A governance learning guide

the Plan:

to support you to understand governance and how it applies to your work

Where
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What
GOVERNANCE LEARNING GUIDE

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Plan

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Terms

CCCD	Child-Centred Community Development
CSO	Civil Society Organisation
DFID	Department for International Development (UK)
KPAD	Child Protection Mechanism (Indonesia)
NGO	Non-Governmental Organisation
PALS	Programme Accountability and Learning Systems (In Plan)
PPA	Programme Partnership Arrangement
PU	Programme Unit (In Plan)
SIP	School Improvement Programme
SRH	Sexual and Reproductive Health

Section 1:
How to use this learning guide

TOPICS

What is this learning guide about?

Sections in this governance learning guide

Plan UK's governance programme

Why is governance important?

Why are there so few meaningful decision-making spaces for young people to discuss their concerns with government and hold them to account for their obligations and commitments? Why are there limited opportunities for communities and young people to have their say on the quality of services? How can it be that a teacher fails to turn up while students wait in the classroom? Why do grants intended for adolescent sexual and reproductive health clinics arrive with much of the funds siphoned off? Why is it that when young citizens do participate in consultation processes decision-makers do not respond to their concerns?

Governance is about tackling issues of weak accountability and responsiveness and improving the voice of young citizens in their school, health clinic, community, local and national government. It involves promoting the citizenship of children and young people. It means enabling them to access information, hold their teachers, health officials or government leaders to account for their rights and to trigger positive changes in their community and society. Governance programmes require building the capacity of government, political leaders and service providers to respond to the concerns of young people and supporting the participation of excluded and marginalised young people in the community and in governance processes.

What is this learning guide about?

Grounding in governance concepts and practice
This guide provides an overview of the key concepts, approaches and some experiences from Plan's current governance work.

This learning guide explores how some of Plan's programmes have used a governance approach in their work, and how they have applied governance tools and approaches in practice.

It then gives you the opportunity to reflect on what you have learnt and to explore how you might strengthen your own governance work with children and young people.[1] This guide also provides further resources to support this process.

The concepts and approaches we explore are not an exhaustive list but are those commonly used in governance work with young people.

Practical 'real-life scenarios'
This guide is focused on the practical experiences and realities of using a governance approach with communities, duty bearers, girls, boys and young people. This forms the bulk of the guide. We present this experience as four 'real-life scenarios'[2] in Section 3. A 'real-life scenario' is a tool for exploring programme work in a structured way so as to highlight key insights and learning. These scenarios illustrate some of the rich and varied aspects of Plan's governance work.

We have attempted to keep technical terms and jargon to a minimum.

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[1] References to children and young people in this guide refer to children and youth between the ages of 10 to 24 years old.
[2] Iles (2010).

This guide focuses on supporting you to explore what governance means in your context, how you think about governance, and how you might strengthen your governance work with children and young people.

This is not a 'toolkit' in the sense of providing step by step instructions on how to use various governance tools (like scorecards) or programming tools (like a logical framework or a situation analysis). Plan and other organisations have numerous manuals and other resources that explain how to do this. We list some of these resources in Section 5 and Annex 5.1. This includes some related concepts, ideas, terms and approaches used in governance.

Learning outcomes

Deepening knowledge and understanding
The purpose of this guide is to support your learning, and to deepen your knowledge and understanding of governance work with children and young people. This includes:
- core concepts and governance approaches
- the practical application of these concepts and approaches
- how a governance approach can enhance programme outcomes, and support children and young people to realise their rights.

Each section in this guide has a list of points to reflect on as you read the document. These are written with the recognition that everyone will learn something different from these materials, because of their varied backgrounds and experiences.

We conclude each section with final reflections of governance concepts and practice, and how you might bring these into your own programme work.

A 'governance learning framework'
As part of this learning guide we have developed a 'governance learning framework' to support your learning and governance work with children and young people. This framework links the various concepts and aspects of governance work in a way that focuses on the interaction between young people and decision makers. This lies at the heart of governance work.

We use the governance learning framework throughout this guide as a learning aid and a tool to show how governance concepts and approaches have been used in practice.

Work in progress
It is important to keep reflecting on our experiences, trying out new approaches, creating new and innovative tools, and building on lessons. This guide is also not a 'blue-print' on governance work with children and young people. Adapt and modify the approaches for your situation.

Who is this learning guide for?

We want this guide to be useful for a variety of NGOs, not just Plan. This guide has been specifically designed for use by **programme staff** that work with children and young people. For Plan this means the programme advisors, coordinators, and programme units.

The guide is designed for those who have knowledge of Child-Centred Community Development, a rights-based approach, programme cycle management, and experience of working with children and young people. It is aimed at those who would like to deepen their understanding of what governance is and how they can bring a governance approach to their work, irrespective of their thematic focus.

Parts of this guide may also be useful for those wanting an introduction to key governance concepts and practical governance work, such as fundraising or grant management.

Linked to key process in Plan

The content of this guide is closely linked to core concepts and processes in Plan, including the Child-Centred Community Development (CCCD) approach, and Plan's programming process described under the 'Programme Accountability and Learning System' (PALS).[3] The Child-Centred Community Development approach seeks to address the deep structural causes of poverty related to both 'duty bearers' and 'rights holders'. A governance approach underpins the essential principles and strategies of CCCD and relates to the programme impact area 'the right to participate as citizens' in Plan's Programme Guide. However, as governance work, through strengthening the accountability and responsiveness of service providers and government helps deliver other rights, also helps bring about results in other programme impact areas (e.g. education and child protection). Participation and governance work is central to delivering Plan's new global strategy.

> **'Boys and girls themselves should have the opportunity to be fully involved in setting priorities, developing strategies, assessing progress in their communities…and taking part in decisions that affect their own community – all of which builds confidence and helps them become active citizens. Participation also contributes to developing children's analytical, organisational and political skills to help them become more effective in claiming their rights.'**
> 'One Plan, One Goal', Plan's Strategy to 2015, p.4

Photo: Plan

[3] Plan (2009).

Sections in the governance learning guide

This learning guide consists of five sections.

Section 2: Concepts and governance approaches with children and young people

Purpose

The purpose of Section 2 is to build your knowledge of key concepts, processes and frameworks underpinning Plan's governance work. It presents Plan UK's current thinking and understanding of governance, and our main strategies for engaging in governance with young people.

Outline

Here we explore the most common governance concepts including accountability, responsiveness, voice, and capacity. We examine the features affecting the interactions between children and young people, and duty bearers and other actors. This includes the role of power and politics in participation and the relationships between people.

Governance and a Child-Centred Community Development approach are inextricably linked. We reflect on what this means for our work. We also unpack the governance learning framework that was designed to synthesise key governance concepts and approaches.

Section 3: Governance in practice: real-life scenarios

Purpose

The purpose of Section 3 is to build your knowledge and understanding of how governance concepts are applied in practice. This is based on Plan's programme work using four 'real-life scenarios'.

In each scenario we set the scene of the programme, and then show how specific governance concepts and approaches were used. Each scenario is focused on what actually happened in practice. This includes what worked well, challenges faced and how these were overcome, lessons learnt, and tips and advice from the programme teams, children and young people, duty bearers and other actors involved.

Why these scenarios?

These particular scenarios were selected because they cover a variety of governance programmes in Plan, both across sectors (education, health, child protection), and geographically (Nicaragua, Malawi, Senegal and Indonesia). However, this by no means covers all of Plan's governance work.

The real-life scenarios

The four real-life scenarios (also referred to as 'scenarios') include:

3.1 Real-life scenario # 1: Situation analysis, with experiences from Nicaragua

The purpose of scenario #1 is to deepen your knowledge of how to bring a governance approach to a situation analysis, both conceptually and in practice.

This scenario is divided into two parts. In the first part we explore concepts and key issues to consider. We learn how a governance perspective enhances our understanding of the factors that cause and sustain poverty and so prevent young people from realising their rights. We see how we may identify suitable entry points for programme work. Checklists are given to support your thinking and planning for a situation analysis. In the second part we draw on the experiences and lessons from a situation analysis carried out with a governance approach in a sexual and reproductive health programme in Nicaragua. The team share practical insights on how to manage challenges such as power dynamics and politics in a situation analysis.

3.2 Real-life scenario # 2: School governance in Senegal

This scenario is based on a School Improvement Programme (SIP) that included governance as part of the programme. The purpose of this scenario is to deepen your knowledge and understanding of how to improve school governance. This scenario highlights how one approach for integrating a governance approach into an existing education programme was applied in Senegal.

This scenario illustrates how the programme strengthened the participation of students in decision-making spaces within the school, but also improved relationships between key stakeholders within and outside the school. The scenario also explores how strengthening school governance can lead to greater influence on community decision-making processes.

3.3 Real-life scenario # 3: Social accountability and community scorecards in Malawi

The purpose of this scenario is to build your knowledge of how social accountability works in practice to hold duty bearers to account for service provision. This scenario illustrates how one approach to social accountability was applied in Malawi using a 'community-based monitoring' approach and a tool called a 'community scorecard'.

We also explore how a social accountability approach improved the delivery of services. In this scenario, communities, NGOs and government were working to improve the accountability and responsiveness of service providers in the sectors of health, education, agriculture, and water and sanitation.

3.4 Real-life scenario # 4: Child protection services and governance in Indonesia

This scenario illustrates how a governance approach was used to create a community-based Child Protection Mechanism in Indonesia.

We explore the challenges facing young people and communities in child protection and how they addressed these through establishing community-based structures. We explore how improving governance lies at the centre of this approach, which focused on strengthening links between children and their communities, and local government structures, and service providers. This entailed innovation and the creation of a new governance structure – a Child Protection Mechanism.

Section 4: Governance and your programme

Purpose
The purpose of Section 4 is for you to consolidate your knowledge of governance concepts and practice. We explore how much your team knows about governance concepts and approaches. We also explore how you could bring a governance approach to your programme work and provide a checklist of key points to consider.

We also explore the experiences of Plan Malawi in bringing a governance approach to their programme. They share valuable insights and give us a checklist for each stage of the programme cycle based on their own lessons.

Section 5: Resources

Purpose
The purpose of Section 5 is to support your continued learning and governance work with children and young people. We provide a list of key resources drawn from Plan and other organisations.

Plan UK's governance programme

Overview

Plan UK's governance programme, which began in 2006 with funding from DFID, supports young people to demand increased transparency and accountability from their governments and others who have the duty to uphold and protect their rights. It does this through enabling young people to develop the knowledge, skills and confidence they need for engagement in governance processes, particularly in relation to the delivery of basic services. At the same time, the governance programme supports decision makers to recognise and respond to young people's concerns.

Purpose and approach

The purpose of Plan UK's global governance programme is to:
realise improved democratic and development outcomes through the active engagement of young citizens, particularly the most vulnerable, in policy, planning and resource decision making.

The programme has implemented a range of activities, which vary from country to country. Entry points for these activities have been selected according to country context, so the work of promoting young people's participation in governance has taken place in diverse spaces. These include youth groups, schools, community meetings, and the committees and planning processes of decentralised government. The programme has triggered young people's engagement in a variety of service sectors including education, sexual and reproductive health and rights, water and sanitation and child protection.

The programme aims to contribute to improvements in young people's well-being by supporting their increased participation in democratic processes.

The programme has two main objectives.

1) Engage young citizens, particularly the most vulnerable, in local and national decision-making processes in relation to the provision of services

2) Facilitate key government decision makers to take action to include and engage young citizens, particularly the most vulnerable, in service delivery systems and the governance of services.

The programme works to raise awareness among young people about their rights, to strengthen youth structures and networks, and to make sure young people have the skills and information needed to get involved in public policy, planning and budgeting processes. It also works to strengthen the capacity of teachers and health workers, local authorities and other decision makers to engage with young people.

Section 2:
Governance concepts and approaches for working with children and young people

Purpose

The purpose of Section 2 is to build your knowledge of key concepts, processes and frameworks underpinning governance work. It presents Plan UK's current thinking and understanding of governance, and our main strategies for engaging in governance with young people.

Outline of Section 2

In this section we explore the most common governance concepts including accountability, responsiveness, voice, and capacity. We unpack the features affecting the interactions between boys, girls, young men and women and duty bearers, and other actors. This includes the various facets and roles of power and politics in participation and relationships between people.

There are many related concepts, ideas, terms and approaches to governance. You can find more resources about governance for further learning in Section 5.

Governance and a Child-Centred Community Development approach – or any rights-based programming approach – are inextricably linked. We reflect on how they are related, the essential role of governance, and what this means for your work.

We also explore a governance learning framework that is designed to synthesise key governance concepts and approaches. It aims to support your learning, thinking and work with children and young people in the area of governance.

Section 2 concludes with final reflections on governance concepts and what these mean for your own work.

Learning outcomes

The learning outcomes of this section are listed below:

This section invites you to reflect on the following:

- The meaning of 'governance' and 'governance work' with children and young people
- The meaning of the following governance concepts: accountability, responsiveness, voice, capacity, and interaction
- How key governance concepts may be linked using a governance learning framework.
- What 'participation' means from a governance perspective
- The various types of power and participation

- How power dynamics and politics affect the participation of children and young people in decision-making processes
- What a 'governance approach' means
- The ways in which governance is a central part of Child-Centred Community Development
- Key issues that can arise when children and young people meet and interact with decision makers and duty bearers
- The role of governance in your programme.

Concepts and approaches

What is governance?

Governance

'Governance' refers to the processes by which a state exercises power, and the relationships between the state and citizens. The state has the responsibility to perform a core set of duties that allow society to function and exist. However, most definitions, including that used by Plan, go beyond looking simply at 'government' and 'state', and emphasise the relationships between government and citizens.

What does 'governance work with children and young people' mean?

Governance work with children and young people aims to enable young people to hold duty bearers to account for their actions, such as the services they provide. It focuses on young people's participation in decision-making processes, like how their school is run, or how local government funds are allocated for community development. It might include influencing policy on health, education or child protection, and how these policies are implemented locally.

Governance work includes building the ability of children and young people to engage collectively and individually with government and decision makers to demand their rights. It also includes building the capacity of decision makers to engage with and respond to the concerns and needs of young people. It may also include supporting governments and decision makers to be more transparent by making their information available and also accessible to a youth audience.

The aim of such governance work is to improve the well-being of young people and their communities.

Governance and children / young people

Good governance means that government–citizen relationships for adults, children and young people work well. This means:

- children and young people are able to express their development rights and aspirations to decision makers
- government responds through policies that reflect the rights, concerns and demands of young people
- effective implementation of policy through providing basic/essential services like health and education
- democratic and transparent allocation of government resources
- good access to information relating to laws, budgets, policies and decision making
- mechanisms are in place that enable children and young people to hold government to account for their actions and decisions.

Why include children and young people in governance?

It is sometimes assumed that because children are too young to vote they do not count as fully-fledged citizens, and so have no role to play in governance processes. Their young age often means that adults may doubt that young people have the knowledge or experience to feed into decision-making processes. At Plan, we do not believe that to be the case.[1]

Children and young people's participation in governance matters because:

Learning how to participate as citizens builds young people's skills today, and lays the foundations for good governance in the future	Through active engagement, young people develop important skills, attitudes, and understanding of democratic processes, equipping them as active citizens.
Exercising citizenship improves the quality of governance	Strengthening the voice of young people is a crucial building block for creating transparent, accountable and responsive governance. It helps ensure that the concerns and aspirations of young people are recognised and addressed, and not marginalised.
Active citizenship improves development outcomes	Key sectors like education, health, agriculture and welfare have a direct impact on children and young people. Their active engagement in these areas can contribute to improved services and more effective programmes and policies.

Photo: Plan / Arthur Kintu Kuwashima

[1] Plan (2010 b).

Governance concepts

In this part we unpack the key concepts of governance used in Plan's work. These include:
- accountability and responsiveness
- voice and participation
- power and politics
- capacity
- interactions between actors.

Accountability

Accountability describes the relationship between two actors whereby the one who is 'accountable' has an obligation to explain and justify his/her actions to the other (answerability). There is a risk of sanction or reprimand if they fail to carry out their duties or obligations (enforceability) or the explanation is found lacking. An 'accountable service' is one where the service provider (e.g. a school) answers to its users (e.g. students); where the users have the ability to scrutinise the service provider; and where there are consequences if the service provider fails in its obligations or duties.

Formal government accountability
Formal government accountability includes mechanisms like national or local elections, law courts, and the procedures for planning and auditing of public expenditure. These provide a means for citizens (mainly adults) to sanction or penalise their government and service providers for poor quality services and bad spending decisions.

Channels for young people to exercise their voice and engage in formal accountability processes are limited. Due to their age they are often excluded from traditional forms of accountability, such as national elections, which are the standard means for adult citizens to sanction or penalise government for poor quality services. However, even if they can engage with some existing formal accountability mechanisms, such as parish elections or local education committees, these are not always inclusive or responsive. For example, officials often have incentives to allocate public resources to their key supporters which may not address the needs of poor or marginalised groups (including children and young people). There is often a lack of effective sanctions for poor performance.

Citizen-led accountability
These challenges of formal accountability have led to interest among citizens in new forms of governance. These include:
- mechanisms in which citizens can engage with and hold governments to account for services provided
- governments account for their actions in terms of social justice, realising rights and well-being outcomes (not just on what public funds were spent).

Key challenges facing children and young people in formal governance processes

Key challenges facing children and young people in participating in formal governance processes include:

- lack of access to mechanisms like government elections because children and young people are legally too young to vote
- limited access to mechanisms like law courts, especially for poor and marginalised young people
- barriers like language, literacy, access to information and cultural attitudes.

These approaches are often referred to as **'social accountability'**. Many are community-based and led by civil society working outside formal government mechanisms. Social accountability approaches enable citizens to hold local service providers and government officials to account for local services and delivery of policies. They put pressure on duty bearers to respond to pressures not just from elite members of the community but also from poor and marginalised citizens.

Social accountability: some examples

Citizen report cards: civil society provides credible feedback to service delivery agencies of the government; for example 'community scorecards'. (See scenario #3 in Section 3 of this 'learning guide' for an example from Malawi).

Participatory local development planning: developing plans and budgets for community development using government funds; involving communities, local government and other actors. NGOs often facilitate these processes.

Citizen participation in service delivery: citizen-government partnerships for the delivery of various services; for example, child protection services, and community policing to address crime and street violence through Community Police Forums. (See scenario #2 in Section 3 of this 'learning guide' for an example of child protection services in Indonesia).

Accountability includes the monitoring of expenditure of public funds, assessing the quality of services provided (such as health and education), by citizens, including children and young people. It is about reminding local authorities of their duty to account for their commitments and duty to young people and the public. Accountability is also linked to openness, and sharing of information, such as local government budgets and plans. This is referred to as **transparency**.

To effectively hold service providers to account means that young people need the **capacity** – the knowledge and skills – to understand and monitor the performance of government.

Social accountability is a key approach used by Plan to ensure that services that are delivered by government and duty bearers are accountable and responsive to the needs of young people.[2] It is closely linked to another key concept and process in governance: responsiveness.

Photo: Plan / Alf Berg

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[2] Plan (2010 d).

Responsiveness

A feature of many formal governance mechanisms is that while a government service provider might have to be accountable for his/her decisions, they may not necessarily be compelled to explain whether, and what, steps were taken to improve a service. Social accountability approaches are designed to encourage and support service providers to respond to the feedback from citizens. This means taking action to improve services.

Responsiveness therefore refers to the extent to which service providers and decision makers listen, meet and respond to the needs and concerns of young people.

Examples of government responsiveness

Changes made by duty bearers:
• reallocating government budgets
• improving the implementation of a health policy by taking action to ensure the funds flow to a local level so that clinics are properly staffed and equipped
• new procedures and institutions, like the way a school is governed, to enable students to take part in decision making.

It entails a willingness to engage seriously with young people, valuing and enabling their dialogue. Accountability includes government commitment to address policy and implementation weaknesses; in other words, to be responsive.

An issue to be considered is the extent to which there is the political will to respond to young people's demands. In particular the processes of engagement can be challenging if young people are perceived by duty bearers to be overly critical or when issues become contentious or politicised. In these situations it is important to adopt careful approaches that are non-confrontational and consider the local context and therefore try to mitigate the risks.

Even if there is willingness to engage with the concerns of young people by government actors, there are additional key challenges that may face government in being responsive. These can include weak financial and administrative capacities of government or there may be an environment where the interests of certain privileged groups are against those of children and young people.

Plan's work includes advocating and engaging in dialogue with decision makers to build their capacity to engage with young people and understand the value of this inclusive process. It also involves supporting decision makers to be more inclusive in their consultative processes and strengthening mechanisms for government and service providers to respond to the demands of young people.

Voice

'Voice' refers to young people's capacity to speak, be heard and connect to others. This should ideally lead to a dialogue with decision makers and engagement in policy processes. It is also understood as **participation** and supporting young people to participate in issues that concern them through exercising their voice. Voice is considered one of the most important means with which young people may engage, participate, influence, demand and respond to changes that affect their lives. This is referred to as **'raising voice'**.

Example of young people 'raising voice'

Young people engage with decision makers during a community meeting and speak out on the issues affecting them; for example teacher absenteeism, lack of representation in school governance, or child protection.

Without voice to speak out and engage on issues, changes in policy and better services for their communities may not happen. Without voice young people are unable to express the changes they hope for and want.

Voice has several aspects. '**Voice strategies'** are different ways in which young people may 'raise voice'. Examples include active participation in advocacy, youth networks, and in discussions and meetings with duty bearers, officials, workshops, and community level consultation.[3] Young people may use media to amplify their voice or may have their views shared on their behalf by NGOs.

Another aspect of voice is children's and young people's **capacity** – the knowledge and skills of negotiation, lobbying, and engaging in dialogue with decision makers to bring about change.

The final aspect of voice is **the space** that enables young people to actually meet and engage with decision makers. These spaces and platforms can be at different levels, for example at community meetings, or with committees for health or education services. Exercising voice may also require mechanisms like the media and tools such as 'community scorecards' to enable young people to hold decision makers to account.

Engaging in voice activities is a way in which youth come to exercise their **citizenship** rights. Citizenship is about the sense of empowerment that individuals or groups have to take action to ensure their rights and other's rights are realised. An integral part of engaged citizenship is individual empowerment, whereby people are confident, believing in their own capacity to take action and be effective (Plan case studies, 2010). It is important to create and strengthen formal and informal spaces where young people can learn and experiment with behaviours associated with engaged citizenship, using their agency and voice to work for the good of the community. This builds young people's belief in themselves as individuals who can be positively engaged in processes of social change.

Power, politics and participation

Central aspects of governance

The participation of children and young people in decision-making processes with adults is not as straightforward as simply inviting the young people to take part in discussions. People coming together in meetings inevitably involves power and politics. It is essential to be aware of and understand these dynamics. If they are not explored, then power differences between adults and children may be overlooked, children may be manipulated or feel intimidated and disempowered, and they may not be able to voice their concerns and demands.[3]

> **We can't ignore power and politics!**
> **'The danger is that in… promoting young people's participation, we leave aside issues of politics and power that are at least as important – and certainly more controversial and uncomfortable – as technical and procedural issues.'**
>
> McGee (2010)

Talking about power and politics need not be threatening to organisations that are explicitly apolitical. Power, politics and participation influence all aspects of governance, and they are inextricably linked (Figure 2.1). A lack of analysis of these issues can constrain the positive impact of raising the voices of children and youth and encouraging their participation.

Figure 2.1
Power and politics: key aspects of participation

POWER   PARTICIPATION

POLITICS

Interactions and relationships
between people

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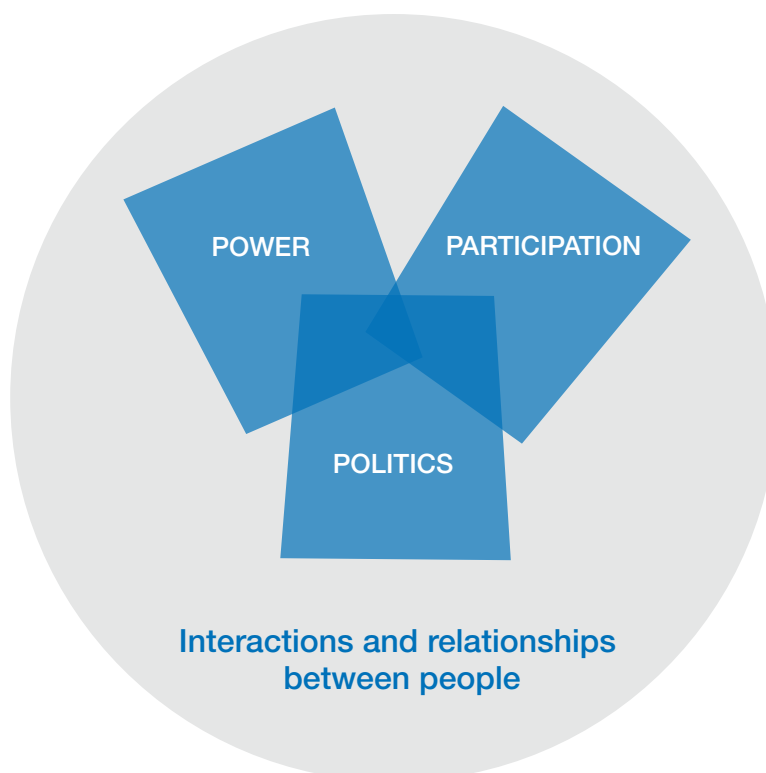
3 McGee (2010).

Power

'Power' describes the ability to shape one's life and one's environment. We can observe power dynamics in participation when some people are included and others excluded from decision making. For example, this may be the exclusion of some people (particularly girls or marginalised groups) from even joining in meetings, or if they are present at meetings they may not be allowed to speak, or if they do speak, what they say may not be taken seriously. Those 'excluded' in this way might include marginalised young people. Gender inequality is a key dimension in power dynamics, in particular the exclusion of girls and young women. It is important to consider the social, cultural and historical factors that create and sustain the power dynamic within each situation.

Details about different aspects of power are shown in the governance learning framework, later in this section.

Empowerment

Empowerment is about the ability and confidence to make choices and therefore influence the needed changes for yourself and those around you.

Empowerment is a process by which young people become aware of the power dynamics at work in their life context and develop the skills, sense of confidence and capacity for gaining some reasonable control over their lives.[5]

Examples of empowerment

An example of empowerment is where young people influence duty bearers to set up child-centred school agreement plans (or codes of conduct) to improve teacher-student relations. Young people experience empowerment when they feel more involved, directly influencing and having a say in decisions that affect their lives.

The range of choices that young people have depends on the extent to which they can participate in decision-making processes, the power dynamics that arise when they engage with decision makers, and numerous contextual factors like policy, the economy and cultural values around how young people and adults relate to one another.

Photo: Plan / Jenny Matthews

[5] Rowlands (1995).

Politics

Politics refers to informal and formal processes through which individuals and groups make decisions, exercise authority and power and debate choices and ideas. Politics at national and local levels of government, as well as informal politics of schools, communities and traditional leaders affect how people participate in decision-making processes, and the ability of children and young people to express their concerns. Politics may influence the agendas behind what happens in meetings.

Participation

When we talk about 'participation' we mean more than simply using participatory methods in for example project planning or evaluation. Participation refers to the meaningful inclusion of children and young people in decision-making processes. In Plan the goal of participation[6] is that children and young people realise their rights to participate as citizens. Participation in decision making is a core element of good governance and a key component of a governance approach.

Meaningful participation takes place when young men and women can express their concerns, their voices are heard and they are able to influence decisions in ways that enable their demands and concerns to be included.

An important question to consider about the participation of children and young people in governance processes is what are they participating in and what for? Is it to develop a community budget, to input on a development plan, or to be given information?

Another question is whether children and young people should participate in adult spaces and forums (such as the village development committee), or in special forums developed just for young people to debate and make decisions. If the latter is done, would this isolate children and young people from governance platforms where real power lies?[7]

Further details about different types of participation are shown in the 'governance learning framework', later in this section.

Box 2.1 Examples of how Plan has worked with power, politics and participation
(in Section 3 of this learning guide)

1. How power and politics affected the way a situation analysis was carried out in Nicaragua (scenario # 1).
2. Creation of spaces for the participation of children and young people in school governance and community planning using local government funds in Senegal (scenario # 2).
3. Facilitating with attention to power dynamics and conflict resolution when service providers and communities meet – social accountability processes in Malawi (scenario # 3).

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[6] Plan (Plan 2010 c).
[7] McGee (2010).

Capacity

Capacity refers to both decision makers such as government representatives and young people. For decision makers it is the ability (skills, knowledge and resources) to perform their duty as a protector of the rule of law and to ensure services are delivered that meet the rights and needs of children and young people. This includes taking action to enable children and young people to take part in decision-making processes or to respond to their specific needs.

For young people, capacity involves the ability to hold decision makers to account and to express their views and concerns about services and their rights. This includes representing the views of other excluded and marginalised children and young people. This means building a wide range of skills in planning, presentations, information gathering and analysis, negotiation and lobbying. It means having knowledge about child rights and their entitlements to services.

Example of young people using their 'capacity' in governance

Young people meet and prepare a presentation for duty bearers (e.g. district authorities and village leaders) to discuss projects which they believe should be implemented with local funds. Young people come to the meeting prepared and with an understanding of the issues, the projects that have been agreed and the resources needed to complete the projects.

Duty bearers in response collaborate with young people on some of the resources needed, the labour needed and agree to a work plan in implementing the project.

An example of a challenge with capacity is that service providers may not have the skills for engaging with young people or feel they are able to discuss sensitive issues like reproductive health. Scenario # 1 in Section 3 of this 'learning guide' shows how Plan conducted a situational analysis from a governance perspective in the context of sexual and reproductive health. This analysis enabled us to understand and respond to the capacity issues of clinic health staff.

Capacity issues for children and young people include for example, not knowing the specific funds available to the community for possible projects for which they can advocate, or understanding how policies are made and implemented, or having the confidence to talk with government officials.

Interactions between children and young people, and decision makers

Interaction is the coming together of two or more people or groups. An example is where young people, local government and school leaders come together to discuss budget plans and available resources for school infrastructure in the local area.

From Plan's governance perspective, 'interaction' between actors encompasses key aspects of participation, power and politics. Interactions between people are also influenced by contextual factors like social, economic, cultural, as well as actors' own desires, agendas, and intentions.

Governance is more than accountability mechanisms and tools!

Governance is not just about mechanisms and tools for holding service providers to account for the quality of health clinics. It is not just about setting up new structures or strengthening existing ones like a sports council for students or a village planning committee.

Governance really draws our attention to how people relate to one another – the dynamics around power, politics and participation is an essential aspect.

A governance approach to programming includes important processes and methods like conflict resolution, negotiation, and how to facilitate in ways that ensure the inclusion of people who are often marginalised from decision making, because of their gender, age, social or cultural background.

Much of Plan's work lies at the heart of interactions between decision makers and young people. Plan works to help create and strengthen an environment for young people and duty bearers to come together in meaningful ways on issues that affect their lives.

Photo: Plan / René González

2

Working with a governance approach

What is good governance?

Good governance is where government–citizen relationships are effective. Features of good governance include transparency, inclusive decision making and responsiveness. This means children and young people are able to voice their concerns and rights, and participate in decision making; and service providers can be held accountable for the quality of services they provide, and they do respond to the feedback of young people.

What is a 'governance approach'?

For Plan, a governance approach focuses on the interactions between decision makers and children and young people. It emphasises the need to look at both sides of the relationship. It is about the collective responsibility and obligations to meet demands, identifying common interests, and supporting decision makers to respond effectively.

Governance work with children and young people is about:
- understanding the dynamics of interactions between decision makers and young people, and other actors
- enhancing the capacity, transparency, accountability and responsiveness of government and service providers, and other decision makers
- increasing access for children and young people to improved basic services, through holding service providers to account
- empowering children and young people, and youth groups, organisations and networks, to voice their concerns and advocate for their rights
- increased awareness and understanding among decision makers and communities of young people's rights and concerns
- supporting meaningful engagement by young people in decision-making spaces in relation to service delivery, public policy, planning and budgeting processes
- enhancing the effectiveness and sustainability of Plan's Child-Centred Community Development approach.

Governance challenges and opportunities

Identifying governance challenges

When it comes to developing strategies and designing programmes to address child poverty through a governance approach, it is important to be clear on what the issue or problem or challenge is that we are trying to address. By 'governance challenges' we mean those factors that hinder 'good governance', such as the lack of an effective civil society, weak government capacity, corruption, lack of resources, and the absence of transparency, accountability and responsiveness in decision making.

Governance opportunities

Equally important when developing strategies and designing programmes to address child poverty, is to identify opportunities that we can build on to support governance work.

Examples of governance challenges	Examples of governance opportunities
Governance challenges that hinder decision makers from being 'responsive' and fulfilling their obligations may include lack of budget transparency, corruption, lack of political will, inefficient use of resources, and failure to take action to include young people in decision-making processes.	Opportunities that could support good governance include: decentralised planning and budgeting to a local level that supports the involvement of communities and young people in these processes; local political will and support from decision makers; enthusiasm and energy of young people; and local NGOs with good relationships with all actors.

How Plan is supporting governance work with young people

Main strategies

Plan recognises that to bring about lasting change we need to find ways of enabling children and young people, and decision makers to discuss key issues and problems and find ways of resolving them together.

A governance approach that focuses on improving interactions brings about lasting change because this addresses some of the deep underlying reasons why young people's rights are not realised. Crucially it also enables us to identify, understand and take action to address features that sustain a situation where young people's rights are not realised. Four key strategies being used in governance work supported by Plan UK with children and young people are illustrated in Box 2.2.[8]

Box 2.2 How Plan UK supports the participation of young people in governance

Youth empowerment and networking.
Young people are being trained and mentored in key areas such as advocacy, resource mobilisation and electoral processes. Youth groups are strengthened and supported to network with each other and advocate on issues that concern them at local and national levels.

Creating space for youth participation in service delivery.
Young people are being supported to engage in the governance of basic services. In the education sector, school councils are strengthened and pupils are using them to engage with school and local authorities on issues such as teacher absenteeism and corporal punishment.

Monitoring the quality of basic services.
Youth groups are being supported to use community scorecards and social audits to assess the quality of basic services, develop plans for action and hold government to account for these plans.

Supporting youth engagement in local governance processes.
Young people are being supported to engage with, and take up positions in, local and national government structures to influence policy, plans and budgets.

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[8] Plan (2010 b).

Governance and Child-Centred Community Development

A rights-based approach

> **'Plan's vision is of a world in which all children realise their full potential in societies that respect people's rights and dignity.'**
> Plan, 2010.[9]

Child-Centred Community Development (CCCD) is Plan's approach for translating this vision into practice. It is a rights-based approach that focuses on the fulfilment of the rights of children and young people under the UN Convention on the Rights of the Child and other relevant human rights instruments (such as CEDAW – The Convention on the Elimination of All Forms of Discrimination against Women).

The Child-Centred Community Development approach defines a number of key principles that we apply in all our work and a number of strategies that we use to address the critical issues and poverty that children face. It also identifies eight thematic impact areas that Plan focuses on in its work (Box 2.3). Governance work relates to the impact area 'right to participate as citizens'. Further details can be found in Plan's Programme Guide, 'Promoting Child Rights to End Child Poverty' (Plan, 2010 c).

Child-Centred Community Development and governance:

Poverty, rights, power and politics

The Child-Centred Community Development approach recognises that power, politics, exclusion and related social, cultural, economic, and policy processes are key factors that cause and sustain child poverty.

Child-Centred Community Development aims to address the root causes of poverty and gaps in the realisation of the rights and well-being of children and young people. This involves empowering children, young people and their communities to take part in the decision making that affects their lives, and to do so in meaningful ways. The aim is to make their voices heard about their rights. It also includes engaging with decision makers to build their capacity to fulfil their obligations and to respond to the concerns of children and young people.

> **'Discussing poverty in the context of child rights invariably moves the discussion into a political arena. Both the formal politics of a town, province, country or region and the informal politics of families, schools and neighbourhoods profoundly affect children's ability to realise their rights.'**
> Plan, 2010 c

In essence the Child-Centred Community Development approach seeks to address the deep structural causes of poverty related to both 'duty bearers' and 'rights holders'. This is also a central aspect of a governance approach. There are strong benefits of bringing a **governance approach to all our work**. Most important, it is essential for generating a sustainable impact and scaling up our work.

A key reason is that governance can support our work and understanding of poverty. It offers **tools and mechanisms** that will help us work in very practical ways with actors at all levels. A governance approach enables us to explore ways to improve the relations and interactions between decision makers and children, young people and their communities.

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[9] Plan (2010 c).

Ways in which a governance approach is essential to Child-Centred Community Development

2

A governance approach underpins the essential principles and strategies of Child-Centred Community Development. Plan has many examples of how governance work as part of Child-Centred Community Development programmes works in practice, some of which are mentioned in Box 2.3, and Section 3 of this 'learning guide' illustrates four examples from Plan programmes. Below we discuss some ways in which governance is essential to a Child-Centred Community Development approach.

Understanding what causes and sustains poverty

A governance approach helps us to understand the features that underlie the poverty of children and young people. This is because governance focuses explicitly on the deep structural causes of poverty, such as political and economic processes, and gaps and blockages in service provision. It helps identify weaknesses and power imbalances in the relationships between government and civil society actors. Bringing a governance approach to our situation analysis enables us to develop such understanding. An example of how this was done in Nicaragua (scenario # 1) can be found in Section 3 of this 'learning guide'.

Participation: a means for realising rights

A governance approach focuses on enabling children, young people and communities to participate in decision-making processes that affect and support the realisation of their rights, such as the right to education or health. This is not 'participation for the sake of it'. It aims to give voice to children and young people and bring their concerns and priorities to the attention of decision makers and thereby influence decisions so their rights are realised. Examples of how this was done in Senegal (scenario # 2) and Indonesia (scenario # 4) can be found in Section 3 of this 'learning guide'.

Holding decision makers to account and responsiveness

Promoting social accountability is one way to support communities to hold service providers to account for the quality of services they provide. In Plan, most programmes are anchored in the community and take place at a local level. This means communities, including young people, meeting directly with the people who provide services, like school teachers, health clinic staff, and local government. Not only does this strengthen accountability but builds the relationships between citizens and service providers. This improves the likelihood that service providers will understand the needs of youth and will respond and improve services. Again Plan has much experience here, with examples from Malawi (scenario # 3) and Indonesia (scenario # 4) in Section 3 of this 'learning guide'.

Building capacity beyond awareness

A governance approach includes building the capacity of all actors, including both duty bearers/decision makers, and children and young people. This includes not only awareness of child rights and the obligations of duty bearers but much more. Examples include strengthening young people's skills and knowledge of accountability mechanisms and tools, improving their facilitation and conflict resolution skills and strengthening young people's skills in negotiation, budgeting and planning. It also involves working closely with government officials and local leaders to strengthen the effectiveness of existing accountability mechanisms and to improve their awareness and capacity to engage in participatory and transparent decision-making and planning processes.

Programme Management

A governance approach also provides ways of thinking and tools to integrate governance into programme work. Examples of how this can be done, from planning through to evaluation, are shown in Section 4 of this 'learning guide'.

Achieving greater impact

The right to such participation is one of Plan's 'eight impact areas' for its CCCD approach. A central focus of governance work is enabling children and young people to participate in decision making in meaningful ways. In addition, governance aims to build the capacity of actors and to institutionalise spaces for children in decision making that will sustain the impact of programmes into the future.

Why is a governance approach essential to Child-Centred Community Development?

With a governance perspective we use and continue to develop practical approaches, mechanisms and tools to:

- enable us to understand what causes and sustains poverty
- enable children and young people to take part in decision making in meaningful ways
- enable organisations like Plan to operationalise a rights-based Child-Centred Community Development approach.

Photo: Plan

24

Box 2.3 The essential role of governance in Child-Centred Community Development

Child-Centred Community Development

Principles:
Children at the centre; guided by human rights principles; responsibility and accountability; inclusion and non-discrimination; gender equality; participation.

Strategies:
• anchoring programmes in the community
• holding state actors accountable
• strengthening the capacity of civil society
• engaging the corporate sector
• advocacy
• working in partnership.

Impact areas – the right to:
• a healthy start in life
• sexual and reproductive health, including HIV prevention, care and treatment
• education
• water and improved sanitation
• economic security
• protection from all forms of abuse, neglect, exploitation and violence
• participate as citizens
• protection and assistance in emergencies and improved resilience to natural and man-made hazards.

Governance Approach
Examples of approaches, tools and mechanisms, and experiences from Plan's governance work that support the CCCD strategies and impact areas (see 'real life scenarios' in Section 4 of this 'learning guide').

Situation analysis
Situation analysis with a governance approach supports the understanding of what causes and sustains poverty; deep structural factors like power, exclusion, politics, and social, economic, cultural issues.
Nicaragua: scenario # 1 (in Section 3)

School governance
Participation of young people, girls and boys, in school governance and decision making; and in community planning to access decentralised government funds.
Senegal: scenario # 2 (in Section 3)

Social accountability
Social accountability using 'community scorecards'; building capacity not only of civil society but also of service providers; working with local NGOs.
Malawi: scenario # 3 (in Section 3)

Child protection
Child protection services based in the community; building relationships between community groups and government service providers; participation of children & young people in decision making.
Indonesia: scenario # 4 (in Section 3)

A governance approach and the participation of children and young people in **decision making** is a:
• **means** to realising their rights
• **right** in itself.

A governance learning framework

As part of this 'learning guide' we have developed a governance learning framework to support our learning and governance work with children and young people (Figure 2.2).

Supporting our learning, thinking, and work in governance

What is the governance learning framework?
This framework provides a way of linking and pulling together the various concepts and aspects of our governance work in a way that focuses on the interaction between young people and decision makers. This lies at the heart of governance work.

You can adapt, modify, and bring in your own experiences from your particular context – the framework is not exhaustive, and doesn't describe all aspects of governance.

It is a tool and, as the framework is about people and how they interact, it is important to consider gender and power dynamics in its use.

What can the governance learning framework be used for?
Our governance learning framework can provide a guide to help us:
- ✓ learn about governance
- ✓ think about what it means to bring a governance approach to our work
- ✓ understand poverty and governance through highlighting key areas for exploration
- ✓ identify possible entry points for governance work
- ✓ explore what changes have taken place in aspects of governance.

Elements of the governance learning framework

The elements of the governance learning framework reflect people and the interactions between them. This is because people and their relationships and interactions underlie a governance approach. The key governance concepts and processes of voice, capacity, accountability, responsiveness, power and politics, are all about how people relate to one another.

Focusing our governance learning framework on people, as opposed to just systems or processes, enables us to keep our learning and reflections practical and down to earth, rather than abstract and theoretical. This is particularly useful when considering programme implementation and impact.

The five elements are:
1. young people
2. decision makers
3. other actors
4. context
5. interactions

These 'elements' encompass the core aspects of Plan's governance work. We will discuss the meaning of each element, and how the elements link with one another on page 27.

Figure 2.2
Summary of the governance learning framework

2

1.
Children and young people

- Knowledge of rights and access to information
- Extent to which their rights are being realised and level of well-being
- Understanding differences including gender, age and ethnicity
- Capacity to engage with decision makers, duty bearers and other actors, to voice their priorities, needs and concerns, and hold them to account for provision of rights such as services
- Youth networks, forums, coalitions.

2.
Decision makers/duty bearers at different levels

- Obligations and responsibilities
- Capacity to interact and to implement changes
- Responsiveness to needs and priorities of young people
- Political will for change.

3.
Other actors

Not all actors are direct duty bearers for young people but they still have a role in:

- Realising young people's rights and well-being (e.g. private sector)
- Interests in and possible impact on potential interventions/ projects
- Other organisations, NGOs, CSOs, networks, engaging in youth governance.

Governance Learning Framework

4. CONTEST

1.
Children and young people

2.
Decision makers/duty bearers

5.
Interaction

3.
Other actors
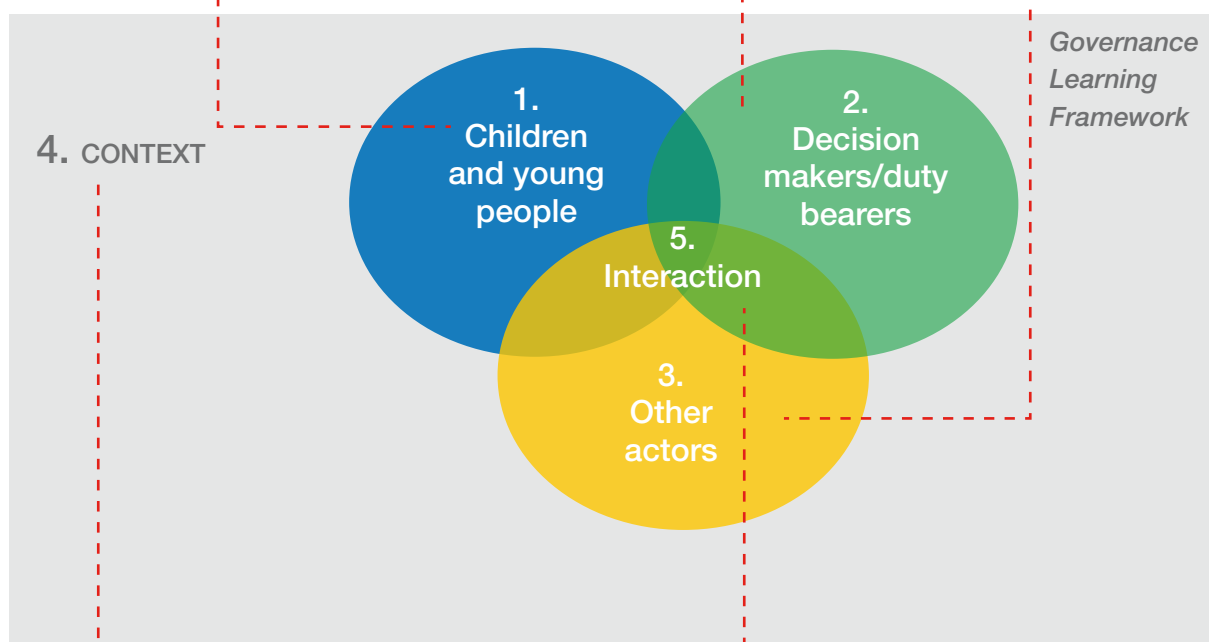
4.
Context

- Family and community
- Political and policy environment
- Institutions and legal frameworks
- Systems and structures
- Social, economic, environmental, cultural features
- Ideologies, values, beliefs, norms (political, social, cultural) and historical factors.

5.
Interactions

Between children, young people, decision makers and other actors

i. Purpose of interaction
ii. Structure of the interaction space
iii. Types of participation
iv. Mechanisms and tools
v. Dynamics.

Elements of the governance learning framework

1. **Young people**

   This element refers to girls and boys and young men and young women as individuals or groups, including networks and coalitions. It includes the capacities of young people, their rights (both entitlements and the extent to which these are realised), and the extent to which young people's well-being is affected by their rights not being realised. It is important to recognise that children and young people are not a homogenous group. It is important to also understand differences in terms of gender, age, economic status, disability and ethnicity.

2. **Decision makers**

   This element includes decision makers and duty bearers. It includes their capacities, obligations and responsiveness to the voice of young people. 'Obligation' refers to the moral duty of decision makers and duty bearers to carry out their commitments and deliver on their claims regarding young people's entitlements and rights. For example, duty bearers are obligated to respect the rights set out in their constitutions and also in the Convention on the Rights of the Child, to protect and to take positive action to ensure the realisation of these rights.

3. **Other actors**

   These include those who are not direct duty bearers but have a role in realising young people's rights and well-being. Examples include the private sector, NGOs, CSOs, networks, religious bodies, and others engaging in governance work with young people.

4. **Context**

   The context includes: political and policy environment; institutions and legal frameworks; systems and structures; social, economic, environmental, cultural features; ideologies, values, and beliefs (political, social, cultural); family and community; and historical factors. Context will shape the space in which interactions can occur and will have influence on the actors. It is important to consider that the context may be shifting over time, even during the project period.

5. **Interactions**

   A governance approach aims to build relationships between young people and decision makers. This includes creating spaces for them to engage with one another, developing mechanisms to improve the accountability and responsiveness of decision makers, and building the capacity of young people to negotiate, engage in dialogue and 'raise voice'. These are all different aspects of 'interaction'.

   Interactions also take place within a context, such as policy frameworks, politics, socio-economic and cultural features. These are all inextricably linked – we cannot consider any one in isolation from the others.

Plan UK's governance programme

Our programme supports young people to engage with government and other duty bearers to demand greater accountability and transparency. It supports young people to develop the skills they need to engage, and helps governments, service providers and community leaders recognise and respond to young people's concerns. Where this increased interaction between young people and government has been sustained, better governance and stronger citizenship has been achieved, along with improved access to quality services.

(Plan, 2010 a).

In our governance learning framework the interactions are the most important elements. Interactions can be complex. There are five aspects that enable us to explore and understand them.

i.   Purpose of interaction
ii. Structure of the interaction space
iii. Types of participation
iv. Mechanism and tools
v.   Dynamics

Unpacking interactions

i. Purpose of interaction

When children and young people take part in interactions with decision makers, we need to consider why they are meeting with these decision makers and who initiated the interaction. Is it to draw attention to young people's concerns? Or for young people to take part in discussions where others make decisions? Or for young people to influence the decisions made?

It is important to be aware of the purpose of such meetings because they may not all be about providing an opportunity for young people to raise voice, or about realising their rights. Another issue is the danger of children and young people being manipulated by adults for their own agendas.[10] An awareness of these factors for young people themselves is important in order to manage expectations or to alter the interaction.

ii. Structure of the interaction 'space'

Space … This refers to any platforms or forums where children and young people and decision makers (or indeed any other actors) meet. Examples include the school committee, youth council, health committee, annual municipal budget and planning meeting, school club, NGO workshops, network meetings, and meetings to lobby policy makers. The spaces could also be virtual, for example using media such as radio shows or an exchange of opinions in the press. Our first key question is therefore: what spaces exist for children and young people to meet with decision makers and other actors?

Kinds of spaces … Are they formal or informal, invited or claimed? 'Invited' spaces means spaces that are usually for adults, like a policy meeting, where children and young people have been invited to attend. 'Claimed' spaces are those where young people exercise their right to be present and to speak, such as a school council that has an allocation for student representatives.

Meaningful engagement … Does the space, e.g. a meeting, allow for meaningful engagement between young people and decision makers? Or is it just tokenistic? A meaningful interaction is where young women and men are genuinely listened to and their concerns taken seriously and discussed. We can show this by the degree of overlap between the two circles. The more overlap there is the more meaningful the interaction or engagement is.

Whose voice has most weight? … Who has more power to speak and to be heard? We can show this by the size of the circles – the bigger the circle for one actor the more weight their voice has, the more their voice is heard, and the more power they have in this space.

These questions affect the degree to which young people's voice can be heard, whether these are the best spaces for young people's engagement, and how appropriate certain spaces are for young people to be engaging with decision makers. Possible risks to young people, such as being manipulated for political ends and other ethical issues like power, must always be considered. In addition, we must analyse which young person's voice is being heard? Are they male or female, children of the elite, working children, or children from rural areas?

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[10] McGee (2010).

There is the issue of whether it is better to create new spaces especially for young people to act on their initiative, and possibly to invite decision makers into these spaces, or to lobby for young people to be included in adult spaces or forums and to alter these spaces so the engagement can be more meaningful.

Figure 2.3
Structure of the interaction 'space'

What kinds of spaces?
These spaces may be 'formal or informal'; 'invited or claimed' (see Figure 2.4 for explanation).

Is it an appropriate space for young people to raise concerns, hold service providers to account, and take part in decision making? Is it a safe space for young people?

How meaningful is the engagement?
Is interaction and engagement between young people and decision makers meaningful?

The greater the overlap the more meaningful the engagements there can be.

The objective for governance work is to widen the space for interaction between young citizens and decision makers and to make the interactions more meaningful.

School Management Committee

Young people
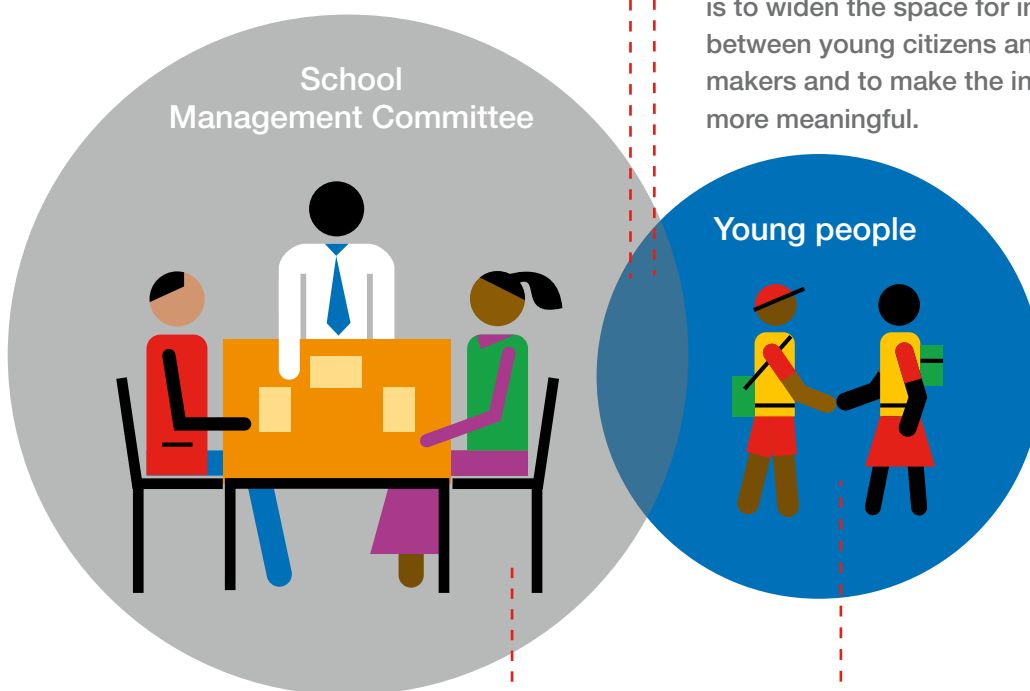
Whose voice has more weight?
Do decision makers have more voice and influence in the meeting?
The bigger the circle the more voice an actor has – the adults in the school committee, in this example.
What needs to be done to increase and strengthen young people's voice?

iii. Types of participation that takes place within the space
Access should not be confused with influence. That girls and boys attend a school committee or a community meeting for example, does not necessarily mean that their concerns will be responded to or their voice heard. There are different types of participation that we need to be aware of: access, presence, and influence.[11]

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[11] Nierras (2007). Building on Goetz and Gaventa (2000).

Figure 2.4
Types of participation

Young people can access school committee – but interaction is limited

School Management Committee

Young people

Young people are interacting well with school committee but do not have significant influence

School Management Committee

Young people

Young people have dynamic interaction with school committee and are influencing decision-making processes

School committee: teachers and student

Access:
To what extent do young people have access to the right spaces for them to engage effectively with decision makers?
Are there other spaces they need to access but from which they are currently blocked?

Challenge:
What are the critical spaces to which young people need to establish access? What capacities are needed to build the voice that can guarantee access?

Presence:
What kind of presence do young people have in the spaces to which they do have access? They may be present in meetings but are they allowed to participate in discussions? Are they a permanent member or are they invited only occasionally?

Challenge:
What needs to be done to ensure that young people gain presence in spaces to which they already have access? What capacities are needed to maximise presence?

Influence:
To what extent do young people meaningfully participate in decision making? What kind of decisions do they participate in making? How do we know their participation is not simply 'tokenistic'?

Challenge:
What needs to be done so that young people gain influence in spaces to which they already have access and in which they have presence? What capacities are needed to ensure influence? How can we measure and demonstrate influence?

iv. Mechanism and tools

Many spaces where children, young people and decision makers engage in dialogue are structured in very specific ways, using mechanisms and tools. An example of a 'mechanism' is a meeting to hold service providers to account, and an example of a tool is the 'community scorecard'[12]. Other examples of mechanisms include community-based participatory planning, and a school planning committee. A key issue is whether these mechanisms enable children and young people to raise voice.

v. Dynamics
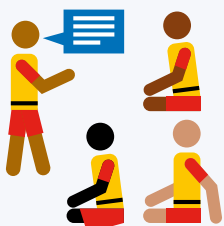
There are several important issues to be aware of in relation to the dynamics that arise during the interactions between children, young people, decision makers and other actors. The most important relates to power and to gender.

Empowering girls and boys and young people and building their capacity to influence decisions and governance processes, requires that we analyse and address power issues. There are two main reasons why analysing power dynamics are important:

• Young people's participation in decision making is often not valued or permitted. In some cultures the participation of girls and young women is not thought appropriate. To change attitudes, norms, and behaviour we need to analyse power relationships between communities, government officials, teachers, health officials and young people and within these groups (e.g. between groups of young people, and between community members)
• Power determines whose voices are heard and what issues are on the table to be discussed. It also affects who makes decisions, how groups interact, the type of relationships young people have – and the influence young people have in these relationships. Often young women have very little influence in their relationships with their family members, teachers and community members.

The voice of young people and their ability to engage effectively can be seriously undermined by various aspects of power. A useful way to understand how power affects the interaction between children and duty bearers is to reflect on different types of power. Different 'forms of power' are shown in Figure 2.5. Some types of power can be seen as more negative, as a form of control of one person or group over others (power over), but power can also be used in more positive ways to bring about change in a young person's life. Looking at both positive and negative types of power can help develop effective strategies for empowering young people and thereby strengthening the interaction of young people with decision makers.

Figure 2.5
Different types of power[13]

Four types of power			
1. **Power over**		**Domination or control** The ability to get someone to do something they otherwise would not have done. Those with 'power over' have more say about what decisions are made and what actions are taken, e.g. within the family.	**Example:** When parents have 'power over' their children and when adults have 'power over' young people. Because of their age difference young people can be compelled to do things by adults.
2. **Power within**		**Self-worth** Possessing confidence and self-awareness, and having capacity to imagine, hope and act. Self-worth gives a feeling of confidence to speak with decision makers, and take action in areas of young people's concern.	**Example:** When a young girl has the confidence to speak up at a community meeting and feels that she has the legitimacy to articulate her concerns and the belief that this might make a difference.
3. **Power to**		**Individual ability to act** Having the ability and potential to influence decisions, achieve desired outcomes and shape his or her world. This includes having the capacity to act to exercise your rights and citizenship.	**Example:** When children have knowledge about their right to education, are informed about school policies, are trained in leadership skills, and sit on the student council, they have the capacity and power to influence the decision-making process at their school.
4. **Power with**		**Collective action, young people working together** Through working in partnerships and in alliance with networks, coalitions and youth groups, young people can multiply their power, talents and knowledge and build collective strength.	**Example:** Establishing a student council can strengthen the voice of students. Students can have a louder voice and greater influence through working together.

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12 See scenario # 3 in Section 3 of this 'learning guide' for an example from Malawi.
13 VeneKlasen (2007).

Linking governance concepts in the governance learning framework

The elements of the governance learning framework are not isolated but are linked to and affect one another. Figure 2.6 shows how core governance concepts are integrated into the governance learning framework.

For example:
the 'accountability' of decision makers to young people (e.g. for the provision of health services) involves several interlinking aspects:

- **'voice'** of young people is linked to their capacities to exercise their **citizenship** engage in dialogue and negotiate with decision makers (Children and young people – Blue Circle)
- the **capacity** and willingness of decision makers to listen to and **respond** to young people (Decision makers and Duty bearers – Green Circle)
- the **spaces**, platforms and mechanisms for interactions and discussions between decision makers and young people, and where young people can 'raise voice' and ensure **accountability** (Interaction – middle of all circles)
- **power and politics** shape interactions between actors and the participation of children and young people in decision-making processes. (Interaction – middle of all circles and Context – encompassing).

Figure 2.6
Linking key governance concepts in the governance learning framework

The **impact of the interaction** will depend on capacity of young people and decision makers, the accountability mechanisms and processes for enabling responsiveness, and most importantly the voice of the young people.

Interaction is mediated by power and politics and the nature of participation.

1. Children and young people

5. Interactions

3. Other actors

2. Decision makers Duty bearers

Participation of children and young people in **decision-making processes.**

Reflections for your programme work

In Section 2 we have learnt the key concepts underpinning governance and what it means to work with children and young people using a governance approach. We have explored how governance is a central and essential part of a Child-Centred Community Development approach and introduced the framework that we use to conceptualise our governance work.

The following questions are some final reflections to enable you to consolidate your learning and think about how governance can affect or influence your programme work.

Reflect on the following for your context and programme work:

Q Why is governance an essential approach to implementing Child-Centred Community Development?

Q How do power and politics affect the participation of young people in decision-making processes, and realising their rights?

Q How do gender, values, beliefs and ideology influence the interactions between young people and decision makers/ duty bearers?

Q How might you use and adapt the governance learning framework for your situation?

Q What are the opportunities and challenges for engaging with young people, their communities and decision makers on governance issues?

Q In what ways can you develop your understanding and use of governance concepts and approaches in your work?

In the next section we explore four practical examples of how Plan has used a governance approach in its programme work.

Section 3:
Governance in practice: real-life scenarios

Scenario 1
Situation analysis, with experiences from Nicaragua

Scenario 2
School governance in Senegal

Scenario 3
Social accountability and community scorecards in Malawi

Scenario 4
Child protection services and governance in Indonesia

3.1 Real-life scenario 1

Situation analysis, with experiences from Nicaragua

TOPICS IN SCENARIO 1

How will this scenario help you?

Purpose

The focus of Scenario # 1

Learning outcomes

Situation analysis from a governance perspective

Situation analysis: rationale and objectives

Situation analysis: focal areas, tools and checklists

Situation analysis: real-life scenario from Nicaragua

About us and what we were trying to achieve

How we carried out our situation analysis

How we used the results of the situation analysis

Situation analysis: challenges, advice and lessons from our experiences from Nicaragua

Reflections for your programme work

How will this scenario help you?

In order to put in practice what you know about governance, it is important to integrate governance analysis into projects and country strategic plans. Incorporating governance in situation analysis is a crucial stage in helping you inject governance perspectives into your work – it is essentially about asking the right questions.

Incorporating governance into your situation analysis will help you identify not only the root causes of blockages in the delivery of services but crucially also the key political factors that help perpetuate the problem. Often the root causes identified in a standard situation analysis look too difficult for NGOs to address – but integrating governance into the analysis will help you identify the key entry points for your programme and who you need to engage with at different levels to tackle these issues.

Purpose

The purpose of this scenario is to illustrate how to bring a governance perspective to a situation analysis, how this enhances our understanding of the issues facing young people in realising their rights, and how we may identify suitable entry points to address key issues.

The focus of Scenario # 1

Scenario # 1 focuses on exploring the rationale for and the process of bringing a specific governance perspective to a situation analysis.[1] This section does not provide details on how to design and carry out a full situation analysis. Materials and toolkits on how to do this are already available in Plan, such as the PALS[2] toolkits and various other guidelines. Further resources can also be found in Section 5 of this 'learning guide'.

In the first part we explore the concepts and processes for carrying out a situation analysis from a governance perspective. We show how the *governance learning framework* can help us to explore the governance issues affecting the well-being of young people including how they realise their rights. Here we develop a generic process and checklist of questions and key tools. These can then be modified depending on the context in which they are used.

In the second part we show how a situation analysis was carried out in the health sector in Nicaragua from a governance perspective. The team involved share the process they carried out and the areas they explored. The experiences, lessons, tips and advice provide valuable insights into the practical challenges and rewards of carrying out situation analysis with a governance perspective.

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[1] This scenario focuses on applying a governance perspective to a situational analysis. This scenario does not cover broader questions normally asked in a situational analysis in relation to sexual reproductive health and rights which are related to knowledge and attitudes on sexual reproductive health and behavioural change.

[2] Plan (2009) Programme Accountability and Learning Systems (PALS).

Learning outcomes

The learning outcomes for scenario # 1 are outlined below.

To support your learning from this scenario you are invited to reflect on the following:

Situation analysis with a governance perspective
- What a situation analysis is
- The rationale for bringing a governance perspective to a situation analysis
- How a governance perspective can be brought to a situation analysis.

Real-life scenario from Nicaragua
- Why and how the project team chose to use a governance perspective in their situation analysis
- How taking a governance perspective affected the results of their situation analysis, the way they planned and carried out their project, and the subsequent outcomes
- The challenges and lessons from carrying out the situation analysis
- How you might draw on the lessons from the Nicaragua experience when carrying out a situation analysis in your context.

Situation analysis from a governance perspective
Situation analysis: rationale and objectives

What is a situation analysis?

A situation analysis in Plan (and many other NGOs) is a review of the extent to which the rights of girls, boys and young men and women are being realised and the factors that are enabling and hindering this.[3] It analyses which young people are most affected, how they are affected, and the causes at multiple levels from national to district, community and family levels. This includes analysing who the duty bearers are at various levels, their obligations, and what they do or fail to do in realising young people's rights. For these reasons a situation analysis is usually carried out by Plan at a national and a local level.

A situation analysis is a participative process involving collaboration and consultation with all relevant actors, particularly young people, decision makers and duty bearers.[4] The results are used to develop a country strategic plan and to design specific projects.[5]

Why bring a governance perspective to a situation analysis?

A governance perspective helps us understand how the interactions between people – especially between young people and decision makers – affects the extent to which young people's rights are realised. It enables us to understand how key factors like **power dynamics** affect young people's participation in **decision-making** processes – on the provision of services, accessing decentralised funds, resource allocation, community development, and influencing the formulation and implementation of policy, for example.

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[3] 'How to do a participatory situation analysis from a child sights perspective'- in Plan (2009).
[4] Plan has numerous guides and toolkits for consulting and working with children/ young people. Key materials are listed in the resources section (Section 5) of this 'learning guide'.
[5] Note that a situation analysis is not a baseline exercise. The latter is used to develop specific programme objectives.

A governance perspective enables us to identify not only the causes of any failures to realise young people's rights but also **what sustains the situation** in the long term. The latter often involves politics, power, socio-economic and cultural factors. These are sometimes referred to as 'structural causes' in Plan. We gain insights into what drives political and social behaviour, how this shapes particular policies, how policies are implemented at a local level, who benefits from these policies and who doesn't.

A governance approach helps us to understand how other **contextual** factors, like structures and systems, ideologies, incentives, and institutions, shape social, economic and political action and the development outcomes in the countries where we work. This can be extremely useful when considering the feasibility for change within a given context, knowing the contribution that Plan can realistically make, and the risks involved. Such insights enable us to identify potential **entry points** that may truly bring about **sustained change**.

Using our governance learning framework for a situation analysis

Recap. Our learning framework encompasses the key governance concepts of accountability and responsiveness, voice and participation, power and politics, capacity and interactions. It is centred on people and how they interact within one another, including identifying the exclusion of some people. The *governance learning framework[6]* consists of five interlinked elements – young people, decision makers/ duty bearers, other actors, context, and the interactions between all actors.

In a situation analysis we are trying to understand not only each element, but crucially how one element affects others.

Because the central focus of governance work in Plan is about the relationships and interactions between young people and other actors, we emphasise the fifth element of the learning governance framework – 'interactions' – in our discussions of the situation analysis. Remember that the element of 'interactions' can be divided into five components: purpose, structure, participation, mechanisms and tools, and dynamics.

Objectives of a situation analysis from a governance perspective

There are three broad objectives of doing a situation analysis with a governance perspective, illustrated below:

Objectives of situation analysis
1. Map the realisation of rights and well-being of girls, boys and young women and men
2. Understand what is causing and sustaining the current situation
3. Identify potential entry points, collaborators, and processes

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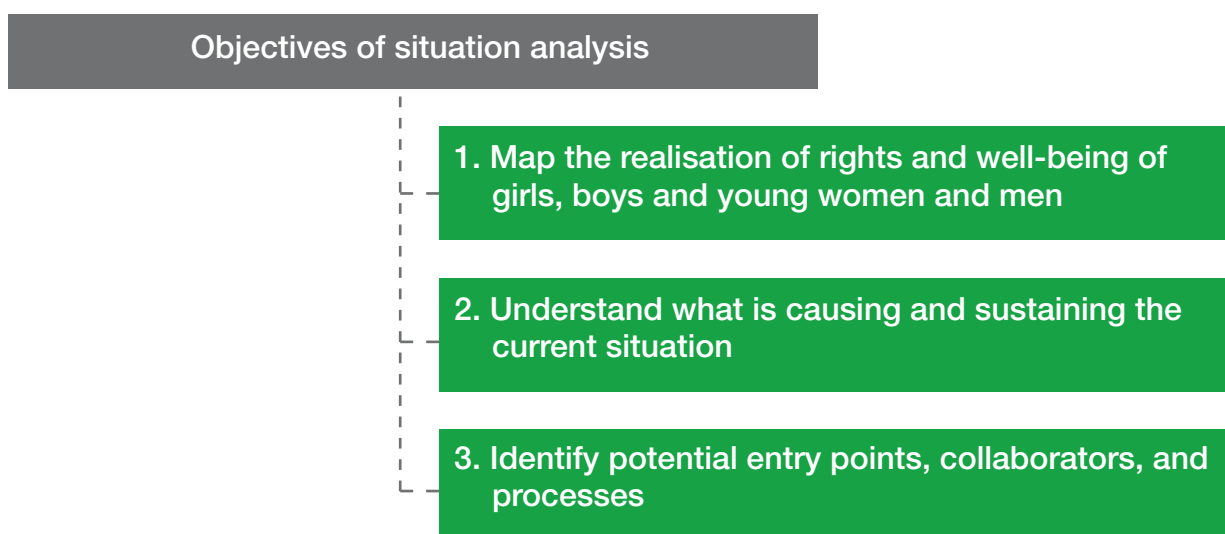
[6] A description of the governance learning framework can be found in Section 2 of this 'learning guide'.

The objectives of a situation analysis from a governance perspective:

1. Map the realisation of rights and well-being of young people.
  • Which rights are being realised, and the current level of well-being
  • Trends over time.

2. Understand the nature of the current situation, and what is causing and sustaining this situation.[7]
  • Who the key actors are and their role in the current situation; including young people, other rights holders, duty bearers, decision makers, service providers, communities, families and other stakeholders; as well as coalitions, networks, and other bodies
  • The formal and informal institutions affecting the interactions between young people and decision makers (for example legislation, laws, formal consultation meetings) as well as the role of traditional rules and the roles of local chiefs
  • The impact of values and ideas, including social and political ideologies, religion and cultural beliefs, on social and political behaviour, public policy, and political and economic competition (for power and resources)
  • Power dynamics among young people and decision makers, and the ideologies, values, beliefs and other factors that sustain these power dynamics (including gender)
  • How politics affect decision-making processes, who is excluded and included (particularly young women and men), whose needs and priorities are met, and who sets the political agenda at different levels
  • The interests and incentives of different groups in society (particularly duty bearers), and how these generate particular policy outcomes that may encourage or hinder development changes and the well-being of young people
  • Trends in the current situation and the features sustaining the situation.

3. Identify potential entry points, collaborators, processes, stakeholders.
  • Identify the specific governance challenge or problem (e.g. poor quality of health services and lack of accountability of service providers to young people), and governance opportunities (e.g. existing platforms for young people to engage with decision makers)
  • Identify a possible 'pathway' (strategy) within a given thematic area,[8] that could lead to lasting, positive change, and improved well-being for young people
  • Analyse decentralisation processes within your country, and in your thematic area, and understand the nature of the policy and budget process
  • Identify key actors and champions and potential networks and coalitions within the thematic area that may engage in this 'pathway', and the key entry points (points of interaction) for establishing working partnerships between them and the project
  • Understand the range of stakeholders and institutions, their interests, capacity, and potential impact on any drive towards change and the key entry points (points of interaction) for establishing working partnerships between them and the project.

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[7] The 'current situation' means the extent to which young people's rights are being realised, and what their levels of well-being are.
[8] The thematic area will vary depending on the project, but currently Plan's thematic areas are: education, health, water and improved sanitation, sexual and reproductive health, child protection, economic security, and participation.

Situation analysis: focal areas, tools and checklists

This part provides a list of the focal areas, checklists, and analytical tools to support you in bringing a governance perspective to your situation analysis; and achieving the three objectives outlined above. These are not exhaustive, and may be modified, adapted and expanded for your own situation.

Focal areas and tools

The governance learning framework provides a guide for the key areas where we may focus our attention when carrying out a situation analysis from a governance perspective (Figure 3.1). Listed are examples of tools to enable analysis of the governance aspects.[9]

Further tools can be found in Section 5 of this 'learning guide'.

Checklists

Figure 3.2 provides a checklist of questions for exploring some aspects of governance, using the *governance learning framework*. These include questions for context, young people, duty bearers, and other actors.

Unpacking the fifth element – interactions: checklists

Figure 3.2 provides a checklist of questions for the fifth element of the *governance learning framework*: 'interactions'. Governance work is about understanding and improving the interactions and relationships between people (particularly decision makers and children and young people). We provide examples of how to unpack, analyse and understand the nature of the 'interactions' between young people, decision makers and other actors, within the context in which they live and work. The examples are provided in Figure 3.2.

Focus on analysing links not making lists

The multiple aspects of governance are all interlinked
For example the ideologies and beliefs of society, such as those concerning gender (part of 'context'), affect the relationship between boys, girls, young men and women and decision makers and the power dynamics that arise (part of 'interactions').

Analyse the interrelationships and linkages
Avoid producing lists. For example, rather than simply 'listing' the capabilities of duty bearers, analyse how the capabilities of duty bearers affect their ability to engage with young people and the nature of their interactions with children and young people.

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[9] Details of how to use each of these tools can be found in the 'Toolbox situational analysis from a rights perspective', as part of the PALS Guidelines (see Section 5 of this 'learning guide').

3

3.1

A word on analytical tools

When bringing a governance perspective to a situation analysis we may use the same analytical tools we are already familiar with. A key tool is the problem tree analysis, which is vital in understanding what is causing and sustaining a situation (like the failure to realise the rights of children to good quality education).

Problem trees and causal analysis

When unpacking situation analysis information, identify the causes of a problem at four levels.

1. **Manifestation** of the problem e.g. non-realisation of the right to health

2. **Immediate causes** e.g. complications during pregnancy

3. **Underlying causes** e.g. lack of access to quality health services

4. **Sustaining the situation**, looking at structural causes and issues – politics, power, socio-economic and cultural factors.

Photo: Plan / Jenny Matthews

Figure 3.1

Key focal areas and some tools for each of the five elements of the governance learning framework, when carrying out a situation analysis

4. Context

- Political and policy environment
- Institutions and legal frameworks
- Systems and structures
- Social, economic, environmental, cultural features
- Ideologies, values, beliefs, norms (political, social, cultural).

Tools: policy analysis

1. Young people

- Extent to which their rights are being realised and level of well-being
- Knowledge of rights
- Capacity to engage with decision makers, duty bearers and other actors, to voice their priorities, needs and concerns, and hold them to account for provision of rights such as services
- Youth networks, forums, coalitions.

Tools: mapping rights, capability analysis

4. Context

Governance Learning Framework

1. Children and young people

5. Interactions

3. Other actors

2. Decision makers Duty bearers

2. Decision makers / duty bearers

- Obligations and responsibilities
- Capacity
- Responsiveness to needs and priorities of young people
- Political will for change.

Tools: obligations analysis, capacity gap analysis, stakeholder analysis

3. Other actors

- Role in realising young people's rights and well-being (e.g. government, private sector)
- Interests and possible impact on potential interventions/ projects
- Other organisations, NGOs, CSOs, networks, engaging in youth governance.

Tools: stakeholder analysis, capacity gap analysis

5. Interactions

Between children and young people, decision makers and other actors, between decision makers and other actors, between young people themselves

i.   Purpose of interaction (if young people and decision makers interact at all)
ii. Structure of the interaction space
iii. Type of participation
iv. Mechanism and tools
v.   Dynamics.

Tools: power analysis, gender analysis, types of participation; access and control over resources

Figure 3.2
Checklists of questions for a situation analysis from a governance perspective, for: young people, duty bearers, other actors, and context

4. Context
Q What factors (policy framework, institutions, social, economic, cultural) are enabling and hindering the realisation of young people's rights?

Q What is the legal and legislative framework affecting young people's rights, including accessing services and participation in planning and decision making?

Q What are the political, social and cultural ideologies, values, beliefs, norms? (e.g. gender, expected behaviour of young people, norms for the participation of young people in decision-making processes)

Q What information related to services (budgets, plans, performance) is available and to what extent is it shared with young people, rights holders and other actors (degree of transparency)?

1. Young people
Q To what extent are rights being realised? For which young people? What are the variations by gender, age, wealth, disability, ethnicity, etc.?

Q What are the factors affecting the realisation of these rights? What is causing and sustaining this situation?

Q What knowledge do young people have of their rights?

Q What is young people's capacity to engage and negotiate with decision makers to demand their rights, and to hold decision makers accountable for provision of rights such as services?

Q What networks, forums, and coalitions are young people members of?

Governance Learning Framework

4. Context

1. Children and young people

5. Interactions

3. Other actors

2. Decision makers Duty bearers
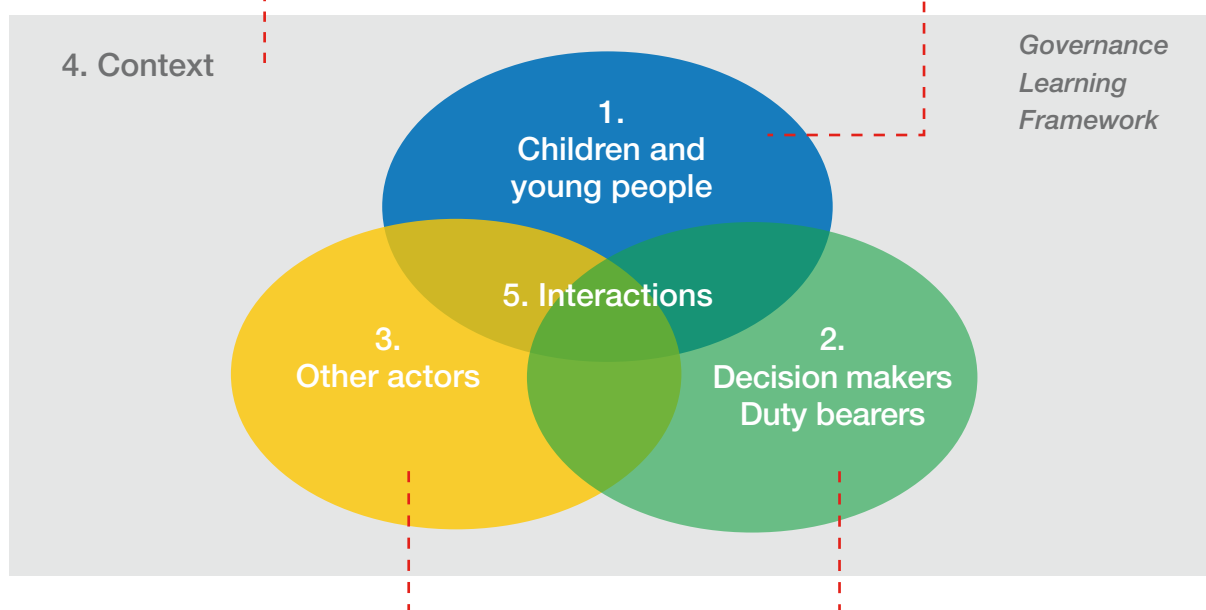
3. Other actors
Q Who are the other actors who may be involved in services and process affecting young people's well-being?

Q Which of these actors have co-responsibility for young people's well-being and rights? e.g. care givers

Q How do they interact with young people and their families and communities?

Q What is their role in realising young people's rights and well-being?

Q What is the possible impact of potential interventions/ projects on these actors?

2. Decision makers / duty bearers
Q Who are the key decision makers / duty bearers?

Q What are their obligations and responsibilities for realising the rights of young people?

Q What are their capabilities for engaging with young people and other rights holders about service delivery and accessing resources?

Q To what extent are they willing to take action to engage and include young people in decision-making processes about service delivery. Is there political will for change?

Q What are their attitudes towards the participation of young people in the governance of services?

Figure 3.3
Unpacking interactions: questions for exploring aspects of 'interaction'
(Fifth element of the governance learning framework)

Aspect of 'interaction'	Checklist of questions	Examples – see Figure 3.4
i. Purpose	Q Do young people meet with decision makers to discuss services at all? Q If so, what is the purpose of young people meeting with decision makers? Is it to draw attention to young people's concerns? Or for young people to take part in discussions that others make decisions on? Or for young people to influence the decisions made?	A. Mapping the range of interactions
ii. Structure	Q Which actors do young women and men interact with? – including decision-makers and other actors, and between young people themselves? Q What structures/ spaces/ platforms exist for young people to meet with decision makers and other actors? Q What is the 'size' of these spaces? – is the space (intersection) enough for meaningful engagement between young people, decision makers? Q What kind of spaces are these? – formal or informal; adult-led space where young people are invited or claimed spaces led by young people; is it a safe space for young people?	B. Types of spaces, and voice
iii. Types of participation	Q What types of participation are young people engaged in? Do they have access to decision-making spaces? Are they allowed to participate in discussions – and have some presence? Are they able to have some influence in these discussions and is their participation meaningful? Q To what extent can girls, boys and young women and men exercise their citizenship? To what extent is their voice being heard? To what extent can they hold decision makers to account for services provided?	C. Types of participation
iv. Mechanisms and tools	Q What specific mechanisms and tools are in place (if any) – e.g. social accountability and scorecards?	
v. Dynamics	Q What are the dynamics of interaction? Who speaks and who listens? Who speaks to whom? Who is given more time to speak? Q What are the power dynamics? Who is being included and excluded? Q What are the different 'forms' of power happening in the interactions between young people and decision makers? Q What is causing and sustaining these? – e.g. beliefs, ideologies? Q Who is being included and excluded in discussions? Whose voice carries most weight? Why? Q How is gender affecting dynamics? – between decision makers and young people, and between young people themselves? Q Who are the usual actors who gain the most – those who have more access to resources, hold power and make decisions? Why? Q Who are the actors who are left behind in decision making, have little to no voice and are often excluded from decision making? Why?	D. Types of power.

Figure 3.4
Exploring the interactions between children and young people, and decision makers and other actors
(Fifth element of the governance learning framework)

A. Mapping the range of interactions between young people, decision makers and other actors

Use the governance learning framework – draw overlapping circles to represent each 'actor' and who they interact with. Overlapping circles represent areas where young people and decision makers, or other actors, meet and interact on certain matters, e.g. in a school council, or community planning committee.

Who are the 'other actors'?
- Who has an important influence on young people's lives?
- What spaces exist for interaction with young people? How do these other actors interact with young people and their families and communities?
- What are the power dynamics between young people and these actors? How is the voice of young people represented?

Who do young people interact with?
- What is the range of interactions, relationships and spaces between young people and others, particularly 'decision makers' and 'other actors' including youth forums and networks, and young people's families and communities?

These are shown by the overlapping circles.

Governance Learning Framework
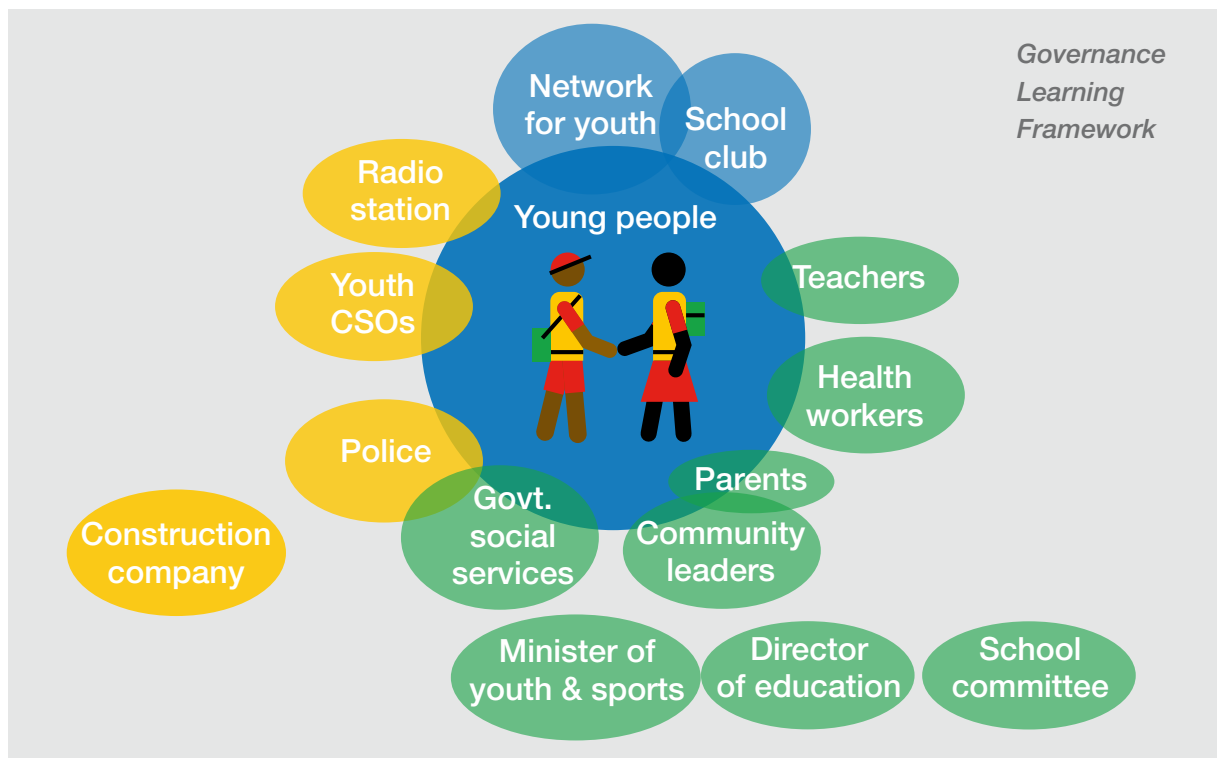
What are the relationships between decision makers and other actors?

What factors influence these relationships?
- context, e.g. policies; power dynamics.
- What forums exist for engagement?
- What issues do they currently engage on?

Which actors do young people not currently interact with but who have an important influence on young people's lives?

Focus on specific, named actors

In your analysis draw circles of actual actors and organisations in your context. Be specific.
Avoid vague and generalised circles like 'civil society'.

B. Questions for exploring the spaces for interaction and engagement between children, young people and decision makers

Use the *governance learning framework* to explore voice and how meaningful the interactions are between children and young people in existing and potential new spaces and structures for interaction with decision makers.

Draw one circle to illustrate a set of actors, e.g. the school committee which includes teachers, and children and young people.

Draw the circles as overlapping to show how *meaningful* the discussions and interaction between children, young people and decision makers/duty bearers. *The greater the overlap of circles the more meaningful the engagements there can be.*

Draw the circles of different sizes to indicate the varying levels of voice and decision-making power. *The actors with the bigger circles have greater voice.*

What kind of space?

Q Are these spaces formal or informal? Invited or claimed? Is it a safe space for young people?

How meaningful are the spaces for interaction?

Q To what extent is the space (intersection) enough for meaningful engagement between young people and decision makers?
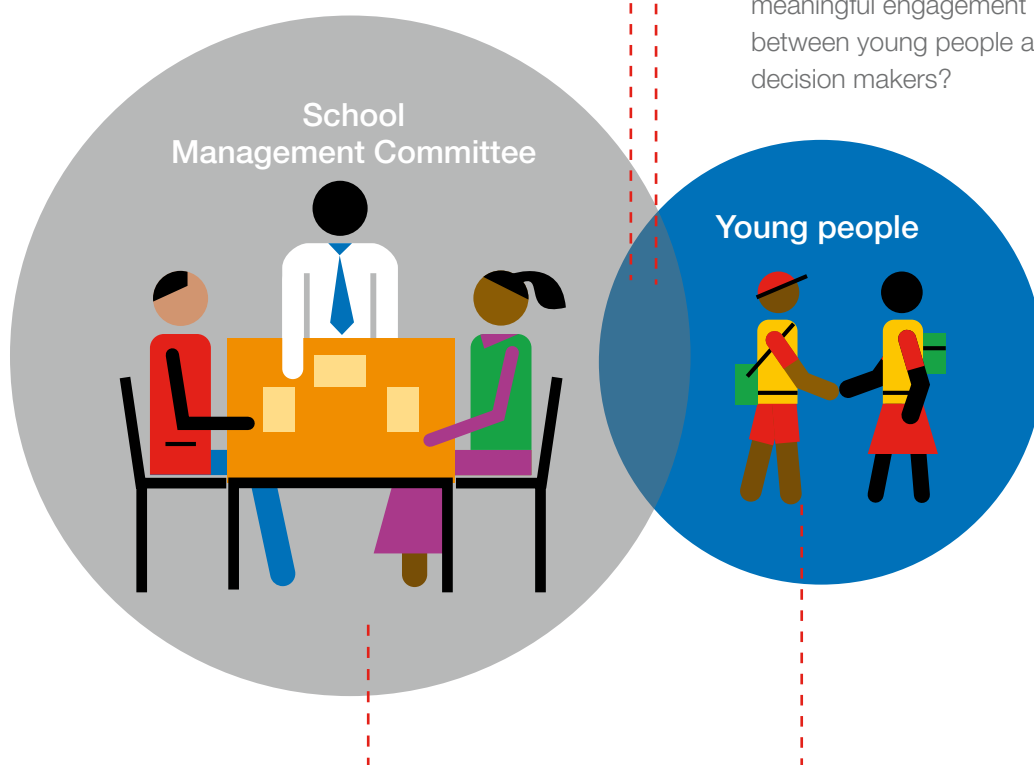
Voice

Q Who has more voice and decision-making power? – decision makers?

Q How much decision-making power and influence do young people have?

Q Is young people's participation tokenistic or are they genuinely listened to and their views taken seriously?

Q What needs to be done to increase the voice of children and young people in these spaces? (To make the circles of a more equal size?)

C. Questions for exploring the types of participation

Use the *governance learning framework* to explore the types of participation of children and young people in existing and potential new spaces and structures for interaction with decision makers.

(Refer to Section 2 of this 'learning guide' for more details on the concepts of 'participation').
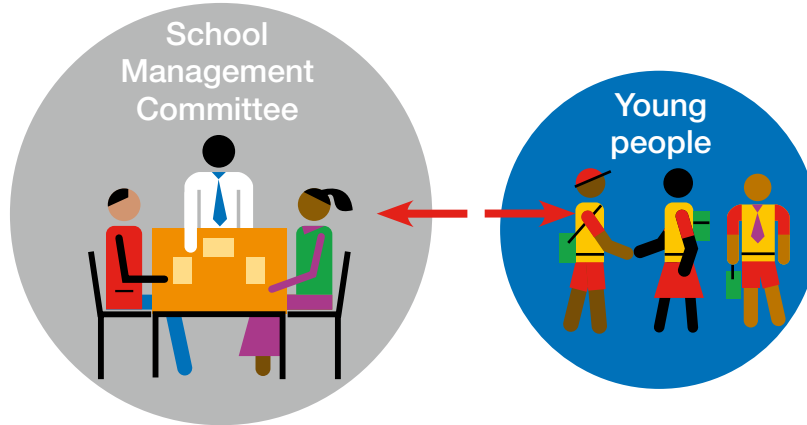
Access

Q To what extent do young people have access to the right spaces for them to engage effectively with decision makers?

Q Are there other spaces they need to access but which they are currently blocked from?
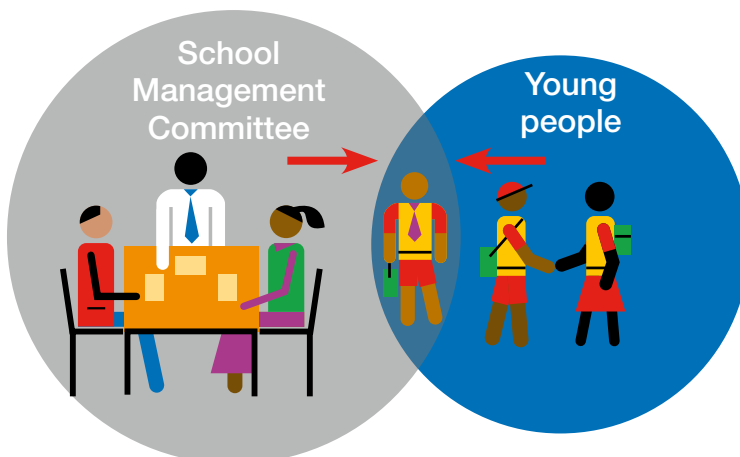
Presence
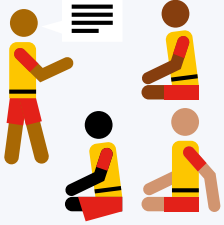
Q What kind of presence do young people have in the spaces they do have access to?

Q They may be present but are they allowed to participate in discussions?
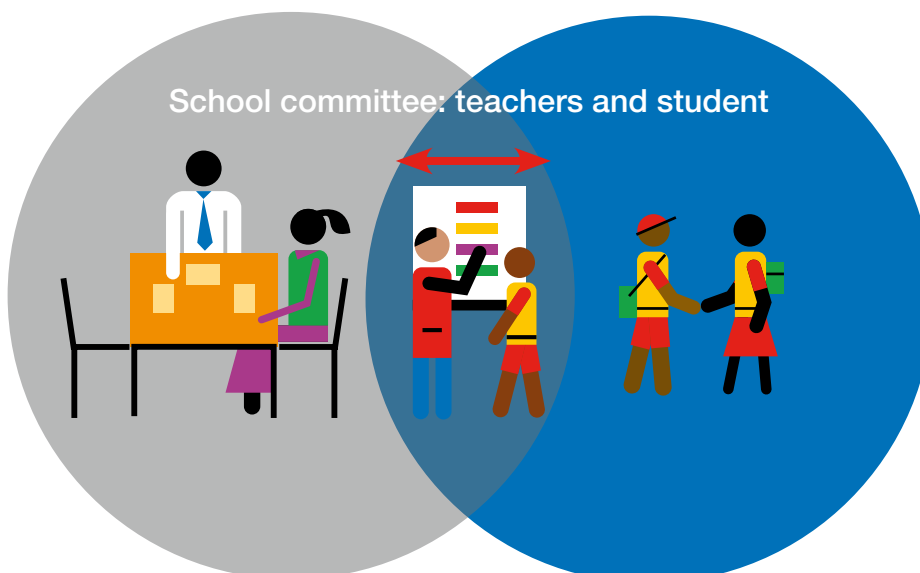
Influence

Q To what extent do young people meaningfully participate in decision making?

Q What kind of decisions do they participate in making?

Q How do we know their participation is not simply 'tokenistic'?

D. Questions for exploring power dynamics

Four types of power		
1. **Power over**		**Domination or control** **Q** To what extent (if any) is 'power over' children and young people being exerted in their interactions with decision makers?
2. **Power within**		**Self-worth** **Q** What sense of 'power within' and self-worth do young people have? **Q** Has their self-worth increased through awareness and knowledge of their rights?
3. **Power to**		**Individual ability to act** **Q** To what extent do young people have the 'power to' act to voice their concerns and needs and to participate in decision making? **Q** To what extent is their awareness (or lack of) their rights affecting their 'power to' act?
4. **Power with**		**Collective action, young people working together** **Q** To what extent do young people have the 'power with' to raise their collective voice, express their needs and opinions and exercise citizenship through working as networks and alliances? And to work through civil society organisations or youth organisations to promote realisation of their rights?

Checklist for discussions on potential entry points for change

Box 3.1 provides questions to consider when identifying possible entry points, projects and interventions, for bringing about change, as well as potential stakeholders, collaborators and networks. When considering potential entry points for a project/programme, we may also refer to Plan UK's governance programme 'Theory of Change' (see Section 4 of this 'learning guide').

Box 3.1 Questions to ask when considering potential entry points and projects for change: some examples.

1. **What is the governance challenge or problem? For example:**
    *   girls, boys and young people are unable to voice their concerns because of a lack of capacity and suitable space to meet with decision makers like school leadership
    *   service providers like local health clinics are not accountable for the services they provide
    *   children and young people do not participate in community planning using local governments.

2. **What are the governance priority issues that stakeholders want to see changes in? For example:**
    *   changes in accountability and responsiveness of service providers, e.g. developing mechanisms and tools to hold service providers to account
    *   changes in the quality of services like teacher attendance at schools
    *   changes in young women and men's participation in decision-making processes, from just having 'access' to genuinely 'influencing' the decisions made
    *   changes in interactions between young people and decision makers
    *   challenges to power dynamics, such as changing from 'power over' to 'power with' so that young people have increased confidence and can work together and with decision makers to improve the quality of services like education and health
    *   changes in context, such as policy, legislation, institutions, values.

3. **What are the interventions which would increase the likelihood of change happening? For example:**
    *   creating new spaces for interaction such as community forums and social accountability mechanisms that give voice and agency to young people
    *   building the capacity of young people to engage meaningfully with decision makers and other actors, to demand their rights and hold duty bearers to account
    *   building the capacity of decision makers to engage and take action to include young people in decision-making over services and resources.

4. **What current avenues, opportunities or entry points exist that can support change in accountability and responsiveness? For example:**
    *   existing platforms for interaction, such as a school committee
    *   favourable policy environment that gives legitimacy to young people's and civil society involvement in monitoring government services
    *   political will at local and national levels for change.

5. **Who are potential stakeholders and what are their roles? (for possible projects)?**

6. **What mechanisms (committees, panels, monthly forums, etc) for dialogue between civil society and government, and inclusion of civil society in decision making, are in place?**

7. **What are the barriers or constraints that may hold back change(s)?**

Situation analysis: real-life scenario from Nicaragua

In this part we share the experiences of a Plan sexual and reproductive health programme in bringing a governance perspective to their situation analysis. The information for this scenario was drawn from Plan documents and discussions with Plan UK staff.

About us and what we were trying to achieve

Project summary

This was a **sexual and reproductive health (SRH) project** facilitated by two Plan programme units in Nicaragua. The project took place over two years from 2008 to 2010. Our specific focus was on improving the delivery of health services for young people (ages 14–23) at local government health clinics. The services offered by these clinics include basic health care, first aid, ante-natal and post-natal support for women, neo-natal vaccination, treatment and health support.

Our work is set in the context of a health sector reform process that began in 1992. This entailed upgrading and decentralising primary health care to local municipalities. Management, planning, technical and logistical support was supposed to be provided by the regional health authorities (SILAIS) and the central government authorities (MINSA – the Ministry of Health).

Part of the reform involved recording all health information about one family on one sheet of paper, most of it done by hand. The lack of access to IT equipment and to the internet resulted in the health information neither being digitised nor sent to the Ministry of Health. This loss of key data meant that young people's health concerns could not be addressed or fed into policy processes.

Another challenge was that although many decision-making functions had been transferred to the regional level, little was decentralised to the local municipalities. Only 10 per cent of the regional health budget was allocated to health centres at a local level.

Why did we bring a governance perspective to our situation analysis?

We were aware of several issues facing young people: lack of access to SRH information and SRH rights, especially affecting girls; the prevalence of HIV and AIDS; no access to SRH services; lack of participation in decision-making spaces related to health provision; and discrimination towards young people by health workers. The question for us was:

'Why, in a country with the political will to address health issues like HIV, is HIV still so high among young people?'

From a governance perspective it was key to look at who was responsible for this situation, and this meant engaging with the state. It meant asking questions about why the space and conditions had not been created to enable young people to access health services. The issue is about understanding and changing the relationship between young people and government. Unless young people get involved in decision making during the design phase and implementation of services, services will not respond to their needs.

Raising questions around opportunities to participate in decision making meant we needed to take a governance approach. A governance approach enables you to **get to the root of how such situations arise and why**. The reasons are often linked to policy and political factors. A governance approach enables you to unpack relationships between actors and what happens in the spaces where people interact. A governance approach would enable us to know who we could best engage with. It would strengthen Plan's relationship with government and help us learn how to make our programmes **more sustainable**.

How we carried out our situation analysis

Process and key stages

This situation analysis was facilitated by the Plan programme units and involved three stages:

a. Secondary data collection by Plan teams on adolescent health (e.g. pregnancy rates, HIV prevalence). Secondary data was useful to highlight the issues to be addressed and define some of the project indicators and baseline.

b. Workshops with service providers (two days) – facilitated by Plan.

c. Workshop with young people (one day) – facilitated by Plan – 26 young people (13 boys and 13 girls) from 12 communities who had previously participated in a sexual and reproductive health programme piloted by Plan.

Most of the situation analysis was carried out in two workshops, the first with service providers, and the second with young people. Participants in the first workshop included health workers from local health clinics, the local municipal authorities, and members of the national and regional health authorities.

At the end of the situation analysis Plan facilitated a meeting with stakeholders to prioritise the key issues to be addressed and to design the project. Stakeholders included young people, members of the Ministries of Health and Education, municipalities, and parents and school teachers. The participants in the workshops were not asked to prepare any specific questions. Health workers were requested to bring to the workshop a copy of the national health policy and some samples of health sheets to frame some of the discussions.

Photo: Plan

Areas explored in the workshops

Each workshop covered seven main areas using similar tools. The emphasis was on participants exploring and analysing issues in groups and based on their experience (Table 3.1).

Table 3.1
Areas explored and main tools used in the Nicaragua situation analysis

Areas explored	Tools
1. **Mapping of rights situation**	Group work and plenary discussions
2. **Context** Political and policy frameworks Legal and administrative frameworks	Group work and plenary discussions
3. **Responsibilities and roles** of decision makers/duty bearers	Group work and plenary discussions
4. **Interactions** and relationships analysis	Analysis of the interactions using diagrams like the 'Plan Governance Learning Framework': the key actors and how they link to one another, existence of spaces for engaging with young people, power analysis and implementation of health reforms and policy
5. **Capacity gaps** of decision makers	Group work and plenary discussions
6. **Causes of the current situation** immediate, underlying and structural	Problem tree analysis
7. **Governance challenges and opportunities**	Group work and plenary discussions

Key questions explored in our situation analysis

Although each workshop followed the same structure, the questions explored by decision makers and young people differed. These are shown in Figures 3.5 and 3.6, using the governance learning framework as a guide.

Here we highlight those questions that we used to bring a specific **governance perspective** to our analysis.

Photo: Plan / Jenny Matthews

How young people in Puerto Morazan have linked with other institutions and private institutions to take forward their agenda.

Exploration of the interactions between key actors: regional health authorities (SILAIS), local municipalities, and civil society – including decision making, power dynamics, and political context.

Figure 3.5
Questions explored in the workshops: on the context

Decentralisation

Q What is the broader decentralisation framework? And the role of local government?

Q How is the health policy being implemented in the decentralisation process?

Q Which government bodies are responsible for the provision of health services? (Infrastructure, salaries, budgetary support, budget allocation)

Q Which budget is available for the provision of health services? What is this budget being allocated for?

Q What is the role of local government in provision of health services or child rights?

Q Which other ministries have a role in health services?

Political context and political agenda

Q Who is in power? Who are the relevant ministers (of health, education, etc)?

Q What is the political agenda of the country?

Q What is the present infrastructure, special services, new policies, employment? (This is important because Plan can identify opportunities for engagement at national and policy levels.)

Q Who are our champions? Do we know the individuals? Do we already have an existing and strong relationship? (This affects how well we can do advocacy later.)

Q When are the next elections at local and national level? (So that later we can lobby existing and prospective candidates, e.g. sign a youth agenda.)

4. Context

Governance Learning Framework

1. Children and young people

5. Interactions

3. Other actors

2. Decision makers Duty bearers

Poverty reduction strategy of government

Q Are young people specifically targeted? How?

Q What provision is there for engagement with young people (if at all)?
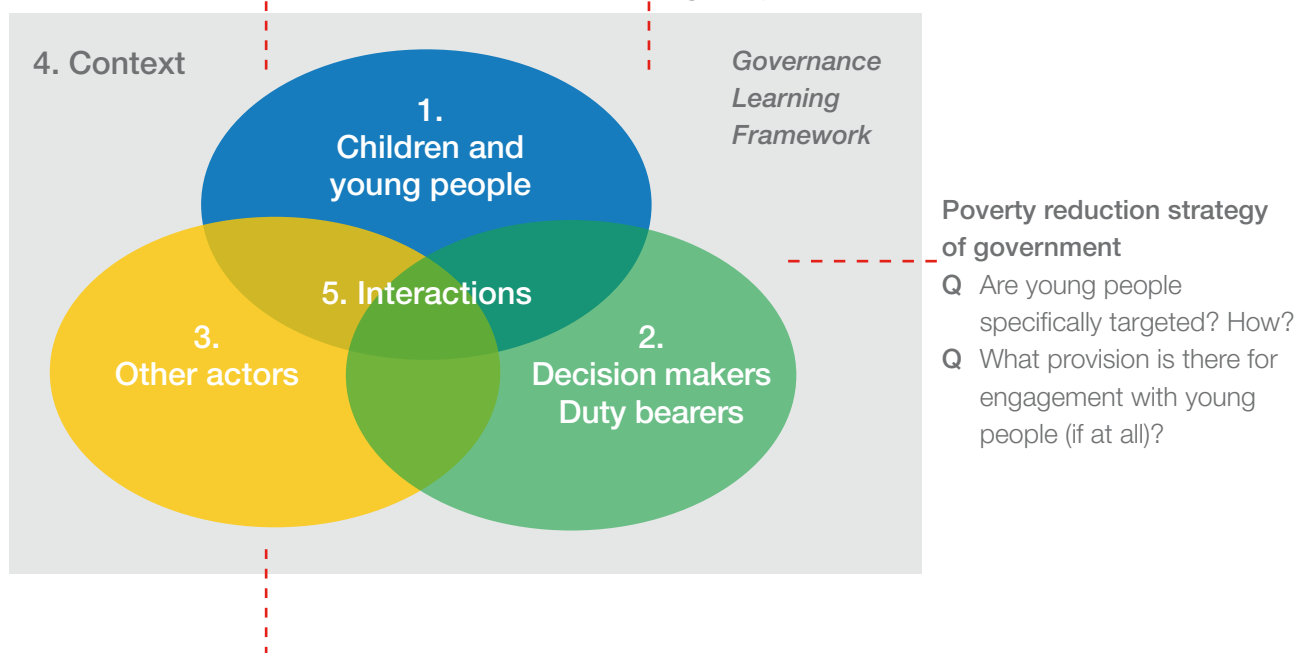
Legal and administrative frameworks

Policies/guidelines in place, child rights and relevant sectors – national, regional, local

Q What are the policies in place? To what extent do they include/reflect young people's development needs? Are children targeted?

Q To what extent has the policy been implemented? What has been the involvement of young people? Which budgets have been allocated to implement this policy?

Q What were the role and responsibilities of government institutions at different levels – who makes decisions about how policies are implemented?

Q What are the main challenges to policy implementation?

Figure 3.6

Governance questions explored in the workshops: on rights, awareness, interactions/relationships between actors

Q Who are the relevant actors?

Mapping the rights
Q Rates of HIV prevalence, teenage pregnancy, STIs, violence against girls and women (rights not being realised).
Q To what extent do young people come to the clinic? (and so access health services).

Awareness: young people
Q Did you know there is a health policy?
Q Do you know who is in charge of delivering this health policy?
Q   Do you know what you are entitled to?
Q What is your role and responsibility with regards to SRH?

Awareness: duty bearers
Q How aware are duty bearers and rights holders of the health policies in place? And to what extent do these include/reflect young people's development needs?

4. Context

Governance Learning Framework

Youth organisations

Parents

Local health clinics

Municipal authorities

Teachers

Young people (age 14–25)

Municipal authorities

Ministry of education

Plan

Ministry of Health

Q What are the **power dynamics** between ministers? (if you are doing advocacy you may have more success if you understand these dynamics).

Interactions between young people and health services
Q What is the nature of any spaces that do exist? How does the space function?
Q Do young people have access to decision-making spaces related to health service provision? Who is included and excluded?
Q What are the power dynamics? Consider types of power, extent to which young people have a voice when interacting with health workers.

Health professionals said their remit was to provide health services, so
Q What is the role of the municipality in supporting the health centre?
Q To what extent is there space and are there opportunities for health professionals to influence policy formation and policy implementation?

Interactions between young people and families, authorities, youth organisations

Governance challenges and opportunities identified by our situation analysis

The situation analysis provided a great deal of insight into what was happening at the local level. Taking a governance approach prompted us to focus on the 'interactions' especially between young people and health professionals, and on key political and policy aspects. Some of the governance challenges we identified in our situation analysis are shown in Figure 3.7.

Figure 3.7
Governance challenges and opportunities identified by our situation analysis

Young people's perspective: interaction between young people and medical staff at the clinics was minimal because:

- They were discriminated against, e.g. if asking for condoms or if they had an STI, nurses would ask them who they had slept with. There was often a lack of privacy, and nurses would ask them personal questions not related to heath. The nurses could sometimes be their neighbours
- Young people were reluctant to attend medical centres because they felt there was a lack of privacy and they didn't want their information to be recorded on the family sheet
- Government moving staff frequently meant that relationships between young people and medical staff couldn't be developed, so young people didn't go back to the clinic. This illustrates how a 'contextual' political issue affects interactions/relationships.

Health professionals' perspective: Interaction between young people and medical staff at the clinics was minimal because:

- Health staff did not know how to talk to young people about SRH
- Lack of physical space to meet. There was supposed to be an 'adolescent corner' in each clinic under the law, but few had one.

4. Context

Governance Learning Framework

Youth organisations · Parents · Local health clinics · Municipal authorities · Teachers · Young people (age 14–25) · Municipal authorities · Ministry of education · Plan · Ministry of Health
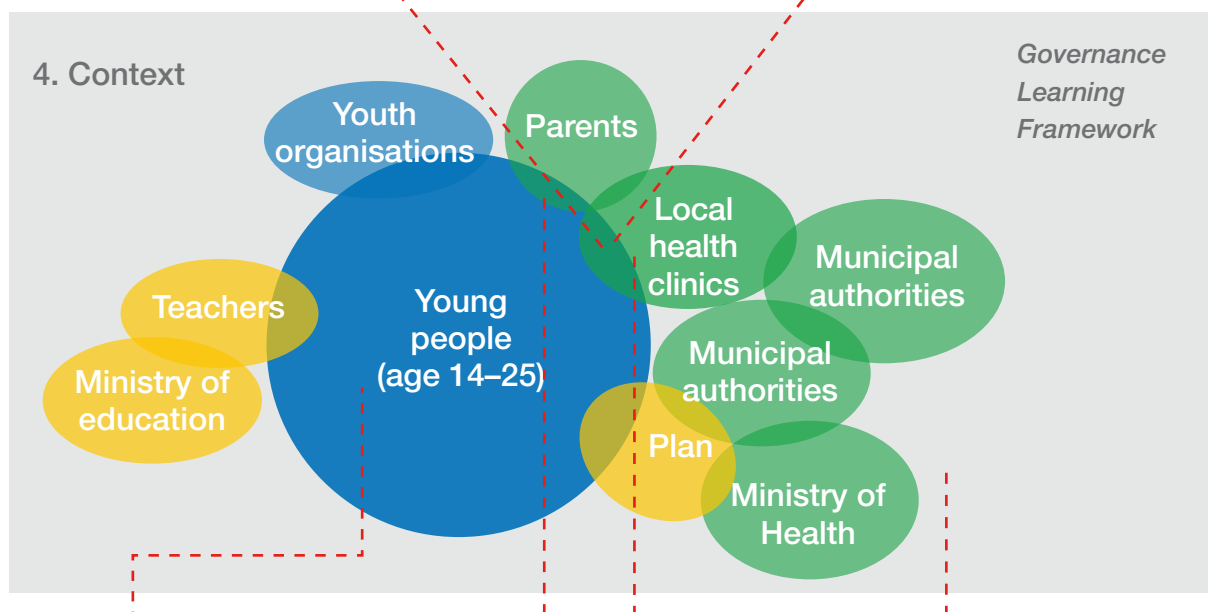
Capabilities: young people

- Not knowing what they were entitled to when they went to the clinic/hospital.
- Lack of knowledge of HIV and STIs.

Relationship with parents

- Young people said it is important for Plan to talk to their parents – otherwise they wouldn't be allowed to come to the workshops.

Capabilities: health staff

- Medical staff: lack of skills in talking to young people about SRH, because of training in medical school.
- Admin staff: lack of IT skills (for recording medical data).

Resources

- Lack of staff.
- Hospital staff turnover. Movement of staff by government.
- No electronic information system – lack of equipment and IT connection.

How we used the results of the situation analysis

Changes the project tried to bring about

It is important to note that Plan's was a facilitative role. The key changes the project aimed to bring about, by working in collaboration with young people, health clinics, government, parents and other actors included:

✓ **Improved confidentiality** through the piloting of a new adolescent health record sheet

✓ **Strengthened capacity**
  • of health workers, so that they can engage with young people, and training for nurses in confidentiality
  • in IT for all the personnel working in hospitals (secretaries etc) and support to the regional health authority.

✓ **Created spaces for interaction**
  • Revival of the 'adolescent corner' in clinics (led by young people). According to the law there are supposed to be 'adolescent corners' in each clinic, but very few have them
  • Revival of the communal youth club created a space for young people to engage in the youth commission and local municipality.

✓ **Improved engagement** between young people and decision makers
  • Local clinics and the regional health authority, parents and communities
  • Teachers and the Ministry of Education to provide sessions in schools on SRH (initiated by Plan Nicaragua – including some for parents as well).

Photo: Plan / Jenny Matthews

Changes and outcomes supported by our work

Examples of some changes brought about in the last two years[10] are shown below.
Figure 3.8 shows how Plan UK's governance programme 'Theory of Change'[11] is used here to understand what changes took place in key areas of governance and how these contributed to the improved well-being of young people.

Figure 3.8
Examples of changes arising during the project

- The youth promoters shared their knowledge with other young people
- Knowledge sharing went beyond what was planned. Youth promoters and young people have taken up a variety of initiatives themselves in schools, health centres, communities, and with vulnerable and excluded populations.

- Implementation of national health policy (decentralisation) has improved.

Plan UK's governance programme's 'Theory of Change'

Capacity change → **Citizenship change** → **Institutional and policy change** → **Policy implemention** → **Well-being change**

- 120 young people took the Community Diploma in SRH, Governance and Citizenship; and have replicated the modules they received to 1,232 young people in 12 municipalities.
- 148 teachers have led workshops on SRH for parents.
- The SILAIS workers have been trained in statistics.

- The Ministry of Health is now leading on the SRH workshops with adults.
- The Ministry has opened spaces for young people to participate e.g. workshops.
- Rehabilitation of adolescents corners in clinics, run by young people themselves.
- New spaces (e.g. the Municipal Youth Commissions) have opened and they are now being listened to.

Relationships – accessing health services
- Young people said their relationships with the authorities have improved.
- Interactions between young people and health workers improved: health workers were perceived as being kinder and more informed, and recognised the contribution provided by the youth promoters to raise awareness on SRH.
- Some evidence of increased attendance of mothers-to-be at clinics and reduced teenage pregnancy.

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10 Cavatore (2010).
11 This is a simplified version of Plan's governance programme's 'Theory of Change'. Refer to Section 4 of this 'learning guide' for more details.

'Power with' – action by young people
Unexpected outcomes of citizenship change
'In San Lucas two gangs from two communities were confronting each other. The young people organised a sport tournament between the two communities and regular football games to improve community cohesion between both. As a result of their actions, 80 young people out a group of 100 young people came out of the gangs and the conflicts between the remaining members are nearly non-existent.'

Young person, San Lucas

How did taking a governance perspective help realise these changes?

For us, the ways in which taking a governance perspective in our situation analysis contributed to the changes we now see include:

✓ **Understanding dynamics**
Because we understood the dynamics well (political, relationships between actors), we were able to get a lot done in a short time. For example, this understanding prompted young people to say during the situation analysis that they want to play a role in municipal and community development and not just learn about SRH – young people were already raising their voice. This is why it is important to remain open to what emerges from the situation analysis. The programme then adapted and included capacity building to help them engage in governance processes i.e. training in SWOT analysis[12] and public speaking.

Inclusion of young people in decision-making processes
'The activities we ended up doing went way beyond those originally identifed through the situation analysis. For example, the local municipality has formally recognised the youth groups and included young peple in youth committees. The municipality has also committed to including SRH in the municipal development plans.

'We believe this was because we understood the political, policy, and cultural issues affecting the dynamics of how actors related when it came to how the health clinics functioned.'

Maria Cavatore, Plan UK

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[12] A tool to assess different organisations' strengths, weaknesses, opportunities, and threats.

✓ **Participation – a right AND a means**

With a rights-based focus to a situation analysis the focus is on the right of young people to participate as an end in itself. The activities concentrate on raising their awareness of their rights and then lobbying government to realise these rights. With a governance approach we take this thinking further to understand how rights are realised or not. This prompted us to explore the interaction space between young people and government. We focused on the interaction both as a 'right to participate' and a means to an end, e.g. to access and influence service delivery. Governance prompts the question 'participation for what?' Participation is also about improved well-being.

✓ **Wider influences**

Sexual and reproductive health (SRH) was an entry point for promoting much wider influence of young people. Because they took a lead in SRH issues and activities, they were then able to engage outside their community and SRH issues. They gained a good reputation, and the strength to speak on youth commissions, municipal councils, and national and international forums on HIV.

✓ **Inclusion**

The inclusion of all the actors in the situation analysis from the start.

Power among actors

'Power analysis shows us what the power issues are among key actors. This helped us to understand how you can work in a 'top down' state, what room you have to manoeuvre, which actors you can work with to influence policy and delivery of services, and what spheres of influence you have.'

Maria Cavatore, Plan UK

Photo: Plan / Walter Calderon

Situation analysis: challenges, advice and lessons from our experiences in Nicaragua

Our challenges and how we dealt with them

Below (Box 3.2) are the key challenges encountered when carrying out our situation analysis and how we addressed them. We also give tips and advice for carrying out a situation analysis with a governance approach.

Box 3.2 Key challenges during our situation analysis and how we addressed them		
Aspect of the situation analysis	Challenges	How we dealt with these challenges, and tips
Workshop in general	In a country where power is concentrated in the hands of only one political party, information may be biased and government representatives may be reluctant to acknowledge some of the weaknesses of the system.	Remind people the situation analysis is apolitical, and we are trying to understand all the processes involved in service delivery. We work with all representatives from all political parties/or ethnic groups.
	Risk that the government and particular individuals feel challenged by the information from the situation analysis.	Diplomacy and explaining the purpose of the situation analysis. Conflict management. In our workshop we had directors and staff from the Ministry of Health. We organised activities in separate groups for controversial activities like power analysis. This also enabled the voices of different groups e.g. hospital directors and doctors/nurses. This also illustrates power dynamics among key actors.
	Risk that government would try to co-opt Plan to provide structural support for policy implementation.	Explaining Plan's role.
Mapping of rights situation of young people	Participants did not have computers so were unable to analyse data – so accurate statistics weren't available.	Plan realised the need to strengthen the health information system.
Analysing the interactions/ relationships between actors	Power analysis can raise tensions and might put young people at risk, e.g. of manipulation by adults for their own agendas.	When you involve young people in analysing power dynamics, facilitate sessions so that they are not exposed to manipulation, or aggressive reactions from adults.
	Working in SRH can be very sensitive, and the church is often powerful, e.g. regarding abortion: therapeutic abortion is illegal.	Be aware of sensitivities and legal implications of some topics and issues.

Lessons

Box 3.3 illustrates the most important lessons we would like to share from our experiences of bringing a governance perspective to our situation analysis in Nicaragua.

Box 3.3	Lessons from our situation analysis in Nicaragua
Process of the situation analysis	
Plan's role	Be clear from the start about what you see as the role of Plan; for example here it was to facilitate improved interactions between young people and decision makers, and not to provide infrastructure.
Many voices	Make sure you include people from different parts of the sector e.g. education, and different hierarchies in the sector. This means including regional as well as clinic-based staff; men and women; leaders and the marginalised; boys and girls.
Avoid the 'usual suspects'	Try not to invite the usual suspects because this can develop an elite group and so perpetuate power imbalances. The results of the situation analysis might also be based on a smaller range of voice and opinions.
Bring young people and decision makers together from the start	If it is possible and appropriate bring young people and decision makers together for the situation analysis from the start; or do two separate workshops for each, then bring them together. It depends on the context, power dynamics and sector.
Realistic range of contexts	Make your situation analysis as realistic as possible with the communities you are working with; be sure to cover different local contexts to understand differences between local situations.
Baseline	Keep all your material from the workshop because this forms the baseline for your project.
Content of the situation analysis	
Understand the politics	Understanding the local and national political processes as well as the formal and informal process and ideologies is critical to being able to engage effectively with health issues and services.
Sensitive issues – work with specialists	Violence against girls is a key issue but did not come out because of the way we did the workshop. To explore this issue would have required a different dynamic in the workshop, and would have needed specialised gender skills and workers from the child protection services. This is very important.
Explore policy with young people	Non-governance approaches to situation analysis don't explore young people's understanding of how policy is formed and implemented and the features that affect this. It is essential that young people understand this so that they can engage effectively and voice their concerns and needs with decision makers.

Reflections for your programme work

Situation analysis from a governance perspective

We have seen from the experience in Nicaragua one way in which a situation analysis can be designed and carried out from a governance perspective. We have also learnt how the results of the situation analysis were used by the team to identify key entry points for their programme work.

There were important lessons around the process and content of a situation analysis. We gained key insights into the importance of power and politics in the provision of health services for young people. But power was also an important aspect of the situation analysis process itself, which the team had to manage.

The questions below provide a guide for you to reflect on what you have learnt from the Nicaragua experience and what it might mean for your own programme work.

Reflect on the following questions for your context and programme work:

Analysis and asking questions

Q Why is it important to include a wide range of actors in a situation analysis?

Q Why is it important to unpack the spaces in which young people and decision makers meet, and the way they relate or interact with one another (e.g. young people and health workers at clinics)?

Q Why is it important to explore the context in detail (e.g. policy, politics, values and ideologies, other organisations' roles in service delivery)?

Power

Q The Nicaragua team were very aware of, and had to manage, power dynamics between various actors – what are the power dynamics in your context, and how would you manage this in your situation analysis?

Q The Nicaragua team said, on reflection, they would have workshops where young people and decision makers/service providers were included together (rather than separate workshops for each). What would be appropriate in your context, and why?

Applying lessons in your context

Q What were the key challenges faced by the team in Nicaragua? How do these compare with your context? How would you tackle such challenges?

Q What lessons from the Nicaragua experience of carrying out a situation analysis are relevant for your context?

School governance in Senegal

TOPICS IN SCENARIO 2

How will this scenario help you?
Purpose

Summary of the project

About us – Plan Senegal's governance programme

Learning outcomes

School governance in Senegal
Key issues and what we were trying to achive

Strengthening school governance structures
Our approach

Changes as a result of strengthening school governance structures

Outcomes for young people and their school environment

School Councils: lessons based on our experiences in Senegal

Reflections for your programme work

How will this scenario help you?

Improving accountability and participation in the governance of education can make a real difference to the quality of education – but often programme staff are unsure how to integrate a governance perspective into their education programmes.

Taking a governance approach in the education sector is not difficult – it just involves asking the right questions, strengthening linkages between different actors and supporting young people to be at the centre of key decision-making processes in relation to their education. This scenario describes how these linkages can be stimulated and how accountability can be strengthened.

Purpose

The purpose of scenario 2 is to explore three areas:
- how to improve school governance by strengthening the participation of students in decision-making spaces within the school
- how to strengthen relationships between key stakeholders within and outside the school
- how strengthening school governance can lead to greater influence on community decision making.

Further reference materials and toolkits related to school governance and the involvement of young people in the governance of services can be found in the resources section (Section 5) of this 'learning guide'.

Summary of the project

Scenario 2 draws on the experience of 'Liggèèyal Sa Bopp' ('Working for oneself'), a school governance project in Senegal. The core focus of this project was to build on Plan's School Improvement Programme (SIP) by integrating a governance approach.

The project aimed to strengthen the participation of children in the management of their school and encourage more accountability and responsiveness from the education sector. In doing so, Liggèèyal Sa Bopp sought to improve the school environment and the students' well-being and school performance.

The SIP started in 2007. The overall aim of the SIP was to contribute to universal access to quality education through improving infrastructure, training teachers and strengthening school governance. This involved strengthening the functioning of Student Management Committees (SMCs), Parent Teacher Associations (PTAs) and Student Councils. The Liggèèyal Sa Bopp project started in 2009 and was framed within the national education policy that stipulates that all schools should have a SMC.

Various school governance structures

1) School Management Committee
The SMCs are usually made up of the head of the school, teachers, members of Parent Teacher Associations, local government representative and pupils. The SMC is responsible for school planning and management and for implementation of school projects.

2) Student Council

Student Councils were created through this project as a space exclusively for young people. In some of the schools, this structure already existed. The councils enable students to meet, review school plans, share ideas, and develop new initiatives for their schools.

Each Student Council is led by an Executive Bureau of three girls and three boys, who are elected by class representatives in the school. The student council includes several committees with specific responsibilities such as health, school environment, hygiene and sanitation, sport and culture.

Some members of the Student Councils are also members of the School Management Committee to ensure that the voices of the children are represented and their demands are raised and discussed.

3) Parent Teacher Association

The Parent Teacher Associations have a key funding role. They provide resources raised in the community. They also raise awareness about students' issues and the importance of education among the community. A member of the PTA also sits on the SMC.

About us – Plan Senegal's governance programme

Plan Senegal's school governance work aims to improve the participation of children and young people in the governance of education, as well as in monitoring child protection and the quality of education. The objectives of Plan's governance programme in Senegal were:

1. To create a favourable school environment which allows children to engage in decision-making processes in relation to the management and monitoring of education services
2. To support duty bearers to establish policies and mechanisms to encourage child participation in education and to protect them against violence
3. To increase the participation of young people in the process of planning, monitoring and evaluating the delivery of education resources and services.

Learning outcomes

The learning outcomes for scenario #2 are listed below.

To support your learning from this scenario you are invited to reflect on the following:

- ways of improving school governance through strengthening democratic and representative decision-making spaces
- the changes and outcomes for young people (the extent to which young people realise their rights and improve their well-being)
- the extent to which the governance of schools had an impact in terms of voice, capacity, accountability, responsiveness, and participation not only in school but also in rural communities.

School governance in Senegal
Key issues and what we were trying to achieve

Background

The right to access education for all girls and boys was guaranteed by the Senegalese constitution in 2001. In 2004, new legislation came into force obligating the state to provide free education mandatory for all children aged 6 to 16. So, parents are required to send their children to school until they are 16. Since 2002, the national education policy mandated that all schools form School Management Committees (SMC). Each SMC should be composed of the head teacher, teachers, parents, pupils and representatives from local associations.

The District Education Inspectorate (IDEN) sits at the regional level and its role is to monitor the education system and the quality of teaching, ensuring the implementation of education policies and the official academic programme. Decisions in relation to the allocation of resources for the education system are predominantly centralised, however Rural Councils (made up of community members) have the responsibility to cover school bills and minor maintenance. Budget restrictions mean most Rural Councils find it hard to fulfil their responsibility.

Issues

In Senegal 86 per cent of school-age children have access to primary education and the completion rate for the end of primary is 60 per cent for boys and 57 per cent for girls.[1] In Senegal, coming from a rural home more than halves the probability of school completion.[2]

Despite the legal requirement for each school to have an SMC, SMCs do not always function effectively and often do not include children. The power of school management often lies with the head teacher. In these circumstances, children, especially girls, can find it difficult to voice their concerns and demands within schools.

The lack of participation affects accountability mechanisms in schools and at local levels. Neither teachers nor local government representatives are being held to account for the provision of education services. As school projects and investments are often decided without consulting children, they often do not respond to their needs, even less to the needs of girls.

As a result of the issues mentioned above, child attendance in primary school remained low and the drop-out rate high, with even higher numbers for girls. Schools were often mismanaged and did not represent a favourable learning environment for the students or teachers. As a result the quality of teaching was poor, rates of teacher absenteeism were high and students' performance was low.

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[1] UNESCO Global Monitoring Report 2011.
[2] UNESCO (2011).

Strengthening school governance structures
Our approach

The primary aim of the Liggèèyal Sa Bopp project was to improve the quality of education through holding service providers and local government accountable for education. We believed that to do so it was necessary to strengthen decision-making spaces, ensuring that they included children and that these different spaces interacted with each other.

The main activities of the project included:
- building the capacity of students to actively engage in the management of education resources and services
- building the capacity of adult stakeholders (teachers, community members) to improve the school environment
- supporting the interaction between all children and decision makers.

Addressing the issues of limited participation of young people
'Prior to setting up the Student Councils, pupil participation [in school governance] was purely symbolic because the children had no real means of playing an active part.'
Plan Senegal, 2011 b

Photo: Plan

Local government involvement in school management

Local government representation in school governance structures
According to the national policy, at least one member of the local government should be represented in the SMC so one representative of the Rural Council was also invited to be part of the SMC. The Rural Council has the responsibility to cover the bills and to fund small maintenance activities for the school. They also have the power and ability – if the political will is there – to allocate resources for teachers' salaries or student grants.

Project Action Groups

In addition to formal community decision-making structures, some of the villages where Plan's sponsorship programme is taking place also had Project Action Groups. These groups were created as a result of Plan's intention to devolve the management of part of the organisation's sponsorship funds to community groups. Part of the funding for school improvement activities initially came from Plan through these groups.

The Project Action Groups aimed to support bodies like the School Management Committees (and hence support school governance) through:
- the participation of school teachers, students and parents in the management of funds provided through SIPs
- promoting transparency and accountability of funds for school infrastructure development
- enhancing the participation and a sense of responsibility among the community for school development.

These groups included elected officials, local organisations, traditional authorities, and representatives of groups in the community such as women and children. They were separate from other community-management groups, like the Rural Councils.[3] The aim behind them was to create a space where community members could be trained in resource management skills and democratic decision making. The skills community members acquired through participation in these spaces should then be applied when its members took up leadership positions in the Rural Council.

Strengthening the capacity of the Inspectorate Department to monitor education quality

The District Education Inspectorate (IDEN) sits at the regional level and its role is to monitor the education system and the quality of teaching, ensuring the implementation of education policies.

Plan's governance programme also worked closely with the IDEN representatives to ensure they fulfilled their responsibility in monitoring the quality of the schools. Beyond the objective of holding the IDEN to account, it was very important for them to witness the impact of school governance on the quality of education, and the behavioural changes of students and teachers. The IDEN and Plan jointly developed a School Quality Index to monitor student performances (in mathematics and French) and to see whether they could establish a link between improved school governance and education performance.

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[3] 'Rural Councils' are responsible for developing annual community development plans to enable communities to access local government funds.

Figure 3.9
School governance spaces and the linkages between them

Representative school management space
- Participatory management of school management (main stakeholders involved)
- Transparent and accountable space
- Skills in planning, monitoring, financial management acquired.

Improved relationship with teachers and students
- Key role in education awareness within the community.

Attitude towards young people
- Respectful of children's rights and opinions
- Inviting young people to participate
- Recognising the value of young people's participation.

Parent Teacher Association

SMC

Student Council

Rural Council

Project Action Group

Space for students' participation in school management
- Management of school and school activities decided upon by the student councils
- Inclusion and participation of girls
- Students influencing decision making
- Knowledge about rights and governance acquired
- Skills in planning, monitoring, financial management acquired.

Participation of young people in community planning and budget allocation
- Meaningful participation of young people
- Young people influencing decision making
- Power dynamics: 'power to' act, for young people
- Students' councils and their actions provided mechanisms that enabled young people to gain confidence and skills and engage with community development.

Accountability and transparency enhanced
- Participatory planning, budgeting, and monitoring of the rural Council's plans and budget.

Transparent and well-managed allocation of community funds
- Skills acquired in planning, monitoring and resource management
- Transparent and accountable space.

Building capacity

One of the key approaches adopted to strengthen school governance was to build the capacity of various actors, including young people. This was done through the provision of different types of training, shown below.

Actors	Training provided
Student Councils	Child rights, leadership, civic education, governance, resource management, planning and monitoring, peaceful conflict management. Hygiene and sanitation – first aid, maintaining the school environment – planting and maintaining trees and gardens, cleaning school grounds and incinerating waste. Sport and leisure – organising school sporting activities, primary football and managing the reading corner (library).
School Management Committee	Planning school projects, children's rights and governance, and infrastructure maintenance.
Teachers	Active learning methods, child rights, governance, listening to/counselling children. First aid, sanitation and hygiene, gardening, and cleaning/incineration.

Photo: Plan

Changes as a result of strengthening school governance structures

The following changes and outcomes of the work are based on the experiences of schools in the St Louis and Lougas regions.[4, 5]

Capacity and citizenship strengthened

- **Skills in planning and management** improved for the SMC and Student Councils. They were both able to use funds effectively for school improvement
- **Improved life skills of young people:** communication skills, knowledge of child rights, budgeting and planning skills, and knowledge of citizenship rights and responsibilities
- Enhanced **skills of teachers** to listen to and engage with children and young people improved their relationships and increased the support teachers could give young people in managing tasks
- **Young people's sense of civic responsibility** increased, for example planting trees in public spaces
- Increased levels of individual **self-confidence**, especially for young people, to work together to improve their school environment. This is an example of 'power within'.

School environment and learning

Improvements included a **cleaner environment, better hygiene, use of first aid kits** and **greener spaces** with trees and more **child-led school extra-curricular activities**. Activities leading to these improvements were coordinated by the students committees (brigades); they included: ensuring equality between boys and girls within the school management structure, publishing and advocating for the 'rights of the child' in schools and community, passing on their life skills to their parents and community, managing school buildings and equipment to avoid damage, planting trees, cleaning school yards, creation of libraries and sports facilities, and the decoration of walls.

The development of better libraries, creation of computer rooms, and a more peaceful and less violent environment in schools all contributed to an improved learning environment. Through some activities related to Plan's international 'Learn Without Fear' campaign, students learnt to promote peaceful conflict resolution in schools and to decrease the level of student and teacher violence. For example, one of the Student Councils voted for the abolishment of corporal punishment in school.

A greener environment
'Prior to the project, the school was described as a desert but is now greener thanks to tree-planting. The school environment is cleaner, thanks to the work of the sanitation brigade, who collect and incinerate waste. Outside the school, litter and rubbish appear to be dumped without regard. Some pupils are now writing blogs on the environment, combining their new IT skills with new concern for the environment.'

Plan Senegal, 2009

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[4] Plan Senegal (2010).
[5] Plan Senegal (2009).

School governance

Participation in decision-making structures at school level
- The young people in the Student Councils participated in the planning of school development activities. They led on school situational analysis and on the selection of school projects to be implemented annually. Once the projects were selected, they took part in the supervision and follow-up of each activity.

How the Student Council does its planning

Young people from one Student Council explained how they develop their plans: 'The planning work always begins with a diagnostic analysis of the child rights situation in the different regions.

Once the different needs and challenges have been identified, we proceed to set out an order of priorities, and, if necessary, hold a vote.'[6]

The plans include a list of the problems identified, recommended solutions, monitoring and evaluation indicators, budget, and key stakeholders involved.

Plans were usually related to the management of the school or for putting forward students' priorities to the Rural Council in order to access government resources for school development.

Interactions, relationships, and links
- The most important changes were the improved interactions and relationships between key actors, especially between young people, teachers and school principals, and with the community
- More relaxed, friendly and respectful relationships between teachers and students
- Improved relationships between students through sporting and cultural events, leading to reduced violence for example
- Links were established between Project Action Groups and the School Management Committees. This enabled more effective use of funds for school improvement because the School Management Committees had insights into what was needed, and the Project Action Groups had skills in planning and managing funds.

Accountability and transparency
- Accountability and transparency of school development processes improved. This is due to the fact that the SMCs and Project Action Groups to ensure plans and expenditures for infrastructure were monitored
- Through the SMC and the Student Councils, the children as well as the teachers were holding the Project Action Groups to account. This is also an example of 'transparency' because the young people acquired knowledge about what funds were available and how they were spent.

National policies implemented
- Some of the policies and recommendations from National Education Policy are now being implemented through this project. In addition, the piloting of the School Quality Index within a governance programme demonstrates how it could be integrated into national policies in the future.

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6 Young people of Kele Gueye and Niomre (2011).

Outcomes for young people and their school environment

Examples of some specific changes in schools that stakeholders (Plan, IDEN representatives and teachers) linked to the improved school governance.

Young people
- Protection of the rights of children and young people and increased awareness among parents of child rights and the need to enrol their children in primary education
- The young people developed a greater sense of autonomy; felt they were freer and more able to act on their own initiative. Examples of activities initiated by children themselves include the independent organisation of a fundraising school fete, the building of water fountains and lobbying for the creation of libraries and computer rooms
- Reinforced idea of citizenship – e.g. less vandalism of school property, greater involvement of children in maintaining public property, and more engagement by communities with school.

A word of support from teachers
'A minority of teachers who were previously stubbornly resistant to the creation of the Schools Councils say they are now convinced of their positive nature. This is because of the changes they have seen in the pupils' attitudes, notably respect, self-esteem, the sense of responsibility and love of a job well done.'

Plan Senegal, 2011 b

Schools
- Increased gender equality: increased participation of girls in decision making at school and in their community
- Improved learning outcomes: the schools reported that they believe the improvement in learning outcomes (particularly in mathematics) during the period of the school governance programme was associated with the introduction of the Student Councils and associated training in participatory budgeting and management.[7] The pass rate of the Certificate for End of Elementary Studies in these schools increased from 54 per cent in 2008 to 73 per cent in 2010 (Louga IDEN & Plan Senegal, 2011)
- Improvements in school attendance and enhanced reputation of the schools. For example, teachers and head teachers from four schools reported that the school environment, particularly maintenance of school buildings and public spaces, improved as result of the increased role of Student Councils in school governance. Schools that participated in the governance programme reported that parents were keen to send their children to schools with Student Councils, based on their perception that the performance of these schools and student absenteeism have improved as a result of the School Councils.

Community level
- Impact at community level: child participation widened to reach community management, young people are now participating in the 'Planning of Annual Investment Programmes' workshops at community level.

Respected by their communities
'The pupils are treated with great consideration by the adults, notably the community leaders and opinion formers … the local neighbourhood associations now actively seek their involvement to help manage and preserve public buildings and equipment'.

Plan Senegal, 2011 b

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[7] Plan Senegal, 2011 b.

From the school to the community: participating in community planning

The School Councils enabled young people to participate in structures like the Rural Councils. Each year the Rural Council developed their annual plans for accessing local government funds. This is an example of children 'raising voice' and expressing their concerns and development priorities. It is also an example of how a 'space' has been created for them to participate in community decision making.

Plans developed by the Student Councils were presented to the Rural Councils for consideration in the community planning process. This involved negotiation between young people and adults on their respective priorities in relation to what should be included in the Community Investment Plan. The Student Councils also met regularly with School Management Committees to discuss the council's action plans.
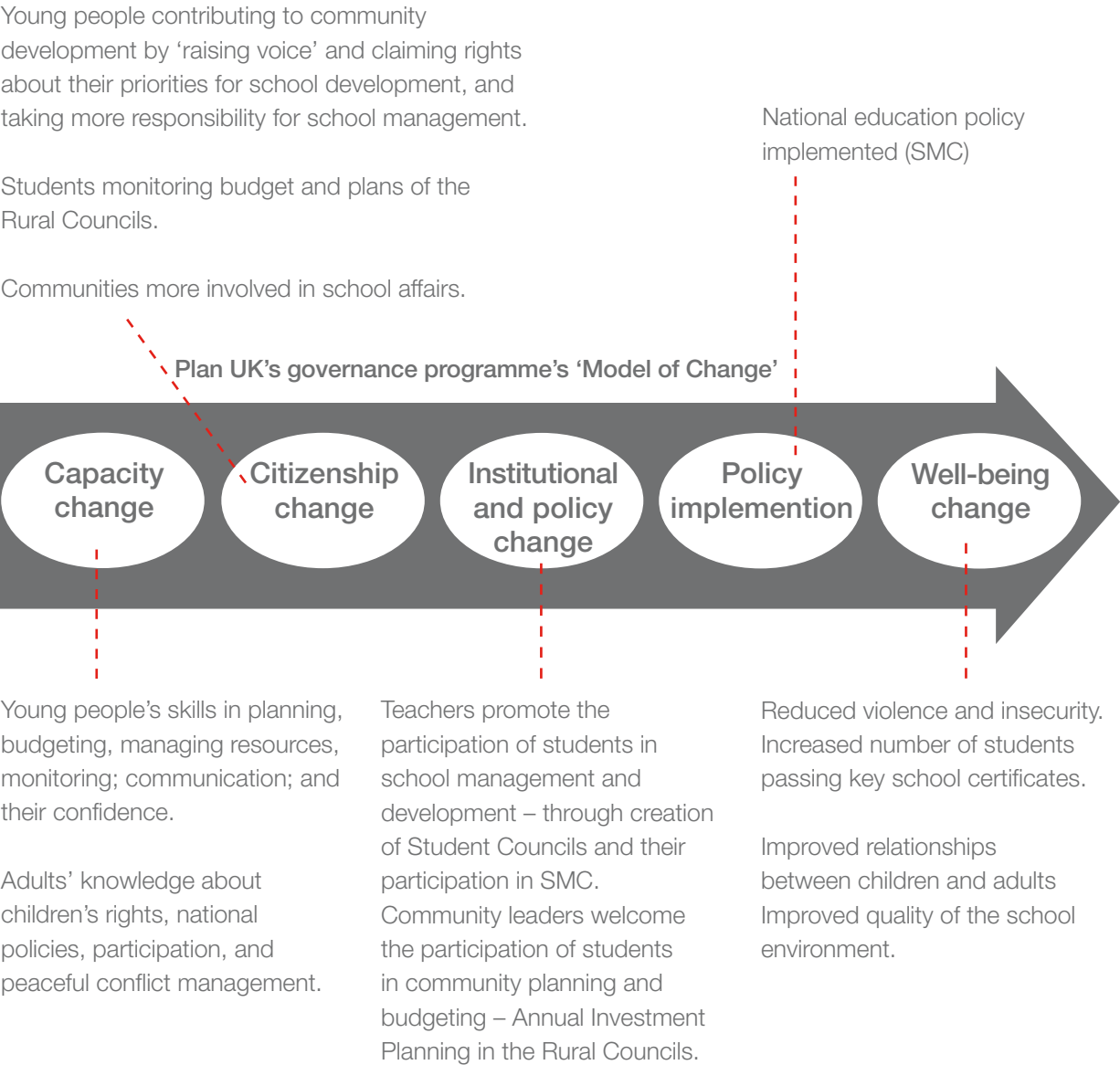
Figure 3.10
Key challenges and issues

Challenges	Tips and advice
Predominance of an adult-centric culture	Changes take time, it is important to share information about children's rights and build the capacity of children. Plan should act as a facilitator between teachers, parents and children. Once children are more empowered, they will manage to gain 'presence' and 'influence' in decision-making spaces.
Conflict between stakeholders	Always map and analyse the grievances of stakeholders in relation to the education sector, understand the potential and limitations of each to bring about changes, and facilitate increased communication and peaceful conflict resolution between groups.
Lack of awareness of national policies	Make sure that national and local policies related to the education sector are translated into user-friendly versions and are made available to all the teachers, parents and pupils. Translating them into diagrams or pictures is a good starting point. People should also be aware of what complaint mechanisms exist when policies are not implemented.
Lack of monitoring capacity	Understanding the issues a government inspection department faces in complying with their roles and responsibility in government is key. These departments are often under-resourced and so do not have the capacity to visit schools as often as they should.
Meaningful participation of girls	Girls' participation may not be meaningful. It is important to select monitoring 'champions' who can follow and assess the quality of girls' participation.
Including out-of-school children	Most of the children involved in this project were in school. However, it is important to make sure that out-of-school children are also encouraged to attend capacity-building workshops and invited to participate in decision-making spaces.
Scaling up to additional accountability mechanisms	To address some of the root causes of the issues affecting education, it is necessary to scale up accountability initiatives such as budget expenditure tracking to be able to track financial allocation for books or school infrastructure.
The Project Action Group and Plan's resource allocation	The presence of the Project Action Groups and the accessibility of Plan's funds have facilitated the process of participatory budgeting. Had the resources for school projects not been available from Plan, it would have taken longer to access the funds from the Rural Councils.

Figure 3.11
Examples of changes arising during the project: in relation to Plan UK's Governance programme's 'Theory of Change'[8]

Young people contributing to community development by 'raising voice' and claiming rights about their priorities for school development, and taking more responsibility for school management.

Students monitoring budget and plans of the Rural Councils.

Communities more involved in school affairs.

National education policy implemented (SMC)

Plan UK's governance programme's 'Model of Change'

Capacity change

Citizenship change

Institutional and policy change

Policy implemention

Well-being change

Young people's skills in planning, budgeting, managing resources, monitoring; communication; and their confidence.

Adults' knowledge about children's rights, national policies, participation, and peaceful conflict management.

Teachers promote the participation of students in school management and development – through creation of Student Councils and their participation in SMC. Community leaders welcome the participation of students in community planning and budgeting – Annual Investment Planning in the Rural Councils.

Reduced violence and insecurity. Increased number of students passing key school certificates.

Improved relationships between children and adults Improved quality of the school environment.

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8 This is a simplified version of Plan UK's governance programme's 'Theory of Change'. Details can be found in Section 4 of this 'learning guide'.

School Councils: lessons based on our experiences in Senegal

What enabled these changes to happen?

Key features that enabled change, as expressed by young people in the project.

✓ **Creation of 'Liggèèyal Sa Bopp'**
Through this new governance project, the students realised their right to participate in planning, management and decision making [with funding and technical support from Plan].

✓ **Strengthening existing structures or supporting the creation of structures that should be in place** using national policies.

✓ **Support from 'champions' – the teachers:** the 'champion teachers' are the ones who valued children's participation and saw the potential of involving children in decision making. These champions have pushed for this approach to be implemented in their school and communities.

✓ **Involving key stakeholders within and outside the school:** mothers associations/PTAs are very strong allies.

✓ **Teachers were open and willing to help the children** become more involved in the running of the school. The teachers trained the children in facilitation and planning skills.

✓ **Success in changing the way parents and school decision makers perceive young people and how young people view themselves.**
Especially the willingness and abilities of children and young people to bring about change.

✓ **Training of children and young people in planning techniques.**

✓ Building the capabilities of children and young people in diverse activities such as planning priorities, managing goods and services, knowing how to conduct a meeting and follow up decisions.

> '**Because of the co-existence with young citizens in decision-making spaces, duty bearers are now more concerned about being credible, and managing community development activities in a more transparent way. They are more respectful about administrative and financial procedures. We have seen this change of behaviour with the Project Action Group.**'
> Young people of Kele Gueye and Niomre, 2010

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3.2

Important insights: governance and outcomes for school improvement and young people

A key lesson emerging from this experience was the importance of the participation of young people in the decision-making processes of school governance. This included decisions relating to the management of the schools, and young people being able to take action themselves.

Another key lesson was the importance of links and interactions in school governance between actors, especially between students and teachers, as well as between schools and community groups. Throughout this project, linkages were successfully created between students, Student Councils, School Management Committees and Rural Councils.

Reflections for your programme work

Below are questions for you to reflect on in relation to school governance in your situation.

Reflections for taking school governance work forward

Reflecting on school governance structures

Q   What issues and challenges do schools face? Do you think that a governance approach can address these issues?

Q   Reflect on the school governance structures which already exist in your context: are they active? Are they truly representative? What are their responsibilities? Do they have the capacity to fulfil their responsibilities? Who are they accountable to? Do they exercise their oversight role?

Q   What are the policies in place which support the participation of girls, boys and young people in Student Councils, School Management Committee or other committees? Are these policies being effectively implemented? What are the opportunities for you to strengthen school governance?

Strengthening young people's interaction

Q   What are the skills and capacities necessary for girls and boys and adults to be effective and efficient members of school governance structures?

Q   If students, teachers and school directors were to meet in the same structure for school management, what factors would need to be considered?

Engaging at district and community level

Q   Are any local government representatives represented in school governance structures? Does your SMC link up with the district education department?

Q   What are the responsibilities of local governments in the provision of education services? Are their local education plans and budgets available for the community and schools to scrutinise?

Q   How can local communities participate constructively in school governance?

Reflecting on your context

Q   How might you draw on the experiences in Senegal for improving the participation of young people in school governance in your context?

3.3 Real-life scenario 3

Social accountability and community scorecards in Malawi

TOPICS IN SCENARIO 3

How will this scenario help you?

Often communities and young people know there are problems in the delivery of services but they have no opportunity to speak up about their concerns. This scenario is designed to help you understand how you can support young people and their communities to feed back their concerns about the quality of services.

Often programme staff are naturally concerned that monitoring service delivery can be confrontational or difficult to do in practice – this scenario explains in a practical way how scorecards can be used to assess local services and offers some top tips for avoiding tensions when supporting communities to adopt this approach.

Purpose

The purpose of this scenario is to illustrate how **social accountability** is being applied in Malawi using an approach called **'community scorecards'**.

We explore how this social accountability approach improved aspects of governance related to the delivery of services. In this scenario, communities, community-based organisations (CBOs) and government were working to improve the **responsiveness** of service providers to community perceptions of service delivery. The purpose was to to **assess the performance of services** provided by government, in terms of their quality, efficiency and transparency and to support young people and their communities to **participate** in the **monitoring, planning and assessment of local services**.

The information for the scenario was drawn from Plan documents and discussions with Jephter Mwanza, of Plan Malawi. Further reference materials relating to young people holding duty bearers to account can be found in Section 5 of this 'learning guide'.

Summary of the project

Malawi has been engaged in a decentralisation process since the mid 1990s. The policy framework in place enables civil society to take an active role in monitoring the delivery of local government services. Plan is supporting this process through the creation of collaborative spaces that enable communities to engage in dialogue and provide feedback to service providers. This scenario is based on the Community-Based Monitoring Project, where the 'community scorecard' approach was used.

About us

Plan Malawi is working in a consortium with ActionAid and the Council for Non-Governmental Organisations in Malawi (CONGOMA) and the Ministry of Economic Planning and Development. The project was funded by DFID and Plan UK.

Learning outcomes

To support your learning from this scenario you are invited to reflect on the following.

- What social accountability means
- The key stages for using the community scorecard approach
- Key challenges to be aware of when using the community scorecard and how to overcome them
- How to use the community scorecard with non-literate people
- How to facilitate the engagement of young people in the community scorecard process
- Managing potential conflicts between decision makers/service providers, and rights holders and young people
- The ways in which Plan Malawi and their partner organisations facilitated and created an enabling environment
- How you might develop community-based monitoring using community scorecards in your situation.

Photo: Plan

Social accountability
Concepts and processes

This part provides a brief overview of key concepts of social accountability processes. This builds on the discussion in Section 2 of this 'learning guide'.

Social accountability mechanisms

Social accountability relates to mechanisms and approaches that are used by communities, groups and citizens to make governments and service providers answerable and responsive in terms of their responsibilities and commitments. In Plan's governance work, social accountability refers to processes in which citizens monitor and appraise the quality of services and participate in decision-making processes about service delivery.

There are five broad stages to social accountability work.

1. **Preparing community and civil society groups to engage.**	Raising awareness, providing relevant information, building the capacity for engagement, and building networks and coalitions
2. **Building awareness and capacity of government and service providers**	Prepare government and service providers to receive scrutiny and feedback from citizens and build their capacity to respond to their concerns
3. **Collecting, analysing and using information**	Research, analysis of government plans, policies, budgets, and disseminating information
4. **Using accountability instruments with governments/ service providers**	Using accountability instruments, e.g. participatory planning, budget analysis, and scorecards and social audits with community and district officials and service providers
5. **Using information gathered to conduct advocacy with governments.**	Advocacy and lobbying district and national governments so that they deliver on their commitments and quality and accessible services are provided. Often some issues cannot be addressed at the local level and advocacy at national level is required to support evidence gathered in the community.

Community scorecards in Malawi

Governance challenges and what we were trying to achieve

Governance challenges and opportunities

For us a key challenge was that many people did not fully understand the structure of government and how it functions both at local assembly and national levels.[1] Consequently:

- citizens did not demand accountability from government and international institutions, and
- there was limited citizen participation in the national budget processes, policy formulation, implementation, management and monitoring of development programmes.

A key governance challenge facing communities was their lack of capacity and voice to hold service providers to account for the quality of services, such as schools and health clinics. An associated challenge was the limited communication and engagement between the citizens and local government on development matters.

Figure 3.12 illustrates the key governance challenges and opportunities, as well as important contextual factors and key stakeholders.

What we were trying to achieve

The project aimed to provide a **platform** through which communities can **hold the government to account** for the quality of services provided. **Community scorecards** were used to provide a structured way for communities to assess the quality of the services being provided by government.

The main approach of the governance work was to create a space to facilitate the **interaction** and **building of relationships** between communities and service providers.

Focus on community participation in local governance
'The Community-Based Monitoring Consortium believes that just and democratic governance is only possible with the active participation of poor and excluded people.

Therefore the project aim hinges on improving political and economic governance demonstrated through accountability of local and national level governance structures with full participation of citizens and civil society at local and national levels.'

Plan Malawi, 2010

The project was piloted in eight districts of Malawi with plans to roll it out to the whole country. It worked in four sectors: health, education, agriculture, and water and sanitation. In each of the eight districts, over 20 CBOs were selected to implement project activities. They were responsible for facilitating the assessment of service delivery at community level.

[1] Plan Malawi, Congoma and ActionAid (2010).

Figure 3.12
Governance challenges and opportunities in the project area

Governance opportunities
- The **relationship** between the CBOs, and the government and communities provided the potential to develop platforms for dialogue and interaction
- An enabling **policy environment** of a national M&E system that allows, to some degree, participation of CBOs to carry out social audits.

Governance challenges
- Little **space for interaction** between communities and service providers to engage in dialogue on the provision of services. Service providers were not held **accountable** for the services they provided. Communities were unable to demand their **priority needs** for services
- Communities had limited **voice** to influence the delivery of service providers.
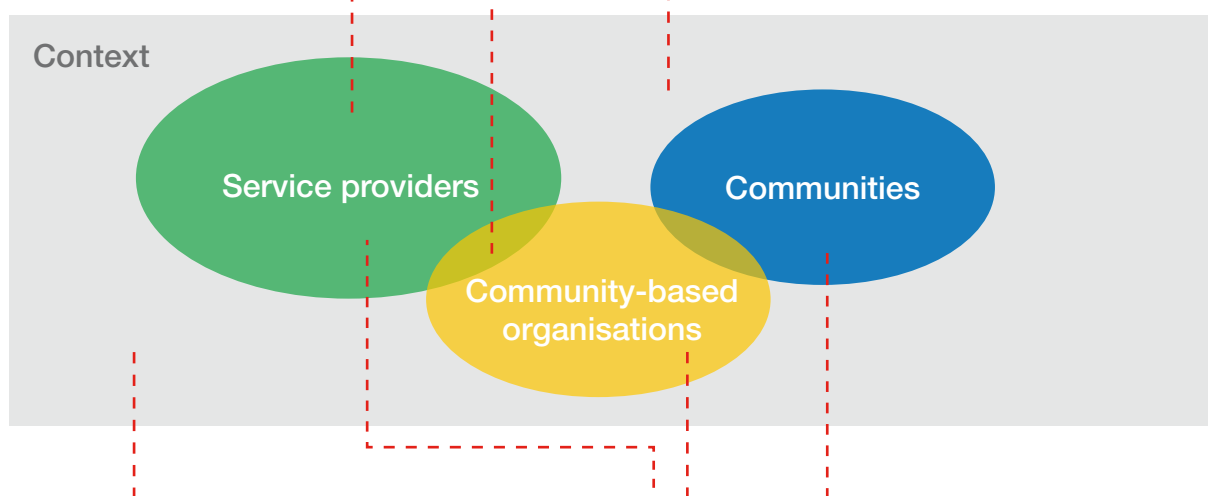
Policy environment
- Since the mid 1990s Malawi has been engaged in a decentralisation process. Although, in reality, not all aspects of service delivery are decentralised, there is some space that enables civil society to take an active role in monitoring the delivery of local government services.

Main actors and their roles
- 20 CBOs working with communities in various sectors including health, education, agriculture, water and sanitation
- Communities – service users
- Service providers for health, education, agriculture, water and sanitation
- 20 NGOs and CBOs working with communities in various sectors including health, education, agriculture, water and sanitation
- Communities – service users
- Service providers for health, education, agriculture, water and sanitation.

The community scorecard process

Carrying out community-based monitoring of services provided by local governments using the 'community scorecard process' involved several elements.

Building capacity of community-based organisations

Before the process can begin it is essential to build the capacity of community-based organisations to facilitate the process with communities and service providers. Four or five facilitators from local CBOs were trained in key areas including how to use the scorecard approach, community organisation, conflict resolution, and facilitation skills.

Aspects of a 'community scorecard process'[2]

An input tracking matrix is a summary of the inputs service users are entitled to (these levels of inputs are also national and international standards), e.g. number of teachers and books per pupil in a school, and what they are actually receiving. An example of an input tracking matrix for a school is shown in Figure 3.13.

A 'community scorecard' is used to assess the performance of services provided by government, in terms of their quality, efficiency and transparency. This is based on the perceptions of the community or 'service users'. The card itself is a matrix that consists of criteria developed by the community to assess the quality of the service, with scores of usually 1 (very bad) to 5 (very good). An example is shown in Figure 3.14.

Figure 3.15 illustrates how community scorecard information can be presented graphically. Service providers also carry out a self-assessment, measuring their performance using the same criteria as used by the community and service users.

A community scorecard process has various aspects:
- carrying out social and public accountability of service providers
- tracking inputs or expenditure related to delivery of government services
- the community is the unit of analysis
- focuses on monitoring at the local/service level, e.g. a health clinic or school
- includes an interface meeting between community and service providers which allows for immediate feedback, and action planning to improve services
- generates data mainly through focus group discussions
- allows comparison of performance of service providers across areas (data is quantified).

Contributions to advocacy
One important benefit from the community scorecard process is that the results may be used for wider processes such as advocacy and lobbying work, and influencing policy formulation and implementation.

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[2] Mwanza (2010).

Six key stages of the scorecard process

The community scorecard process has six key stages (Figure 3.16). These six stages are usually facilitated by a team of four or five facilitators from a community-based organisation for each community. Details for each step are shown (in summary) in Table 3.2.
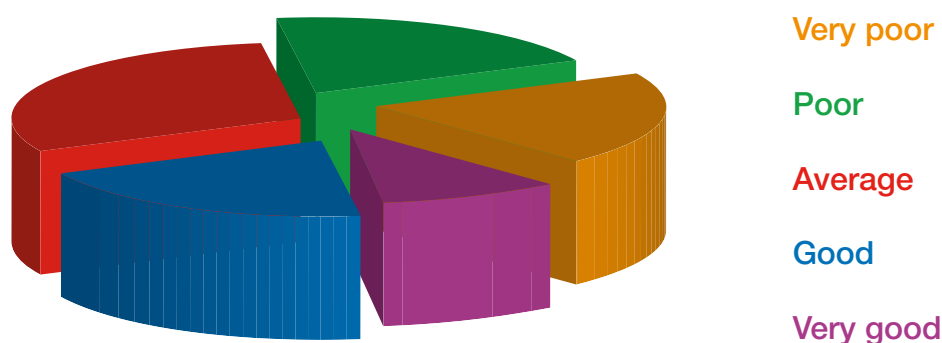
Figure 3.13

Example of an input tracking matrix for a school

Inputs	Entitlement	Actual	Remarks/evidence
Text books per pupil	Class 1–4: 4 textbooks per pupil Class 5–8: 6 textbooks per pupil	Class 1–4: 4 textbooks per pupil Class 5–8: 6 textbooks per pupil	Sufficient textbooks, but pupils not allowed to take them home
Pupils per class	60	80	Insufficient classrooms
Pupils per teacher	60	80	Insufficient teachers

Figure 3.14

Example of a community scorecard: performance of water project

Indicator	Score (1–5)	Reason for score
Water availability	1	Too many people using the borehole. People still have to wait for some time
Access to clean water facility (borehole)	4	Water accessed by everyone in the village, including other villages. There is no discrimination
Management of the borehole	3	Borehole surroundings always clean
Overall score	3	Borehole successfully drilled, but water need not fully met

Figure 3.15

How data may be analysed and presented – an example of a community assessment of teachers' behaviour in primary schools

Very poor

Poor

Average

Good

Very good

Figure 3.16
Stages of the community scorecard process
Details can be found in Table 3.2

Build capacity
Train facilitators from local CBOs

1.
Inform leaders and invite all key actors.

1.
Preparatory ground work

2.
Input tracking scorecard

2.
In plenary, the community are informed of their entitlements for a given service.

They then assess what was actually received and compare with entitlements.

3.
Community performance scorecard

3.
Communities assess a given service and generate their scorecards, **working in groups**.

They elect one person to present their findings to the plenary.

4.
Provider self-evaluation scorecard

4.
Service providers carry out an assessment of the services they provided, and generate their own scorecards.

They elect one person to present their findings to the plenary.

Advocacy
Use information for influencing policy – **a powerful tool!**

5.
Interface meeting between service providers & ...

5.
In plenary, each group **presents their assessment, which is discussed.**

Action plans are then drawn up to improve the service.

6.
Follow-up of action plans

6.
Follow-up by community members and CBOs.

Table 3.2

Details for each of the six stages of a community scorecard process

Stage of community scorecard	Details
Before the assessment of the service	
1. **Preparatory ground work**	• Inform community leaders and the entire community about the initiative • Identify community members in the local area who can assist with facilitation and organisation, e.g. community volunteers, workers from service facilities in the community, CBO staff • Discuss with community members which services they wish to evaluate.
The meeting with service users, community and service providers	
2. **Input tracking matrix**	• Find out whether national standards exist for the implementation of the services selected • Explain what facility/service/project inputs are to be tracked and why • List entitlements for that service • List what was actually received by the community for that service, in discussion with the community, asking for evidence, e.g. receipts, accounts, actual materials, and comments • Draw up an 'Input Tracking Matrix' (e.g. Figure 3.13), ensure that the information on the matrix can be understood and read by communities members with different literacy rates • Inspect physical outputs or inputs to gain first hand evidence about service delivery, or infrastructure projects or physical inputs, e.g. school building.

3. Community performance scorecard	• Divide participants into two main groups – 'service users' (community) and 'service providers'. Then divide the 'service users' into groups, e.g. men, women, boys, girls. The service providers will fill out the card in stage 4 of the community scorecard process (see below)
	• Option 1: if national standards exist for the service selected, explain to the communities about the standards, and assess with them which one the service should be scored against
	• Option 2: if national standards do not exist, each group should develop performance criteria, or 'indicators' for a service. These are developed through discussion, using guiding questions like:

	Q Do you think this facility/service is operating well? Why?
	   Q How would you measure/describe the quality of the service?
	   Q What are the factors affecting access to a particular service?
	   Q Do certain groups have more access than others?
	   Q Which individuals or groups do not use the service?
	   Q What are the things that the community looks at when considering the quality of the service in question?
	   Q What are the criteria for assessing each dimension of quality?

	• Create a community scorecard (e.g. Figure 3.15)
	• Each group scores the service using the standards/criteria
	• Aggregate the scores from all groups into one community scorecard
	• Pay special attention to indicators that generate completely different scores from different groups and probe for realistic reasons for the difference in scores. Remember, these are 'perceptions'
	• The groups elect one person to present the results of their assessment and 'community scorecard' to the whole plenary (including the service providers).
4. Provider self-evaluation Scorecard	• Service providers, working in their own groups, carry out a self-assessment on the services they have provided, using the same process as the community and service-user groups
	• The results of the group are then grouped into one card and service providers elect one person to present the results of their self-assessment to the whole plenary (including the service-users)
	• Emphasise the objective of the scorecard process. It is not meant to be confrontational or personal. It is aimed at giving feedback, for performance improvement and user satisfaction.

5. **Interface meeting**	• Explain how the interface meeting will be conducted so that everyone understands how the process will proceed • Inform everyone that there will be time for questions, comments and clarification and, therefore, there would be no need to interrupt the presentations • Feedback by the community/service users, with discussion • Feedback by service providers, with discussion • Community/service users and service providers jointly identify the priorities and realistic suggestions • Action planning, with timeline, to improve services.
6. **Follow-up**	• Monitoring (through forums for feedback), e.g. review sessions, meetings, further training.

The interface meeting between service providers and service users is crucial
'This is the final, and perhaps the most important stage of the community scorecard process. It is an opportunity for ensuring that community feedback is taken into account, and concrete actions are taken to remove shortcomings in service delivery.'

Jephter Mwanza, Plan Malawi

Changes and outcomes

Governance changes

Figure 3.17 illustrates the specific changes that were brought about in the accountability of government for services such as education, as a result of our 'community-based monitoring project' using community scorecards.

The key change was the creation of a process and meeting space that enabled the interactions between communities and young people and service providers, in health, education, agriculture.

Other changes include:
• re-energising of communities to take part in local development initiatives
• community structures are more constructive in engaging with District Assemblies and Members of Parliament
• improved knowledge on what they are entitled to from service providers has led to increased constructive engagement of the community in assessing quality of services
• increased understanding and communication between service users and providers (in most cases)
• increased community participation in the planning process especially at district level
• increased enthusiasm for and understanding of how to engage local councils and elected representatives on development issues, of local development committees.

Outcomes

Examples of outcomes in relation to education services include:

Service provision
• Planning and allocation of increased resources such as teachers
• Maintenance of water points in schools
• Construction of new school blocks and teacher's houses.

Direct community action
• Communities building teachers' houses and school blocks to alleviate the problem of classroom shortage without waiting for external support
• Community participation in conflict resolution between staff and service users especially in schools and health centres.

Contributing to policy processes
• Information from community scorecards compiled and given to Members of Parliament as concrete data to influence allocation of finances to key sectors such as primary schools
• The information from community scorecards given to the Treasury as 'civil society and community contributions' to development of the National Budget for 2010 – 2011.

Young people's well-being
• Informal child labour practices, such as using pupils to draw water for teachers, have been stopped in some schools
• Community contribution to reduction of child abuse, especially in schools.

Figure 3.17

Governance changes as a result of using community scorecards to hold service providers to account

Creating a space for interaction to enable:
- Communities to assess and provide feedback on the quality and delivery of services
- Dialogue between communities and service providers
- Joint planning between communities and service providers to improve services.

Structure of participation
- Focus group discussions with different community groups separately (men, women, girls, boys, leaders)
- Focus group discussions with service providers separately
- Interface meetings between community and service providers.

Mechanism and approaches
- Social accountability approaches: community scorecards.

Dynamics
- The voice of different groups within the community is raised through separate focus group discussions, e.g. men, women, girls, boys, local leaders; and especially young people
- Risks and potential conflict are managed
- Attention is paid to power dynamics in services and gender and age dynamics between various actors, especially service providers and community groups providing feedback on quality of services.

Context

Service providers e.g. schools

Young people and communities

MEPD **CBM**
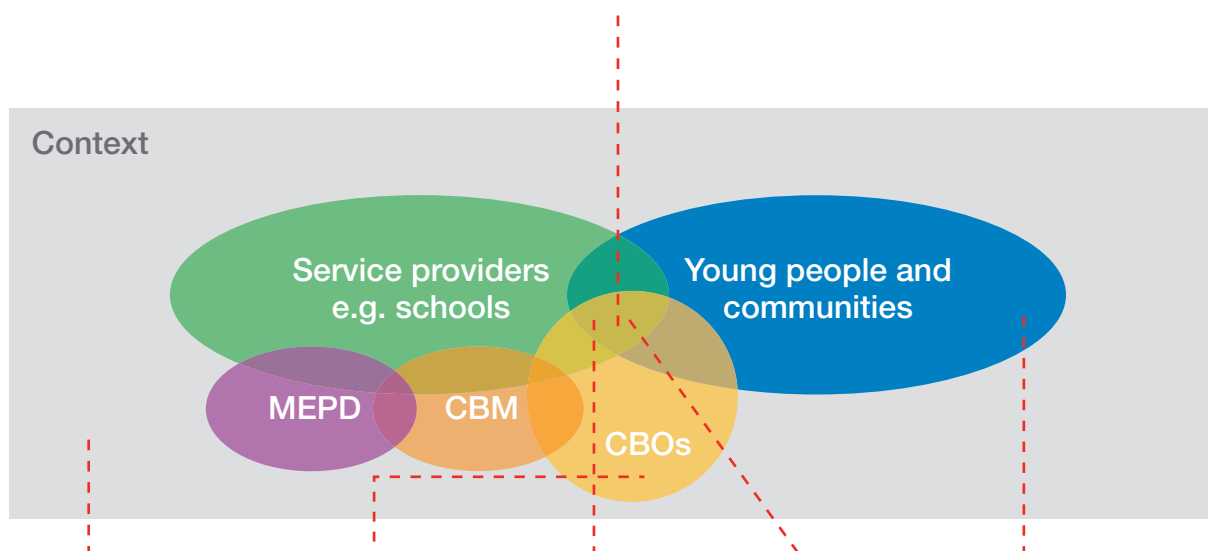
CBOs

Engaging national budgetary process
Use the results of the scorecard process for advocacy and lobbying at local and national level.

CBO capacity
Enhanced capacity of national CBOs to facilitate the community scorecard process – through training, coaching, follow–up and monitoring.

Raise voice
Communities and young people 'raise their voice' on their priorities for services and quality of services.

Accountability
Communities and young people hold service providers to account for the provision of services.

Improved community capacity
Build knowledge of social accountability processes.

Key
MEPD – Ministry of Economic Planning and Development
CBM – The Community-Based Monitoring Project

Community scorecards: challenges and lessons based on our experiences in Malawi

Challenges, and tips and advice on how to deal with them

In this part we share the challenges we faced in facilitating a community scorecard process, and give our tips and advice on how to address and avoid them (Table 3.3 below).

Table 3.3
Challenges, tips and advice when using a community scorecard approach

Stage of community scorecard	Challenges	Tips and advice
CBO capacity	All CBOs who facilitate the process had almost no knowledge and experience of the scorecard process.	The success of the scorecard process depends on the skills of the facilitator. Never compromise on the training of facilitators since this process relies much on the skills of the facilitator to manage emotions, tempers and conflict.
1. **Preparatory ground work**	Lack of clarity on what the scorecard process is for.	Always make clear to the leaders/community the objective of the process and the fact that it is a constructive non-confrontational initiative. This adds credibility and objectivity during plenary sessions.
2. **Input tracking matrix**	Lack of information on entitlements, financial data (costs, inputs).	Facilitator needs to have information on various standards associated with each input. This prevents communities from scoring without any benchmarks in later stages.
3. **Community Performance scorecard**	Mixing different groups like adults and young people, men and women, can lead to power dynamics and the exclusion of some people. Paying too much attention to getting the 'right score'.	It is important to be aware of community social dynamics. Separating participants according to age or gender is often necessary to provide participants with a space where they feel safe and at ease to express themselves. Giving scores for each indicator (criteria) is not the most important aspect of the community scorecard process. The comments related to each score often provide more insights than the mark itself.
4. **Interface meeting**	Conflicts can arise and have to be dealt with by the facilitator. Unrealistic time scales for action plans.	Facilitator needs to emphasise that the interface meeting is not an opportunity for finger-pointing but rather a chance to provide constructive feedback to service providers. Ensure that personal attacks are avoided by constantly explaining the objectives of the process as the meeting progresses. Keep the duration for implementing the action plan to a minimum, to facilitate follow-up and evaluation, say three to six months depending on the issue.
5. **Follow-up**		An action plan is a very important output as it defines the amount of change needed to improve services. Follow-up is important to be able to note changes taking place.

Scoring with low/non-literate groups		
Criteria	Facial expression	Score
Very bad	😠	1
Bad	🙁	2
Just OK	😐	3
Good	🙂	4
Very good	😊	5

Scorecards
When working with low or non-literate groups use pictures, like smiley faces.

Lessons

Key lessons based on our experiences of using community scorecards.

✓ The **skill of the facilitators** was one of the most important features supporting the effective use of the scorecard approach. It is essential they are trained well and have an aptitude for facilitation. Ideally facilitators should already have experience of using participatory tools.

✓ **Community mobilisation** is an essential element of the social audit process.

✓ **Explaining** the process clearly to the communities and leaders, and to service providers, helped gain buy-in for the process and reduce conflict.

✓ **Interface meetings can provide safe spaces for service providers** to explain to community members the challenges they face to respond to demand and provide quality services.

✓ A good understanding of the **social-political environment** by the facilitation team supported the scorecard process.

✓ **Clearance** from the national authorities to conduct the social audit facilitates this type of initiative.

✓ Social audits **generate valuable information for advocacy.**

✓ The involvement of the **media** from the local to the national level adds punch to the advocacy.

Support the facilitators
"In the first year the facilitators make a lot of mistakes – no matter how well trained they are. Coaching and rigorous follow-up is vital."
Jephter Mwanza, Plan Malawi

Community scorecard process with young people

The project on which this scenario is based did not explicitly focus on working with young people. However young people were involved in the scorecard process as two of the discussion groups (boys and girls working separately). The project team paid close attention to gender issues ensuring girls felt comfortable to speak up and had the confidence to express their concerns.

The *governance learning framework* is useful here in drawing our attention to the different groups within a community (Figure 3.18). People interact with one another in complex ways where power dynamics and issues of exclusion inevitably arise. It is important to be aware of how this may affect the participation of young people in the community scorecard process.

The Community-Based Monitoring Project worked to ensure the voices of young people were heard and that they had an influence on the decision-making process. This was done by giving them the opportunity to present their scorecard results to the whole community and service providers at the interface meeting (rather than simply being present or their contributions being taken as tokenistic).

Figure 3.18
Consider issues of interaction dynamics between actors when including young people in social accountability processes, e.g. using community scorecards
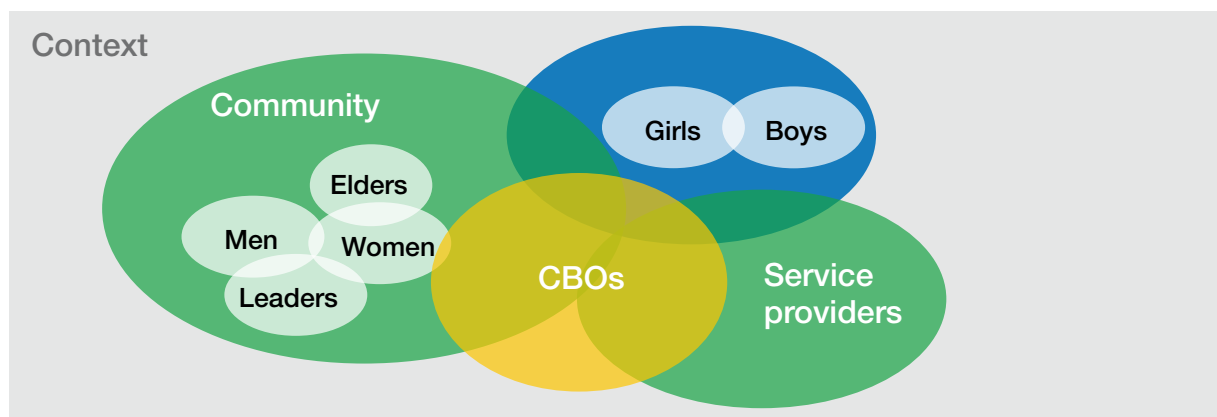

Photo: Plan

Reflections for your programme work

Below are questions for you to reflect on in terms of social accountability and using a community scorecard process to hold service providers to account for the quality of services.

Reflect on the following questions for your context and programme work:

Concepts and approaches

Q What is social accountability?

Q What is a community scorecard? What are the different uses for this approach?

Q If you have used a community scorecard approach – how do your experiences compare with the experiences from Malawi?

Q What might the challenges be for using a community scorecard approach in your context? How would you address these?

Overcoming challenges

Q Why is it important to anticipate potential conflicts between service providers and communities, and young people when using a community scorecard? How would you prepare for potential conflicts and manage them if they arise?

Q What is it about the approach used with a community scorecard that is likely to support and encourage service providers to respond to feedback and recommendations by communities?

Child protection services and governance in Indonesia

TOPICS IN SCENARIO 4

How will this scenario help you?

Purpose

Summary of project

About the programme

Child protection and governance in Indonesia

Governance challenges and what we were trying to achieve

Developing a Child Protection Mechanism

Changes and outcomes

Child protection and governance: challenges and lessons based on our experience in Indonesia

Reflections for your programme work

How will this scenario help you?

If you want the government to be more responsive to your child protection programme but aren't sure how to engage effectively with local government, this scenario will help. It will demonstrate how the space for young people to participate in decision-making processes in relation to child protection can be strengthened – and provide ideas for setting up a Child Protection Mechanism at the local level. It shows how you can increase the impact of your child protection programming by integrating governance.

Purpose

The purpose of this scenario is to explore how a governance approach was taken to improve community child protection systems in Indonesia.

We explore the challenges facing communities and how they addressed these through establishing community-based child protection structures and linking with other service providers.

The information for the scenario was drawn from Plan documents and discussions with Yuyum Fhahni Paryani of Plan Indonesia.

This scenario invites you to reflect on the following.
- The governance challenges and opportunities related to child protection.
- The strategy used by Plan to develop a Child Protection Mechanism.
- The key stages of developing the Child Protection Mechanism.
- How the project linked with government services.
- Key lessons from developing a Child Protection Mechanism.
- How you might develop child protection services with a governance perspective in your context.

Summary of the project

In 2009, Plan designed a Community-Based Child Protection project in Indonesia. The focus of the project was the creation of Child Protection Mechanisms through the development of Child Protection Committees, or KPAD (Kelompok Perlindungan Anak Desa, as they are known). The KPAD were initially conceptualised as informal spaces created to support the implementation of national laws and plans relevant to child protection.

The project entailed building the capability and knowledge of various actors including young people and local government officials to participate in and influence decision-making processes related to child protection within the village government. The purpose was to pilot an informal Child Protection Mechanism, and then gradually support the recognition and institutionalisation of that space by local authorities.

About the programme

The Community-Based Child Protection project was piloted in three Programme Units (PUs).[1] Plan worked in close collaboration with young people, communities, local government and service providers such as health centres and the police, and civil society organisations. This project is an attempt to develop the capacity of community, teachers, family and young people to work together with the authorities responsible for child protection to prevent and respond to violence against children. To develop a Child Protection Mechanism, we established a village Child Protection Committee (KPAD) with the role of managing prevention activities, conducting monitoring and facilitating access to available referral services for child victims of violence. KPAD consists of both male and female representatives, community leaders, religious leaders, women's association representatives, local youth organisations, teachers, and village authority representatives.

Photo: Plan

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[1] PU – 'programme unit' – Plan's terminology.

Child protection and governance in Indonesia

Governance challenges and what we were trying to achieve

Governance challenges and opportunities

In Indonesia there is growing concern about child abuse, neglect and exploitation following some high profile media cases and studies that confirmed a high prevalence of child protection issues. These include a low level of awareness of existing policies, weak implementation of policy and enforcement of regulations, lack of coordination and trust between the different stakeholders, and lack of resources to help them fulfil their roles.

Recent studies show that abuse and violence against women and children are common throughout Indonesia, at home, as well as in offices and institutions. There are an estimated 74.48 million children (18 years of age or under) in Indonesia, of whom approximately 25 million children[2] (30 per cent) experience various forms of violence at home, at school, in the workplace, in institutional settings and in the community.[3]

Only 10 per cent of child victims of violence, including children in conflict with the law, receive legal, medical or psycho-social services.[4] Limited coverage of existing services and the high cost of accessing and paying for child protection services are considered to be major barriers among parents and child victims. The government has initiated the establishment of hospital-based One Stop Services for victims of violence against children and women and the establishment of Women and Children's Integrated Service Centres. However, this is limited to 23 provinces (60 per cent) and 40 regencies/municipalities (9 per cent) and the quality of the existing services is still a challenge.

Although policies and regulations have been established at national level, many implementation gaps at the local level still exist which hinder meaningful progress in child protection at the grassroots level. This is the result of weak local government structures, poor coordination between authorities and civil society, and government officials' inadequate knowledge of child rights and child protection.

The project was developed to respond to these challenges and to strengthen local governance in relation to child protection. The intention was to fill the gaps in the protection of children and to support the creation and later institutionalisation of a Child Protection Mechanism at local level.

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[2] Population Projection by Province in Indonesia 2005 – 2015 (BPS–Statistics Indonesia, 2006).
[3] Survey on violence against women and children (BPS–Statistics Indonesia, 2006).
[4] (UNICEF, 2007).

What we were trying to achieve

Plan was interested in supporting local government to meet their responsibility for child protection. Local government did not seem to have the knowledge or capacity to respond to child protection issues. The project proposed, as its core strategy, to establish a mechanism at local level to enable children to access protection services. In order to achieve this a dual strategy was used. On one hand we supported children, as rights holders, to work together with the local communities to promote and actively engage in the new Child Protection Mechanisms. On the other hand we also built the capacity of the government, particularly at local levels to play a more effective role in child protection services. In addition, civil society was also supported to take a leadership role in the development and the maintenance of the mechanism. The goal of the project was: all children are healthy, educated, safe and actively participating in the decision-making processes that affect their lives. Children have the skills, knowledge and opportunities required to engage with government at all levels to voice their opinions and demand accountability.

The project **objectives** were:
1) Children and community, in particular the most vulnerable, participate in, access and benefit from services that protect, promote and uphold their rights in 15 villages in 3 Programme Units (PUs)
2) Village government offices take action to promote and protect children and to engage them in the governance of key services related to child protection.

Developing a Child Protection Mechanism

In this part we explore how the Child Protection Mechanism was developed from a governance perspective.

What is the 'Child Protection Mechanism'?

The Child Protection Mechanism is known locally as KPAD, which stands for *'Kelompok Perlindungan Anak Desa'* – which refers to 'children's protection committee' at village/community level.

A Child Protection Mechanism is a local Child Protection Committee made up of various members of the community, including young people and government officials.

The role of this mechanism is to:
* prevent, respond to and handle child protection issues arising from violence, neglect, exploitation and discrimination
* prioritise work on the prevention of child protection issues at village level.

Project strategy

The project strategy for creating a Child Protection Mechanism includes:
- working closely with and building the capacity of children/youth and community, local government at village level and the village consultative board and the wider community
- building coordination between local, sub-district and district levels of government
- support of the 'One Stop Service' of the Police Department and local NGOs at the district level, working closely with the Community Working Group, especially in relation to the referral system.

Plan's role was to facilitate the process by forming links between actors, providing training, facilitating discussions, and providing some materials (e.g. stationery).

The members of the KPAD are elected by the community in a participatory way. The creation of KPAD responds to the issue of lack of government capacity and responsiveness to child protection issues. Some members of the local government are members of the KPAD, however, the KPAD functions independently from the local government.

Photo: Plan

Child Protection Mechanism

The process for creating a Child Protection Mechanism involves seven key stages. These are shown in Table 3.4, with notes on what each stage entails.[5] Table 3.4 also provides tips and advice for each stage.

Table 3.4
Stages for creating a Child Protection Mechanism

Stages	Notes
1. Child rights situation analysis	Mapping of the situation of girls and boys in 10 villages and 5 urban villages (15 villages) related to child rights and child protection issues. Use participatory methods: focus group discussions, interviews, self-assessment and case studies. Involved community, village government, NGOs, CBOs, and children directly as enumerators. The results were used to develop the KPAD.
2. Form 'Child Protection Village Committee' (KPAD)	The Child Protection Village Committees were established to provide a child protection service which involved all actors (listed above) and were supported by village government. The aim is to create a safe environment for children and to force service providers to refer all cases of violence against children. After establishing the committee a working document or KPAD operation guide is created during a workshop session. This document is important as it lays the framework for KPAD to operate as a foundation for a village institution in the future. This document explains the function and responsibilities of KPAD as an organisation and consists of principles, vision, mission, structure of the organisation. It also outlines the flow of child protection services, the work plan, and the names and contact persons for the referral system.
3. Strengthen children's group	To enable them to participate in decision-making processes related to child protection in village/district. The group participates in the Children Protection Committee through representatives who advocate children's opinions, and convey the message of child protection to their friends and their family in relation to prevention of violence against children. (Group: aged 5 – 18 years old)
4. Capacity building	Build capability of the KPAD, village government, and children's group to empower them to function according to their responsibility. The KPAD is encouraged to form partnerships and networks with all institutions, strategic figures, and stakeholders in child protection, in village/district or sub districts.
5. Build Child Protection Mechanism	If the Child Protection Mechanism gets information on child abuse, it handles the case itself. At times, as long as there is no risk, some cases also receive child to child support. The community-based Child Protection Mechanism includes: prevention through awareness raising; referral system from village/district and sub district-levels for children protection issues; builds partnership among Integrated Child Protection Services for Women and Children, Police, health centres, NGOs and others to handle reported or suspected child issues.
6. Promote broadly child rights and child protection	Through awareness-raising via formal and non-formal activities with key actors.
7. Referral system	Cases of child protection issues may also be referred by the Child Protection Village Committees, to service providers at district or sub district level, such as the counselling service agency, depending on the actions required.

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[5] Plan Indonesia (2011).

Changes and outcomes

Governance changes

Plan's approach to child protection work is governance focused. The main process entailed:
- Developing the Child Protection Mechanism based on a community situation analysis and involving key adult and young stakeholders
- Interaction between local authorities and citizens is reinforced to promote community and government's responsiveness to child protection issues
- Duty bearers and citizens' capacity to ensure children are protected against violence, abuse and trafficking is strengthened.

Figure 3.19 shows the changes brought about by the project, e.g. changes in capacity, links and interactions between key actors.

Outcomes

The most important changes to have emerged so far are:[6]

Children's and adults' capacity
- Children feel they have more confidence, have the spaces to express their opinions and develop their talents or interests
- Children have the capacity to engage with adults around their rights
- Increased capacity of parents to act to protect children's rights.

Institutional capacity and responsiveness
- Key stakeholders have significantly improved their capacities to analyse and understand the child rights situation in their communities
- Increased participation by parents, community, and village government in child protection matters
- Increased engagement and response from government officials to child protection issues.

Changes in services
- Effective and functioning community Child Protection Mechanisms in 15 villages with links to relevant district service providers (such as district child protection services, police department, public hospitals and local NGOs).

Children's well-being
- More children enrolled in school. Due to increased awareness, parents sent children to school or Pesantren (Islamic School) rather than opting to take them out of school or encouraging them to get married
- Less corporal punishment at school by teachers in formal and non-formal education
- Fewer early marriages at village level. Through focus group discussions with some members of KPAD and children in Rembang, we collected oral evidence that early marriage has decreased in this district
- Children have more voice and influence in their family
- Children get access to, feel protected, and get benefits from child protection services and the Child Protection Mechanism.

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[6] Paryani (2011).

An example of the Child Protection Mechanism in action

A 14-year-old girl in Rembang cancelled her arranged marriage with a man from a neighbouring village due to the intervention and support of the Kelompok Perlindungan Anak Desa's KPAD [Child Protection Mechanism] intervention. Soon after receiving the report of under-age marriage which was about to happen, the KPAD team investigated all related parties and figured out that the young lady's age was 14 years old. The KPAD team then coordinated with the head of the village and the Religious Affiliation Office.

Photo: Plan

Figure 3.19

Changes in the governance aspects of the project
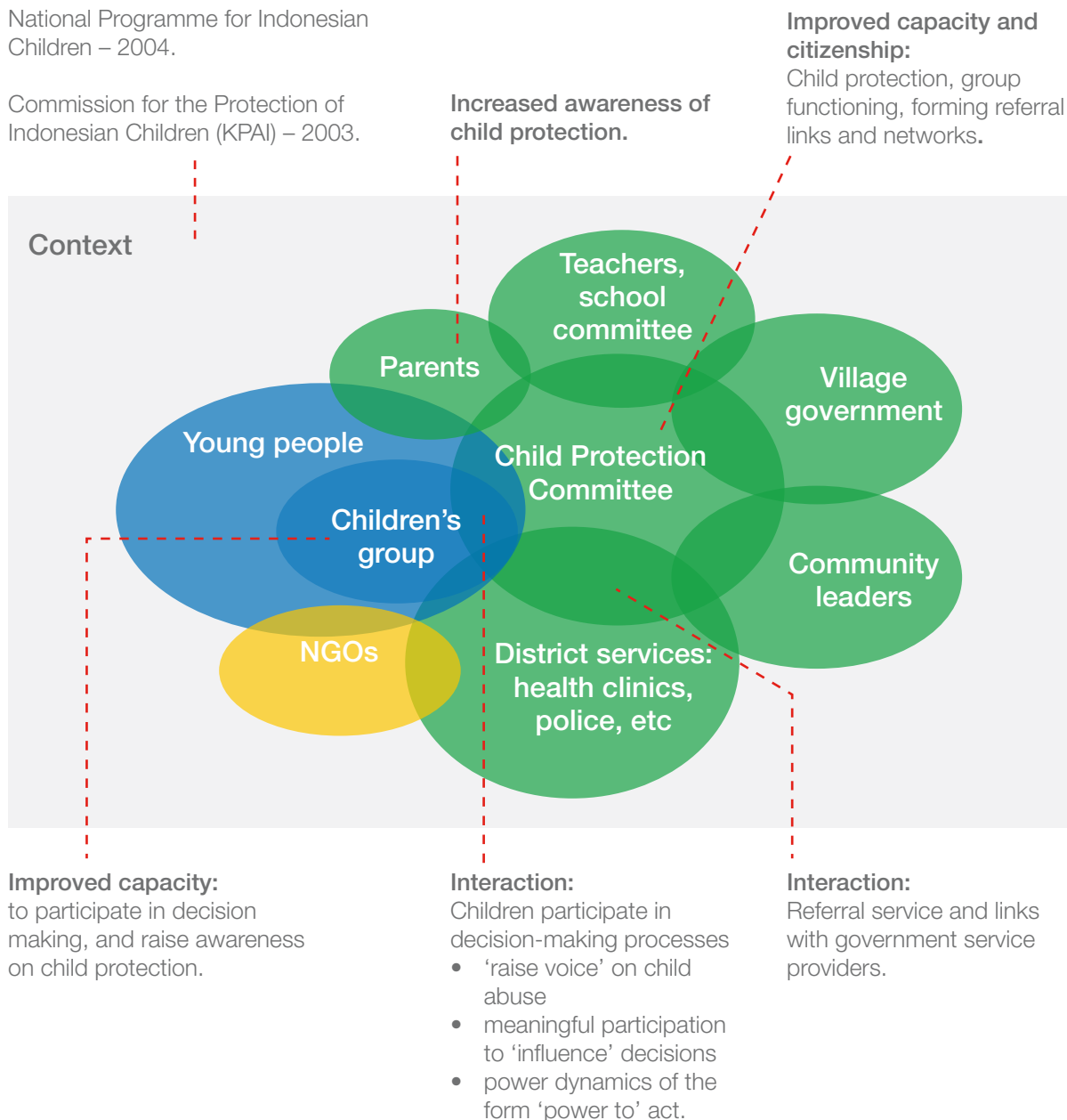
Supportive policy environment:
National policy and legislation framework to safeguard children's rights.

National Programme for Indonesian Children – 2004.

Commission for the Protection of Indonesian Children (KPAI) – 2003.

Improved awareness and capacity of all actors
Understanding and assessment of child rights issues

Increased awareness of child protection.

Improved capacity and citizenship:
Child protection, group functioning, forming referral links and networks.

Context

Parents

Teachers, school committee

Village government

Young people

Child Protection Committee

Children's group

Community leaders

NGOs

District services: health clinics, police, etc

Improved capacity:
to participate in decision making, and raise awareness on child protection.

Interaction:
Children participate in decision-making processes
• 'raise voice' on child abuse
• meaningful participation to 'influence' decisions
• power dynamics of the form 'power to' act.

Interaction:
Referral service and links with government service providers.

Child protection and governance: challenges and lessons based on our experience in Indonesia

In this part we share our challenges and lessons, and give tips and advice for those wanting to bring a governance perspective to their child protection work.

Challenges

Key challenges we faced in developing the Child Protection Mechanism.
- **Limited understanding and capacity** of youth and community groups as well as relevant child protection institutions and stakeholders to prevent and respond to child abuse
- **Lack of trust in adult spaces or government institutions:** children do not trust government or feel confident to report cases to adults, and adults also tend not to believe in government institutions' effectiveness or responsiveness to community issues
- **Limited or non-existent funds for Child Protection Mechanisms at local level:** despite the existence of child protection policies, budget allocation often limits the possibility of these policies to be implemented
- **Sustainability of Child Protection Mechanisms:** the value and need for Child Protection Mechanisms is recognised but insufficient funds are allocated by local authorities
- **Limited experience of carrying out situation analysis** among key stakeholders at village level, of conducting research and using appropriate questions for sensitive topics.

Tips and advice to develop a Child Protection Mechanism with a governance perspective

Table 3.5 provides tips and advice for those who would like to develop a Child Protection Mechanism with a governance perspective, based on our experience. These also include ways of addressing some of the challenges listed above.

Photo: Plan / Benno Neeleman

Table 3.5

Tips and advice for developing a Child Protection Mechanism with a governance perspective

Stages of developing a Child Protection Mechanism	Notes
1. **Child rights situation analysis**	• Use simple tools • Use local language and a lot of sensitivity about the questions asked • Focus on child protection issues.
2. **Form 'Child Protection Village committee' (KPAD)**	• Clear explanations of: why we need to establish the group? Who will be involved? What will be the role and function of the group? Why is it important to include children in the structure? • Encourage the committee to select members by themselves • Including the village government, community leaders, religious leaders, traditional leaders from the beginning of the project is important • Invite the village government to build their understanding of child protection issues and awareness of national policies on child protection • Gain commitment from the village government from the start. Through this process, the community will increase their ownership of the Child Protection Mechanism.
3. **Strengthen children's group**	• Including children from each hamlet (i.e. representing all areas) is important, so that the issues from as many areas as possible are represented • Participatory selection process led by children themselves.
4. **Capacity building**	• Have a clear training plan (reflecting on information, knowledge and skills) • Exposure visits to study Child Protection Mechanisms and services in other districts can be useful. These trips can be effective in building knowledge and shared understanding on child protection services and promoting commitment and closer relationships among actors.
5. **Build Child Protection Mechanism**	• Support regular and open communication between all actors so that they know the role and function of each other, and share information on child protection issues • To engage the KPAD with child protection services at district levels we conducted case management training for them all together.
6. **Promote broadly child rights and child protection**	• Use existing village structures e.g. health centres at village, early childhood centre, family welfare movement meetings, church, Mosque, and village government meetings.
7. **Referral system**	• Build good coordination with village government • Encourage commitment of District Government, prosecutor, judge, Police Department who are responsible for child protection cases. Enable recognition of role and function of KPAD and strengthen referral system • Involve Police Department and build close relations between KPAD and government at district level.

Lessons

Key lessons from developing the Child Protection Mechanism.

Local government engagement
✓ The lack of involvement of local governments in protecting children is often more to do with their lack of capacity than their lack of political will. It is very important to have a clear strategy to provide the information needed for them to address child protection issues.
✓ Strong support from village government is necessary to ensure the sustainability of the Child Protection Mechanism. KPAD's role and function need to be encouraged by formal endorsement from village leaders. The formal endorsement can then be followed up with budget allocation and independent fundraising to support KPAD activities.

The functioning of the KPAD
✓ Provide equal opportunities for everyone willing to become a member of the KPAD. This is to ensure that similar people do not always occupy positions of power within the community.
✓ Every single activity from the KPAD has to be recorded on paper. This is crucial to keep track of the procedures taking place.

Child rights situation analysis
✓ Using a participatory approach takes longer than 'conventional' research methods and needs to be adapted to the situation in communities. This enables communities to understand child rights and protection issues in their environment and their own families.

Plan's work in child protection
✓ Building cooperation/integration in implementing child protection projects with other Plan projects in the same areas is important to avoid replication of activities. Community-based child protection adds value to other projects, e.g. by strengthening the existing institutions.
✓ Establish regular internal communication and coordination especially between the community workers at village level and the project coordinator.

Photo: Plan

Children's participation is essential
I am proud to be chosen to represent children in KPAD. We promote children's rights and eliminating violence against children. When a parent attempted to hit their child, they stopped as they saw us passing by. They fear us reporting them to KPAD.'

Adolescent girl – Rembang

Reflections for your programme work

In this scenario we have learnt how some of the key governance concepts were used in Indonesia in child protection work with young people, communities, civil society and government.

The following questions are some final reflections about child protection in your work.

Reflect on the following for your context and programme work:

Identifying the issues

Q What are the child protection issues in your context?

Q Which are the policies and laws in place to support child protection in your countries? Are there any structures/groups in place to support existing child protection policies?

Q Who are the key actors involved in child protection services? How do they interact?

Q To what extent are the key actors and duty bearers held accountable for child protection to children, young people and their families?

Approaches

Q How might you strengthen the participation of children and young people in child protection, and create/strengthen platforms for them to raise their concerns and needs in relation to child protection?

Q What are the opportunities for you to improve and strengthen the links between actors involved in child protection services? E.g. communities, local leaders, religious leaders, the police, social services, health clinics and local government?

Reflecting on your programme

Q If you already have a child protection programme, to what extent have you taken a governance perspective?

Q How could you apply or strengthen a governance approach to your child protection programme?

Section 4
Governance and your programme

You may have lots of ideas about how you want to integrate governance into your work. This section will help you take things further – it will help you pull together the concepts of the learning framework with suggestions for putting your learning into action.

Purpose

The purpose of Section 4 is to support you in consolidating your knowledge of governance concepts and practice. We provide interactive activities to help you establish how much your team knows about governance concepts and approaches.

We also look at how you could bring a governance approach to your programme work. The purpose of this section is to highlight what it means to bring a governance perspective to your programme – not to explain the principles of programme cycle management.[1] We provide several checklists of questions to support your research. These cover each stage of the programme cycle.

We explore the experiences of Plan Malawi in bringing a governance approach to their programme. They share valuable insights and give us a checklist of questions to consider for each stage of the programme cycle. These are based on their own lessons and practical experiences.

Learning outcomes

The learning outcomes of this Section are illustrated below:

This Section invites you to reflect on the following:

- Your knowledge and understanding of governance work with young people, and of governance concepts and approaches. Refer back to Sections 2 or 3 of this 'learning guide' to refresh your learning
- How you could build on and consolidate your knowledge and experiences of these governance concepts and approaches
- How much governance work you might already do in your programme, though you might be using different terminology such as advocacy or participation
- The extent to which your programmes and projects are designed from a governance perspective
- Any lessons you might be able to draw on from the experiences of Plan Malawi
- How to bring/ build on a governance approach to your programme/projects.

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[1] Detailed approaches and tools on Programme Cycle Management can be found in Plan guidelines and toolkits – see Section 5 of this 'learning guide' for more resources.

What do you know about governance and how could it apply to your work?

In this section you have the opportunity to explore what you know about governance concepts and approaches and about governance work with children and young people.
Below are four activities you can carry out as a team.

Refer back to Sections 2 and 3 of this 'learning guide' when you have finished each activity, to check information, refresh your understanding of key concepts and consolidate your learning.
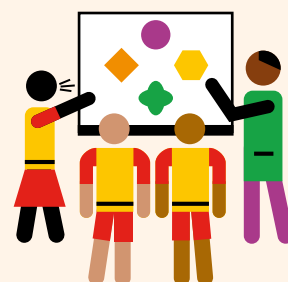
1. Knowledge of youth governance: team quiz

This activity explores your knowledge of youth governance concepts.

For this activity, divide into two teams. Get them to agree and write their answers in their teams and then swap answers with the other team. Go through the answers as a whole group in plenary.

A quiz

1. What is governance?

2. What is youth governance?

3. Why bring a governance perspective to working with young people?

4. What do the following governance concepts mean: voice, capacity, accountability, responsiveness?

5. What does interaction mean in the context of governance?

6. Why are power, gender, and politics such important aspects of the interactions and relationships between people – especially between young people and decision makers/duty bearers?

7. What is a 'governance approach'? How would taking a governance approach change your work?

8. How does governance link to a Child-Centred Community Development (CCCD) approach?

9. How may the participation of young people in decision-making processes be strengthened?

2. Linking concepts of youth governance: drawing activity

This activity enables you to consolidate your knowledge about governance concepts. A key point is that these concepts are all interlinked – in practice they don't happen in isolation.

Drawing activity

1. Working individually or in pairs take a blank sheet of flip chart paper.

2. Draw the 'governance learning framework' and write notes to explain the elements of the framework – (without looking at the 'learning guide'!).
   - This is a very powerful way of learning and making governance concepts and processes your own.
   - Use your own words, write examples and sketch pictures – be creative!

3. Each person/pair then shares and discuss the drawings with the whole team.

3. Unpacking a key issue: the Great Debate

This activity enables you as a team to explore a key issue in youth governance and child/youth rights work. The question is: 'Is the participation of young people in decision-making processes an end in itself, or is it a means to an end?' This question can be explored using a debating activity. The steps for the activity are shown below.

The Great Debate

1. Write the following statement on a flip chart:
   The motion proposed is that –
   Young people's participation in decision-making processes is an end in itself

2. Each person votes for whether they agree or disagree with this motion. Note the vote result

3. Divide into two teams – team A and team B

4. Team A prepares a five minute statement in support of the motion, and Team B prepares a statement against the motion (allow 30 minutes for this)

5. First a representative of Team A, then a representative of Team B present their statements

6. The participants ask questions of the representatives and then debate between the teams. It's a good idea to have a chair person!

7. Sum up the key points for and against the motion on a flip chart

8. Finish off with another vote. Did the votes change? Why?

The Great Debate activity can be used as an introduction to a consideration of the types of outcomes we aim for in a programme in relation to the Theory of Change. (However you can use the 'Great Debate' activity for any topics where there are two strong and opposing points of view).

What changes are we trying to bring about?

When developing a programme strategy it is important to be clear about what changes we are trying to bring about in terms of youth governance. These may be divided into two main types: democratic and development outcomes.[2]

Democratic outcomes include:
- Citizenship changes: citizens become aware of their power, and use this power to effectively participate in decision-making processes
- Institutional or systems changes: change in decision-making processes towards more involvement of citizens, transparency, more accountability
- Policy changes: a problem is dealt with by having a law amended, a policy made, a decree issued, etc., at local, national, and/or international levels.

Development outcomes include:
- Capacity changes: increases in programme participants' knowledge, skills and abilities, as a result of training programmes, workshops, awareness campaigns, etc
- Engagement changes: increases in active engagement and participation in activities at the community level. This is linked but should not be confused with citizenship or institutional changes As a development outcome, this refers to increases in young citizens accessing services, increased enrolment rates in schools, numbers of children participating in vulnerability capacity assessments, etc
- Well-being changes: increases in levels of health and education, reduced disasters, and so on.

How changes will be brought about – Plan UK's governance programme 'Theory of Change'

It is also important to be clear on how these changes can be brought about, and how we think our desired outcomes might be realised.

We may use the Plan UK governance programme's 'Theory of Change' illustrated in Figure 4.2. This model describes changes in terms of capacity, citizenship, institutions and policies, policy implementation, and well-being of young people.

This model shows that each of these changes is necessary – in turn – in order for the rights of young people to be realised, and their well-being eventually improved.

Box 4.1 provides a check list of questions about your assumptions about how you think change will take place.

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[2] Mikhail (2009).
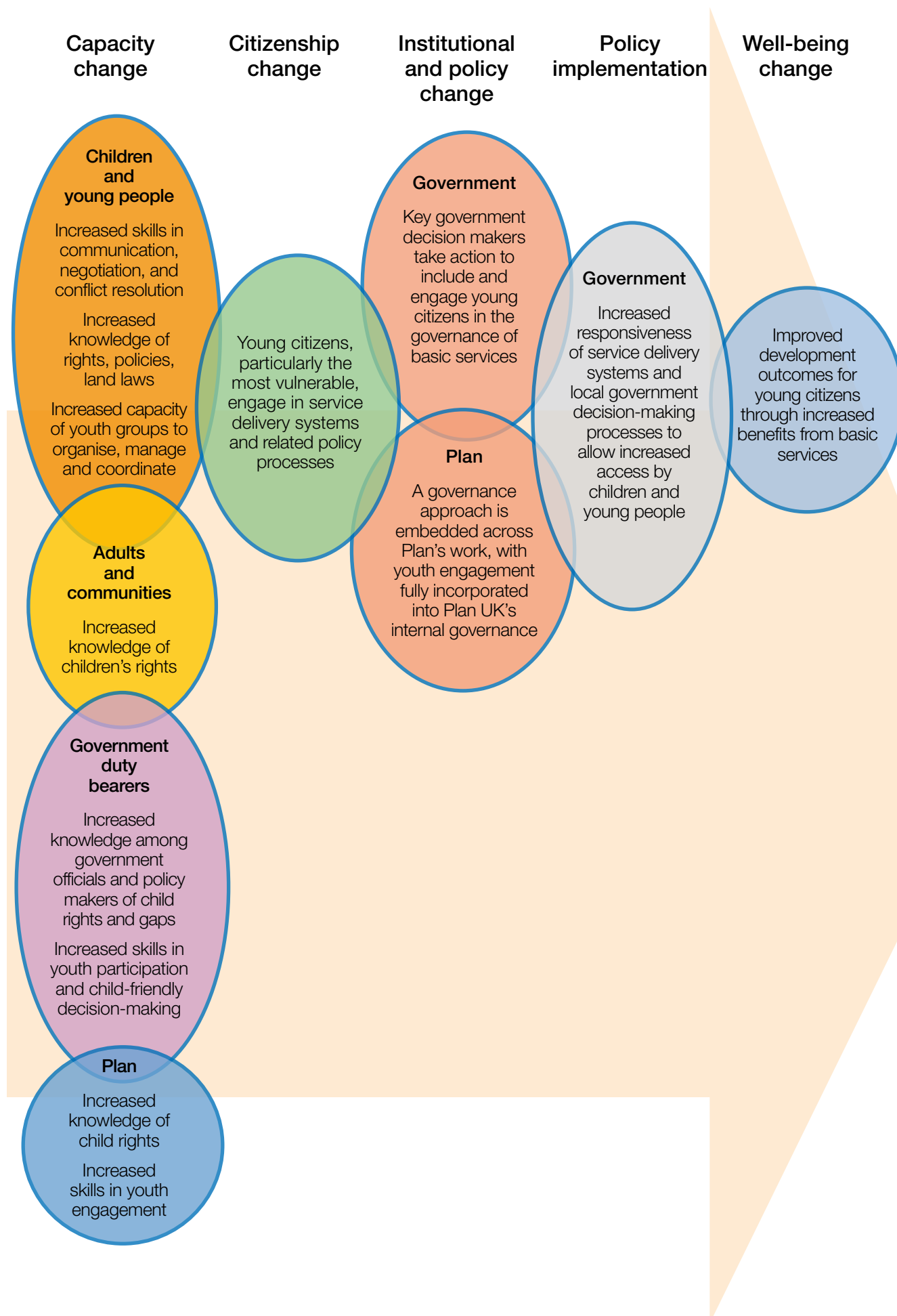
Box 4.1 Your 'Theory of Change': checklist

1. What is the governance change or outcome you hope each activity will achieve?
2. What is your implicit 'Theory of Change' underpinning each activity? I.e. how will programme activities bring about the changes you desire?
3. To what extent are the assumptions underpinning your proposed activities realistic? What assumptions are you making? E.g. is it likely that your capacity building will enable boys, girls and young men and women to engage with local government to improve services?
4. Will the proposed activities really begin to shift power relations in ways that are required to overcome cultural attitudes to the role of women and excluded and marginalised young people?

Photo: Plan Bolivia

Figure 4.1

Plan UK governance programme's 'Theory of Change'

Capacity change

Citizenship change

Institutional and policy change

Policy implementation

Well-being change

Children and young people

Increased skills in communication, negotiation, and conflict resolution

Increased knowledge of rights, policies, land laws

Increased capacity of youth groups to organise, manage and coordinate

Adults and communities

Increased knowledge of children's rights

Government duty bearers

Increased knowledge among government officials and policy makers of child rights and gaps

Increased skills in youth participation and child-friendly decision-making

Plan

Increased knowledge of child rights

Increased skills in youth engagement

Young citizens, particularly the most vulnerable, engage in service delivery systems and related policy processes

Government

Key government decision makers take action to include and engage young citizens in the governance of basic services

Plan

A governance approach is embedded across Plan's work, with youth engagement fully incorporated into Plan UK's internal governance

Government

Increased responsiveness of service delivery systems and local government decision-making processes to allow increased access by children and young people

Improved development outcomes for young citizens through increased benefits from basic services

4. Reflecting on your programme: group discussion

Working in small groups, reflect on the extent to which you already take a governance approach with your programme work. It may be that you don't use the same terms described in this 'learning guide', but do follow similar approaches. Use the questions below to guide your discussions.

Thinking about governance and your programme

1. What aspects of your programme already have a governance perspective, if any?
2. What challenges do you face/foresee in your governance work?
3. What types of power dynamics and participation issues could/do arise between actors in the context of your work?
4. How would you apply/strengthen governance concepts, to your programme work?

'Do it yourself' …
Using your experiences of learning and facilitation create your own learning activities, quizzes, games, drama … also adapt those tools you already know.

Bringing a governance perspective to your programme: experiences from Malawi

The programme cycle

In this section we explore how you might bring a governance approach to your work through the programme cycle. Figure 4.1 illustrates a simplified version of the programme cycle used by Plan. Further details of all stages of the programme cycle used in Plan are explained in the PALS[3] documents (references may be found in Section 5 of this 'learning guide').

The purpose of this section is not to explain the principles of programme cycle management but to highlight key aspects of bringing a governance perspective to your programme.

To support this we explore the experiences of Plan Malawi when they used a governance approach for their programme development, implementation, monitoring and evaluation. Our explorations do not cover all programme activities. We highlight what worked well and what the key lessons were. We highlight key challenges and issues and how Plan tried to address them.

The Plan team also provides a list of important considerations, based on their experiences, for each stage of the programme cycle. These insights were given by Charles Chunga (Plan Malawi), Leslie Groves Williams (consultant), and Jessica Greenhalf (Plan UK).

About Plan Malawi's governance work

The following reflections are based on governance work that started in 2008, and was funded by Plan UK under the PPA[4] with DFID. The programme focussed on enabling young people to become actively involved in decision-making processes with duty bearers in relation to services.

The programme vision:
- youth and their groups and organisations are networking with each other to share information and advocate on issues that concern them
- youth are actively participating in local and national decision-making structures and processes and holding to account local and national duty bearers who are responsive to their concerns
- youth are economically empowered.

The programme objectives:[5]
1. Young people are reached by, engaged in and benefit from livelihood projects and services that are responsive to their needs in 10 Plan-supported communities in two Programme Units (PUs).
2. Local and national key government officials take action to include and engage youth in governance of key services related to economic development.

The approach used by Plan in their governance work included:
- advocacy/governance/rights training with youth representatives
- raising awareness with duty bearers
- quarterly meetings with stakeholders
- interface meetings between youth and duty bearers
- training for youth representatives in resource mobilisation
- youth centre development and networking
- mentoring
- livelihoods training and support for youth.

In the following part we will explore each stage of the programme cycle in turn using our simplified programme cycle. Three areas are explored for each stage:
- what were the key activities?
- what were the lesson and challenges?
- a short list of considerations from Plan Malawi: points to consider for bringing a governance perspective to your programme.

Following the Plan Malawi example we provide a **checklist for each stage of the programme cycle** that you can use in thinking about your own programme.

Figure 4.2
Simplified version of the programme cycle

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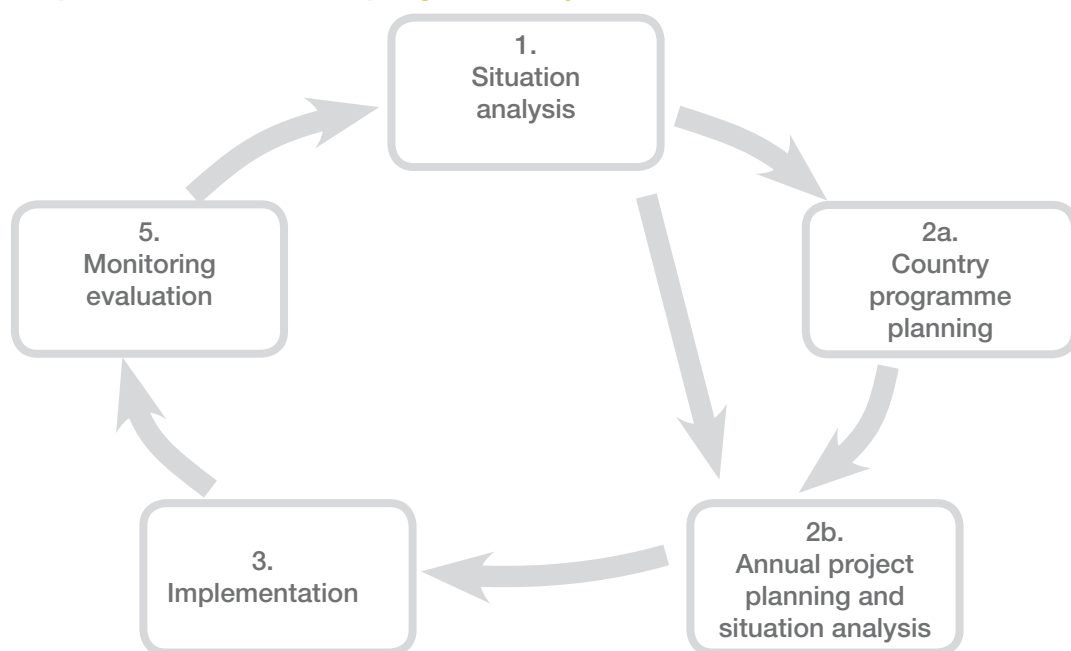
[3] Plan (2009). Programme Accountability and Learning System (PALS).
[4] Partnership Programme Agreement.
[5] Logical framework for Plan Malawi's Governance Programme.

Involving young people in the whole programme cycle
'Doing this really set the project up as a collaborative effort between Plan, youth and other partners – I think developing these constructive working relationships is perhaps more important than choice of specific activities in terms of supporting meaningful youth participation!' [Plan Malawi governance programme]

Jessica Greenhalf, Plan UK

Understanding governance dynamics using a situation analysis

A situation analysis may be used to explore the governance issues related to the realisation of rights and well-being of young people. A governance perspective enables us to identify not only the causes of any failures to realise young people's rights but also what sustains the situation in the long term. The latter often involves politics, power, socio-economic and cultural factors.

The *governance learning framework* provides a guide for how we bring a governance perspective to a situation analysis. This is described in Section 3 of this 'learning guide' (Scenario #1) where we also draw on the experiences and lessons from a Plan health project in Nicaragua.

A checklist of questions we may use to bring a governance perspective to our situation analysis is shown in Box 4.1 following Malawi's experience of situation analysis.

Situation analysis – Plan Malawi

Plan Malawi's experience of a governance approach in the situation analysis is shown on the next page. It covers annual project planning onwards.

Photo: Plan

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Activities for the situation analysis
- A workshop, with key stakeholders, local governance and a youth representative.

Challenges
- More needs identified in the situation analysis than the project could address
- Only one young person participated in the workshop due to a limited budget – we were not confident we had captured a representative view of young people's concerns.

Addressing challenges and lessons
- Involve many stakeholders when it comes to issue identification. We did this by carrying out a baseline study later on
- We involved youth in the baseline study. We heard from the youth themselves about the problems they were facing
- Involving youth from this early stage:
  - made it easier for the project to really address the issues facing young people
  - ensured ownership of the project by youth.

The programme cycle
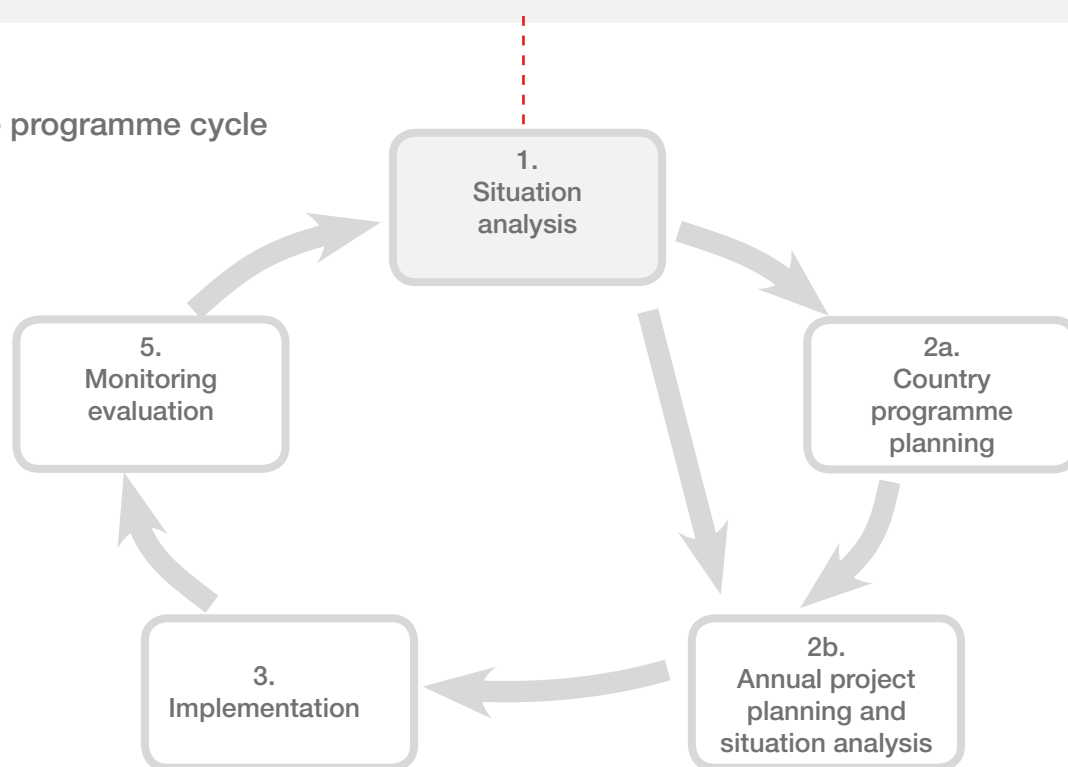
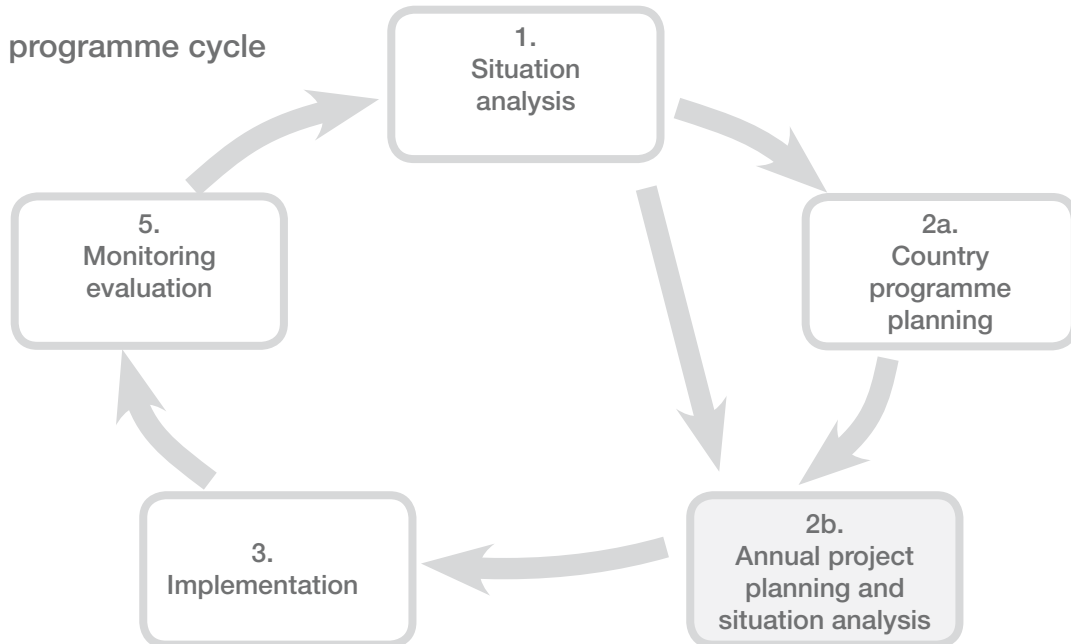## Box 4.2 Situation analysis with a governance perspective: checklist

1. What is the governance problem? E.g. lack of accountability in school management decisions?
2. What are the critical priority issues that stakeholders want to see changes in?
3. Who are potential stakeholders and what are their roles?
4. Who are the usual winners and losers in the particular issue(s) identified? Why?
5. What are the power issues and gender issues in interactions between actors?
6. What are the barriers or constraints that may hold back the change(s)?
7. What are the interventions which would increase the likelihood of change happening?
8. What opportunities exist and can be built on for the necessary change?
9. What are the cross-cutting issues?

Designing with governance perspectives – project planning

The Plan project cycle considers two stages of planning – country programme planning (2a in the diagram) and annual project planning (2b). This section will mainly be focusing on 2b and project planning. Following the below example of Malawi, Box 4.3 provides a checklist for bringing a governance perspective to individual projects.

Plan Malawi's experience of a governance approach to project planning is shown below.

The programme cycle

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1. Situation analysis
2a. Country programme planning
2b. Annual project planning and situation analysis
3. Implementation
5. Monitoring evaluation
```

Activities for the project planning

- Consultations with young people, project partners and Plan technical advisors to develop a draft project vision and mission
- An Outcome Mapping[6] workshop was held with young people, implementing partner organisations, Plan Malawi and UK staff and a representative of the National Youth Council to finalise the vision and mission, and to gain a shared understanding of the project's aims and objectives; then revise the original project proposal
- Meeting to develop monitoring and evaluation tools.

Challenges

- Resistance from local government and CSO staff to involving young people throughout the project cycle. We insisted that young people join the initial planning workshop in Malawi.

Addressing challenges and key lessons

- Many participants should have a thorough understanding of Outcome Mapping tools used so they can guide small group discussions
- Be aware of language barriers, especially when

using some of the Outcome Mapping concepts. We altered some of the terms for the workshop but still encountered difficulties

- Include a lot of discussion/basic training on key concepts in governance
- Use practical activities so youth can participate fully, e.g.
  - the governance poll (setting out provocative statements and asking for group opinions)
  - governance bingo (completing a bingo card with simple questions like who holds a position on a local board? Who has submitted a funding proposal to government?) etc.
  - use very simple visuals – e.g. the diagram with intersecting circles for citizen and state to help young people grapple with what it means to talk about 'participatory governance'
- The facilitator needs skills to negotiate varied stakeholder perspectives, remain sensitive to how comfortable youth participants feel discussing these issues in a mixed group and guide the group to produce a plan that is flexible enough to accommodate different perspectives and to manage expectations.

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[6] 'Outcome Mapping' is a tool that helps people think through the desired outcomes of a project and key activities to realise these outcomes.

Below is a list of questions to consider for bringing a governance perspective to project planning based on Plan Malawi's experience.

Project planning – considerations from Plan Malawi

Q Have we invited both young people and duty bearers to participate fully in the design process?

Q Are we and other adults truly listening to what young people are telling us and adjusting our preconceptions accordingly?

Q Do we have tools which are youth-friendly?

Q Have we allowed sufficient time in the agenda to truly take a participatory approach and ensure a good level of relationship building?

Q Have we ensured everyone knows how to use key tools, like Outcome Mapping?

What difference did it make to involve young people in project planning?

'For many adult participants, the meeting was their first opportunity to work alongside youth in generating a project framework (often youth are consulted and this is then fed into project planning processes). Embedding youth participation at this early stage helped ensure youth were involved throughout the project cycle. It provided an opportunity for young people and duty bearers to build a common platform of understanding and approach, of joint ownership and responsibility, to exchange knowledge and experiences and to start to build relationships between the different stakeholders, which in the long term would ideally be sustained without Plan.'

Charles Chunga, Plan Malawi

Box 4.3 Project design with a governance perspective: checklist

1. What are the opportunities for building on your governance work? For example:
   - a favourable policy environment, like decentralisation of services, which supports you in strengthening the interactions between young people and local government
   - political will to include young people in decision making.
2. What are the existing links with duty bearers and young people?
3. What are the existing platforms – 'spaces' – for young people to engage with decision makers and duty bearers?
4. What governance problem does the project address? For example:
   - lack of 'spaces' for young people to meet with duty bearers and 'raise voice' or hold them to account for the services they provide; e.g. lack of capacity of young people in terms of knowledge about their rights and skills for presenting their concerns to decision makers, or
5. Are the objectives and expected outcomes of the projects expressed in governance terms? For example:
   - increased participation of young people in decision making, improved accountability and responsiveness of service providers.
6. What governance approach and activities will you carry out?
7. How will you ensure the participation of all important stakeholders/actors? For example:
   - young people, duty bearers, communities, local government and service providers.
8. What links will be made with other projects with similar governance objectives, and approaches?

Implementation

Plan Malawi's experience of a governance approach in programme implementation is shown below.

The programme cycle
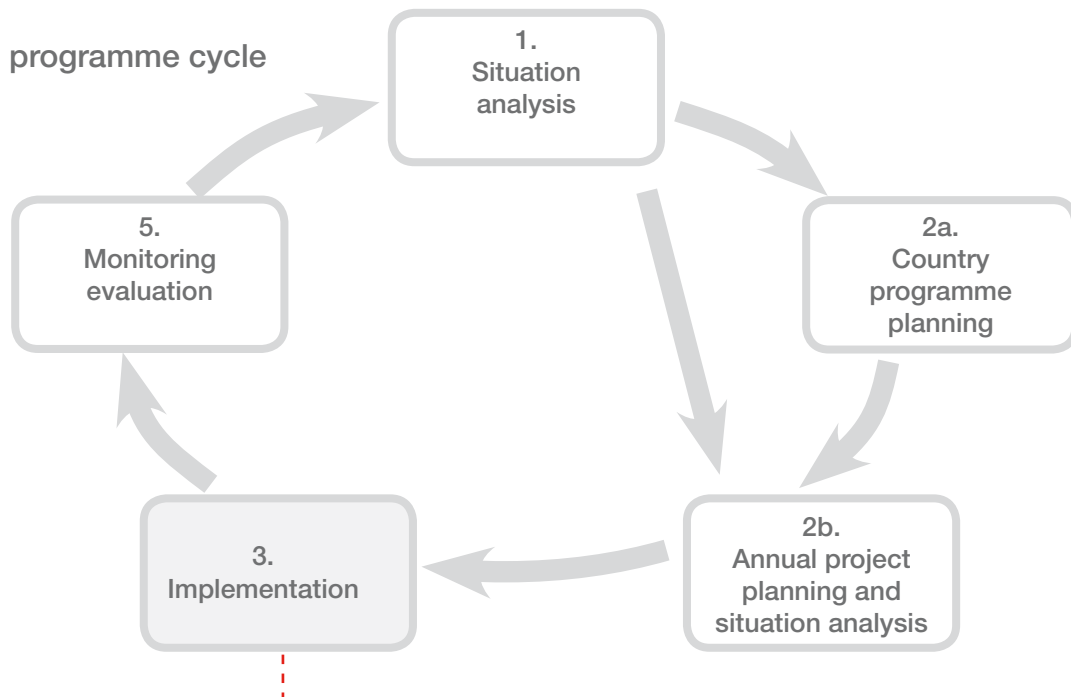
Activities in implementation
- Capacity building for youth, livelihood support for youth, awareness raising/sensitisation for duty bearers, fostering increased youth-duty bearer interaction and supporting improved information flows.

Challenges
- Lack of a unified training manual for capacity building meant there were differences in knowledge of youth in different areas, some youth felt cheated
- Youth were not able to engage with local government structures in some areas because they were inactive or non-existent
- Most government ministries did not think it necessary to engage with youth, because in their view, youth was the responsibility of the Ministry of Youth Development and Sports
- Youth could not raise their real issues in some areas because they had not conducted a good analysis of their rights and some of them lacked the right skills to communicate their concerns.

Key lessons for addressing challenges
- Youth skills can be developed through coaching
- Plan made efforts to review the inactive local government structures
- Involvement of young people in activities like sensitisation was important – duty bearers

appreciated what new knowledge and skills young people had; young people felt what it was like to interact with duty bearers and show they can do something worthwhile
- Many youth engagement programmes stop at awareness raising and advocacy training. We took a holistic approach – building the capacity of youth to engage with duty bearers, and sensitise duty bearers on how they respond to the issues raised by youth and take action
- Sustainability is vital!
  - Working with existing youth structures, increasing the sharing of new skills learned
  - Capacity building of youth groups, in group organisations so they become stronger
  - Encourage youth network formation for exchanging ideas, conflict resolution, combined working
  - Livelihoods, income generation, training in how to write effective proposals to donors, and so raise their own funds, support from Plan for their own livelihood projects. Economic empowerment is an important aspect of governance work
- Work with and strengthen existing government structures – this can help increase sustainability
- Use a sensitive, non-confrontational approach to engage duty bearers, like village leaders and district government.

Below is a list of considerations for bringing a governance perspective to project/programme implementation based on Plan Malawi's experience.

Programme implementation – considerations from Plan Malawi

Q Have I identified existing youth groups with whom I can work?

Q Am I building on relationships that I/Plan have/has already nurtured?

Q Am I focusing on improving/enhancing the interaction between young people and duty bearers?

Q Have I factored in time for follow-up and on-going relationship building and support to young people and duty bearers to ensure that they can engage effectively in an innovative approach?

Q Am I working in a sensitive, non-confrontational manner that allows challenges to the approach to be voiced and addressed?

Q Have I considered the other demands on the time of young people?

Take a sensitive approach

'The interface meetings between youth and duty bearers were skilfully facilitated … so that duty bearers never felt intimidated or threatened by youth. This has ensured that a potentially threatening set of activities is seen to be mutually beneficial for government and community partners. Engaging duty bearers in an open manner, providing space for them to air their scepticism and concerns, was seen by all to be critical to enabling young people to claim space in decision-making structures.'

Charles Chunga, Plan Malawi

Programme implementation – a checklist

Questions to consider when bringing a governance approach to your programme implementation are shown in Box 4.4.

Box 4.4 Implementation of a governance approach: checklist

1. Is the work plan developed with key stakeholders and Plan staff involved in the project?
2. What management arrangements have been made in terms of roles and responsibilities of the various key stakeholders and of Plan staff?
3. What are the funding contributions of each partner in the project? How will ownership and sustainability be considered?
4. Is the process consultative and inclusive of the stakeholders identified in the situation analysis and governance problem?
5. Are the roles and responsibilities assigned to duty bearers being carried out appropriately and efficiently? E.g. do duty bearers carry out their oversight role, i.e. School Management Committees?
6. What methods are being used which support dialogue, interaction and discussion with duty bearers and young people?
7. What mechanisms are being rolled out which support young people's voice (committees, panels, networks)?
8. Have you allocated resources to support the capacity of young people and their advocacy efforts?
9. Are the views of young people and other stakeholders considered and acted on by duty bearers?
10. What forms of engagement with duty bearers take place? Where do young people meet with duty bearers? Is it a formal ceremony, a consultation process, or a joint planning meeting?

Reviewing and learning lessons on governance – monitoring and evaluation

Plan Malawi's experience of a governance approach in programme monitoring and evaluation is shown below.

Activities in monitoring
- Quarterly review meetings, joint field visits, on-going monitoring by the project coordinator.

Challenges
- Quarterly monitoring visits were expensive
- Misunderstandings between young people and duty bearers – youth sometimes took advantage of monitoring exercises to take duty bearers to task on some undelivered services, leaving some duty bearers feeling psychologically bruised.

Addressing challenges and key lessons
- To deal with misunderstandings between young people and duty bearers:
  - Sensitisation of young people and duty bearers on where and how they can raise their issues without bruising each other's egos
  - It is worth spending the money on quarterly review meetings that bring young people and duty bearers together. This ensures transparency, accountability, and enables young people and duty bearers to work together to identify successes, challenges and ways of overcoming them.
  - Put in place mechanisms to diffuse tension during monitoring visits.

Evaluation
- The short time for the evaluation (2010) meant field work was in two districts. It's better to have discussions in fewer places than spread the evaluation too thin
- It would have been better to include young people in the evaluation team – we didn't have the funds, logistical resources, or time to arrange this.

The programme cycle
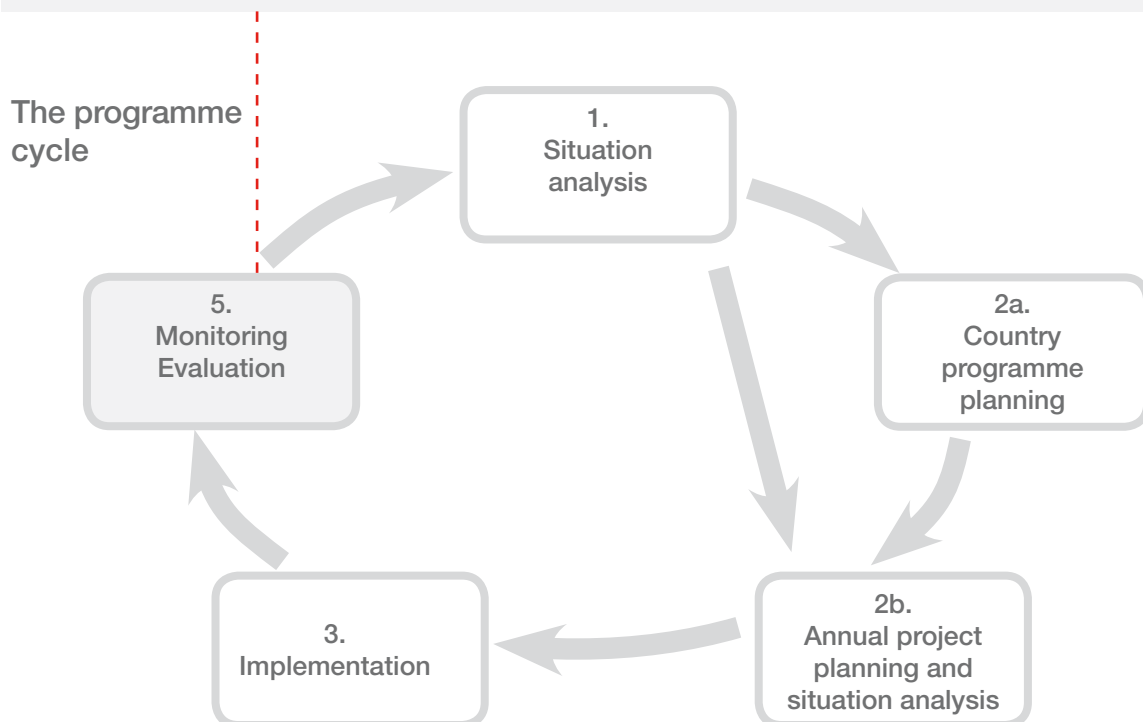
Below is a list of considerations for bringing a governance perspective to project monitoring and evaluation based on Plan Malawi's experience.

Programme monitoring – considerations from Plan Malawi

Q Have I developed a monitoring framework that brings together young people and duty bearers to jointly monitor and review implementation?

Q Have I factored in the costs and logistical challenges of bringing young people and duty bearers together?

Q Have the young people and duty bearers been properly orientated/briefed on the objectives of the joint monitoring exercise?

Q Have I put in place mechanisms to defuse tension that may arise during monitoring visits?

Programme evaluation – considerations from Plan Malawi

Q Have I budgeted for young people's participation in the evaluation?

Q Have I taken into account the logistical needs of young people i.e. availability, transport, consequences of time taken out from other activities? Have I taken into account time constraints of government and service providers?

Q Have I budgeted for the dissemination of evaluation findings to young people, as well as to duty bearers?

Monitoring and evaluation – a checklist

Questions to consider when bringing a governance approach to your project monitoring and evaluation are shown in Boxes 4.5 and 4.6.

Box 4.5 Monitoring governance projects: checklist

Monitoring process

1. Are the mechanisms for measuring progress towards the milestones, targets and desired governance outcomes shown in the log frame?
2. How can monitoring be participatory and include duty bearers and young people's input? What are the mechanisms for managing risks identified in the design stage, as governance work can have higher risks than other projects?
3. How can progress on duty bearer commitments and support to the project be monitored?

Assessing progress

4. What progress has been made towards young people's capability in voice, advocacy, dialogue and effective interaction with duty bearers on project issues?
5. What progress has there been on the quality of duty bearer and young people's interaction and approaches towards collaboration?
6. What progress has been made in relation to community engagement and ownership of the project with duty bearers and young people?

Box 4.6 Evaluating governance projects: checklist

1. What governance changes have happened as a result of the project? Review section 2 to reflect on key governance concepts.
   • Changes in voice of young people?
   • Changes in capability of both young people and duty bearers to effectively address the project issues?
   • Changes in accountability of duty bearers?
   • Changes in responsiveness of duty bearers?
   • Changes in duty bearer and young people's interaction on issues the project has tried to address?
2. What opportunities and actions enabled these changes to take place?
3. What are the constraints and barriers which continue to hold back the quality of interaction between duty bearers and young people?
4. How will the evidence from the evaluation inform the sustainability of Plan's projects and ability to scale up?

Reflections for your programme work

Finally, to consolidate your learning on a governance perspective in programme work, and building on the experiences from Plan Malawi, you are invited to explore the following questions.

Reflect on the following for your context and programme work:

Including young people
Q To what extent have you explicitly and practically included young people in each stage of your programme in order to explore and address governance issues in your sector of work? If not, how could you?
Q What have been your challenges and lessons so far in your governance work with young people?

Designing programmes
Q What do we mean by 'development outcomes' and 'democratic outcomes'? Do you address both in your programming within your sector?
Q Why is it important to involve young people in all stages of the programme cycle, so they have a genuine say in decision making? How would you do this in your context? What are the factors you need to take into consideration when designing and facilitating workshops for both young people and duty bearers? E.g. for a situation analysis, programme planning, monitoring, and so on.
Q Why is it important to consider your own assumptions about how change will be brought about as a result of your governance work?

Challenges
Q What are the challenges with including both young people and duty bearers in joining monitoring visits together? Consider your context. How can these be overcome?

... A final word

In this Section we have explored some key points about bringing a governance approach to our programme work, and to each stage of the programme cycle. We have built on our learning from the previous two Sections. These looked at governance concepts and approaches for working with children and young people (Section 2), and how Plan has used a governance approach in a range of contexts, from a situation analysis in Nicaragua, to school governance in Senegal, social accountability in Malawi and child protection in Indonesia (Section 3).

Section 5 that follows provides a list of additional materials and resources that you can draw on to support your learning and your governance work.

This 'learning guide' is part of an open and growing learning process about governance work with children and young people. It is important to keep reflecting on our experiences, trying out new approaches, creating new and innovative tools, and building on lessons – in the many ways we have already seen from Plan's programmes.

Photo: Plan

Section 5
Resources

So now you know what youth governance can achieve and how it has been implemented. This section will provide you with guidance on using it in your work.

Purpose

The purpose of Section 5 is to support your continued learning and governance work with children and young people, duty bearers and other actors. It also aims to strengthen your programmes.

This section provides a list of key resources drawn from Plan and other organisations. These can all be obtained from Plan or the internet.
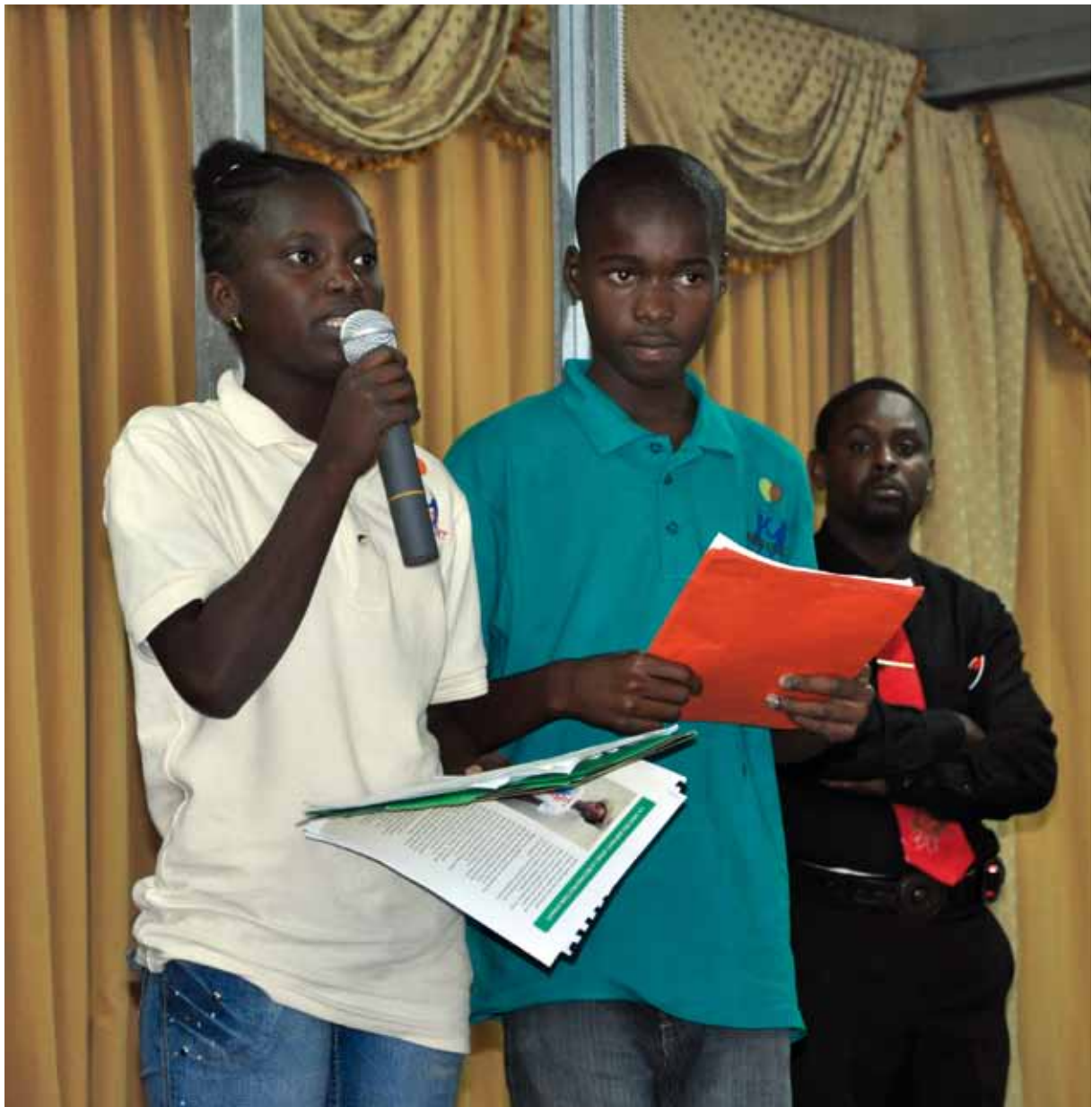
Photo: Plan

Concepts of governance work with children and young people

1. Plan (2010). Governance at Plan International, the Role of the Programme Partnership Agreement with the UK Department for International Development, Plan International, UK.
    – The results of a survey assessing the effectiveness and impact of Plan's governance programme. This shows what can be achieved from a youth governance approach.

2. Plan (2010). 'New Voices: Young People and Governance' Programme Briefing, Plan UK.
    – A brief, easy-to-digest description of why young people's involvement in governance is important and what Plan is doing in this area.

3. Plan (2009). Project Level Logic Models, Plan UK.
    – Plan project and country models of logic demonstrate how desired results will be achieved. These models break down the process of getting to the end result so each of the stages involved can be identified.

4. Plan (2009). 'Promoting Child Rights to End Child Poverty' Programme Framework, Achieving Lasting Change Through Child-Centred Community Development, Plan International, UK.
    – A programme guide to support and inspire staff from across Plan which clearly outlines Plan's child rights approach and set standards for a common understanding. The programme guide integrates Plan's Programme Framework, Programme Effectiveness Framework and Programme Accountability and Learning System (PALS) into a single, user-friendly document.

5. McGee, R (2010). Towards a Governance Framework for Child Rights Work: Six Propositions for Reflection and Discussion, Plan UK.
    – Six propositions for initiating young people's participation in governance spaces and processes, which describe what a governance framework can achieve.

6. Save the Children (2010). Children and Good Governance, Save the Children Policy Brief, 2010.
    – A policy brief which condenses information on why involving youth in governance is important, and what can be achieved by doing so
       http://www.savethechildren.org.uk/resources/online-library/policy-brief-children-and-good-governance

7. UNICEF. Child and Youth Participation Resource Guide.
    – A web-based resource guide on child and youth participation. This website is divided into categories that allow you to easily find resources that you need for your work.
       http://www.unicef.org/adolescence/cypguide/index_basics.html

8. UNICEF. Children and Young People: Participating in Decision Making, A Call For Action.
    – A justification for involving young people in governance, identifying the underlying principles for promoting the meaningful participation of children and young people in decision-making processes.
       http://www.unicef.org/violencestudy/pdf/call_action.pdf

9. Bartlett, S (2005). Good Governance: Making Age Part of the Equation, an Introduction. Children, Youth and Environments 15(2): 1–17.
    – A discussion of young people's participation in governance that explicitly focuses on the attention, or lack of it, given to young people by local governments and their partners.

10. Percy-Smith, B and Thomas, N (2010). A Handbook of Children and Young People's Participation: The theory and practice of children and young people's participation.
   http://www.fairplayforchildren.org/pdf/1289572182.pdf

11. DFID (2010). Youth Participation Guide, DFID – CSO Working Group.
   – An extensive and practical guide to youth participation for development agencies and policy makers (print and on-line version) which is more than an argument for involving youth in governance. This guide provides practical information on how to go about taking a youth governance approach using practical case studies.
   http://www.ygproject.org/guide

12. Molyneux, R, Ollerearnshaw, R. and Madden, M (2010). Young People in Governance – nfp Synergy.
   – A briefing on the myths, challenges and benefits of including young people in the governance of charities and other organisations.
   http://www.nfpsynergy.net/includes/documents/cm_docs/2010/y/young_people_in_governance.pdf

Programming and governance with children and young people

Plan's procedures for programming

13. Plan (2009). Programme Accountability and Learning System (PALS).
   – PALS is a system designed to guide Plan staff at the programme country level in their planning, monitoring and evaluation.

14. Plan (2010). Promoting Child Rights to End Child Poverty – Plan (The Programme Guide), Plan.
   – An outline of Plan's Child Rights approach which provides an overview of why Plan does what it does and how it does it, also showing the impact this approach can have on child poverty – thus providing examples of the potential results of a youth governance approach.

Youth and programming: overall

15. Plan (2009). Child-Centred Community Development. A Guide To What We Do And How We Do It. Plan UK.
   – Provides a rationale for child-centred community development as well as explaining how to implement this approach.

16. Plan (2010). How to Engage Young People in Project Planning, Monitoring, Evaluation Using Outcome Mapping – Outcome Mapping, Learning Community – (Plan UK).
   – A briefing on how to use Outcome Mapping at several stages of the project management cycle. This briefing describes how to hold a three day workshop using Outcome Mapping as well as listing some top tips on adopting the approach.
   http://www.steppingstonesfeedback.org/resources/17/Plan_International_Outcome_Mapping_Malawi_2009.pdf

17. Kalidu, N and Hendricks, S (2008). Planning for Results. Results-Based Management and Gender Equality Training Manual, Plan.
   – Section two provides tools and guidelines for examining gender issues throughout the project cycle.

18. Nierras, R (2007). Rough Guide to Governance, Plan UK.
   – Description of the basic concepts of youth governance and the interaction between duty bearers, youth and other stakeholders.

19. Plan (2010). Summary of Literature Of Young People's Participation In Government decision-making spaces and processes in the global north and south, Plan.
   – Findings from research on how young people can engage with duty bearers to bring about change.

20. Bessel, S (2009). Children's Participation in Decision Making in the Philippines: Understanding the attitudes of policy makers and service providers – Childhood. 16 (3): 299-316.
   – This article explores ideas about children's participation in decision making which are held by government officials and non-government representatives engaged in promoting children's participation in the Philippines.
     http://chd.sagepub.com/content/16/3/299.abstract

21. Inter-Agency Working Group on Children's Participation (2007). Children's Participation in Decision Making – Why do it, When to do it, How to do it? Inter-Agency Working Group on Children's Participation.
   – A guide on why, when and how to bring children's participation into practice. The guide uses case studies as examples and lists techniques and participation approaches for bringing children's participation into decision making.
     http://www.acfid.asn.au/code-of-conduct/docs/docs_guidance2010/B.3.4%20Children%20Participiation%20in%20Decision%20Making.pdf

22. Childwatch International Research Network (2006). Understanding and Contextualising Children's Real Participation. ChildhoodWatch.
   – A description of why sounder knowledge of children's lived experiences and their contexts are crucial for securing the global implementation of the right of the child to be heard and to participate.
     www.crin.org/docs/GDD_2006_Childwatch.doc

Situational analysis

23. How To Do A Participatory Situational Analysis From A Child Rights Perspective – PALS, PLAN.
   – What should be included and how to go about developing a situation analysis, with a particular focus on incorporating a child rights perspective.

24. Planning for Results – Results-Based Management and Gender Equality Training Manual'. Plan.
   – Section one focuses on results-based management and the way the approach can be used for design and implementation.

25. Toolbox for Situational Analysis from a Rights Perspective: in PALS, Plan UK.
   – A wide range of tools which facilitate situational analysis from a rights perspective.

26. Save the Children Sweden (2008). Child Rights Situational Analysis, Save the Children Sweden.
    – This document highlights what situational analysis of a child rights activity should include and how to go about undertaking this analysis.
    http://ebookbrowse.com/child-rights-situation-analysis-final-1-pdf-d17260614

27. New economics foundation (2009). A Guide to Measuring Children's Well-being, Backing the Future, Practical Guide, Action for Children and nef (new economics foundation).
    – A guide to assist policy makers, commissioners of children's services and practitioners on how to use the well-being measurement to evaluate service delivery.
    http://www.neweconomics.org/sites/neweconomics.org/files/Backing_the_Future_Measuring.pdf

Programme design/planning

28. Country Strategic Planning. The rights-based approach. Plan UK.
    – Step by step guide to rights-based country strategic planning which includes practical examples and lessons from the Philippines.
    www.plan-international.org

Programme implementation

29. How to Consult with Children: in PALS, Plan UK.
    – Provides an understanding of how consultation with children links into the PALS process, and identifies the key areas to consider in planning for, carrying out and following up consultations with children.

30. Guerra, E (2005). Citizenship Knows No Age: Children's Participation in the Governance and Municipal Budget of Barra Mansa, Brazil. In: Children, Youth and Environments 15(2): 151–168.
    – This paper describes the development of a children's participatory budget council in the city of Barra Mansa (Brazil), to which 18 boys and 18 girls are elected by their peers to ensure that the municipal council addresses their needs and priorities.
    http://www.colorado.edu/journals/cye/15_2/15_2_09_CitizenshipKnowsNoAge.pdf (you are required to register to access document – no payment)

31. GTZ (2001). Get Youth on Board. A Toolkit for Stakeholder Collaboration and Youth Promotion, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) Gmb.
    – A toolkit for stakeholder collaboration and youth promotion based on an integrated and participatory approach. It supports stakeholders in their efforts to make children's and youth rights a reality.
    http://www2.gtz.de/dokumente/bib-2010/gtz2010-0056en-youth-toolkit.pdf

32. Landsdown, G (2001). Promoting Children's Participation in Democratic Decision Making – UNICEF.
    – Provides information on why participation matters when working with youth and children as well as providing some practical examples and lessons from children's participation.
    http://www.unicef-irc.org/publications/pdf/insight6.pdf

33. Save the Children Alliance (2003). So You Want to Consult With Children – A Toolkit of Good Practice. International Save the Children Alliance.
    – This toolkit has been designed to offer advice, ideas and guidance for involving children in consultations at national, regional and international levels.
    www.savethechildren.net/alliance/resources/childconsult_toolkit_final.pdf

34. Ushahidi – SMS Reporting through Ushahidi.
    – SMS violence reporting website that was developed to track violence in Kenya after the 2008
       elections and which is now working on a platform that will be live worldwide.
       http://blog.ushahidi.com/index.php/2008/11/05/sms-reporting-through-ushahidi/

Programme monitoring & evaluation

35. Plan (2009). Monitoring, Evaluating and Sharing Learning: Governance and Disaster Risk
     Reduction Programmes in Plan UK.
    – A framework monitoring, evaluating, and sharing learning in the Plan governance and
       disaster risk reduction (DRR) programmes.

36. Bonati, G (2006). Monitoring and Evaluating with Children, Plan.
    – What children can do in evaluations, at which stages they can be involved, and what techniques
       can be used to involve children in evaluations.

37. Plan Malawi (2009). Piloting Outcome Mapping with Youth in Malawi, Outcome Mapping Learning
     Community, Plan.
    – Overview and lessons from Outcome Mapping learning workshop in Malawi which sought to
       ensure a shared understanding of the Plan governance project and embed youth participation.
       http://www.steppingstonesfeedback.org/resources/7/Plan_International_Piloting_Outcome_
       Mapping_Malawi_2009.pdf

38. Holland, J and Thirkell, A (2009). Measuring Change in Voice and Accountability Work. DFID
     Working Paper 34.
    – A review of conceptual approaches to monitoring voice and accountability programmes.
       Presents voice and accountability indicators mapped onto an operational framework and discusses
       the types of data gathering instruments that may be used.
       http://www.dfid.gov.uk/Documents/publications1/evaluation/meas-chge-res-voice-acc-wk.pdf

39. Kirby, P and Bryson, S (2002). Measuring the Magic? Evaluating and Researching Young People's
     Participation in Public Decision Making, Carnegie Young People Initiative 2002.
    – Using the evidence for what actually works, this paper looks at how best to involve young
       people in participation and what can be achieved by doing so.
       http://www.yacvic.org.au/sector/items/2011/06/355464-upload-00008.pdf

40. Save the Children (2003). Rights-Based Monitoring and Evaluation. A Discussion Paper.
     Save the Children
    – This paper proposes a rights-based approach to monitoring changes in human and
       children's rights, accountability, participation and equity by measuring different dimensions
       of change: changes in people's lives, in policies and practices, in equity, and in participation
       and empowerment.
       http://www.crin.org/docs/resources/publications/hrbap/RBA_monitoring_evaluation.pdf

41. Gaventa, J and Barrett, G (2010). So What Difference Does It Make? Mapping the outcomes of
     citizen's engagement.
    – A report on a meta-case study analysis of a ten-year research programme on citizenship,
       participation and accountability. While many studies attempt to show the impact of citizen
       engagement by providing one localised case study, this analysis involves 100 research case
       studies and pulls out keys trends on what impact actually looks like.
       http://www.drc-citizenship.org/system/assets/1052734701/original/1052734701-gaventa_
       etal.2010-so.pdf

Strengthening governance with children and young people

Building capacities of children and young people

42.   Inter-Agency Working Group on Children's Participation (2008). Children as Active Citizens – A Policy and Programming Guide.
       – Presents suggestions for supporting children in developing and practicing active citizenship skills in relation to civic engagement, media, public decisions and politics, and children-led associations.
       http://seap.savethechildren.se/upload/scs/SEAP/publication/publication%20pdf/child%20 rights%20programming/Children%20as%20Active%20Citizens%20A4%20book.pdf

43.   Plan (2010). Ecuador: Participation and Influence of Young People to Access Improved Protection services, Plan UK.

44.   Plan (2010). Guatemala: Strengthening of Community Organisations with the Municipal Framework in Baja Verapaz, Plan UK.

45.   Save the Children (2003). Participation – Spice It Up. Save the Children.
       – Forty tried and tested activities and games to get children and young people involved in the decision-making process. These practical tools and ideas facilitate the process of engaging with young people.
       http://www.savethechildren.org.uk/en/54_2346.htm

46.   Plan (2010). Supporting Young Citizens to Demand Accountability, Programme Briefing, Plan UK.
       – An introduction to the governance programme providing strategies and activities grounded in practical examples from Plan programme countries to help Plan staff work with young people to engage with government and demand accountability.

47.   Plan. Turn Up the Volume. Children and Youths Advance Their Role in the Media, Plan.
       – How children can be involved in the media and what it can achieve. Also highlights the role of the media as a governance and accountability tool.

Improving interactions between young people and duty bearers

48.   Bolivia's Children's Parliament: Bringing Participation to the National Stage. Children, Youth and Environment 15(2) Sarakar, J. and Mendoza, B. 2005.
       – Outlines the experience of the Bolivian Children's Parliament as an example of children's participation.
       http://www.colorado.edu/journals/cye/15_2/15_2_13_BoliviasChildrensParliament.pdf (you are required to register to access document – no payment)

49.   Plan (2010). El Salvador: Strengthening the Participation and Decision Making of Children and Adults in the Decision-Making process, Plan UK.

50.   Bartlett, S (2005). Integrating Children's Rights into Municipal Action: A Review of Progress and Lessons Learned. Children, Youth and Environments 15(2):18–40.
       – A brief review of case studies and examples of activities undertaken by local governments and their partners on behalf of children and young people. These examples are drawn primarily from the UNICEF Child Friendly Cities Secretariat (CFCS) database.
       http://www.colorado.edu/journals/cye/15_2/15_2_02_CFCReview.pdf (you are required to register to access document – no payment)

Sector areas and governance with children and young people

Education

51. Guidelines for School Development Plans. Plan UK (2010)
     – Guidelines on how to support the process of the formation of School Development Plans, based on the experience Plan has gathered from working in this area.

52. Plan International Germany (2009). Learn Without Fear – Youth in Action Against Violence in Schools, Plan Germany.
     – A manual for young people on how to be aware of and take action on violence in schools.
        http://plan-international.org/learnwithoutfear/files/youth-in-action-against-violence-in-schools

Livelihoods

53. Power Tools – For Policy Influence in Natural Resource Management, IIED.
     – Power Tools website – 'how-to' ideas that marginalised people and their allies can use to have a greater positive influence on natural resources policy. Twenty six power tools based on experience from around the world to provide practical help to people working to improve policies and institutions around natural resource use.
        http://www.policy-powertools.org/

54. Plan and Consortium for Street Children (2011). Still on the Street, Still Short of Rights – Analysis of Policy and Programmes Related to Street-Involved Children.
     – Provides analysis of the situation of street-involved children, how their issues are currently addressed within legislative and policy frameworks, and highlights programmatic initiatives being implemented by international and local NGOs. Its aim is to inform and provide suggestions for improved practice for NGOs working with street-involved children.
        http://www.canee.net/files/1209_street_children_report_2011_original.pdf

Social Welfare

55. Plan (2009). Plan's Global Campaign to End Violence in Schools, Campaign Progress Report, Plan UK.
     – Describes the issues around violence in schools and the work Plan has done to address this.
        http://www.plandanmark.dk/uploads/43105/lwf-progress-report-2009.pdf

56. Save the Children (2010). Strengthening National Child Protection Systems in Emergencies Through Community-Based Mechanisms; a Discussion Paper.
     – Provides a review of current experience and furthers the understanding of how community-based child protection mechanisms can contribute to strengthening national child protection systems in emergencies.
        http://www.savethechildren.org.uk/resources/online-library/strengthening-national-child-protection-systems-in-emergencies-through-community-based-mechanisms-a-discussion-paper

57. USAID (2005). Youth and Conflict. A Toolkit for Intervention.
     – Describes the key issues related to youth participation in violence, discusses lessons learned in developing programmes for at-risk youth, presents a range of programme options and includes illustrative monitoring and evaluation tools.
        http://www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Youth_and_Conflict_Toolkit_April_2005.pdf

Annex 5.1 General Programme Accountability and Learning Systems (PALS) resources (in Plan)

58. How to develop a Strategic Response and Country Programmes to implement it – PALS, PLAN.
     – Describes how to undertake a strategic response and then develop a Country Programme to address this.

59. How to Define Objectives and Identify Indicators – PALS, PLAN.
     – Provides information on how to define objectives in line with programme effectiveness in Plan and examines in practical terms how objectives are defined in programme countries.

60. How to Develop a PU Long-Term Plan – PALS, PLAN.
     – Explains the process of developing a PU long-term plan.

61. How to Complete Different Sections of CSP – PALS, PLAN.
     – Section two describes how to undertake a situational analysis and lists the key areas that should be covered, as part of a country strategic plan.

62. How to Complete a Programme Unit Long-Term Plan – PALS, PLAN.
     – Section two describes what should be included in a local situational analysis and provides pointers on how to complete this section.

63. How to Update the PALS Tracker with your Annual Monitoring, Evaluation and Research (MER) Plan – PALS, PLAN.
     – How to update the PALS tracker with each country's annual Monitoring, Evaluation and Research (MER) plan.

64. How to Support the CSP Development Process, Including CSP Review, From Regional Office
     – Describes how Regional Offices can provide support in the Country Strategic Plan development process before it is submitted to the Programme Operations Leadership Team (POLT) for final approval.

65. How to Share PALS CSP Documents in the Programme Library – PALS, PLAN.
     – How CSP documents are uploaded to Programme Library once approved by POLT.

66. How to Maintain the PALS Tracker – PALS, PLAN.
     – Guidance to country offices on updating and maintaining their rolling monitoring, evaluation and research (MER) plan through the online PALS tracker.

67. How to Include Ethical Standards in all Monitoring, Evaluation and Research Activities – PALS, PLAN.
     – Information to ensure Monitoring, Evaluation and Research (MER) activities consider principles of ethical conduct.

68. How to Include Child Protection in all Monitoring and Evaluation Activities – PALS, PLAN.
     – How to ensure child protection is covered in Monitoring and Evaluation activities.

69. How to Do an Annual Participatory Programme Review – PALS, PLAN.
     – How to prepare, carry out and follow-up a participatory programme review.

70. How to Develop a Monitoring, Evaluation and Research (MER) Framework – PALS, PLAN.
   – A step by step guide to creating a MER framework.

71. How to Develop a Project Outline – PALS, PLAN.
   – Explains the PALS conception of a project and supplies factors to consider when designing a project.

72. How to Do a Country Strategy Evaluation – PALS, PLAN.
   – Describes why a Country Strategy Evaluation is important, what should be addressed, and broadly how it should be conducted. It also outlines reporting requirements and describes how to effectively use the results of the evaluation.

73. How to Commission Research and Evaluation – PALS, PLAN.
   – Offers guidance to Country Offices on how to commission and manage evaluations and research.

Section 6
Bibliography

Bibliography

This bibliography lists the documents directly quoted in this learning guide. Further resources on governance work with children and young people, and other literature, guides and materials produced by Plan and other organisations, can be found in Section 5 of this learning guide.

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Mikhail, P F (2009). Governance programme monitoring and evaluation: overview of the Theory of Change, Plan UK

Mwanza, J (2010). Presentation on community-based monitoring supported by Plan and Congoma (conglomerate of NGOs), Plan Malawi

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Nierras, R (2010). In: Governance, social accountability and children's rights. Report on the learning event of Plan UK's meeting of governance coordinators and advisors in March 2010, Plan UK

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Plan (2010 b). New voices: young people and governance, briefing paper Dec 2010, Plan UK

Plan (2010 c). Promoting child rights to end child poverty: achieving lasting change through Child-Centred Community Development. Programme guide, Woking, Plan

Plan (2010 d). Governance, social accountability and children's rights. Report on the learning event of Plan UK's meeting of governance coordinators and advisors in March 2010, Plan UK

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Plan Indonesia (2010 a). 'Violence prevention: making child protection services accessible for the community', leaflet

Plan Indonesia (2010 b). Country programme progress report

Plan Indonesia (2011). Community-Based Child Protection – manual

Plan International (2011). 'One PLan, One Goal, Plan's Strategy to 2015'. Plan International

Plan Malawi, Congoma and ActionAid (2010). Citizens' right to public financing. Community-Based Monitoring Project annual report 2008-2010, Plan Malawi

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Plan Senegal (2009). 'Senegal story of change'

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Plan Senegal (2011 a). How has the setting up and running of school councils determined pupil's performance? Case study

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the Plan: to work with the world's poorest children so they can move themselves from a life of poverty to a future with opportunity

Plan