Youth-Responsive Social Analysis: A Guidance Note
Incorporating Social Dimensions into Bank-Supported Projects
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ACKNOWLEDGMENTS

The Youth-Responsive Social Analysis: A Guidance Note is a product of a team of colleagues and consultants inside and outside of the Bank. The series of sector guidelines, currently in preparation, is an expansion of the Bank’s Social Analysis Sourcebook, which was coordinated by Anis Dani, and carried forward by Reidar Kvam (LCR) and Andy Norton (SDV). The Guidance Note has been written and compiled by a team of social scientists led by Estanislao Gacitua-Mario (SDV), including Kathleen Kuehnast (SDV) and Nazumi Takeda (SDV). We would like to acknowledge the helpful inputs from Gloria La Cava (ECA), Joanna De Berry (SDV), and Juan Felipe Sanchez (HD). The Note was also circulated among the Social Development management team for comments and endorsement. We also appreciate the time and effort on the part of Danielle Christophe in preparing the document for desktop publication.
ACRONYMS AND ABBREVIATIONS

AFR  Africa Region
BNPP  Bank-Netherlands Partnership Program
CAS  Country Assistance Strategy
CDD  Community Driven Development
CGA  Country Gender Assessment
CHYAO  Africa Trust Fund for Children Youth in Africa
CRC  Convention on the Rights of Children
CSA  Country Social Analysis
CYP  Commonwealth Youth Programme
DGF  Development Grant Facility
EAP  East Asia and Pacific Region
ECA  Europe and Central Asia Region
ECD  Early Childhood Development
EFA  Education for All
EU  European Union
FAO  Food and Agriculture Organization of the United Nations
GDP  Gross domestic product
GCLP  Global Child Labor Program
HDNED  Human Development Network Social Protection Unit
HDNSP  Human Development Network Education Unit
HIV/AIDS  Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICR  Implementation Completion Report
ICT  Information and Communications Technology
IDF  International Development Fund
IEC  Information education and communication
ILO  International Labor Organization
JSDF  Japan Social Development Fund
KCP  Knowledge for Change Program
LCR  Latin America and the Caribbean Region
MDGs  Millennium Development Goals
MNA  Middle East and North Africa
MPA  Methodology for Participatory Assessments
MTR  Mid-Term Review
NGO  Non-Governmental Organization
OED  Operations Evaluation Department
OM  Operation Manual
OVC  Orphans and Vulnerable Children
PCF  Post-Conflict Fund
PCN  Project Concept Note
PRS  Poverty Reduction Strategies
PRSP  Poverty Reduction Strategy Paper
PSIA  Poverty and Social Impact Analysis
SAR  South Asia Region
Sida  Swedish International Development Agency
STD  Sexually Transmitted Disease
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<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>STI</td>
<td>Sexually Transmitted Infection</td>
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<tr>
<td>TFESSD</td>
<td>Trust Fund for Environment and Social Sustainable Development</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Education, Scientific, and Cultural Organization</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>WDR</td>
<td>World Development Report</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<td>WPAY</td>
<td>World Program of Action for Youth</td>
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<td>Youth-to-Youth</td>
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<td>YAG</td>
<td>Youth Advisory Group</td>
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<td>YCC</td>
<td>Youth Conservation Corps</td>
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<td>Youth Employment Network</td>
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The World Bank is committed to improving the quality of social analysis and participatory processes in its projects. This commitment is reflected in the strategy document for Social Development in the World Bank, **Empowering People by Transforming Institutions** that presents three strategic priorities: Improved macro level processes, better grounding through research and capacity building, and better projects, which means improved development effectiveness of investment lending through a more comprehensive and efficient mainstreaming of social development into project-level processes and analyses, as well as strengthening the social development thematic portfolio.

As a means of systematizing this process, the Social Development Department has worked on developing guidance to Bank staff and clients on the application of social analysis and the integration of social dimensions within Bank operations. One outcome of this effort has been the **Social Analysis Sourcebook** (2003), which explores how Bank teams can assess the social context, and shows how governments and other stakeholders can undertake Social Assessments for specific projects. By explicitly addressing issues such as social diversity and gender, institutional norms and behavior, stakeholder analysis and participation, and social risk, projects are more likely to contribute to equitable and sustainable development.

Social Analysis in the World Bank has expanded over the last decade from only focusing on adverse impacts and compliance with social safeguard policies (involuntary resettlement, and impacts on indigenous peoples), to a more comprehensive social development framework for Bank-supported projects and programs. Avoiding and mitigating adverse impacts of development interventions remains central to our work. But these concerns are now a part of a broader focus on opportunities, constraints and risk to development that arise from the social context.

While the focus of the Social Analysis Sourcebook is on incorporating social development issues into the project cycle, frameworks and guidance have also been developed for more macro-level social analysis. This is done at the program and policy level through Poverty and Social Impact Analysis (PSIA), which analyzes distributional impacts and the role that informal institutions, social relations, and power structures play in the reform process. At the country level, Country Social Analysis (CSA) informs the Bank’s portfolio, and provides inputs to the Bank’s Country Assistance Strategies (CAS) as well as to client countries’ Poverty Reduction Strategies (PRS).

As a follow up to the Sourcebook, the Social Development Department is producing a series of sector- and theme-specific guidance notes for social analysis. The purpose is to ensure that advice related to social development issues is relevant and timely, addresses the key social concerns and opportunities in particular sectors, and is well integrated into the project cycle at all stages. The notes also discuss policy and institutional aspects of particular sectors. These aspects may in some cases be addressed through other instruments than projects, such as country-level policy dialogue, or Development Policy Loans.

Youth is one of the thematic concerns that the Bank has focused on in recent years. **The World Development Report 2007: Development and the Next Generation** specifically addresses young people as key stakeholders in development projects and programs, especially due to their
demographic significance, as well as their enormous potential in contributing to social and economic change.

Understanding the social context in which young people live and addressing the social constraints, opportunities, and impacts that are critical to their success is essential for project’s positive outcomes and sustainability. Therefore, as a part of the Bank’s youth effort, the purpose of this guidance note is to highlight the social dimensions of youth across sectors, and to outline practical ways of applying “youth-responsive” social analysis in the design, implementation, and monitoring and evaluation of Bank-financed operations. The note may also inform meso- or macro-level social analysis, as noted above. We also hope that this guidance note can help advance youth-driven initiatives.

This guidance note on youth-responsive social analysis was developed in collaboration with the Children and Youth Unit of the World Bank and has several audiences in mind. It is addressed primarily to social scientists within and outside the Bank who are expected to assist our clients—Bank task managers and project authorities in borrowing countries—in integrating youth and social dimensions into Bank-financed operations. A second audience is the Bank’s task managers themselves, as well as other members of project teams that work in and across sectors in which youth-responsive or informed social analysis is a necessary tool for ensuring quality in Bank projects. The guidance note will also support country managers and sector managers in ensuring that their task teams consider youth and social development dimensions adequately in the design and implementation of Bank-supported operations. Finally, the note is expected to be of use to client-governments, civil society and other stakeholders in considering how best to integrate social issues into development efforts.

As with all guidelines, the actual application of the framework and suggestions provided here will depend on the local context and available resources, and thus a flexible approach is required in each project. We hope this guidance note will provide a good starting point and will contribute to better project outcomes over the long term.
I. INTRODUCTION TO YOUTH-RESPONSIVE SOCIAL ANALYSIS

The World Bank has been recently increasing its focus upon youth, “a largely neglected constituency” in past Bank operations. The Bank developed the Children and Youth Framework for Action in 2005, and featured this topic as the theme for the World Development Report (WDR) 2007, which articulates the significance of investing in youth as key actors toward accelerating growth and reducing poverty, especially in light of demographic demands, economic efficiency, and political imperatives.1 It is also vital for achieving the Millennium Development Goals, since seven of the eight goals are directly or indirectly related to young people.2

Youth constitutes the largest demographic group in many countries, and represent a disproportionate part of the world’s poor.3 Today about 1.5 billion people are represented in the category of youth—between the ages of 12 and 24 years—of which nearly 90 percent live in developing countries; this number is likely to increase over the next 10-20 years.45 The fiscal, economic and social impact of this “youth bulge” on society is profound, as it presents both opportunities and risks. On the opportunity side, young people represent a great leverage point for investments in human capital and the principal means by which to reduce intergenerational poverty.6 They have the potential for positive economic and social contributions bringing enormous energy and leadership. However, if policy fails to integrate this large, politically visible, and sensitive group into the development process, their views and actions can also pose risks with socially disruptive ramifications.7 While youth have little or no voice in current development strategies, it is thus essential to tap their potential and to help remove institutional barriers constraining them from being successfully integrated into the adult world as a means to realizing a more equitable and sustainable society.

During the period of youth, a monumental shift in legal status also occurs—the recognition of the transition from childhood to adulthood in terms of both international and national laws (see Box 5). The change in legal protections and legal obligations afforded to or limited to an individual during this “right of passage” has many implications, including the setting of a legal age for a wide range of social, economic and political activities: employment; voting rights; licensure for driving a motor vehicle; requirement to pay taxes; conscription to military; consumption of alcohol; marriage; borrowing money; owning land; and many others. Youth represents a time that is ripe with opportunities and also with risks, therefore, understanding the legal dimensions of this transition can assist not only the individual but the society as a whole in preparing a new generation for civic engagement and responsive development.

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2 For details, see World Bank (2006b), Box 1.2, p.29.
3 Children & Youth Conceptual Framework, Why Invest in Children & Youth?
4 World Bank (2005c).
5 Youth can be defined as a phase that extends from adolescence and the initiation of sexual activities (end of childhood) to the stage in which the individual establishes a family and fully participates in the labor market and society (Tohá 2001). Since cultural, social and economic situations could affect the definition and duration of youth, the age range of youth varies depending on local contexts. WDR 2007 takes the age cohort between 12 and 24 years as relevant to youth transitions; this range encompasses age cohort of 15 and 24 years, which is standardized by the United Nations and used by the MDGs.
6 World Bank (2006b).
7 World Bank (2005c).
Incorporating the dimension of youth into development projects and programs of the World Bank is an important component of social analysis, and draws upon the Bank’s operational principles of social development, **inclusion**, **cohesion** and **accountability**. According to the Bank’s social development strategy:8

- **Inclusive institutions** promote equal access to opportunities, enabling everyone to contribute to social and economic progress and share in its rewards.

- **Cohesive societies** enable women and men to work together to address common needs, overcome constraints and consider diverse interest. They resolve differences in a civil, non-confrontational way, promoting peace and security.

- **Accountable institutions** are transparent and respond to the public interest in an effective, efficient and fair way.

Social Analysis is a tool that helps to ensure that Bank projects and programs support the operational principles at both the macro and micro levels. At the macro level, it informs cross-sectoral strategies and approaches, such as Poverty Reduction Strategies, City Development Strategies, or Rural Development approaches. At the micro level, it adds value to the Bank’s efforts by enhancing the quality of the following dimensions of projects:

- **Assessment of project feasibility**: Social analysis reveals the constraints and opportunities related to the social development objectives of a project; it also identifies strategies to address both. For example, social analysis can be used to assess the likelihood of achieving specific social objectives in contexts such as conflict and post-conflict situations, gender-discriminatory or youth-discriminatory legal provisions, or religious proscription of certain activities for women and girls.

- **Understanding of the project environment**: Social analysis sheds light on relevant relationships between individuals, organizational arrangements and institutional structures,

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8 See World Bank (2005a).
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and accounts for the dynamic processes among these stakeholders. Social analysis focuses on power relationships, conflict and agency in both public and private relations, and draws attention to questions of equity and conciliation that are crucial to ensuring the social development outcomes of social inclusion and cohesion.

- **Project responsiveness to community needs**: Social analysis identifies the concerns, needs and priorities of different social groups, including youth and elders, men and women, the poor, as well as non-poor members of the community. As a result, projects are better equipped to address issues of poverty reduction and equity. For example, by identifying needs of disadvantaged groups of the project community, such as youth and women, and ensuring that these groups particularly from poorer households and minority groups are included in community planning, project capture by elites can be avoided and the interests of a wide range of community members taken into account.

- **Maximization of project benefits**: Social analysis allows for more effective targeting of project benefits and better use of project resources. For example, youth unemployment is a primary issue in all of the Bank’s regions; yet, the issue has various causes and different dimensions depending on gender, economic status, social norms, etc. Social analysis provides more accurate diagnosis of the causes of the problem and the sequence of interventions.

- **Sensitivity to potential project-related risks**: These include impacts on indigenous or rural populations, and ways in which these risks can be avoided or mitigated. Social analysis also can flag potential, unintended consequences of projects before they occur. For example, empowerment of youth through increased participation in decision-making for community development or public policy may cause tension among stakeholders, including among elder villagers or government officials. Or, in post-conflict situations, targeting young male ex-combatants and including them into community reconstruction process is crucial for sustainable development. However, this may also trigger negative reactions from other community members.

- **Efficiency of project implementation**: Social analysis can improve project planning and avoid potential problems. If joint meetings for men and women are considered unacceptable, for example, separate focus groups are likely to increase attendance, and perhaps, allow more open expression of opinions by women and young people; times for community participation in project work should also take into account work schedules or household responsibilities of the young.

- **Evaluation of project outcomes and impacts**: Evaluation of youth-specific project outcomes and impacts can provide a more comprehensive and balanced assessment of the extent to which projects contribute to or constrain youth inclusion, gender equity and poverty reduction among youth. Evaluation of a community development project, for example, can assess the level of youth participation in community activities and decision-making process.
II. KEY CROSS-CUTTING AND CROSS-SECTOR YOUTH ISSUES

As an age group, youth is among the most vulnerable since members of this group experience multi-dimensional transition issues from their passage from adolescence to adulthood, from dependence to independence, and from being recipients of society’s services to becoming contributors to citizenship, including national economic, political, and cultural life. From this perspective, the age-cohort of youth cuts across all sectors, and should be considered in a comprehensive social analysis.

Cross-cutting youth issues include the ability to influence others (youth empowerment); access to human and productive resources; poverty and vulnerability to poverty; post-conflict; violence and high risk behavior; and migration. These issues have relevance to all sectors of World Bank work. Similarly, some youth issues have multi-sector implications and cannot be addressed effectively within the framework of a single sector. As the Bank-financed projects tend to be organized by sector, multi-dimensional youth issues that requires integrated approaches have been relatively neglected falling within the cracks of sectoral project. Nevertheless, it is sometimes useful to focus on youth issues that have particular relevance to a specific sector. This section briefly discusses some key cross-cutting youth issues, and provides some examples of sector-specific youth issues.

- **Empowerment.** This indicates an expansion of assets and capabilities of youth to “participate in, negotiate with, influence, control, and hold accountable those institutions that affect their lives. In its broadest sense, empowerment is the expansion of freedom of choice and action.” Young people have distinct needs, seeking status or a role in society, and have the potential to be a powerful agent for social and political change. However, their voices are often not heard. They are excluded from the decision-making mechanism or stakeholder forums such as village committees, which results in an underinvestment in their needs. Lack of participation in decision-making and the disconnection between youth and the public—community, government, etc.—could stagnate the growth, and social and political change. Further, exclusion can lead to distrust and frustration among youth against society, which can pose a social risk. Expanding access to resources, information, as well as decision-making process at all levels of development allows young people to voice their views, and develop and test their capabilities and creativity. This is essential to respond to their needs, and further, develops good governance and accountability in the public and private sector.

- **Access to human and productive resources.** Although youth have much potential in positive economic and social change, they are unable to fully exercise their potential as their access to assets—information, occupational training, job opportunities in the formal sector, credit and land, etc.—is often limited compared to general population. For example, unemployment rates are systematically higher among youth than older cohorts in all regions. Insufficient

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9 World Bank (2006b).
13 World Bank (2006b) illustrates the gap between youth and adult unemployment rates in each region.
education, life and job skills, lack of information as well as rigid labor market regulations are among the factors that prevent youth’s smooth entrance to job market. The study suggests that this early unemployment may permanently affect future employability. The limited access of youth to human and productive resources leads to their economic, social, and psychological isolation, which potentially causes grievances among youth, and can lead to violent behaviors.

Box 2: Youth and Sector Work:
Transportation, Urban Development, Rural Development, Health, and Education

Transportation: Transportation is often an influential factor for poor youth’s access to education. For example, sometimes working youth refrain from attending evening classes since public transport back to slum areas can be dangerous at night. Similarly, many youth have to walk long distances to school as transportation is unavailable or too expensive. This is particularly relevant for girls, for whom distance to school is a more problematic constraint than for boys, since often personal security is a concern for parents. Furthermore, road safety is a crucial issue for young people. One study found, for example, that in Kabul, Afghanistan, traffic accidents were identified as one of the major physical threats young people face. In Vietnam, road accidents on a motorcycle are now the leading cause of death among youth. Along with traffic safety education, road safety enforcement is needed to reduce the number of accidents.

Urban Development: Young people are an important stakeholder group in the urbanization process. It is projected that 60 percent of the world’s population will live in cities by 2030, and more than half of them will be under the age of 18 years. They are driving force of urbanization, and also most affected by this transformation. Investing in youth and engaging them in the city is thus essential to urban development, which fosters economic growth and reduces poverty as a large proportion of GDP is produced in urban areas. Urban environments create specific opportunities and risks to young people. Cities offer broader and deeper labor markets, more investments in health and education, lower per capita costs, better access to services and information, and greater exposure to surrounding world than rural areas. People may have more access to ICTs, which young people are particularly eager to adopt, and contribute to technological innovation. At the same time, rapid urbanization exceeds the municipal resources and capacities to meet high demands for essential services, leaving many young people in slums/informal settlements. There is also high pressure for schooling and jobs, and increasing demand for skilled labor in labor market based on urban technology-based service economy leads to concentrated urban poverty in highly segregated cities. High density and mobility in cities also increases the incidence of HIV/AIDS, as well as crime and violence.

Rural Development: The capacity of agriculture to provide a sustainable livelihood for the next generation is declining in many countries. Young people have limited access and control over resources, such as land and credit, and do not have much opportunity to take part in the types of long-term enterprises undertaken by their parents except as dependents. The livelihood opportunities available to young people are often temporary, marginal and labor-intensive. The study suggests that youth livelihood strategy is sometimes different from that of an adult. They tend to (1) undertake enterprises that need heavy and sustained physical effort; (2) engage in high-risk enterprises that offer high and/or quick returns (“long-term security” are less important to youth than to older people); and (3) develop opportunistic short-term and niche enterprises. While these small scale enterprises can grow into more sustainable livelihood patterns, it is crucial to facilitate the “intergenerational exchange” of information, resources, and entitlements to achieve more sustainable rural development.

1 For example, employment protection laws in some countries may discourage youth employment if the minimum wages are set too high (World Bank 2006b).
### Health

Young people are particularly exposed to higher health risks as they initiate sexual activity and enter an age of identity-seeking and increased risk-taking. Youth is often when individuals begin to smoke cigarettes, consume alcohol and drugs, engage in sex, while also they tend to exert more control over their diet and physical activity—behaviors that persist and affect their future health. Insufficient information, limited decision-making capacity, lack of friendly and safe spaces, as well as leisure and entertainment further encourage these risky behaviors. In 2005, for example, it is estimated that five million people are newly affected by HIV/AIDS worldwide; more than half of them were youth between ages of 15 to 24 years. Majority are young women and girls. In Sub-Saharan Africa, HIV/AIDS is the leading cause of death among young people ages of 15 to 29 years. The AIDS epidemic among young people not only destroys the human capital embodied in them, but it also affects their children depriving them the opportunity to become economically productive adults, including their parents’ care, knowledge, and capacity to finance education.

### Education

While enrollment rates are increasing dramatically with a primary enrollment rate of 85 percent worldwide, access to education—particularly at the secondary level—is limited for many young people. Low level of preparedness, the perceived irrelevance of secondary schooling, the high direct and indirect costs, and low physical access to secondary schools, each contribute to reducing enrollment rates at the secondary school level. Social norms and physical security further limit access to education, particularly for girls. There appears to be a strong correlation between leaving school at an early age and the increase of risky behaviors, as well as the risk of long-term social exclusion. Education requires flexibility to meet the needs of marginalized youth. For example, for those who work during the day, or for those who engage in agriculture and are unable to attend school during particular seasons, flexible timetables such as night classes or irregular times may help increase their access to education. Similarly, providing “second chance” learning opportunities to those who dropped out of schools may be essential to mitigating further exclusion. In addition to access, higher quality and relevance of secondary education is needed to better prepare youth for work. Increasing institutional accountability to students, encouraging student participation in monitoring performance of teachers and school/university administrators are several ways in which to include young people in the process of improving educational standards.

### Poverty and vulnerability to poverty

Young people represent a disproportionate part of the world’s poor. In addition to their demographic significance, they are particularly vulnerable to economic change due to their limited access to various assets, and therefore, easily trapped by poverty. However, youth tend to be invisible as a separate poverty target group, particularly based on a static perspective of poverty, which focuses on persistent poverty among the long-term poor and their continuing difficulties over the long run. Introducing a more dynamic perspective of poverty, one that looks at poverty more as situational and short-term associated with difficulties in negotiating a particular stage in the life cycle (e.g., developing a regular livelihood or coping with the birth of a child), will add a greater scope on poverty and youth vulnerability. Investments in youth maximize social mobility and are the primary means by which to reduce intergenerational poverty. These intergenerational impacts can lift families out of poverty over the long term.

### Post-Conflict

Young people as an age-cohort are among the most vulnerable and deeply affected by civil conflicts and wars. Over 300 million young people under the age of 25 years

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28 For more discussion on analysis of youth and poverty, see World Youth Report 2003, Chapter 3.
30 World Bank (2006a): Youth in Post-Conflict Settings highlights lessons on how to facilitate the simultaneous transitions that youth face. Rahim and Holland (2006) also present four case studies from Bank’s Post Conflict Fund (PCF) projects on children and youth.
live in countries affected by armed conflict, representing nearly a fifth of the world’s total population of children and youth.\(^{31}\) Youth need education, job opportunities, psycho-social care and guidance in the transition of childhood to adulthood; conflict adds far more complexities and difficulties to this process by breaking down social norms and cultural practices.\(^{32}\) Many of them have been engaged in violent activities, such as being recruited as child soldiers or they have been victims of abduction, assault, rape, or witnesses to violence. After long exposure to violence, youth are particularly susceptible to serious psychological trauma, as well as an increased distrust of others. Some youth may identify power and violence as synonymous. These psycho-social effects can be significant and represent intangible barriers to post-conflict reconstruction and reintegration of society.

Several studies imply that demographic youth bulges may increase the risk of domestic armed conflict, especially under conditions of economic stagnation with widespread poverty and inequality, as well as weak governance.\(^{33,34}\) A recent assessment in Sierra Leone shows that the conflict was fought primarily by marginalized young people, especially those from rural areas who lacked education and access to livelihood opportunities.\(^{35}\) While controversy remains over the correlation between large numbers of youth and the potential for conflict in a country, for many developing countries with weak economies, attending to youth issues is not just a good idea, but is also a necessary action. In this context, integrating young populations into society by providing social and economic roles—by providing employment, education, and family reunification, for instance—is particularly important for post-conflict countries in order to prevent the recurrence of violence.

- **Violence and high-risk behavior.** Violence and high-risk behaviors are costly not just for youth, but for society overall.\(^{36}\) Violence affecting youth can be assessed on the level of the individual/family, the community and the overall country environment. Unemployment is one of the major factors that lead to frustration and idleness, contributing to gang violence and other forms of interpersonal conflict. Ultimately, youth in urban areas—and even more so, young men—have more free time and fewer social expectations that constrain them, thus increasing the possibility of their participation in activism, unrest and riots creating a vicious circle, since violence in the community may limit employment options as jobs are not created or there is limited access due to the risk of violence.\(^{37}\) School drop-out and lack of space for safe and constructive free time activities also add risks. In addition, violence results from power relations.

Violent behavior of young people is often a byproduct of their inability to express identities in a healthy way. For example, when they cannot achieve “socially recognized manhood” acquired through assets, opportunities, income, and through marriage, young males often turn to other means to establish identity and to express their manhood, such as violence. Similarly, in search for an identity, young people are apt to experiment with risky behaviors, such as drug abuse, unsafe sex, drinking, smoking, and crimes. Young people also tend to discount the long-

\(^{31}\) Rahim and Holland (2006).
\(^{32}\) World Bank (2006a): Youth in Post-Conflict Settings.
\(^{33}\) Urdal (2004).
\(^{34}\) Yousef (2003).
\(^{36}\) World Bank (2003a) quantifies the estimated costs of risky behaviors.
\(^{37}\) World Bank (2003a) found that a 1 percent decrease in youth crime would directly increase tourist receipts by 4 percent in Jamaica and by 2.3 percent in the Bahamas.
term negative consequences of their actions. Reducing unhealthy risk-taking behaviors among youth requires expanding their access to the information and the capacity to make and act on good decisions.\textsuperscript{38} Similarly, longitudinal studies show that early childhood intervention may be most effective in preventing risky behaviors as it ensure healthy brain development and foster the cognitive skills that have long-lasting effects on behavioral patterns.\textsuperscript{39}

• **Migration** is occurring throughout the world at unprecedented numbers. Globalization, together with political violence in many countries has led to a large and sustained increase in migration. Data indicates that a disproportionate share of the world’s migrants is found among young people; as the probability of migrating peaks during the late teens and early twenties.\textsuperscript{40} Many of them migrate in search of opportunities for work or education. Marginalization and idleness of youth in one society can cause massive emigration of the dissatisfied to another country.\textsuperscript{41} Some migration patterns have positive effects on poverty reduction and growth through remittances and skills acquired abroad. At the same time, due to a high demand for migration, young people may resort to illegal movement and be more vulnerable to crime and human trafficking. Youth migration can also cause “brain drain”—the loss of educated and/or highly skilled workers—which may in turn threaten economic and political development.

Domestic migration from rural to urban areas is occurring at a rapid rate in many developing countries, and contributing to intensive urbanization. Young people are more likely to move to cities and contribute to the large-scale transformation of city’s socio-economic and environment profile. In urban areas, the massive influx of people often exceeds the capacity of receiving cities, while it contributes to their economic growth. Rapid urbanization tends to also increase the incidence of poverty and deprivation, creating slums and squatter settlements where people lack access to electricity, water and sanitation systems. The increase of petty crimes is another risk accompanied by urbanization. The young, in particular, tend to suffer from non-availability of educational and health services and insecurity.

\textsuperscript{38} Holland (2005) presents various approaches and programs to reduce risky behavior of youth, as well as their results.
\textsuperscript{39} For more discussion, see World Bank (2006a): Preventing Youth Risky Behavior through Early Child Development.
\textsuperscript{40} World Bank (2006b), Box 3, p. 14.
\textsuperscript{41} A Cava et al (2005) provides an analysis of migration among youth in South Eastern Europe.
III. YOUTH ISSUES IN THE REGIONS

The cohort of young people in the world today is the largest ever; moreover the number of young people between the ages of 12 to 24 years is projected to increase until the year 2035, with a gradual decline thereafter. The demographic trend shows regional variety: In Europe and East Asia, the number of youth has already peaked and is now in decline. Similarly in Latin America and the Caribbean, the youth demographics are currently peaking. However, in South Asia, Central Asia, the Middle East and North Africa, the youth population is likely to increase slowly over the next 25 years. Sub-Saharan Africa has a rapidly growing youth population.

While young people face a variety of challenges within each region, the following are the most notable. (For more details, see Annex 2.)

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42 World Bank (2006b).
43 For country demographic trends, see World Bank (2006b), p.33, 44.
Africa

- Rapid growth of youth population;
- HIV/AIDS epidemic increasing among youth;
- Conflict prevention and post-conflict reintegration: restoration of infrastructure and basic services, e.g., education; reintegration of ex-combatants;
- Highest unemployment rate to total youth population;
- Early entry to labor market highest among regions: high percentage of child labor;
- Low quality of employment: majority of working youth in informal sector; poor working conditions.

Eastern Europe & Central Asia

- Majority of the population in Central Asia under the age of 25 years (63 percent of total population);
- High percentage of out-of-school children;
- High youth unemployment rate;
- Idleness of youth: high percentage of out of school joblessness (unemployed + inactive); lack of safe and valued free-time cultural and entertainment;
- HIV/AIDS increasing among the demographic category of youth;
- Youth violence resulting from idleness, lack of hope and frustration;
- Youth migration includes a high risk of human trafficking, crime, and brain drain
- Increase of birth rates outside of marriage: change of family structure.

Latin America & the Caribbean

- High youth unemployment rate: majority of young people do not have “educational capital” to access or secure job positions, nor the necessary “social capital,” especially important for the first-time job searchers;
- High drop-out rates at primary and secondary school: prominent in rural area (75 percent of 20 years old not completing secondary school);
- Intra-regional and extra-regional migration;
- Increasing youth violence;
- Gender disparity: much higher unemployment rates among young females.

Middle East & North Africa

- High youth unemployment rate--53 percent of total unemployed population; highest persistent labor market pressures, with many new entrants;
- Lack of quality and relevance of education;
- Political exclusion of youth;
- Gender disparity--much higher unemployment rate among young females;
South Asia

- Youth Unemployment;
- Increase of high risk behaviors among youth;
- Gender disparity: largest gender gap in literacy rate;
- Early marriage: highest among the regions with 42 percent of female being married before the age of 18 years;
- Child labor; Human trafficking.

East Asia & the Pacific

- High youth unemployment rate--disparity between education and labor market demand; little access to secondary and tertiary education as well as irrelevance of contents;
- Social dislocation--conflict and instability leading to youth social, political, economic exclusion; and vice versa;
- Youth migration: rural-to-urban migration; international migration.
IV. ANALYTICAL FRAMEWORK FOR YOUTH-RESPONSIVE SOCIAL ANALYSIS

Youth-responsive social analysis contributes to sustainable development by examining the youth dimension of social systems relevant to project success in order to inform youth-responsive project design, implementation, monitoring and evaluation. The Social Analysis Sourcebook suggests five “entry points” of social analysis, these are:

- social diversity and gender; institutions
- rules and behavior
- stakeholders
- participation
- social risk

The following section discusses the relevance of each of the five entry points when examining issues of youth.

Social Diversity and Gender⁴⁵

To ensure effective mobilization and inclusion of youth, analysis of impacts and opportunities of social diversity is essential. Young people, like any age group, cannot be viewed separately from the other social relationships in which they are embedded. Youth is a “heterogeneous” group that interacts with other variables including gender, class, race, ethnicity, and religion, place of residence (rural or urban), household composition and dynamics, marital status, as well as physical or mental disability. The opportunities, capabilities, priorities, and needs of subgroups of young stakeholders may vary widely. The period of youth is a time when these differences and inequalities among subgroups become more apparent, affecting their life trajectories as they undergo socialization and identity-building.

Exclusion is more accentuated for certain groups than for others. For example, young people living with disabilities often have limited access to education due to the lack of special education or assistance. Or, in other cases, they are experiencing social and psychological isolation due to segregated education.⁴⁶ Similarly, they often lack access to jobs and employment due to social stigmas.⁴⁷ Youth from indigenous communities are often disadvantaged in education due to the unavailability of mother tongue instruction and the irrelevance of the contents of the curriculum to indigenous children. The lack of education and employment can portend a lifetime of poverty. In each case, identifying the most socially excluded youth is a starting point for youth-responsive social analysis.

Gender has particular importance in the analysis of youth issues, since gender identities are reified and gender-specific roles are acted upon during this lifecycle stage. Gender is socially constructed in a variety of ways: via laws and institutional arrangements that differentiate between males and females, through less formal but equally important social norms and expectations.⁴⁸ Many young

⁴⁵ For an overview of gender disparities and gender equality, see World Bank (2001).
⁴⁶ These points were raised by young people during the youth consultation for WDR 2007 (Mangiaterra and Vollmer 2006).
⁴⁷ See World Bank (2006b), Box 4.6.
⁴⁸ For an example of the early construction of gender identity, see Lindo-Fuentes and Salem (1999).
women from poor households are married early; and this early childbearing restricts other opportunities for schooling or employment. Negative perception toward educating girls and sexual harassment at school is another constraint for girls, while cultural barriers possibly limit boys’ access to education as well.\textsuperscript{49} The differences in sex and gender also bring about different disease scenarios for male and female youth. Young women tend to suffer more from diseases such as HIV/AIDS and depressive disorders, and tend to be victims of rape and domestic violence. Young men, by contrast, tend to suffer more from violence, alcohol use, and vehicular accidents.\textsuperscript{50}

Roles and relationships that are socially assigned may vary over time and between societies, and most importantly, they are capable of changing. In this respect, youth present an opportunity for promoting social change (Box 4). The young are less likely to divide the world by cultures and geographies, but rather see common features of youth culture.\textsuperscript{51} Evidence suggests that young people are more capable of changing their views about the acceptability of violence than older adults.\textsuperscript{52} As young people’s current activities and behaviors serve as developmental precursors to adult behavior, intervention during these years is critical to prepare them for establishing more healthy behaviors and attitudes throughout their adulthood.

\textbf{Box 4: Promoting Social Cohesion through Youth in Macedonia, Turkey & Brazil}

The World Bank's children and youth development project in Macedonia aims at promoting mutual understanding and cooperation among youth from different ethnic groups in the area, looking at youth as "agents to foster social change in their respective communities and inter-ethnic cohesion in the country."\textsuperscript{53} Similarly, the youth development and social inclusion project in Turkey focuses on creating "an understanding and appreciation of different cultures, values and institutions among participating Turkish and European youth and thereby breaking down cultural barriers, stereotypes and existing prejudices that inhibit social cohesion between youth groups."\textsuperscript{54} The project facilitated the positive interactions among youth from different ethnic groups through youth exchange programs, as well as inter-ethnic gatherings and activities.

Program H in Brazil addresses the gender-related roles that often lead to unsafe and early sexual behavior.\textsuperscript{55} Boys attempt to prove their masculinity while girls do not have the bargaining power to negotiate the situation. Program H was developed to promote more "gender-equitable" attitudes among young men—working both in group educational settings and at the community levels, by altering the way they think about gender roles and behaviors, with the hope of changing their sexual choices and expectations. The evaluation found that after six months there was greater condom use among program participants, less incidence of new STDs, and a significant improvement on the Gender Equitable Men scale. While there were some shortcomings in the evaluation methodology, this offers an example of the potential of youth for promoting healthy behavior and gender equality.

\textit{Source:} PAD for Macedonia Children and Youth Development Project (2001); Turkey Youth Development and Social Inclusion Project (2005); WDR 2007 (2006b); World Education (2006).

\textsuperscript{49} In Nigeria, for example, young people point out that boys are encouraged to go to business venture instead of school. (Mangiatera and Vollmer 2006).
\textsuperscript{50} For more discussion on gender and youth, see World Bank (2006b), p. 65.
\textsuperscript{51} McCarney and Sauvé (2003).
\textsuperscript{52} Morrison, Ellisberg, and Bott (2004) suggest that youth-oriented education programs may represent one of the most important strategies for reducing violence against women in the long run. Also, integrating attention to violence into the training of next generation of professionals such as teachers, lawyers, judges, etc. at schools and universities may be another effective approach to impact on societal norms.
\textsuperscript{54} JSDF Grant Proposal: Turkey Youth Development and Social Inclusion (2005).
Institutions, Rules and Behavior\textsuperscript{56}

This entry point examines the formal institutional and legal provisions that govern the relationships between diverse social groups within a society, the organizational structures through which these formal provisions are carried out (or not), and the informal behaviors that mediate and modify the relationship between theory and practice in these areas. For example, social analysis examines the process that creates or removes barriers to youth inclusion. It also seeks to identify ways in which programs or projects can enhance capacity of young people either by modifying the institutional, organizational and social context, or, if this is problematic or inappropriate, by designing a project to more effectively interact with the existing context.

Box 5 Implications of the Legal Transition from Childhood to Adulthood

The category of youth as defined in the WDR-2007 (12-24 years) includes a monumental shift in legal status in both international law and within most national legal frameworks—namely, the change in legal protections and obligations when an individual transitions from childhood to adulthood. Although the WDR does not specifically focus on this transition, a thorough social analysis must consider the institutional and social, economic, and political implications of this change in legal status.

With the inception in 1989 of the Convention on the Rights of the Child (CRC), the first legally binding international instrument to incorporate the full range of human rights—civil, cultural, economic, political and social rights—for individuals 18 years of age and under. It is important to emphasize that international law child rights are a specific category of human rights, and that this implies a major differentiation within the category of ‘youth’. The CRC sets out these rights in 54 articles and two Optional Protocols. It spells out the basic human rights that children everywhere have: the right to survival; to develop to the fullest; to protection from harmful influences, abuse and exploitation; and to participate fully in family, cultural and social life. The four core principles of the Convention are non-discrimination; devotion to the best interests of the child; the right to life, survival and development; and respect for the views of the child. Every right spelled out in the Convention is inherent to the human dignity and harmonious development of every child. The Convention protects children’s rights by setting standards in health care; education; and legal, civil and social services.

By agreeing to undertake the obligations of the Convention (by ratifying or acceding to it), national governments have committed themselves to protecting and ensuring children’s rights and they have agreed to hold themselves accountable for this commitment before the international community. States parties to the Convention are obliged to develop and undertake all actions and policies in the light of the best interests of the child. Committee on the Rights of the Child is the body of independent experts that monitors implementation of the Convention on the Rights of the Child by its State parties. It also monitors implementation of two optional protocols to the Convention, on involvement of children in armed conflict and on sale of children, child prostitution and child pornography. Along with the CRC, the International Labour Organization (ILO) provisions in Convention 182 that children under 18 years of age should not be engaged in any type of employment, moreover, especially in hazardous occupations such as child trafficking, child domestic work and then child labor in mining.\textsuperscript{57}


\textsuperscript{56} For sources of information on Gender and Governance, see Bell (2001).

\textsuperscript{57} The World Bank recognizes that child labor is one of the most devastating consequences of persistent poverty and has adopted a clear position to help reduce harmful child labor through its ongoing poverty reduction efforts and new initiatives. It is housed in the Human Development Hub’s Social Protection Unit. Since its establishment, the Global Child Labor Program (GCLP) has functioned as the Bank’s focal point for child labor activities, training, capacity building and policy. The overarching objectives of GCLP are to enhance the effectiveness and to increase the impact of the World Bank’s work on children’s issues especially in the area of translating analysis into the development of programs and projects to address child labor at the Bank’s operational level. Partnerships have been and continue to be essential to achieving these objectives.
Certain formal institutional arrangements may pose risks to young people. For example, studies show that labor markets with restrictive employment protection laws, generous unemployment insurance systems, high incidence of unions and collective bargaining, and high relative minimum wages are each likely to increase youth unemployment rates. In Brazil, an increase in the minimum wage resulted in greater job loss for low-skilled, young female workers. In Chile, minimum wages negatively affected the overall employment probabilities of youth, particularly the unskilled, although many developing countries set the minimum wage with the intention of protecting workers’ from falling to very low levels.

Social institutions and norms also have significant impact on constraints and opportunities for youth inclusion. They hinder the full participation of many youth, particularly girls, in skill acquisition and work. For example, a cross-country regression for 128 countries indicates that religion alone can explain about one-third of the variation in female participation rates to labor market. In Egypt, although many young women are educated, they are restricted from widely participating in labor market as they stay close to home and refrain from driving. The most disadvantaged are the uneducated women, whose access is limited either to domestic work or to non-wage work in home-based enterprises and subsistence agriculture.

Also, many traditional societies have a strict hierarchy governed by a principle of age. Elders in the communities maintain control over major assets and decision-making, such as the allocation of land, labor, and marriage. Youth tend to be excluded from decision-making in these communities and their participation is discouraged during community meetings.

Biases or mistrust between youth and other stakeholders also create barriers to youth social and political inclusion. Young people, in particular, tend to cultivate mistrust of institutions as a consequence of their economic, social, and political exclusion. In Kosovo, for example, young people perceived the government as unresponsive to their needs, and their disillusionment became widespread. Similarly, government officials look at youth as a potential threat to peace and stability. In Timor-Leste, an enormous divide exists between the government and youth groups, such mistrust between institutions and youth creates major constraint to the social stability and growth. In addition, judgmental attitudes or fixed mindsets between adults and youth—“ageism”—may be another obstacle to youth inclusion. Older community members may not appreciate younger members’ involvement in decision-making, and youth may be reluctant to work with adults. Social tensions among populations partly derived from the absence of constructive interactions; continues a cycle of ignorance, mistrust and fear. Facilitating communications or interactions among people is thus assumed to enhance mutual trust and understanding, and foster reconciliation.

While removing institutional barriers, institutions that support youth inclusion and empowerment need to be promoted. For example, multi-purpose youth centers are one type of institution that addresses multiple needs of youth. These centers reduce idleness of young people and encourage youth participation in community-based activities by offering multi-disciplinary activities such as:

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58 HDNSP/HDNED (2005).
61 PCF Grant Proposal: Kosovo Youth Development (2005).
63 Golombek (2002).
non-formal education activities (e.g., practical/vocational training including IT or English language training); recreational activities (sports, cultural activities, etc.); and life/livelihood skill training. The centers also provide youth with a safe space to interact with peers, a place for identity and self-expression, and provide young people with opportunities for inter-ethnic integration that are often missing at schools. (Box 4: Children and Youth Development project in Macedonia).

**Box 6: Institutional Barriers - Youth with Disabilities**

Youth with disabilities tend to face a variety of formal and informal institutional barriers. It is estimated that nearly 180 million young people between 10 and 24 years of age live with a physical, sensory, intellectual or mental health disability. Approximately 150 million of them are living in developing countries. Despite the large numbers and their striking needs, youth with disabilities have been historically overlooked; they tend to be the poorest and most marginalized of all young people, lacking educational, economic, social and cultural opportunities.

The impact of disability may vary and depends upon the specific context such as the environment (urban/rural), type of society (developed/less developed) and cultural and societal norms. Some cultures are more tolerant toward disability while others are less. In rural areas, physical mobility impairment may be far more disabling than in urban areas. In societies where many jobs require high level of literacy and new technologies, e.g., computers, those who have intellectual disabilities may struggle more than in places where most jobs are based on manual labor.

In many societies, among the major obstacles that youth with disability face are prejudice, discrimination, misconceptions and low expectations of their potential. They are often conceived as “incapable” of learning, which limit their educational opportunities. Exclusion from educational and training programs for disabled youth, and inaccessibility to information resources—due to technology divide, the lack of physical access, the lack of reasonable accommodations (e.g., sign language interpretation), unavailability of assistive technologies or accessible formats, especially for disabled youth who live in rural areas—further create barriers to knowledge, and consequently, to employment. In addition, the lack of appropriate policies for mainstreaming youth with disability, as well as low awareness among other stakeholders, such as government, donors, community, young people etc., hinder the inclusion of disabled youth.

The projects addressing the issue of youth with disability are still limited; yet, there is a growing awareness of the importance of inclusion and disabled youth. One of these efforts includes the Velugu project in India supported by the World Bank, which combines rural development and empowerment of disabled people including youth. Also, some youth consultation groups for developing National Policies—called New Voice Group—have taken practical steps for ensuring the involvement of disabled youth in its actions.


In summary, it is particularly important to identify and address the impacts of formal institutions, societal norms, expectations, traditions and religious beliefs that promote or constrain opportunities for youth, and that exist alongside formal provisions and organizations. The awareness of how institutions affect youth issues can increase project effectiveness and the sustainability of development efforts beyond the life of a project.
Stakeholders

Stakeholders, whether they are individuals, groups, or organizations, include all those who have a stake or a specific interest in the outcomes of a project or program. The purpose of stakeholder analysis is to identify all significant stakeholders in a project, the specific nature of their interest, and their level of influence; to maximize project benefits for a wide range of stakeholders; to seek possible ways to reconcile different or conflicting interests; and to identify stakeholders that may constitute valuable resources for project development (for example, NGOs working with youth, community-based youth organizations).

Stakeholders may actively support the project, as they perceive benefits to themselves or to their community. This perceived “ownership” of the project can contribute significantly to the project’s success. Alternatively, they may oppose the project, believing that it threatens their interests or requires a level of investment of resources they consider disproportionate to the perceived benefits; in this case, the challenge for social analysis is to assess the feasibility of the project, given existing opposition; and to seek ways to reconcile the interests of specific stakeholders with the goals of the project.

While a number of different agents and institutions may be involved in each project, the following stakeholders may be particularly relevant to youth-responsive social analysis:

- Youth (as agents of change in their community/society)
- Family (of origin as well as the individual’s own family)
- Local community (as well as informal leaders)
- State officials (including the preconceived perceptions toward youth of school teachers, police and judges)
- Line ministries (e.g., Ministry of Education; Ministry of Youth, Sports, Culture; Departments of Youth within each ministries)
- Youth-serving civil society associations
- Religious groups (outreach to youth, e.g., as service providers)

Since youth issues are cross-cutting and cross-sectoral, they typically do not command an entire ministry of their own. While each sector ministry is in charge of policy implementation, a youth ministry or department may play a key role as a coordinator by engaging these line ministries on a cross sectoral youth strategy. Sometimes, however, youth ministries may face opposition from sector ministries to the detriment of youth policies. While the sector ministries form the bulk of policies that affect youth, the youth ministries are inevitably responsible for youth outcomes, which results reducing stakeholder accountability of sector ministries. Therefore, stakeholder analysis needs to identify the full range of stakeholders, from those who set the policies to those who enforce the policies.

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64 For concepts and examples of stakeholder analysis, see “Tools and Methods” at: http://www.worldbank.org/socialanalysis.
Participation

With a sense of social belonging and voice, youth can be powerful agents for social and political change. However, their message may be lost in the translation of other social and cultural norms. Often they tend to be excluded from the decision-making process or stakeholder forums, such as village committees, and results in an under investment of their potential.

Including young people as stakeholders, decision-makers, and beneficiaries at all levels of development allows them the opportunity to influence the decisions that affect their lives. This approach involves youth participation at various levels—family, community, and national—as well as at all stages from strategy to design of programs, from implementation to evaluation. An effective social analysis should, therefore, address how young people can enhance their participation in these spheres and reap the benefits of development.

Box 7: Involving Youth in Program Design – Sierra Leone, 1998-1999

Youth empowerment or voice/inclusion projects provide an essential platform for young people to contribute to and shape development programs that are directly related to their future. The Youth in Crisis project undertook an in-depth, consultative process with Sierra Leone youth with a view toward designing a strategic framework that would give them access to education and allow them to attain meaningful livelihoods. Consultations were held in the Western Area and the provincial districts of Bo and Kenema (in the Southern and Eastern regions). Pilot projects were subsequently implemented that focused on low-cost housing construction, fishing and income generation, recreation and social integration, peace building, and mobilization/sensitization.

The in-depth consultative process used participatory rural appraisal tools. Detailed information was collected and needs were scored and sorted based on youth inputs. The four pilot projects were responsive to the needs identified by the young people during the consultations, and thus were in keeping with their expectations. The pilots addressed short-term needs successfully and provided valuable skills-building activities. Though the pilots responded to the identified needs, there was insufficient attention given to their sustainability and long-term objectives. Furthermore, there was a marked disparity between the detailed records of the consultations and the scant monitoring that took place during implementation of the pilots.

Source: Extracted from Rahim and Holland (2006), Box 1.

Youth participation can benefit society by mobilizing democratization, challenging institutions, and embracing new ideas. In many countries, youth play crucial roles in social and political transition, building democratic accountability (Box 7). Furthermore, youth participation can increase adult participation in the future. Recent research shows that youth’s current activities and behaviors serve as developmental precursors to or incipient forms of adult behavior. Young people learn political beliefs and behavior from the people around them, and eventually these orientations become habits. Lack of participation in decision-making and the disconnection between youth and the public, including community and government, could impact the growth and social and political change. It even poses social risks as young people may cultivate distrust and frustration against society, which often lead to violence. When formal institutions fail to recognize them, they sometimes turn to informal groups whose identities include opposition to society’s formal

67 For more on participation as part of the social analysis process, see http://www.worldbank.org/socialanalysissourcebook/5elements4.htm. For more on the underlying concepts, tools and methods of participation, visit the Bank’s Participation and Civic Engagement website at http://www.worldbank.org/participation.

institutions. Membership can provide the marginalized youth with status, opportunities, sense of belonging and identity, while it exposes them to high risk of being killed or injured. That is, successful interventions to prevent youth from joining gangs must address the underlying marginalization, discrimination, lack of opportunities and hopelessness that afflict young people, and the various factors which prevent their positive participation in society.

**Box 8: Youth Participation for Political, Social Change in the Former Yugoslavia**

Young people tend to be free from prevailing norms and protocol; therefore, their participation can be a powerful force to transform institutions as they challenge failed policies and procedures. One of the most notable examples of the impact of young people participating in civil society is in the former Yugoslavia, where *Otpor* ("Resistance") youth movement played a key role in removing the Milosevic regime. Young people used simple protest tactics and principles of nonviolence to express their dissatisfaction with the Milosevic regime, political parties and political process. Beginning in just four universities, this grassroots movement expanded through grassroots approach, involving families, schools, and communities. Through such work and partnership with other student groups, trade unions, and with political opposition in some areas, their demonstrations and public communications campaign against the regime also reached the provinces and older age groups. Otpor created increasing political pressure on the regime, which finally resulted in early election; Otpor eventually succeeded in installing a legitimately elected president.


In practical terms, youth participation involves a myriad of participatory processes, including community meetings, workshops and seminars, focus groups, awareness campaigns, training and capacity building, communication strategies, policy debates and advocacy. For example, community driven development (CDD) can provide an effective tool to enhance youth participation by involving young members in community activities, decision-making process for community development plan through community-based organizations or village committees.

Youth involvement in CDD is best facilitated by clear government policy and legislation for youth strategy to promote active participation of youth. In order to formulate youth responsive government policy, the research indicates that the structured mechanism to reflect youth voices in the policy at a higher level is necessary in addition to bottom-up approaches. In the case of South Eastern Europe, many youth interventions are not integrated into a coherent policy, since they remain localized and scattered across sectors, and thus fail to establish linkages between local-level activities and national policy. As a result, youth representatives expresses the need for youth participation and representation in governance; having direct influence on government policymaking on education, youth employment, juvenile justice, etc. In this regard, youth councils/forums can be a major instrument for political and civic participation in many countries. This provides the direct channel to national authorities and other decision makers. In terms of the World Bank projects, youth consultative groups and Youth Voices provide the channel of dialogue with young leaders at country level. Therefore, youth participation requires facilitation at all levels; as in the case of urban poor youth, for instance, their participation in City Development Strategies, as well as in Slum

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71 World Bank (2006a): Youth in Community Driven Development provides useful guidance on developing CDD operations with a youth focus.
72 World Bank (2006a): Youth in Community Driven Development.
75 More details on Youth Voices, see Children and Youth website: Youth Voices.
Upgrading/Neighborhood Improvement programs, will promote more effective and sustainable urban development.

**Box 9: Partnerships with Youth**

<table>
<thead>
<tr>
<th>Successful youth involvement into the project cycle improves project effectiveness, quality, and transparency. The following are recommendations for conducting effective youth consultations and creating better partnerships with youth.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Involve youth from the outset:</strong> In order to fully impact processes and outcomes, young people must participate from project initiation. Projects that include youth through the entire project cycle will benefit from an enhanced sense of ownership.</td>
</tr>
<tr>
<td><strong>Be wary of expectations:</strong> When undertaking widely participatory youth consultations, task teams must avoid raising unreasonable expectation. Although every need will not be able to be met, steps should be taken to address findings from consultations. Youth will be more inclined to accept the limitations of the project when they feel their views have been accorded due consideration.</td>
</tr>
<tr>
<td><strong>Work with adults to work with young people:</strong> Set up mechanisms so that adults take the ideas of young people seriously and give real decision making power to young people. It is not enough just to include young people in meetings, often adults need to be trained in how they listen and respond to young people.</td>
</tr>
<tr>
<td><strong>Guarantee protection:</strong> The involvement of young people will need special safeguards, especially in unstable environments. In Palestine, for example, facilitators have set an ethical code that increases the level of protection for young people involved in community development projects. This includes the provision of adult staff members to accompany youth on their journey to and from activities.</td>
</tr>
</tbody>
</table>

*Source:* Rahim and Holland (2006); World Bank (2006a): Youth in Community-Driven Development.

It is important that social analysis ensure the quality of participation by identifying the obstacles that certain groups must overcome in order to exercise their ability to voice opinions or to participate in voting. Sometimes powerful older community members do not appreciate youth involvement; younger community members may not feel able to step outside the age hierarchy dictated by social norms. Even among youth, female or poor community members are likely to face more difficulty voicing their views. A good social analysis should identify ways to ensure that young people are able to effectively participate without being excluded on the basis of class, gender, ethnicity, and other categories of difference.
Youth-Responsive Social Analysis: A Guidance Note

Box 10: Participating in Sustainable Development of Environment - Youth Conservation Corps

Youth Conservation Corps (YCC) is an innovative program which can provide youth with skills that enhance their employability, protect or restore critical eco-systems, and create a pro-conservation citizenry through single intervention. It is designed to address two critical development issues in a manner that is mutually reinforcing: promote positive youth development and to further environmental conservation. They show that conservation activities can be beneficial both to the individual youth in terms of skills and livelihoods as well as to his or her community. Major YCC activities include:

- Conservation activities, e.g., making trails in national parks, planning trees, building roads in remote areas, controlling soil erosion, etc.;
- Professional training and certification, e.g., conservation skills, carpentry, water quality testing, surveying, and other professional certification that enhance the employability of participants;
- Life skills training, e.g., leadership, decision-making, problem-solving and communication skills, and basic information technology skills;
- Formal education, including helping participants achieve secondary school equivalency, offering access to distance learning programs through their computer center, and providing tutoring.

The YCC model was originally conceived in 1930s, as the United States was emerging from the Great Depression. It provided work and training to young men and helped them engage in actions to maintain and protect the nation’s natural resources. This program brought a great achievement for both conservation and employment, providing employment and training to several million young men and reforesting more than half of the public and private lands ever reforested in US history.


Social Risk

The analysis of social risk seeks to identify what potential problems may arise in a project, and what can be done to avoid or mitigate these identified risks. A more difficult question is whether the anticipated benefits of the project justify the perceived risks. In the case of analyzing youth issues, such social analysis asks whether young people are more vulnerable to specific types of risk, and what measures can be taken to address these youth-specific risks.

There are five main types of social risk that the Bank uses to determine project vulnerability through social analysis:

- **Vulnerability risk** involves increased exposure or susceptibility to endemic risks or external shocks. In terms of youth, social analysis assesses whether youth or certain groups among youth are subject to risk, and identifies their characteristics, needs, and concerns, that make them particularly prone to vulnerability or insecurity. Youth are particularly vulnerable to social, economic, and political change. For example, labor force participation among youth is easily influenced by labor demand fluctuations due to their large cohort, poor access to information and credit, and restrictive labor markets.

- **Political economy risks** are those that may affect the project’s intended beneficiaries as an indirect result of the project itself, including the undermining of project goals by powerful

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76 For information on social risk analysis as part of the social analysis process, please see http://www.worldbank.org/socialanalysissourcebook/5elements5.htm

stakeholders, and the capture of benefits by elite groups. Since the balance of power within society often (although not always) favors older adults rather than youth, non-poor rather than poor, and men rather than women, it is necessary to ensure that older powerful members’ interests do not distort or divert project goals. Social analysis explores the possible effects of the project, both positive and negative impacts on poor and marginalized groups, including youth.

**Institutional risks** include weak governance, limited technical and administrative capacity, limited resources, and design complexity. In terms of youth, this may mean that organizational arrangements fail to provide equitable provisions for meeting the needs of young people, including those who are disadvantaged, such as street children, poor, and other youth at risk. Where local councils and community organizations include few or no youth representatives, for instance, youth may not have the opportunity to develop leadership skills, and may be inadequately prepared in project planning and management.

**Country risks** involve situations that include political instability, ethnic or religious tensions, and violent conflict. Youth are particularly vulnerable to these types of social problems. In the context of the long-term civil unrest and conflict, youth suffer more than any other age group since they tend to become a target of abduction, rape, or forced to be a part of an army. Furthermore, youth exclusion is likely to increase the risk itself; as in the lack of access to job opportunities and education, and the lack of safe space potentially causing political violence, or armed conflict.

**Exogenous risks**, such as regional conflict, macroeconomic changes, and physical events or environmental disasters (earthquakes, floods, drought, etc.), are also likely to affect social development outcomes. For example, young people are more likely to migrate internationally in search of greater economic opportunities; however, this can also expose them to a greater risk of crime and human trafficking. Further, youth migrants tend to work in more marginal occupations that require less skills and experiences, and offer little career advancement. There are also limited cases that some sending countries have faced an emergence of gang activity resulting from the deportation of young migrants. In El Salvador, Salvadoran immigrants in the United States, many of whom were deported back to El Salvador after committing crimes in the United States, formed the gang.

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V. INTEGRATING YOUTH-RESPONSIVE SOCIAL ANALYSIS IN THE PROJECT CYCLE

Including youth-responsive social analysis at each stage or level of World Bank operations can offer important perspectives in upstream/macro-social analysis (the national, regional or sector level), sociological appraisal conducted as an integral part of project selection and appraisal, and social assessment for a particular project.\(^{81}\) This section provides a brief overview of the principal purposes, sources of information (inputs), and products of analysis at each of the three levels, with particular reference to the youth dimension of social analysis.\(^{82}\)

**Upstream/macro-level analysis at the country, regional or sector level** is conducted by the Bank to assist in the development of the Country Assistance Strategy (CAS), City Development Strategies, or to support policy formulation and sector strategies. Another important upstream analysis is the Country Gender Assessments (CGA), the principle means by which the Bank and borrowing countries participate in a collaborative process to analyze the gender dimensions of development, and to identify gender-responsive policies and actions critical for poverty reduction, economic growth, human well-being, and development effectiveness in the country. A wide range of other data sources or inputs may also inform this level of analysis, including Poverty Reduction Strategy Papers (PRSPs), Country Social, Poverty or Environmental Assessments, Economic and Sector Work (ESW), statistics from international data bases, existing client country documents and studies, and consultations with line ministries, NGOs and others. In order to inform analysis of youth, sources may include previous analytical work on youth at the country or sector levels, NGOs that work with youth, grassroots community youth groups and others.

**Project-level social analysis** is undertaken by the Bank in the context of overall project identification and appraisal, for the purpose of sociological appraisal of likely project opportunities, constraints and impacts, and to assess whether the project’s probable social development outcomes justify Bank support. Like macro-level analysis, it draws on a variety of sources, including upstream work, materials from partner agencies and in-country analysts, in order to evaluate the likely risks and benefits of a project, and whether the project offers scope to further the Bank’s project-level social development goals of social inclusion, empowerment and security.

Social assessment is undertaken by the Borrower for the purpose of obtaining the views of stakeholders in order to improve the design of the project and to establish a participatory process for implementation and monitoring. Through a social assessment, Borrowers weigh the likely social benefits and costs of proposed projects.\(^{83}\) In many projects, social assessment provides a framework for beneficiaries to participate in the project's preparation, implementation and monitoring. Social assessments thus help involve and give voice to the poor. At the same time, they

\(^{81}\) Chapter I of the *Social Analysis Sourcebook* addresses the various levels of social analysis in detail (World Bank 2003b).

\(^{82}\) The terms “social analysis” and “social assessment” have had relaxed definitions, and have been assigned a variety of meanings by different actors. In accordance with the definitions used in the Social Analysis Sourcebook (World Bank 2003b), this Guidance Note uses “social analysis” to refer to analysis conducted, at whatever level, to capture the social dimensions relevant to the wide range of investment operations supported by the Bank, and “social assessment” to refer specifically to the analysis that Bank borrowers undertake during project design to assess the social feasibility of the project.

\(^{83}\) The social assessment may be conducted directly by the Borrower itself, or by external consultants contracted by the Borrower.
ensure that project objectives are acceptable to the range of people that the project intends to benefit. Social assessment is normally conducted before appraisal.

**Project Identification and Design**

The Project Concept Note (PCN) stage is a logical starting point for identifying youth issues related to a proposed project, since it must identify social issues related to the project area and propose steps that are critical for achieving the project’s social development outcomes. The PCN must include indicators to monitor intended social benefits and development outcomes and risks. In addition, the Bank’s social scientists provide guidance for tailoring the project to achieve the social development outcomes during the process of PCN preparation and through the standardized PCN and safeguards review process.

A project team conducts a rapid social assessment to identify the range of social issues of the proposed project area, with particular emphasis on the potential impact in the project intervention on youth issues, and also works to develop monitoring indicators of such project impact. A rapid social assessment is a shorter and an upstream version of an extensive social assessment. It primarily involves a review of existing data sources, but it may also incorporate fieldwork, depending on time and budget availability. Due to the time lag between project design and implementation, the roles and responsibilities of young beneficiaries may evolve as they transit between life stages. 84

**Table 1: A Rapid Social Assessment requires attention to the following youth issues in the proposed project:**

<table>
<thead>
<tr>
<th>Social diversity and gender</th>
<th>Are there differences in needs among subgroups of youth (indigenous groups, religious or ethnic affiliation, socioeconomic strata)?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Who are the most socially excluded youth?</td>
</tr>
<tr>
<td></td>
<td>Will the proposed project equally benefit young people?</td>
</tr>
<tr>
<td></td>
<td>Which assets matter for youth development and poverty reduction? What are the tangible assets and non-tangible assets?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Institutions, rules and behavior</th>
<th>What are formal and non-formal institutions that prevent or promote youth participation?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To what extent do youth participate in formal and non-formal institutions?</td>
</tr>
<tr>
<td></td>
<td>Are there any opportunities to promote youth participation through the formal and non-formal institutions that are present in the project area? What kinds of informal youth groups (gangs, mafia, etc.) compete with one another?</td>
</tr>
<tr>
<td></td>
<td>What other venues can the project promote for youth participation at local and national level?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Who are the stakeholders in the project? Do they support or oppose the project?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Does the project threaten the interests (actual or perceived) of certain stakeholders, especially the young?</td>
</tr>
<tr>
<td></td>
<td>What are the potential conflicts among stakeholders that the project might induce? Does trust exist between youth and other stakeholders, e.g. government?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Participation</th>
<th>Will youth participate formally in the project?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Is there a likelihood of elite capture among youth (all-male community councils, better-off youth whose priorities differ from the poor in the community)?</td>
</tr>
</tbody>
</table>

| Social risk | Are there any significant local, regional or national risks related to youth? What measures can be taken to minimize or avoid these risks? |

84 Rahim and Holland (2006).
The findings of the rapid social assessment feed directly into the selection and structure of the PCN components. The rapid social assessment also assists in planning a more detailed social assessment at the project preparation stage.

**Project Preparation and Appraisal Stage**

Good baseline data on youth and social relations are essential both to identify youth issues and to assess the local “enabling environment” with respect to the project. Based on the social issues highlighted at the PCN stage, a detailed social assessment is conducted at the project preparation and appraisal stage. The borrower is normally responsible for the social assessment, although the analysis may be conducted either directly by or in consultation with the World Bank.

**Table 2: A Social Assessment requires attention to the following youth issues:**

<table>
<thead>
<tr>
<th>Social diversity and gender</th>
<th>Will the proposed project benefit youth? What are the specific benefits they will receive?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Does the project seek to identify and respond to needs and priorities of the various subgroups of the project community (the poorer members of the community, ethnic and religious minorities, etc.)? Do common community needs exist that can assist in reconciling differences of interest?</td>
</tr>
<tr>
<td></td>
<td>Will the project enhance the capacity of institutional and organizational structures to respond to the needs of youth?</td>
</tr>
<tr>
<td></td>
<td>How do local cultural traditions and social expectations define gender roles for young women and men? In what ways do these roles differ?</td>
</tr>
<tr>
<td></td>
<td>What differences exist between the daily activities and responsibilities of young men and women? Are young women involved in the different sectors of production, and in the various aspects and stages of productive activities (such as crop raising, processing and marketing)?</td>
</tr>
<tr>
<td></td>
<td>Are youth socially disadvantaged in areas such as power relations, decision-making and the ability to influence others?</td>
</tr>
<tr>
<td></td>
<td>What is the proportion of households headed by young people? Are these households significantly poorer than households headed by older adults?</td>
</tr>
<tr>
<td></td>
<td>Are there differences in gender relations between subgroups of the community (indigenous groups, religious or ethnic affiliation, socioeconomic strata) that should influence project design?</td>
</tr>
<tr>
<td></td>
<td>Does intergenerational tension exist among the population in the project communities?</td>
</tr>
<tr>
<td></td>
<td>What contributions do youth activities make to development goals?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Institutions, rules and behavior</th>
<th>What are the implications of the identified youth issues for project success, and for the contributions the project can be expected to make to social development goals, such as social equity and cohesion?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>What institutional arrangements, organizational structures and social norms support or constrain the productive activities of young people?</td>
</tr>
<tr>
<td></td>
<td>Do youth participate equitably in leadership and decision-making processes in institutional and organizational social structures (such as legislative and governmental agencies at the national, regional and local levels)?</td>
</tr>
<tr>
<td></td>
<td>How can the project strengthen or modify existing social structures and processes, and utilize existing organizational resources (such as community-based youth centers) to increase youth inclusion and project sustainability?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Can the project provide opportunities to create new organizations that promote youth engagement?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Does the project include youth stakeholders? Do they support or oppose the project?</td>
</tr>
<tr>
<td></td>
<td>What degree of influence are they likely to have on the project?</td>
</tr>
</tbody>
</table>
| Social Assessment Inputs to the Project: The results of the youth social assessment are discussed in section D.6 of the Project Appraisal Document (PAD) and summarized in one of its technical annexes. The possibility of conflict over resources, weak governance, etc. is discussed in section C.5 of the PAD on “Critical Risks” and “Possible Controversial Aspects.” If the appraisal stage does not involve a social assessment, then section E.6 of the PAD needs to state key social issues and how the project will address them.

The findings of the social assessment provide critical inputs to the Operational Manual (OM) of the project. The social scientist that implements the social assessment must participate in the preparation of the operational manual to ensure that the findings of the social analysis are incorporated in the OM.

Social Assessment Inputs to other Policy Dialogues: The youth issues that emerge from the social assessment can be reflected in policy dialogue between the borrower and the Bank. Combined with data on the project’s macro-social context, the results of a rigorous social assessment can help to inform a stand-alone piece of ESW, or serve as an input into Country Assistance Strategy (CAS), or Poverty Reduction Strategy Paper (PRSP) exercises. |

| Participation | Are there stakeholders (NGOs that work with youth, village committee, etc.) that might be expected to actively further the youth-related goals of the project? How can their contribution be secured? Are there stakeholders that might hinder the project goals on youth? Are there stakeholders (NGOs that work with youth, village committee, etc.) that might be expected to actively further the youth-related goals of the project? How can their contribution be secured? Are there stakeholders that might hinder the project goals on youth? Will youth formally participate in the project, not only as beneficiaries, but also as active participant in project design, planning and implementation? What specific project components will ensure their involvement? How can “project capture” by elite subgroups be avoided? How can the project be designed to strengthen the individual capabilities of youth? (by providing experience in leadership roles, project management, opportunities to work with governmental and administrative bodies and community-based groups) In what ways is the project likely to empower youth within the community? Does it offer youth more opportunities in decision-making in community development, for example? |
| Social risk | Does the local, regional or national environment pose threats to project success in terms of addressing youth issues? (Such threats may include socioeconomic crises, physical disasters, civil conflict or unrest and so on). If they exist, how can youth issues specific to the crisis situation be addressed? Does the project pose potential threats to any stakeholder by altering power relations (the balance of power or decision-making patterns, access to resources etc.)? Can these changes lead to an increase in intergenerational conflict? What measures can be taken to minimize or avoid these risks? |
Negotiations and Approval
If possible, the project social scientist should participate in project negotiations to ensure that the agreements concerning critical social issues including youth issues in the proposed project are reflected in its legal covenants. The social scientist also needs to ensure that the agreements related to the rules and procedures for addressing youth issues have been included in its operational manual.

Effectiveness and Implementation
Once a project becomes effective, the operational value and relevance of social analysis increases. There are multiple examples of project interventions that appeared to have sound designs, but were unsuccessful in achieving their social development objectives. A social assessment conducted during project supervision will capture vital information about the socio-cultural impacts at different stages of the project. This provides continuous feedback on the process and outcome indicators established for measuring project performance, based on which midstream adjustments can be made on the implementation arrangements.

Supervision and Monitoring
Youth-responsive social analysis is not, nor should it be, a one-time event in the life of a project. Analysis needs to be repeated at given intervals during the implementation phase in order to monitor the progress of youth-related project components and to verify whether the project continues to be responsive to the youth issues previously identified, or if new issues have been uncovered.

Box 11 Project Considerations for Monitoring and Supervision of Youth Issues

| Emphasize youth issues in the Terms of Reference of supervision missions and encourage borrower agencies to do the same for their project staff. [see Annex 4] |
| Assign budgetary and time resources for youth-focused activities. |
| Establish clear, explicit and manageable objectives for youth actions within the project context. Specify the steps that must be taken to accomplish each objective. |
| Hold regular consultations with project staff to keep youth issues visible and to coordinate youth-related project activities. Provide training for project staff on youth issues if necessary. |
| Involve project participants, especially young people in the process of monitoring and in developing indicators to assess implementation of youth objectives. Assess progress in accomplishing objectives on a regular basis. |
| Build in flexibility during the implementation phase, so that project components can be modified to respond to youth issues. Flexibility also enables projects to test promising approaches and expand successful strategies. |

Social analysis serves to monitor progress in addressing youth issues identified during project planning; to monitor youth participation; to track youth-related project components and activities; to identify successful strategies or processes; to flag problems as they occur; and to make the necessary changes as the project develops.
Table 3: The following indicators can be used to monitor the following dimensions of project program implementation:

| Monitoring implementation of youth-related project goals specified in the project design | Have resources (funds and personnel) been approved for youth training and capacity building, and for project components designed to accomplish youth-related objectives, actually assigned? |
| Monitoring youth participation | Have youth training programs for staff been implemented? |
| | Do project component and activities correspond to youth-related goals included in project plans based on the expressed needs and priorities of youth? |
| | Have responsibilities involved in carrying out youth-responsive activities been assigned to specific members of project staff? |
| | Remember that youth participation does not necessarily imply participation by youth, but that opportunities for participation are offered to them depending on expressed need and priorities, and according to project plans. |
| | What proportion of youth is involved in project management, including in key decision-making roles? |
| | What proportion of beneficiaries are youth? |
| | Do participants (as managers, implementers and beneficiaries) include young men and young women from ethnic and religious minorities, and from the poorer sectors of the community? |
| | What proportion of focus group participants have been youth? Have they actively participated in group discussions? |
| | Have community-based youth organizations participated in project activities and management? |
| Monitoring youth-responsive strategies | Have arrangements been made to enable youth to attend project meetings and activities? (Work schedules accommodated; transport, child care and food provided as necessary) |
| | Have youth facilitators been used for focus groups and interviews? Have translators been provided for those from indigenous groups? Have separate groups been conducted for women and men? |
| | Have project components been made easily accessible and affordable to young men and women? For example, credit to enable participation in productive opportunities (by purchasing seed, livestock or alternative means of transport such as bicycles); compensation for lost earning opportunities as a result of providing labor for self-help construction projects. |
| Monitoring and addressing problems encountered during implementation | What potential youth-specific social risks identified during project planning have actually been encountered during implementation? What unforeseen situations involving risk have occurred? What measures have been taken to mitigate these risks? |
| | Have project activities negatively affected youth in unexpected ways? What measures have been taken to adjust activities accordingly, or to resolve conflicts that have occurred? |
| | Have necessary adjustments and changes been made to correct approaches and alter techniques, or to adapt project components, that were deemed unsuccessful or problematic by young stakeholders? |

**Mid-Term Review (MTR)**

The mid-term review serves as an opportunity for project management teams to take a stock of project progress and assess the direction of the project intervention toward achieving its development objectives, including the social development objectives. Mid-term review involves two outputs: an independent evaluation and a MTR report.
Implementation Completion Report (ICR)

A comprehensive social analysis should be conducted at the time of project completion, in order to provide a full account of the implementation phase to evaluate project outcomes for youth, and to summarize lessons learned for future youth-responsive social analyses.

Participatory processes are also appropriate for evaluation of youth-specific project outcomes. Outcome indicators measure these changes in activities, capacities, access to resources, and levels of social risk that result from project activities. Definitive attribution of changes to project interventions can be difficult, due to the simultaneous effects of an enormous number of social, political and economic influences that may also result in changed conditions in project communities during the period of project implementation. However, drawing upon the direct experience of youth within the project community to assist in the definition and measurement of impacts can assess meaningful causalities and linkages.

Table 4: A youth responsive evaluation of the project outcomes requires attention to the following social dimensions of the project:

| Evaluation of the implementation process | The questions that were asked for analysis of the implementation stage of the project need to be revisited during the project completion to evaluate the extent to which plans to integrate youth into project activities and processes were successful, and to identify factors that promoted or hindered this goal. In particular, lessons learned from analysis of the implementation process contribute to policy dialogue and to planning for future projects. Note that recognizing problems and failures, and identifying what project processes and components did not work well, can make as valuable a contribution to process analysis as listing successful approaches. |
| Evaluation of project outcomes and impacts for youth | A comprehensive evaluation of youth-specific project outcomes and impacts need to be designed to address three major areas of interest: to what extent did the project promote the World Bank social development goals of social inclusion, cohesion and accountability; how effective was the project in addressing major cross-cutting youth issues; and what was the impact of the sector-specific youth-related project components. Have the intended project benefits been provided to youth, particularly to the disadvantaged or poorer young men and women within the community? Did the project increase community capacity to work together to achieve common goals and reconcile differences of interest between young and elders? Did the project increase transparency, equity and responsiveness in institutional and organizational structures relevant to young people’s interests? How sustainable are the youth-related improvements likely to be after project completion? Were changes community-driven and supported, or motivated primarily by the project? What aspects of the local, regional or national environment are likely to increase or decrease the likelihood that these changes will be institutionalized within the project community? |
| Evaluating project efficacy in addressing major cross-cutting youth issues | Did the project alter power relations or enhance youth capacity? In what ways? What specific outcomes can be identified at the institutional, inter-household and intra-household level? Did youth’s access to assets expand as a result of the project? For example: was land made available youth-headed households? Did youth household heads avail themselves of this opportunity? Did the percentage of youth receiving prenatal care increase after construction of local healthcare units? Did the project reduce gender disparities in workloads among youth? Did the project increase the amount of time young women have available for productive or income-earning activities? For example: did the installation of piped water to the community reduce the amount of time young women spend collecting water for household use? |
**Evaluating the impact of sector-specific youth-related project components**

Did the project decrease gender disparities in income-earning ability among youth? For example: did projects providing educational grants to girls increase the percentage of girls completing high school education? Did both young men and women farmers receive training in modern methods of crop production? Did crop yields increase after training?

Youth-specific project components will naturally vary according to sector. Sector modules currently being developed for the Social Analysis Sourcebook, as well as existing sector-specific workbooks and guidelines for youth-responsive social analysis can assist in the measurement of sector-specific outcomes.
ANNEX 1: A FRAMEWORK OF YOUTH DEVELOPMENT (WDR 2007)

WDR 2007 focuses on youth issues, and centers around five life transitions from youth to adulthood—education, work, health, family, and citizenship. It also applies three different lenses in which to view youth with a focus on better policy—opportunities, capabilities, and second chances. The following offers a brief overview of each of these components.

Five Life Transitions

Learning for work and life: While primary school enrollment has expanded significantly in many developing countries, school enrollment declines as children reach adolescence. Transition to secondary school remains a barrier around the world due to low levels of preparedness; lack of schools, lack of resources, irrelevance of training that does not meet the rising demand for skills in a labor market based on global wave of economic and technological change; low quality of teaching and poor school environment. As a result, educational preparation of youth for work and life is minimal in developing countries, particularly among the poor. The report contends that educational opportunities must not only be expanded, but also be made more relevant to the needs of all young people as learners, future workers, parents, and citizens. To achieve such a goal, it is crucial: (1) to provide high quality basic education; (2) to provide learning options for secondary education, as well as relevant curriculum that teaches practical subjects and life skills and a connection between school and work; (3) to enable young people to make better educational choices by involving them as stakeholders in education and providing information and financial incentives; and (4) to provide second chance programs for the school drop-outs.

Going to work: Depending on which country and culture, individuals begin moving into the labor market sometime between the ages of 12 to 24 years. However, transition is not always smooth and young people often face major difficulties in their working lives. First, many of them start to work too early, which poses the risks of exploitation and low achievement of basic skills. Second, many struggle with breaking into the job market, often due to rigid labor market demands and institutions. Unemployment rates for young people are two to three times higher than those of adults, and they constitute 47 percent of all unemployment. This initial unemployment and its duration have long-lasting effects. Third, low mobility within labor market prevents young people from moving to new jobs and improving their skill set, especially for those who are poor and less educated. They often engage in low-paying jobs or unpaid family work, and remain there for a long time, and thus, do not build any human capital. In addition, youth tend to have limited access to information and credit opportunities, and therefore are more vulnerable to economic change. Interventions that address these issues need to be designed to fit within individual country contexts.

Growing up healthy: As young people enter into a time of identity seeking, they also begin to engage in more risk-taking behaviors, which may have negative health implications associated with them. The youth age group accounts for nearly half of all HIV infections. This age group is also vulnerable to substance abuse and early and unwanted pregnancies. High-risk behaviors, such as tobacco use, drug use, excessive alcohol consumption, unsafe sexual activities increase the likelihood of Social Transmitted Diseases (STDs). The cost of these high-risk behaviors is very high; not only for individuals, but also for society in that it depletes the economy of productive human capital and increase public health costs. The Report suggests that reducing risk-taking and promoting better health among youth requires: (1) increased information to young people in order
to enhance their capacity to make and act on decisions; (2) create an environment for young people in which to practice healthful behavior; and (3) broaden access to health services.

**Forming families:** In many countries, the entry into parenthood takes place during the youth years. In developing countries, nearly 60 percent of girls and young women under 25 years become mothers, while boys make this transition later in that most become fathers are between the ages 25-29 years. Often, early marriage is encouraged for girls due to their limited economic opportunities, poor access to services, and traditional norms surrounding sexual behavior, marriage, and parenthood, etc. Malnutrition, especially micronutrient deficiencies among young women poses health risks for mothers, and increases the risk of low birth weight infants that can cause short and long-term damage to a child’s health. Young people’s ability to plan safe childbearing and raise healthy children depends on their education, nutritional status, health knowledge, and their use of health services. To assist young men and women to be better prepared for parenthood, policies need to address: (1) improving access to reproductive, child health, and nutritional services, (2) preventing early marriage, (3) strengthening young people’s decision-making capabilities through more health information, parenting skills, early child development programs, and (4) providing second-chance programs for teenage mothers and fathers.

**Exercising citizenship:** Youth is the period when many begin to participate in social and political life on their own, being heard and recognized outside their family units. They establish their identities as individuals while they begin to interact independently with the broader community. Promoting youth citizenship brings various positive development outcomes. Youth participation enhances the human and social capital of individuals, as willingness and ability to participate in society are formed during this time and often endures throughout their adult lives. It also promotes government accountability, and enhances the overall climate for investment and private decision-making. History has shown that they can be a crucial actor for political change. At the same time, if society fails to provide opportunities for productive civic engagement or recognition to young people, it may create a feeling of alienation and frustration among them, which may trigger violence and economic, social instability. While there are few evaluated interventions for youth citizenship, the report suggests that wider involvement of youth population in voting, voluntary service opportunities, and ensuring their legal identity to secure their rights would help enhance youth citizenship. Similarly, providing them with safe spaces as well as the second chance program for youth who committed crimes and child soldiers would be crucial for security and development.

![Figure 1. Five transitions during youth (World Bank, 2006b)](image-url)
Three Youth-Focused Lenses

Opportunities: With broadened opportunities for better education and healthcare, young people can acquire the life skills to navigate adolescence and young adulthood, while improved vocational training will help them compete in the workforce. Youth political participation and involvement in social organizations are also essential for fostering young people's civic life in their own communities, and also vital for ongoing good governance.

Without opportunities for productive civic engagement, young people's frustrations may boil over into economic and social tensions, creating long-simmering disputes. For example, the ongoing ethnic conflict in Sri Lanka between Sinhalese and Tamils was initially caused by the frustration of Tamil students shut out of university places and denied other avenues for civic involvement.

Capabilities: Providing information to young people and developing their decision-making skills is important, especially to stay healthy and appreciate continued learning. Armed with the right information and incentives, these young people can make good decisions.

Analysis of India's Better Life Options program, which provides information on reproductive and health services and vocational training to young females from 12 to 20 years of age in urban slums and rural areas, reveals that youth in the program were significantly more involved in key life decisions than those who were not.

Second chances: Countries need targeted programs for young people who have fallen behind due to difficult circumstances or poor choices. These can be dropping out of school, drug addiction, criminal behavior, or prolonged unemployment. Second chances help young people rebuild their future, which has a long-term beneficial effect on society as a whole. Rehabilitation is costly, but the payoffs are highest for young people who still have a lifetime of potential productivity ahead of them.

The report says that 300,000 young people under the age of 18 years have recently been involved in armed conflict, and another 500,000 have been recruited into military or paramilitary forces. Experience with demobilization and rehabilitation programs show that young combatants can reconstruct their lives with job training, and also medical and psychological support.

Africa Region

The Africa region faces a major challenge of rapid increase of the youth population. The region has over 200 million people between the ages of 12 to 24 years, and the number is expected to increase over the next 20 years. This anticipated youth bulge presents various challenges, including how to provision basic health, education, and skills to this future labor force.

HIV/AIDS epidemic: The HIV/AIDS epidemic has had a devastating impact on the youth population in the region, as it is the leading cause of death among young people ages 15 to 29 years; life expectancy has fallen, while mortality has risen in many African countries. In Kenya, for example, it is projected that the probability of a 20 year-old dying before the age of 40 years may be as high as 36 percent in 2010, of which 28 percent is attributable to HIV/AIDS. This rapid expansion of HIV/AIDS is mostly attributed to unsafe sex, based on insufficient knowledge about the disease, as well as high risk-taking behavior. Social norms may limit men’s willingness to adopt responsible sexual behavior patterns or to seek appropriate health care. Also, young married girls are particularly at risk in acquiring HIV/AIDS due to greater frequency of unprotected sex with an older partner who is more likely to have HIV than young men.

Conflict prevention and post-conflict reintegration: Many countries in the region have been affected by conflict, and post-conflict reintegration and reconstruction are major challenges for these fragile states. Restoring basic infrastructure and social services to meet young people’s needs is often urgent (see Chapter 1, Conflict Prevention). Demobilization and reintegration of ex-combatants is also a challenge, since as in Sudan, it is estimated that there are about 100,000 ex-combatants.

Education: While enrollment rates in primary school have been increasing throughout Africa, nevertheless, 45 percent of young people in the region do not complete primary school. Even if they do complete it, access to secondary education is still problematic due to limited public budget. Low academic achievement severely limits the job opportunities for young people. At the same time, there is the unusual phenomenon in several countries where youth unemployment rates actually rise with increased education levels. This is due to the fact that the more highly educated youth have higher expectations for the type of job they want, and also tend to come from relatively well-off families, that can subsidize their unemployment period. Gender gaps in school enrollment and attainment are large in many countries, as girls are more likely to remain at home to provide labor, and where cultural norms discourage female education. In addition, female students transiting to school are sometimes vulnerable to roadside robbery, kidnapping or rape.

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87 World Bank (2006b).
88 WDR 2007, Regional Highlights: Sub-Saharan Africa.
91 HDNSP/HDNED (2005).
Youth Unemployment: The African region has the highest unemployment rates for the total youth population across all the regions. At the same time, many young people enter the labor market at an early age, which indicates the high incidence of child labor. Sub-Saharan Africa reports the highest rate of child labor. They also tend to be found primarily in the informal sector; this high incidence of informality and child labor implies the low quality of employment.

Socialization of male identity: This is critical to the analysis of the intersection of the most pressing social issues in Africa—conflict and violence, and sex and HIV/AIDS—all of which are directly related to how male identities are socially constructed. More attention must be given to gender hierarchies that subjugate some groups of men, particularly young men, in order to address the complex social problems of conflict and HIV/AIDS.92

East Asia and the Pacific Region

The number of youth between the ages of 12 and 24 years in the region, most of which can be attributed to China—has now reached a peak at approximately 450 million, and is predicted to decline, although there are variations on this trend within the region.

Youth Unemployment: Youth unemployment rates are significantly higher than adults in some countries. There is a disparity between education systems and labor market demands, resulting from little access to secondary and tertiary education as well as irrelevance of educational contents. Disruptive transition from school to work may also cause economic and social instability.

Social dislocation: Conflict and instability affects youth prospects, since the disruption of education, economic crisis, and government failure to provide basic services. Youth may play a key role in the country’s instability, whether fighting for independence in Timor-Leste, or protesting government repression in Indonesia, or engaging in criminal activities as part of street gangs in Papua New Guinea.93

Migration: Many young people in the region migrate both domestically and internationally for better employment opportunities. There is a high incidence of rural-to-urban migration. For example, in China, 118 million rural youth, mostly male, have left their home villages to find employment. Similarly, it is estimated that more than two million youth moved across provincial borders in Vietnam between 1994 and 1999. These rural-to-urban migrants tend to represent a higher risk to poverty, since they lack equal access to social services, lack basic skills, and are often under employed. In the Philippines and many of the smaller Pacific islands, youth migration is a critical concern.94

Europe & Central Asia Region

Approximately 65 million young people between the ages of 14 and 25 years are found in the ECA region, the majority of which are in Central Asia.95 While the total number of young people in Europe has peaked and is set to decline, it will continue to grow significantly in several areas such as Kosovo, the North Caucasus and Central Asia over the next decade.

92 Barker and Ricardo (2005).
93 World Bank Website: Youth in East Asia and Pacific, Social Development: www.worldbank.org/capeyouth.
94 WDR 2007, Regional Highlights: East Asia & Pacific.
School-to-Work Transition: Many young people in the region face difficulty in making a smooth transition from school to work, as shown in increased school dropout rates and unemployment among youth. The percentage of out-of-school youth is very high in the region; secondary school enrollment rates are declining, and illiteracy rates are rising. There is also a growing concern on the quality and relevance of education in preparing them for the labor market, as well as on widespread corruption in the formal education system. In addition, most countries in the region show very high levels of youth unemployment. In Central Asia, almost one third of youth population between ages 15 and 29 years is unemployed. Although economic growth has been resumed in many countries, various barriers such as insufficient skills, low incentives for employers to hire first job seekers, a lack of mechanisms to give young graduates exposure to work, and lack of access to credit prevent youth from entering labor market as well as starting up micro- and small enterprises.

Idleness of youth: There is a high incidence of joblessness (employed + inactive) in the region. About 18 million youth, or 27 percent of the young people are neither employed nor in school. In addition, young people lack safe spaces. In many transition countries, the economic crisis has drastically reduced the opportunities of extra-curricular activities such as cultural programs and events that local communities used to provide for youth. These idle young people tend to be a most excluded and at risk, as youth idleness is correlated with risky behavior such as alcoholism or substance abuse, and sometime violence—possibly in a form of ethnic violence or extremists activities fostered by low trust in the effectiveness of government among youth. Youth crime also doubled in the first six years after the transition from a command economy to a market economy.

Youth migration: Lack of opportunities and support lead to high incidence of internal and external migration among young people. On the one hand, this large outflow of youth can improve job prospects for those left behind with increased wages and job prospects, a safety valve in times of high unemployment. On the other, human trafficking and crime are one of most serious problems in the region, it is estimated that about 175,000 persons are trafficked from Central and Eastern Europe and the CIS annually, which is up to 25 percent of the total number of people trafficked around the world. Young women, who are single and from poor families, are particularly vulnerable to trafficking. In addition, migration poses a “brain drain,” particularly for the post-conflict countries, since migration among highly qualified workers tend to be long-term or permanent.

HIV/AIDS: More than 80 percent of those people infected with HIV/AIDS in the region are under the age of 30 years, which is in dramatic contrast with Western Europe with 30 percent under 30 years. There is an increase in drug trafficking and drug use, and intravenous drug use has been a
major factor in the spread of the HIV/AIDS. The increase of commercial sex work and unsafe sex practices among youth also contributes to the spread of HIV infections.

**Change of family structure:** There is a significant increase in childbearing outside of the institution of marriage. While the factors such as limited access to education, labor market, and housing contribute to delaying marriage, there are growing cases of births outside of marriage and single-parent families. Given weakening family support structures and declining social services, this change of family structure raises the risk of inter-generational transmission of poverty.\(^{106}\)

**Youth participation:** Youth has been a critical political actor in the ECA region; such as the Otpor movement in Serbia (see Box 7), where they are deeply involved in political reforms. Current youth policies, however, do not sufficiently involve youth stakeholders in the process of its design, implementation and monitoring and evaluation. Similarly, centralized structures of government often lack connections to non-governmental youth organizations.\(^{107}\)

**Latin America & the Caribbean Region**

It is estimated that the number of youth in the LCR region is about 140 million. The majority of countries will reach a demographic youth peak between the years of 2000 and 2010, while in Nicaragua and Peru the largest youth bulge will occur between 2010 and 2030. The proportion of youth is very high in certain countries in the region, including Paraguay, where 59 percent of the population is under the age of 24 years.

**Inequalities among youth:** Inequalities of opportunity are widespread in the region. The literacy rate and employment rate in formal sector is low among the poor young people, while the young elites enjoy more opportunities of education and formal sector employment. Gender disparity is also conspicuous in that unemployment rates are much higher among young females than young males.

**School Drop-out:** Significant portions of youth leave school before reaching secondary education. Among the 20 year-old young people in the region, almost 50 percent have not completed secondary school; net enrollment rates ranges from 21 percent (Guatemala) to 75 percent (Chile).\(^{108}\) It is particularly notable in the rural areas, in which the average percentage of school-drop-out rises up to 75 percent.\(^{109}\) Tertiary enrollment rates further drop down to 20-30 percent range.

**Youth unemployment:** In the LCR region, unemployment rate among youth is around 15 percent, compared to only 5.6 percent of adult workers,\(^{110}\) representing 42 percent of total unemployment.\(^{111}\) In some countries, the number reaches more than 30 percent, with particularly high rates in the Caribbean.\(^{112}\) The majority of youth do not have “educational capital” to have access to comfortable job positions nor the necessary “social capital” that is especially important for the

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\(^{106}\) La Cava and Ozbil (2006).

\(^{107}\) Ibid.

\(^{108}\) Youth at Risk in Latin America and the Caribbean, 2005, n.p.

\(^{109}\) La Cava et al. (2004).


\(^{111}\) UNI-Americas (2006).

\(^{112}\) Youth at Risk in Latin America and the Caribbean, 2005, n.p.
first-time job seekers. Young people who are neither employed or in education account for nearly 21 percent of the youth population.

**Health:** HIV/AIDS infection rates are increasing among youth in the LCR region, particularly in the Caribbean. Many young people in the region face significant obstacles when seeking access to reproductive and health services.

**Youth Violence:** There is growing youth violence across the region, with the significant rise of gangs and drug-related violence, as well as continued political violence in some countries. In some countries, such as Colombia, youth mortality caused by homicide is very high.

**Migration:** A number of young people seek for regional and extra-regional migration. In 1997, 2.3 million youth in Latin America and Caribbean reside in the United States. This youth migration allows for remittances to be sent back to households back home, while it potentially transforms the family structure. In Trinidad and Tobago, the number of youth living in two-parent families has declined drastically.

**Middle East & North Africa Region**

The MENA region has about 100 million young people between the ages of 12 and 24 years. The number of young people in these countries will peak in the next 25 years.

**Youth unemployment:** While average unemployment rate is generally high among both youth and adults in MENA region, youth unemployment rate is as high as 53 percent of total unemployed population. In Egypt, Qatar and Syria, this number even exceeds 60 percent. Due to the growing number of youth, and with an overflow of many new entrants to the labor market, the labor market pressures are the highest and most persistent than any of the other regions. These pressures are partially abated by the expansion of education, which lowers labor force participation mainly by young males. Desire to migration to Europe will also keep rising, although European labor markets will remain closed. The current labor policy provides stronger incentives for educated youth to seek public sector jobs, which offers higher wages and benefits; this may hinder the expansion of private sector and prolongs unemployment period of young people after graduation.

**Lack of quality education:** While education has expanded rapidly in the region, the quality and relevance of education and skill training remain low, further deteriorating the access of youth to employment opportunities.

**Political exclusion:** The political systems in many countries in the region do not allow space for youth participation. Youth participation in community affairs is also uncommon. Given the high youth unemployment rates, the lack of channels to voice their frustrations through peaceful means may increase the risk of conflict. Those states in transition from strong authoritarian regime to

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113 Ibid.
115 La Cava et al. (2004).
116 Yousef (2003). In contrast, labor participation for young female showed substantial increase in the past three decades (ibid.).
118 WDR 2007, Regional Highlights: Middle East & North Africa.
Youth-responsive social analysis: a guidance note

The region’s recent history of domestic conflicts shows that there are strong correlations between the emergence of a youth bulge, coupled with economic difficulties and an inability of the state to contain conflict either through democratic inclusion or coercive repression.

Gender disparity: Gender disparity in education and work has narrowed considerably in the past several decades with higher labor participation rates and education achievement by young females. Nevertheless, the gender gap is still prominent in the region, as social norms often limit education and work for females. While this varies across the region, the unemployment rate is much higher among female, including the younger cohort with relatively higher educational attainment. Also in education, there is a substantial gender gap. For example, in Yemen, while more young people complete secondary education, completion rate is much lower among young women than young men.

Health: Pregnancy-related illnesses are a significant cause of death among young women in the region. The increase of the average age of marriage extends the period in which youth are likely to engage in risky sexual behavior.

South Asia Region

South Asia has an estimated 400 million young people between the ages of 12 and 24 years, which is a fifth of the total population in the region or about 30 percent of all youth in developing countries. The number will continue to grow slowly and peak in the next 25 years in most countries in the region.

Youth unemployment: Young adults account for half of the unemployed. They are also six times more likely to be jobless than older workers. One reason for such large unemployment rates is because formal job growth has not kept up with economic growth in most countries. Another reason is a mismatch in skills between those demanded by employers and those acquired in school. A lack of job opportunities for young people constrains further economic growth of the region. While at the same time, there is a high incidence of child labor in the region.

Health: Knowledge about sexually-transmitted diseases and safe reproductive health practices is poor among youth in the region. Yet, young people are increasingly engaging in high risk behaviors; 40 percent report having unprotected sex; half of all abortions are performed in unsafe conditions; tobacco use is becoming common among youth. Also, 50 percent of HIV infections are believed to be among the 15 to 24 years age group. In addition, 15 to 20 percent of female deaths are caused by pregnancy-related complications. Adolescent mothers face an increased risk of death or delivery complications owing to incomplete physical growth.

Gender disparity: Gender poses significant influence on young people’s lives in the region. Young women face additional difficulties in various aspects of their lives. For example, young females have very limited influence on decision-making on schooling or marriage choices. The

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119 Yousef (2003).
120 Yousef (2003).
121 In Yemen, however, unemployment rate is higher among young men than young women (Republic of Yemen 2005).
122 WDR, 2007, Regional Highlights.
124 Ibid.
region shows the largest gender gap in literacy rate; on average only 62 percent of young women can read and write (compared to 77 percent of young men). Social pressures force young women into early marriage and child bearing. The possibility of early marriage is the highest among the regions, with 42 percent of female being married before the ages of 18 years. Teen mothers are twice as likely as mothers in their 20s to die of pregnancy-related causes. Their children are also at a higher risk of illness and death. Furthermore, domestic violence is one of the most serious causes of death among young women in the region.\textsuperscript{125} In addition, girls and young women are increasingly becoming victims of human trafficking and sexual exploitation. Those who come from rural, poor households or communities, where information about human trafficking is not widespread, are particularly vulnerable.

\textsuperscript{125} World Bank (2006b), p. 147.
ANNEX 3: PARTICIPATORY SOCIAL ASSESSMENT TOOLS

Tools: A variety of participatory tools have been used at the district or village level with some success. Note that these tools can appropriately be used not only during the project identification and design process, but also during project implementation and for monitoring and evaluation purposes. Participatory tools include, but are by no means limited to, the following:

- **Activity calendars**: Conducted on a daily, weekly or monthly basis, activity calendars are used to identify by age groups and gender the person responsible for productive and income-earning activities such as agricultural/non-agricultural production, care of livestock, agro-processing, collection of fuel and water, marketing and hiring out as labor; for household maintenance tasks such as childcare, meal preparation and healthcare; and for community management activities such as maintenance of local water and sanitation infrastructures. They provide information on different livelihood patterns of young and elders if any, as well as gender differences in time spent on different activities.

- **Walking tours through the community**. Social scientists accompany community members who point out physical features of the village or district, and identify community resources or problems. It is useful to participate in separate walks with young and older adults, men and women, and with poorer individuals as well as community leaders, as they may consider different features to be of importance, and may interpret the same features in very different ways.

- **Spatial maps**. Community members indicate, by age group and gender, on maps of fields or enterprises that is responsible for productive activities, who provides labor, and who controls resources, outputs or benefits. Spatial maps provide clear pictures of access to productive resources—constraints, participants, and beneficiaries. They can also be used to map social networks, differences among age groups and gender in use of community resources, and other patterns that throw light on social, intergenerational, and gender relations.

- **Focus groups**. Small representative groups of community members gather to identify priorities and concerns, and to discuss in depth specific issues of relevance to the project, using a relatively loose structure and open-ended questions. It is often useful to conduct separate focus groups with young and elders, men and women, perhaps followed by joint meetings that include both. Focus groups can also be held with subgroups within the community to explore particular areas of relevance such as agricultural production or healthcare resources.

- **Semi-structured individual interviews** allow for more individual expression of views, particularly by community members who, for whatever reason, are unable or unwilling to participate in joint discussions. Outreach to excluded young people, such as young women, refugee youth, youth with disabilities, is particularly important for more comprehensive and inclusive project design. Such interviews can also be used to tap the views and experience of organizations, such as NGOs serving youth or local youth groups.
• **Ranking.** Community priorities, problems, and potential solutions identified during community planning sessions can then be evaluated, ranked and voted on by community members to aid in the selection of projects, project components, or aspects of project implementation. Times and places for decision meetings should be structured appropriately, taking into account youth calendars.\(^{126}\)

• **Using visual materials.** Participatory tools, such as those described above, often benefit from the use of visual aids such as calendars, maps, cards and pictures constructed by the participants. They facilitate communication in situations where participants are illiterate or uncomfortable using written materials. Also, these methods of using visualization often increase interest and accessibility of young people.\(^{127}\) If used appropriately, they provide relatively rapid and inexpensive ways of obtaining information that can be used to identify and clarify social issues for both the community and the social scientist.

• **Displaying documents and visual aids in public places produced by the community.** Whenever possible, it is useful to display project documents and the outputs of exercises using visual materials in an easily accessible public location within the community, to provide a record of community inputs and enhance transparency and accountability of project-related processes.

• **Creating community structures and organizations,** such as formal committees, to facilitate project sustainability.

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\(^{126}\) World Bank (2006a): Youth in Community-Driven Development.  
\(^{127}\) Ibid.
ANNEX 4: SAMPLE TERMS OF REFERENCE (TOR) FOR CONDUCTING YOUTH-RESPONSIVE SOCIAL ASSESSMENT

Generic TOR

Introduction, Background Information, Purpose and Objectives and Description of the Proposed Project to be supplied to the consultant.

Overall responsibilities. The consultant will conduct a youth-responsive Social Assessment, with reference to the Social Analysis Sourcebook and other related sectoral and cross-sectoral Guidance Notes as appropriate, to ensure that social and youth issues of relevance to the project are identified and integrated into the project design. The consultant will make recommendations for project components to be included, and for actions to be taken during project implementation to ensure that the youth issues identified are consistently addressed throughout the implementation phase. The consultant will develop a detailed plan to monitor the progress of youth-related project components and to evaluate project outcomes and impacts for young people. Social Assessment will be conducted at intervals throughout the project cycle, as necessary to ensure continuing attention to social and youth issues.

Project Identification and Design

This phase of the Social Assessment will be conducted prior to project commencement, and will include the following components:

Assessment of the Socio-Cultural, Institutional, Historical and Political Context. Conduct a rapid review of available sources of information concerning the social and youth dimensions of the overall context in which the project will operate, and identify the ways in which this context is likely to facilitate or constrain project implementation and outcomes for young people.

Review of Legislative and Regulatory Considerations. Identify national legislation and regulations relevant to the project and identify the extent to which they facilitate/hinder youth empowerment. Identify potential effects of local cultural traditions or other factors on the ways in which relevant legislation may be interpreted, and on the extent to which relevant regulations will be complied with.

Collection of baseline data on the activities, capabilities, needs and constraints of youth in the project area. Collect age-differentiated data on local definitions of productive, reproductive and community roles; the daily activities and responsibilities of young men and young women; deficiencies based on socioeconomic, age, gender or other status, in areas such as power relations, decision-making and the ability to influence others; differences in needs, capabilities and constraints among subgroups of young people; and the contributions youth activities make to development goals.

Identification of Key Social and Youth Issues. On the basis of the foregoing analysis, identify the youth-specific dimensions of key social and institutional issues in relation to project objectives, with particular focus on issues such as poverty reduction, equity and inclusion, strengthening of
social capital and social cohesion, promotion of accountable and transparent governance, and potential risks and negative impacts of the project. The analysis should be structured around five key entry points:

- Social diversity, with particular focus on most socially excluded youth and their needs
- Institutions, rules and behavior
- Identification of young stakeholders and their ability to influence the project’s outcomes
- Opportunities for and constraints on participation in the project by both young men and young women, particularly the poor and vulnerable
- Identification of potential youth-specific social risks, and of strategies to minimize or avoid such risks.

**Assessment of likely social and youth-related effects of differentials identified.** Assess the implications of the identified social differentials for project success, and the contributions the project can be expected to make to social development goals such as social equity and cohesion.

**Plans for implementation and evaluation.** In close consultation with the borrower and project implementation personnel, develop a plan for implementation of youth-specific project components to guide ongoing attention to youth issues throughout the implementation phase. The plan should specify funds to be assigned for the purpose, strategies to be adopted, actions to be taken, and responsibilities. A system of monitoring and evaluation indicators should also be developed at this time.

**Methods and tools.** This stage of Social Assessment should draw both on existing information in the form of available studies and documents, and on data collected directly from the intended project community and other potential stakeholders, using participatory and inclusive approaches to the fullest possible extent. Quantitative data should be complemented by qualitative data as needed.

**Products.** (i). A comprehensive Social Assessment document for use by borrower agencies responsible for project implementation and by World Bank staff responsible for project supervision. (ii). When appropriate, visual and other materials resulting from community participation in youth-responsive social analysis, to be kept and displayed in the project community for purposes of transparency and accountability.

**Project Implementation**

This phase of the Social Assessment will be repeated as needed during implementation, with the purpose of evaluating the extent to which continued attention is paid to youth issues identified during the implementation phase, and to assess progress made in implementing planned actions to address these issues. It will include the following components:

**Collection and analysis of youth-specific implementation data,** either directly by the Consultant, or by implementation personnel, to monitor:
• Implementation of project components specified in the project design and intended to promote youth empowerment, gender-based equity and social cohesion.

• Project participation by young population

• Use of youth-responsive strategies

• Problems encountered during implementation.

Regular consultations with project personnel concerning social and youth-related project components, to review the findings of youth-specific implementation data, discuss problems and necessary changes to plans, identify processes that facilitated or impeded implementation, and ensure ongoing attention to these issues.

Methods and tools. Youth-specific quantitative data will be collected on project participation (in planning and decision-making, implementation and as beneficiaries). Qualitative data will be gathered from members of the project community, implementation personnel and other stakeholders, concerning their perceptions of and attitudes towards the project during implementation. Tools will vary depending on the specific context, but should involve members of the community whenever possible, and may include observation, semi-structured interviews, focus groups and other methods.

Products. Consultations with members of the project community, implementation personnel and other stakeholders; periodic written reports on progress concerning implementation of social and youth-related project goals; input to project documents such as mid-term project documents.

Project Evaluation

This phase of the Social Assessment will be conducted at the time of project completion, in order to provide a full account of the implementation phase, to evaluate outcomes for young people, for both men and women, and for all socio-economic sections of the project community, and to summarize lessons learned to assist in the design of future youth-responsive social analyses. It will include the following components:

Evaluation of the implementation process to assess the extent to which plans to integrate youth and social diversity into project activities and processes were successful, and of the variables that facilitated or impeded this goal.

Evaluation of project outcomes and impacts for young people. This component should address:

• Project outcomes in terms of World Bank social development goals of social inclusion, cohesion and accountability

• Project outcomes in terms of major cross-cutting social and youth issues such as power, decision-making capacity and ability to influence others; access to human and productive resources; vulnerability to poverty; and violence and social cohesion.

128 For more information on Program Impact Evaluation, see Bamberger (2004).
• Project outcomes in terms of sector-specific social and youth-related project components.

**Methods and tools.** Both quantitative and qualitative data will be collected, as appropriate, from young men and women, and older members of the project community, from implementation personnel, and from other stakeholders.

**Products.** 1. A comprehensive Social Assessment document for use by borrowers, and by World Bank project and evaluation personnel. 2. A presentation to the project community, with written and visual materials for community records, as appropriate.

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**<Sample TOR>**

**Terms of Reference:**

**Youth Poverty and Social Exclusion,**

**Paraguay Pilot Community Development Project**

**Background**

Paraguay has one of the highest percentages of young people in Latin America and the Caribbean, with about 59 percent of Paraguay’s population being under 24 years old. According to estimates by ECLAC, about 40 percent of the population is under the age of 15 and only one out of every four Paraguayans is over the age of 35.129 This large share of young people in Paraguay poses risks as well as opportunities for poverty reduction and socially sustainable development. This segment of the population is liable to make a significant generational impact in the years to come – in politics, society, and the economy. Today, because of their upbringing in the context of political and personal freedoms, they tend to be much more outspoken and independent than earlier generations. Their disenchantment with the current situation is also indicative of the high-minded expectations that can be found amidst people of this generation. With creative ideas, good leadership, and adequate resources, youth in Paraguay could offer a great source of social energy and commitment to initiate and sustain a whole range of anti-poverty activities. Nevertheless, it is important to highlight that to become effective actors of social change, youth need to be given the opportunity and they must have the resources (institutional and financial) to fully exercise their citizenship and capacities.

Currently, however, children and youth, from 5 to 24 years of age, remain one of the most vulnerable groups to poverty and social exclusion in Paraguay, making up three-quarters of Paraguay’s poor, 45% of which live in extreme poverty. In urban areas, 22.4% of poor people are either unemployed or underemployed youth, ages 15 through 24 years. In the countryside, close to 38% of the same age group is poor and 23.4% is extremely poor. The total level of unemployment for the young (15-24 years old) population reaches 24%, being higher for women (28%).

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Whilst recently in Paraguay the issue of youth poverty and social exclusion has received some attention at the non-governmental as well as governmental levels, there remains no coordinated policy on youth to attend to their diverse, complex and specific citizenship needs, concerns and rights.

Despite these challenges, however, youth’s willingness to innovate and capacity to develop new skills presents Paraguay with a great opportunity to build on the assets of youth. To take advantage of this potential, it is essential for Paraguay to come up with a multidimensional youth policy which addresses and ensures access to the following interrelated assets and resources: (i) economic assets leading to income generation (livelihood skills, credit, training, income generation, and housing); (ii) social assets (life skills, information, social capital, culture, and leisure activities); and (iii) participation in decision-making and governance (culture of democracy and equity, empowerment and voice, accountable institutions and governance). Youth policies that address both the economic, social and institutional dimensions of exclusion – at the macro, community, and individual levels – are essential for creating the conditions of pro-poor growth and social equity.

**Objective**

As an overall objective, the consultant should provide recommendations to the Government of Paraguay on how to address the diverse concerns and needs of youth, within the context of an overall youth policy. Attention should also be given to the overall coordination of the many different governmental institutions (Vice Minister of Youth, Ministry of Health, Ministry of Education, Social Action Secretariat, etc) that have some responsibility in the definition and implementation of a youth policy, as well as of the many youth organizations and other civil society organizations working on youth issues.

Based on the context of the current institutional framework and structures existing in Paraguay, the consultant has to suggest a strategy of policies and programs – with proper implementation mechanisms – to address the concerns and needs of youth. Particularly, the consultant should address the following two interrelated policy-areas:

**a) Access to Resources:** How to ensure access for youth to productive and income-generating assets and resources?

**b) Inclusive Citizenship:** How to enable youth culture and relationships to become more socially equitable, inclusive and democratic?

**Access to Resources:** This policy-area relates to livelihoods and employment creation for youth (incl. possibly through wage subsidies, economic incentives for social entrepreneurship, “first employment” as well as “second chance” programs, etc); formal, informal, and non-formal education, as well as livelihoods- and life-skills training, peer-education etc (incl. possibly through apprenticeships, technology-based training, work/school integrated courses, etc); credit, loans and/or grants; etc, to develop the entrepreneurial capacity and skills among poor young people so that they can develop their own income generating activities and/or participate under better

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130 Livelihood skills include: job searching skills, interviewing skills, entrepreneurial and marketable skills appropriate to the local economy.

131 Life skills include: communication, decision-making, and leadership skills; critical and creative thinking; skills for coping with emotions, stress and conflict; and overall healthy behavior.
conditions in the labor market. An important element here is livelihoods training for rural youth that would allow them to participate in non-agricultural and urban labor markets.

*Inclusive Citizenship:* This policy-area relates to programs focusing on cultural identity and relationships amongst youth and their multiple expressions as a way of reinforcing citizenship and self-esteem, and overcoming social inequity and exclusion – particularly from spaces and places of decision and policy-making. Crucial in this endeavor is to break down the unequal patrimonial attitudes, behavior and relations of power which frequently marginalizes youth voices, participation and engagement in the public and political sphere. Leadership and life-skills training for youth, to create responsibility and accountability among youth, and to enhance their future capacity to engage constructively in the political arena is, therefore, essential. Currently, there are few opportunities for youth to learn and develop their citizenship skills. Public policies must consider young people not only as beneficiaries but also as strategic actors and citizens participating proactively to improve their country. [E.g. Municipal youth volunteers program in Chile].

**Outputs**

The consultant will produce a report addressing the above concerns. The report should sets of recommendations. Primarily, the consultant should suggest actions to address the above given the context of the current project. Secondly, however, the consultant should also provide recommendations and action plans which could be implemented and financed independently from, though perhaps as a follow-up to, this project.

**Schedule**

The consultancy will cover the period 09/01/2004 up to 10/01/2004, for a total of 20 working days.

**Supervision**

The consultant will work in collaboration with ..... and under the supervision of ..... (xxxxx@worldbank.org; +1 202 000-0000).
ANNEX 5: RESOURCES ON YOUTH ISSUES

General Information

- Global Development Gateway Foundation: http://topics.developmentgateway.org/youth
  Search youth issues by topic and country.
- World Bank Children and Youth: http://www.worldbank.org/childrenandyouth provides extensive material on youth and development, and offers links to related World Bank sites, and to many external youth and development resources, including other international development agencies, youth organizations and other NGOs.

International Organizations: Youth-related sites

- Commonwealth Youth Programme (CYP): http://www.thecommonwealth.org/subhomepage/152816/ is an international development agency that is dedicated to empowering young people in its member countries.
- Nokia/IYF Global Youth Development Initiative – Global: http://www.comminit.com/experiences/pds2005/experiences-3315.html This initiative of the International Youth Foundation (IYF) and Nokia attempts to equip young people with essential "life skills", including greater self-confidence and the ability to think creatively, communicate effectively, relate to others, and make a contribution back to their own society. It works on the basis of in-country programs which are implemented by local non-governmental organizations in an effort to strengthen the life skills of young people by engaging them in their communities, promoting creative self-expression, providing employment training and promoting youth social entrepreneurship and leadership. For example, in the Czech Republic, Hungary, Poland, and Russia, young people receive support in contributing to their communities.


**Non-Governmental Organizations: Youth related sites**

Development Gateway Youth for Development: [http://topics.developmentgateway.org/youth](http://topics.developmentgateway.org/youth) aimed to reinforce peaceful cooperation among youth from regions previously engaged in conflict in the Balkans.

Global Youth Action Network: [http://www.youthlink.org](http://www.youthlink.org) facilitates youth participation and intergenerational partnership in global decision-making; support collaboration among diverse youth organizations; and to provide tools, resources, and recognition for positive youth action.

International Youth Foundation: [http://www.iyfnet.org/](http://www.iyfnet.org/) works in close to 70 countries and territories to improve the conditions and prospects for young people.

Oxfam International Youth Parliament: [http://www.iyp.oxfam.org/](http://www.iyp.oxfam.org/) is a network of young leaders in 92 countries working for positive and lasting change in their communities.

Taking IT Global: [http://www.takingitglobal.org/](http://www.takingitglobal.org/) is online community that connects youth to find inspiration, access information, get involved, and take action in their local and global communities. The site also provides useful resources on youth organization, toolkit and publications.

Voice of the Youth (VOTY) Network – Philippines: [http://www.comminit.com/experiences/pds2005/experiences-3246.html](http://www.comminit.com/experiences/pds2005/experiences-3246.html) VOTY Network is inspired to spur Filipino youth to believe in themselves and their ability to make a difference. It is a multimedia organization that seeks to create environments where young people are exposed to new thinking, a diversity of voices, and new opportunities. Driven by youth, the goal of the VOTY Network is to foster a sense of leadership, participation and social entrepreneurship through the innovative use of technology and media. VOTY uses 3 main communication channels to facilitate information sharing and dialogue: the internet and email, text messaging to cell phones, and AM radio. VOTY also takes part in various community-based activities in an effort to empower other youth "to duplicate, innovate or do something different that would have an impact to their communities" - such
as helping celebrate 6th Global Youth in Service Day 2005 by engaging youth in local environmental clean-up projects.

- **YouthActionNet (YAN):**
  [http://www.comminit.com/links/linksfound/links-2055.html](http://www.comminit.com/links/linksfound/links-2055.html) YAN works to connect youth worldwide to create change. This interactive website, created by and for young people, spotlights "the vital role that youth play in leading positive change around the world" through searchable youth project pages and youth-created web pages. It also includes various discussion forums, links to opportunities, and resources - which young people are encouraged to submit, search, and access.

- **YouthNet:**

**World Bank Websites Providing Information on Specific Regions**

# ANNEX 6: FINANCING OPTIONS FOR YOUTH DEVELOPMENT PROJECTS

<table>
<thead>
<tr>
<th>Fund Name</th>
<th>Funding Source</th>
<th>Youth-related Objective</th>
<th>Resources</th>
<th>Region</th>
<th>Eligible applicant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bank-Netherlands Partnership Program (BNPP)</td>
<td>Bank grant facility</td>
<td>To facilitate specific demand-driven regional, global and cross-country advisory, analytical, capacity building and sector/research activities that provide the foundation for defining strategic priorities to achieve sustainable poverty reduction with a focus on MDGs.</td>
<td>Total $43.3mil for FY05 (each window has its own allocation)</td>
<td>IDA countries (should include two or more)</td>
<td>Priority in Africa</td>
</tr>
<tr>
<td>Development Grant Facility (DGF)</td>
<td>Bank grant facility</td>
<td>To encourage innovation through seed money and cutting-edge approaches, catalyze partnership through convening and building coalitions and raising funds, and to broaden Bank services</td>
<td>Total $160mil/yr</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>Institutional Development Fund (IDF)</td>
<td>Bank grant facility</td>
<td>To finance discrete, innovative, upstream capacity-building activities that are identified during (and closely linked to) the Bank’s policy dialogue and ESW.</td>
<td>Max: $500,000</td>
<td>IBRD/IDA member countries</td>
<td>government, int’l/regional organization they affiliate</td>
</tr>
<tr>
<td>Japan Social Development Fund (JSDF)</td>
<td>Japan Trust Fund</td>
<td>To provide direct assistance to the poorest and most vulnerable groups through project grants and capacity-building grants. To support innovative programs that rapidly demonstrate benefits that are sustainable and directly respond to the needs of the poorest and most vulnerable groups in society; To provide, to build capacity, participation and empowerment of civil society.</td>
<td>$50,000 to $3 mil.</td>
<td>IBRD/IDA member countries</td>
<td>Bank staff</td>
</tr>
<tr>
<td>Knowledge for Change Program (KCP)</td>
<td>Bank grant facility</td>
<td>To support research for poverty reduction and sustainable development with a thematic sub-funds of poverty dynamics and basic service delivery, including youth issues.</td>
<td>$35,000-$1.5mil</td>
<td>Mainly IDA (esp. Africa and South Asia)</td>
<td>Bank staff</td>
</tr>
<tr>
<td>Post-Conflict Fund (PCF)</td>
<td>Bank grant facility</td>
<td>To support planning, piloting and analysis of ground-breaking activities in fragile conflict-affected societies</td>
<td>$25,000-$1mil (multi-year program may exceed $1mil)</td>
<td>Conflict-affected country (based on OP2.30)</td>
<td>government, partner organization</td>
</tr>
<tr>
<td>Small Grants Program</td>
<td>Bank grant facility</td>
<td>To strengthen the voice and influence of poor and marginalized groups in the development processes, thereby making these processes more inclusive and equitable.</td>
<td>Max: $15,000 Av: $3,000-$7,000</td>
<td>N/A</td>
<td>Civil society organization working for civic engagement of the poor and marginalized, based in a developing country</td>
</tr>
<tr>
<td>Trust Fund for Children Youth in Africa (CHYAO Africa)</td>
<td>Bank/Italian Trust Fund</td>
<td>To improve the welfare of violence-affected and disadvantaged children and youth either directly, by funding activities on the ground that have these groups as their primary beneficiaries, or indirectly, with a view to increase attention to disadvantaged children and youth. Special attention will be given to children and youth affected by conflicts, natural and man-made disasters and children in difficult social conditions.</td>
<td>Max: $350,000 Min: $50,000</td>
<td>All Sub-Saharan African countries</td>
<td>government agency: NGO, UN agency, others</td>
</tr>
<tr>
<td>Trust Fund for Environment and Social Sustainable Development (TFESSD)</td>
<td>Multi-donor trust fund</td>
<td>To mainstream the environmental, social and poverty reducing dimensions of sustainable development into overall Bank work, to develop Bank and client country capacity, to promote inclusion of these cross-cutting issues into Bank operations and foster cooperation among development agencies</td>
<td>Total $57mil for FY05 (145 activities in 80 countries)</td>
<td>Half funding for Africa</td>
<td>Bank staff</td>
</tr>
</tbody>
</table>
**ANNEX 7: INDICATORS OF YOUTH DEVELOPMENT**

While there is much discussion on indicators to measure youth development, the WDR 2007 developed the following indicators based on their relevance with a poverty reduction and growth. These are merely suggestions, since youth indicators should be tailored in each national and local context.

| Learning | 1. School enrollment by gender |
| 2. Primary, lower secondary, and upper secondary completion rates among youth, by gender |
| 3. Learning achievement—end-primary and end-secondary—by gender * |
| Going to Work | 4. Incidence of child labor, by gender |
| 5. Labor force participation rates, by gender |
| 6. Unemployment rates, by gender, for rural and urban youth |
| 7. Percentage not at work and not in school, by gender |
| Staying healthy | 8. Percentage currently using tobacco, by gender |
| 9. Percentage currently using drugs including inhalants, by gender * |
| 10. Body mass index, by gender * |
| 11. Percentage of sexually active youth engaging in unprotected sex, by gender and by marital status |
| 12. Percentage of youth with knowledge of how to prevent HIV/AIDS, by gender |
| 13. Percentage of 15-year-olds who will die before reaching their 60th birthday, by gender |
| Forming families | 14. Age specific fertility rates |
| 15. Percentage of young women giving birth before 18 |
| 16. Percentage of young women using antenatal care |
| Citizenship | 17. Percentage of youth who have worked together with someone else or some group to solve a problem in the community where they live, by gender * |
| 18. Percentage of youth who correctly answer a question concerning political knowledge appropriate to the country, by gender * |
| 19. Percentage of youth without identity papers, by gender * |
| 20. Number of youth in pre-sentence detention, per 100,000 population, by gender* |
| Moving across borders and communicating | 21. Percentage of youth studying abroad, by gender* |
| 22. Percentage of youth working abroad, by gender* |
| 23. Percentage of youth migrants returning within 10 years of migrating, by gender* |
| 24. Percentage of youth who have used the Internet in the past month, by gender* |

*Those may not be readily available from existing data sources.

**Source:** World Bank (2006b), Box 9.8.

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132 United Nations General Assembly adopted the World Program of Action for Youth (WPAY) in 1995, setting a global agenda on youth development by identifying priority areas. In 2005, the General Assembly adopted a resolution (60/2), which recommended establishment of a broad set of indicators on youth in order for the Governments and other actors to use to monitor the situation of young people related to these priority areas. For more details on suggested indicators, see: http://www.un.org/esa/socdev/unyin/youthindicators1.htm.
REFERENCES


Sanchez, Juan Felipe. 2006. Personal Communication.


----- Youth in Community-Driven Development.
----- Youth in Post-Conflict Settings
----- Youth Conservation Corps: Employment and Environment
----- Improving Employability for At-Risk Youth
----- Preventing Youth Risky Behavior through Early Child Development
----- Youth Service: A Strategy for Youth and National Development
----- Community Driven Development


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World Education. Project: Program H. On the Web at:  
