo Consulting (2009). Adolescent development, rights and participation within the Tsunami Disaster Response Efforts, UNICEF.
- Kim Sabo Consulting (2009). UNICEF's ADAP Unit Desk Review - Summary of data across

- regions and technical focus areas. New York, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary Adolescent Development and Participation in the South Asia Region (SAR) 2001-2008. New York, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary Adolescent Development and Participation in the East and Southern Africa Region (ESAR) 2001-2008 (Draft). New York, UNICEF.
- Kim Sabo Consulting (2009). Regional summary Adolescent Development and Participation in The Americas and the Caribbean Region (TACR) 2001-2008 (Draft). New York, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary Adolescent Development and Participation in Central Eastern Europe and the Commonwealth of Independent States (CEE/CIS), 2001-2008 (Draft). New York, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008 (Draft). New York, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary Adolescent Development and Participation in the East Asia and Pacific Region (EAPR) 2001-2008. New York, UNICEF.
- Kim Sabo Consulting (2009). Key Pre-Evaluation Findings – Phase 1, Evaluation of UNICEF's Program and Work in Relation to Adolescents. New York, UNICEF.
- Kim Sabo Consulting (2009). Adolescent development, rights and participation within the Tsunami Disaster Response Efforts, UNICEF.
- Kim Sabo Consulting (2009). Regional Summary. Adolescent Development and Participation in the West and Central Africa Region (WCAR) 2001-2008. Dakar, UNICEF.
- Kim Sabo Consulting (2009). UNICEF's ADAP UNIT Desk Review - Summary of data across regions and technical focus areas. New York, UNICEF.
- Kingdom of Cambodia (2007). Child Friendly School Policy. Cambodia, Kingdom of Cambodia.
- Korome, D., Turay AB, et al. (2006). Republic of Sierra Leone. 2004 Population and Housing Census. Analytical Report on Population Projection for Sierra Leone. Freetown, Statistics of Sierra Leone: 124.
- Lardner, C. (n.d.). Exploring Good Practice in Youth Participation: A Critical Review. Clarity. Edinburgh.
- Leone, G. o. S. and UNICEF (2009). Country Programme (2008-10) Mid-Term Review Report (Draft) - Version 13 November 2009, UNICEF SL - Not for circulation.
- Leone, U. S. (2007). UNDAF 2008-2010. Freetown, UNCT SL.
- Loaiza, E. and C. B. Llyod (n.d.). Adolescents and Education in Africa. Discussion Guide, UNICEF.
- Longwe, S. (2003). Women's Equality and Empowerment Framework. New York, UNICEF.
- Lowicki, J. and A. Pillsbury (2002). Disarmament, Demobilization and Reintegration, and Gender-based Violence in Sierra Leone. Excerpts from Precious Resources: Adolescents in the Reconstruction of Sierra Leone. New York, Women's Commission for Refugee Women and Children.

- Lowicki, J. and A. Pillsbury (2002). *Precious Resources: Adolescents in the Reconstruction of Sierra Leone*. New York, Women's Commission for Refugee Women and Children.
- Ministry Education Youth and Sport (2007). *Child Friendly Schools (CFS) Master Plan 2007 to 2011*. Cambodia, Kingdom of Cambodia.
- Ministry of Education Youth and Sport (2005). *Child Friendly School Framework 2005*. Cambodia, Kingdom of Cambodia.
- Ministry of Education Youth and Sport (2007). *Child Friendly School Programme Dimension 5: Participation by children, families and communities*. Cambodia, Kingdom of Cambodia.
- Ministry of Education Youth and Sport (2007). *Child Friendly School Programme Dimension 2: Effective Teaching and Learning, Student-Centered Approach*. Support Document for Application Facilitator Manual. Cambodia, Kingdom of Cambodia.
- Ministry of Education Youth and Sport (2008). *Child Friendly School Programme, Dimension 3: Child Health, Safety and Protection, Preventing Violence against Children*. Cambodia, Kingdom of Cambodia.
- Ministry of Social Welfare, G., and Children's Affairs, and UNICEF (2007). *The Sierra Leone Child Rights Act, 2007 - This is our Law! A child friendly version of the Act*. Freetown, MoSWGGA & UNICEF.
- Morsilo, J. and Adrian Fisher (May 2007). *Appreciative inquiry with youth to create meaningful community projects*. Australia, Victoria University. Vol. 19: pp. 47-61.
- NGO Committee on the Rights of the Child (2009). *The Middle Way- Bridging the Gap Between Cambodian Culture and Children's Rights*. Cambodia, NGOCRC.
- NSW Commission for Children and Young People (n.d.). *Participation Kit*. Australia.
- OAU (1999). *African Charter on the Rights and Welfare of the Child*. OAU Doc. CAB/LEG/24.9/49 (1990) entered into force Nov. 29, 1999.
- Office of the United Nations High Commissioner for Human Rights (1989). *Convention on the Rights of the Child*. General Assembly resolution 44/25 of 20 November 1989.
- Oliver, K., Philippa Collin, et al. (2006). "Building Resilience in Young People through Meaningful Participation." Australian e-Journal for the Advancement of Mental Health Vol. 5. (Issue 1.).
- Plan International (2010). *Anticipating the Future – Children and Young People's Voices in Haiti's Post Disaster Needs Assessment (PDNA)*. Port-au-Prince, Plan International.
- Prison Fellowship International Centre for Justice and Reconciliation (2010). *Restorative Justice Online: "What is restorative justice?"* Downloaded May 14, 2010. Source: <http://www.restorativejustice.org/university-classroom/01introduction>.
- Save the Children (n.d.). *Coping with floods: children and disaster risk reduction along the Zambezi River*, Save the Children.
- Sesay, A. (2007). *Does One Size Fit All? The Sierra Leone Truth and Reconciliation Commission Revisited*. Uppsala, Nordiska Afrikainstitutet.
- Statistics Sierra Leone (2006). *Republic of Sierra Leone. 2004 Population and Housing Census. Final Results*. Freetown, Statistics of Sierra Leone.
- Statistics Sierra Leone and Ministry of Health and Sanitation and IFC Macro (2009). *Sierra Leone. Demographic and Health Survey 2008*. Freetown, IFC Macro.

- Statistics Sierra Leone (SSL) and IFC Macro (2009). Sierra Leone. Demographic and Health Survey 2008. Calverton, Maryland, USA; Statistics Sierra Leone (SSL) and ICF Macro.
- Thomas, A., M. VM, et al. (2006). Republic of Sierra Leone. 2004 Population and Housing Census. Analytical Report on Population Size and Distribution Age and Sex Structure. Freetown, Statistics of Sierra Leone.
- Thompson, B. (2007). Sierra Leone: Reform or Relapse? . Conflict and Governance. London, Chatham House.
- Truth and Reconciliation Commission (2004). Witness to Truth: Report of the Sierra Leone Truth and Reconciliation Commission. Freetown, T&R Commission.
- UNDAF (2009). UNDAF 2011-2015 Results Matrix and M&E Framework, UNDAF.
- UNDP Cambodia (ND). Strengthening Democracy and Electoral Processes in Cambodia, Cambodia, UNDP.
- UNICEF (2001). Document Repository Form Report of the Executive Director: Progress and achievements against the medium-term plan. Executive Board - Progress Reports (2001 Sessions). E/ICEF/2001/4 (Part II). New York, UNICEF Executive Board.
- UNICEF (2001). Medium-term strategic plan for the period 2002-2005. New York, UN ECOSOC.
- UNICEF (2002). Report of the Executive Director: Annual Report to the Economic and Social Council. Economic and Social Council - Reports; Executive Board - Progress Reports. (2002 Sessions). E/ICEF/2002/4 (Part I). New York, UNICEF Executive Board.
- UNICEF (2003). Sierra Leone. Country Programme Document. New York, UNICEF.
- UNICEF (2003). The State of the World's Children 2003. New York, UNICEF.
- UNICEF (2003). Report of the Executive Director: Results achieved against the MTSP in 2002 Executive Board - General (2003 Sessions). E/ICEF/2003/ 4 (Part II). New York, UNICEF Executive Board.
- UNICEF (2004). Report of the Executive Director: results achieved for children in 2003 in support of the medium-term strategic plan. Executive Board - General (2004 Sessions). E/ICEF/2004/9. New York, UNICEF Executive Board.
- UNICEF (2005). Child and Youth Participation Strategy, East Asia and Pacific Region, UNICEF.
- UNICEF (2005). Executive Summary, Global strategic planning consultations on Adolescent Programming in Emergency and Transition in Geneva UNICEF.
- UNICEF (2005). Young people's participation in the CEE/CIS and the Baltics Region - A formative evaluation. Geneva, UNICEF Regional Office for CEE/CIS and the Baltics.
- UNICEF (2005). UNICEF Response to the Indian Ocean Emergency - Consolidated UNICEF.
- UNICEF (2005). Tsunami assessment - Child protection, Education, HIV/AIDS, UNICEF.
- UNICEF (2005). Children and Young People Responding to the Tsunami. Bangkok, UNICEF EAPRO.
- UNICEF (2005). UNICEF's Core Commitments for Children in Emergencies, Revised March 2005. New York, UNICEF.
- UNICEF (2005). Report of the Executive Director: Results achieved for children in 2004 in support of the medium-term strategic plan, Annual Session 2005. E/ICEF/2005/6. New York, UN ECOSOC



- UNICEF (2006). Child and Youth Participation Resource Guide. Thailand, UNICEF.
- UNICEF (2006). UNICEF post-crisis transition strategy in support of the medium-term strategic plan, UNICEF.
- UNICEF (2006). A Framework for Rights Based Programming with Adolescents: Promoting Development, Protection and Participation. UNICEF MENA Region, UNICEF.
- UNICEF (2006). Zero Draft, UNICEF.
- UNICEF (2006). Much Done, More To Do, a 24-month update on UNICEF's Work to Rebuild Children's Lives and Restore Hope Since the Tsunami. New York, UNICEF.
- UNICEF (2006). Executive Summary, Expert Group Meeting (EGM) on Young People in Emergency and Transitional Situations in New York, UNICEF.
- UNICEF (2006). Learning Series No. 1. Adolescent Development: Perspectives and Frameworks. New York, ADAP UNICEF.
- UNICEF (2006). A Framework for Rights Based Programming with Adolescents: Promoting Development, Protection and Participation. Amman, UNICEF MENA Regional Office.
- UNICEF (2006). ADAP Mission Statement 2006 (Zero Draft). New York, ADAP UNICEF.
- UNICEF (2006). Child and Youth Participation Resource Guide. New York, UNICEF.
- UNICEF (2006). Learning Series No. 2. Adolescent Development in East Asia and the Pacific: Realizing their Potential. A summary of trends, programming and policy experiences. New York, ADAP, UNICEF.
- UNICEF (2006). Evaluation report, 2004 Indian Ocean Tsunami Disaster, Evaluation of UNICEF's Response [Emergency and Initial Recovery Phase] Synthesis report. New York, UNICEF Evaluation Office.
- UNICEF (2006). Annual report of the Executive Director: Results achieved for children in support of the Millennium Summit agenda, through the medium-term strategic plan, 2002-2005. E/ICEF/2006/11. New York, UN ECOSOC.
- UNICEF (2006). UNICEF water, sanitation and hygiene strategies for 2006-2015. E/ICEF/2006/6. New York, UN ECOSOC.
- UNICEF (2006). UNICEF joint health and nutrition strategy for 2006-2015. E/ICEF/2006/8. New York, UN ECOSOC.
- UNICEF (2006). UNICEF post-crisis transition strategy in support of the medium-term strategic plan. E/ICEF/2006/17. New York, UN ECOSOC.
- UNICEF (2007). The Participation of Children and Young People in Emergencies - A guide for relief agencies, based largely on experiences in the Asian tsunami response. New York, UNICEF.
- UNICEF (2007). Sierra Leone. Country Programme Document. New York, UNICEF.
- UNICEF (2007). United Nations Development Assistance Framework 2008-2012. India, UNICEF
- UNICEF (2007). The Participation of Children and Young People in Emergencies, A guide for relief agencies, based largely on experiences in the Asian tsunami response. Bangkok, UNICEF EAPRO.
- UNICEF (2007). Position Paper on Adolescent Citizenship Programme, Revised February 2010 Brasilia, Brazil Institute of Geography and Statistics, PNAD.

- UNICEF (2007). Programme Policy and Procedure Manual, Programme Operations, Revised February 2007. New York, UNICEF.
- UNICEF (2007). UNICEF Global Strategic Framework on Adolescent Development. Working Draft, Not for Distribution, UNICEF.
- UNICEF (2007). Adolescents and Civil Engagement: Social Entrepreneurship and Young People. New York, ADAP UNICEF.
- UNICEF (2007). Programme Policy and Procedure Manual, Revised February 2007. New York, UNICEF.
- UNICEF (2007). Learning Series No. 4. Youth participation in poverty reduction strategies and national development plans. New York, ADAP, Gender, Rights and Civic Engagement Section, UNICEF.
- UNICEF (2007). Annual report of the Executive Director: progress and achievements against the medium-term strategic plan. E/ICEF/2007/9. New York, UN ECOSOC.
- UNICEF (2007). UNICEF Education Strategy. E/ICEF/2007/10. New York, UN ECOSOC.
- UNICEF (2008). The Sierra Leone Child Rights Act, 2007. This is our Law. A Child-Friendly Version of the Act. Freetown, UNICEF, Ministry of Social Welfare, Gender and Children's Affairs. .
- UNICEF (2008). The Out-of School Children of Sierra Leone. Freetown, UNICEF Sierra Leone,.
- UNICEF (2008). Findings of UNICEF Field Trips. Cambodia, UNICEF Cambodia.
- UNICEF (2008). Youth Advisory Panel involvement in the MTR, UNICEF.
- UNICEF (2008). UNICEF Child Protection Strategy. New York, UNICEF.
- UNICEF (2008). Adolescent Development and Participation: A Strategic Approach to Programming. New York, UNICEF.
- UNICEF (2008). Framework on Accelerating Programming for Children in their Second Decade across the Medium Term Strategic Plan, UNICEF.
- UNICEF (2008). Guidance for Conducting Situation Assessment and Analysis of Children's Women's Rights. A tool for analysis; advocacy; policy development. New York, UNICEF.
- UNICEF (2008). Adolescent Development and Participation: A Strategic Approach to Programming. New York, ADAP, UNICEF.
- UNICEF (2008). Education for Adolescents: UNICEF EAP Strategic Framework. Bangkok, UNICEF.
- UNICEF (2008). Framework on Accelerating Programming for Children in their Second Decade across the Medium Term Strategic Plan (Working Document). Johannesburg, UNICEF Eastern and Southern Africa Regional Office.
- UNICEF (2008). Guidance for conducting situation assessment and analysis of children's and women's rights. A tool for analysis, advocacy, policy development. . New York, UNICEF Policy and Practice.
- UNICEF (2008). Annual report of the Executive Director: progress and achievements against the medium-term strategic plan. E/ICEF/2008/10. New York, UN ECOSOC.
- UNICEF (2008). Report on the midterm review of the medium-term strategic plan 2006-2009. E/ICEF/2008/18. New York, UN ECOSOC.

- UNICEF (2008). UNICEF Child Protection Strategy. E/ICEF/2008/5/Rev.1. New York, UN ECOSOC.
- UNICEF (2009). Annual Report. Freetown, UNICEF Sierra Leone.
- UNICEF (2009). Gender and Education Network in Sierra Leone. Terms of Reference and Provisional Framework for Action. Freetown, UNICEF Sierra Leone.
- UNICEF (2009). UNGEI @ 10 Data Survey Template - Country Level. Freetown, UNICEF Sierra Leone.
- UNICEF (2009). UNGEI Gender Review of Sierra Leone Country Plan As Assessed and Endorsed by In-Country Donors. Freetown, UNICEF Sierra Leone.
- UNICEF (2009). What Works?- Adolescent Participation in Latin America and The Caribbean (Unpublished), UNICEF TACRO.
- UNICEF (2009). Options- Combating Child Trafficking & Exploitation through Education (DVD). Cambodia, UNICEF.
- UNICEF (2009). Final Revised Draft- UNICEF Latin America/Caribbean Well-being Indicators. Part 1: Background, Part 2: Domains and Indicators. Panama City, UNICEF.
- UNICEF (2009). Building Back Better in Aceh, 5 years after the Tsunami, UNICEF Indonesia.
- UNICEF (2009). Resource Mobilization fact Sheet Series 4a, Focus Area 5 Key Interventions, The Participation of Children and Young People in Emergencies. New York, UNICEF.
- UNICEF (2009). Machel Study 10-year Strategic Review, Children in a Changing world. New York, UNICEF.
- UNICEF (2009). Annual Report 2009. Brasilia, UNICEF.
- UNICEF (2009). Systematization Report, Health Promotion Fair: adolescents, young people and communities, A permanent forum on homeless boys and girls of Rio de Janeiro, Seminar on children, young people-street/AIDS, what we are doing, August 27 and 28, 2009. Rio de Janeiro, UNICEF Brazil.
- UNICEF (2009). Terms of Reference: Evaluation of UNICEF's Programme and Work in Relation to Adolescents. New York, ADAP UNICEF.
- UNICEF (2009). UNICEF Draft Conceptual Model to Address the Rights of Adolescent Boys and Girls. Powerpoint presentation 17 Dec. 2009. New York, UNICEF
- UNICEF (2009). UNICEF Global Strategic Framework on Adolescent Development, Working Draft.
- UNICEF (2009). Annual report of the Executive Director: progress and achievements against the medium-term strategic plan. Annual session 2009. 8-10 June 2009, Item 3 of the provisional agenda. E/ICEF/2009/9. New York, UNICEF Executive Board.
- UNICEF (2009). UNICEF strategic framework for partnerships and collaborative relationships. E/ICEF/2009/10. New York, UN ECOSOC.
- UNICEF (2010). Education for Adolescents. UNICEF EAP Strategic Framework, UNICEF.
- UNICEF (2010). Guidance Notes: Vulnerability and Capacity Assessments, Guide to using existing VCA tools and methodology ensuring a socially inclusive approach. Nairobi, UNICEF Kenya.
- UNICEF (2010). Identité: The Art of Being Haitian, Outline of an Action Plan. New York, UNICEF.

- UNICEF (2010). Annual report of the Executive Director: progress and achievements in 2009 and report on the in-depth review of the medium-term strategic plan 2006-2013. E/ICEF/2010/9. New York, UN ECOSOC.
- UNICEF (n.d.). Section 13: Guidance Note on Promoting Participation of Children and Young People. New York, UNICEF.
- UNICEF (n.d.). Draft framework document working for and with young people in emergency and transition situations - A discussion document, UNICEF.
- UNICEF (n.d.). UNICEF Education Strategy 2006-2015, UNICEF.
- UNICEF (ND). Objective of the Seven Week Learning Exchange Program. Nepal, UNICEF Nepal.
- UNICEF (ND). Section 13: Guidance Note on Promoting Participation of Children and Young People, UNICEF.
- UNICEF (ND). Brazil Country Programme 2007-2011. Brasilia, UNICEF Brazil.
- UNICEF (Nov. 2009). The State of the World's Children, Special Edition. New York, UNICEF.
- UNICEF (Sept 2005). Child and Youth Participation Strategy. Bangkok, UNICEF East Asia and Pacific Region.
- UNICEF (Rajani) (2001). The Participation Rights of Adolescents: A Strategic Approach. New York, ADAP, UNICEF.
- UNICEF Bangladesh (2006). Emergency preparedness and response plans, UNICEF
- UNICEF Brazil (2009). Progress Report to BT 2009, Changing your School, Changing your Community, Improving the World, UNICEF Brazil.
- UNICEF Brazil (2009). Annual Report 2009, UNICEF
- UNICEF Brazil (2009). Systematization Report, Health Promotion Fair: adolescents, young people and communities, A permanent forum on homeless boys and girls of Rio de Janeiro, Seminar on children, young people-street/AIDS, what we are doing, UNICEF
- UNICEF Brazil (2010). Position paper on adolescent citizenship programme, UNICEF Brazil.
- UNICEF Cambodia (2008). Findings of UNICEF Field Trips. Cambodia, UNICEF.
- UNICEF Nepal Objective of the Seven Week Learning Exchange Program. Nepal, UNICEF
- UNICEF Pacific (2005). Closing remarks to the Council of Heads of Youth Court Meeting. 13 July 2005. Downloaded May 14, 2010. Source: [www.UNICEF.org/pacificislands/Council\\_of\\_Heads\\_of\\_Youth\\_Court\\_Meeting.doc](http://www.UNICEF.org/pacificislands/Council_of_Heads_of_Youth_Court_Meeting.doc).
- UNICEF Pacific (2010). Results for Children: Child Protection. Downloaded May 14, 2010. Source: [http://www.UNICEF.org/pacificislands/9596\\_10886.html](http://www.UNICEF.org/pacificislands/9596_10886.html)
- UNICEF Sierra Leone (2008). The Out-of School Children of Sierra Leone. Freetown, UNICEF.
- UNICEF Sierra Leone (2009). Annual Report. Freetown, UNICEF.
- UNICEF Sierra Leone (2009). Gender and Education Network in Sierra Leone. Terms of Reference and Provisional Framework for Action. Freetown.
- UNICEF Sierra Leone (2009). UNGEI @ 10 Data Survey Template - Country Level. Freetown, UNICEF.
- UNICEF Sierra Leone (2009). UNGEI Gender Review of Sierra Leone Country Plan As

Assessed and Endorsed by In-Country Donors. Freetown, UNICEF.

UNICEF Sierra Leone (2009). Annual Report (For internal use only). Freetown, UNICEF SL.

UNICEF Sri Lanka (2007). Emergency preparedness and response plans - various, UNICEF.

UNICEF TACRO (2009). Final Revised Draft UNICEF Latin America/Caribbean Well-Being Indicators. Mark Edberg. Washington, UNICEF TACRO.

United Nations (2002). A World fit for children. United Nations Special Session on Children. New York, UN General Assembly. S-27/2.

United Nations (2002). A World Fit for Children. S-27/2. New York, UN. A/S-27/19/Rev.1 and Corr.1 and 2).

United Nations (2003). General Comment No. 4 (2003). Adolescent health and development in the context of the Convention on the Rights of the Child. . New York, UN. CRC/GC/2003/4 1 July 2003.

United Nations (2009). General Comment No. 12 (2009). The right of the child to be heard. . New York UN Committee on the Rights of the Child. CRC/C/GC/12 20 July 2009.

United Nations Cambodia (2009). Common Country Assessment Cambodia 2009. Cambodia, UN.

United Nations Cambodia (2009). Situation Analysis of Youth in Cambodia. Cambodia, UN.

United Nations Cambodia Country Team (2009). Situation Analysis of Youth in Cambodia. Phnom Penh, UN.

United Nations Country Team (2006). Evaluación Conjunta de País, Sistema Operacional de las Naciones Unidas en Colombia. Santa Fe de Bogotá, UNCT.

United Nations Country Team (2007). Sistema de las Naciones UNIDAS Colombia. Marco de Asistencia de las Naciones UNIDAS para el desarrollo 2008-2012. Bogota, UNCT.

United Nations Country Team (2007). Country Assistance Framework (CAF)/ United Nations Development Assistance Framework (UNDAF) for the Democratic Republic of the Congo (DRC) Kinshasa, UNCT.

United Nations Country Team (2007). Sistema de las Naciones Unidas en Guatemala. Marco de Asistencia de las Naciones Unidas para el Desarrollo Guatemala 2005-2009 (UNDAF). . Guatemala City, UNCT.

United Nations Country Team (2007). Country Stocktaking Report on UN Reform by UNCT and Joint Steering Committee. Tanzania, UNCT.

United Nations Country Team (2009). Joint Vision for Sierra Leone of the United Nations' Family. Freetown, United Nations: 68.

United Nations Country Team (2009). Analisis de situación de paos, sistema de las Naciones Unidas en Guatemala. Guatemala City, UNCT.

United Nations Country Team (2009). United Nations Development Assistance Framework for Tajikistan 2010--2015  
. Dushanbe, UNCT.

United Nations Country Team (ND). Marco de Asistencia de las Naciones Unidas para el Desarrollo –UNDAF- 2010--2014. Guatemala City, UNCT.

United Nations Country Team (ND). Mali Plan cadre des Nations Unies pour l'Aide au

Développement UNDAF 2008 – 2012. Bamako, UNCT.

United Nations Country Team (ND). Marco De Asistencia Para El Desarrollo Sistema De Naciones Unidas En El Perú 2006-2010. Lima, UNCT.

United Nations Country Team (ND). Moving Mountains: The United Nations Framework for Development Assistance to Tajikistan 2005 - 2009. Dushanbe, UNCT.

United Nations Country Team (ND). UNDAF 2007-2010 United Republic of Tanzania, UNCT.

United Nations Country Team (ND). UNDAF Republic of Yemen 2007-2011. San'aa, Yemen.

United Nations Country Team Cambodia (2009). Common Country Assessment (CCA). Phnom Penh, UNCT Cambodia.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 Colombia. Bogota, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 – Guatemala. Guatemala City, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report India. New Delhi, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 Bamako, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report Peru. Lima, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 Tajikistan. Dushanbe, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 Tanzania, UNDG.

United Nations Development Group (2006). Resident Coordinator Annual Report RCAR 2006 - Yemen. San'aa, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Colombia. Bogota, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Guatemala. Guatemala City, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report India. New Delhi, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Mali. Bamako, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Peru. Lima, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Tajikistan. Dushanbe, Tajikistan.

United Nations Development Group (2007). Resident Coordinator Annual Report Tanzania, UNDG.

United Nations Development Group (2007). Resident Coordinator Annual Report Yemen. San'aa, UNDG.

United Nations Development Group (2008). Resident Coordinator Annual Report

- Colombia. Bogota, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Democratic Republic of Congo (DRC). Kinshasa, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Guatemala. Guatemala City, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report India. New Delhi, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Mali. Bamako, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Peru. Lima, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Tajikistan. Dushanbe, UNDG.
- United Nations Development Group (2008). Resident Coordinator Annual Report Yemen. San'aa, UNDG.
- United Nations Development Group (2009). UNDAF 2011-2015 Results Matrix and M&E Framework, UNDG.
- United Nations Economic and Social Council (10 April 2006). UNICEF post-crisis transition strategy in support of the medium-term strategic plan. New York, UNICEF Executive Board. E/ICEF/2006/17.
- United Nations Economic and Social Council (20 May 2008). UNICEF Child Protection Strategy. New York, UNICEF Executive Board. E/ICEF/2008/Rev. 1.
- United Nations Economic and Social Council (2008). Report on the midterm review of the medium-term strategic plan 2006-2009. Second regular session 2008. New York, UNICEF Executive Board E/ICEF/2008/18.
- United Nations Office for West Africa (UNOWA) (2006). Youth Unemployment and Regional Insecurity in West Africa. Dakar, UNOWA.
- Unknown (2003). Map of Programmes for Adolescent Participation During Conflict and Post Conflict Situations.
- UP2Youth (2009). Youth - actor of social change, Newsletter - 02/2009.
- USAID (2006). Promoting youth engagement training module, USAID.
- USAID (2007). Child Friendly Secondary School Pilot Implementation Framework. Cambodia, USAID.
- Vietnam Ministry of Education and Training and UNICEF Vietnam (unpublished). Conceptual Framework for Adolescent Friendly Lower Secondary School in Vietnam.
- Vietnam Ministry of Education and Training and UNICEF Vietnam (unpublished). Scoring Rubric for Adolescent Friendly Schools in Vietnam.
- Vietnam Ministry of Health (2005). Survey Assessment of Vietnamese Youth. Vietnam General Statistics Office. Hanoi, UNICEF & WHO.
- Vietnam Ministry of Health and Vietnam General Statistics Office; UNICEF and World Health Organization (2005). Survey Assessment of Vietnamese Youth. Hanoi, VMoH, VGSO, UNICEF, WHO.

- Voices of Youth Study (2003). Pesquisa Voz dos Adolescentes.
- Wilkinson, C. (2009). Space for Change - Partnership Examples: Local Government and Youth, Masters Project. Vancouver, School of Community and Regional Planning, University of British Columbia.
- World Bank (2010). Sierra Leone Joint IDA-IMF Staff Advisory Note on the Second Poverty Reduction Strategy Paper. Washington, World Bank.
- World Congress Against Sexual Exploitation of Children and Adolescents (2008). Final Draft – Concept Note: Integrating and Strengthening Adolescent's Participation in the World Congress Against Sexual Exploitation of Children and Adolescents. Brazil.
- Youth Advisory Group (2009). Most at Risk Adolescents (MARA) Survey. Cambodia, YAG.
- Youth Star Cambodia (2008). Volunteerism- Harnessing the Potential to Develop Cambodia, Youth Star Cambodia and UN Volunteers.
- Zeesman, M. (2008). Country at a Crossroads. Challenges Facing Young People in Sierra Leone Six Years after the War. New York, Women's Commission for Refugee Women and Children.