

**DRAFT-
World Bank Youth Strategy**

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1. Background

Over the past decade, youth¹ has emerged as a key development focus, due in part to increased challenges youth face in developing countries. International development organizations, governments and NGOs have placed youth issues on the agenda as a concern to be addressed. Specific forms that this has taken include: the 1998 Braga Youth Action Plan at the UN Youth Forum, the 2000 UN Program of Action for Youth, the Youth Development and Outreach Program at the Inter-American Development Bank, and USAID's YouthNET.² In September 2000, the Millennium Declaration adopted during the U.N. General Assembly set the Millennium Development Goals (MDGs) to be achieved by countries by 2015. Among the MDGs, half include specific targets and indicators to be measured that relate directly to youth. These are as follows:

- Goal 2- achieving universal primary education.
 - Indicator- literacy rates among 15-24 year olds.
- Goal 3- promote gender equality and empower women.
 - Indicator- ratio of literate females to males of 15-24 year olds.
- Goal 6- combat HIV/AIDS, malaria and other diseases.
 - Indicator- HIV prevalence among 15-24 year old pregnant women.
- Goal 8- develop a global partnership for development.
 - Target- In co-operation with developing countries, develop and implement strategies for decent and productive work for youth.
 - Indicator- Unemployment rate of 15-24 year olds.

In context of this last goal, the Youth Employment Network was convened, under the leadership of the World Bank and the International Labor Organization, to develop “imaginative approaches” to the issue of youth unemployment.³

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¹ In any study or policy paper focusing on youth, the first requirement is to clarify to whom one is referring. Many international organizations, including the World Bank, currently define youth as those between the ages of 15 and 24 years old. While this paper employs 15-24 as the principal definition, it notes where available data is based on a different scale. It is also crucial to acknowledge that childhood and adulthood are socially constructed and are defined within various institutional frameworks. Many ECA countries define youth within the range of 16 to 30 years old. In the Caribbean, the majority of youth policies treat youth as extending from 15 to 30, recognizing the effects of high unemployment as delaying adulthood.

² This last program focuses on reproductive health.

³ *The Role of the United Nations in the 21st century*, United Nations, 2000, pp.25-26.

Within the World Bank, prior to the formulation of the Children and Youth Strategy, youth development has been pursued on the regional level with pioneering work in the ECA and LAC regions. Three of the regional social development strategies include youth as a key issue. The Social Development Strategy for ECA discussed the alienation of children and youth in terms of their increasing vulnerability and exclusion.⁴ Among the four pillars of the draft Social Development Agenda for the LAC region is social equity, defined as “promoting of equal opportunities and equal access to assets, information and justice for the poor, including women and *youth* (emphasis added).”⁵ In addition, the draft Concept Note for the MNA Social Development Strategy identifies the critical situation of youth in the region as based in “their numbers, their expectations, their unchanneled energy, their general lack of opportunities for recreation and diversion.” Noting the high levels of unemployment and various forms of risky behaviors, it concludes by observing that “this issue is the most volatile and destabilizing feature of the region.”⁶

In LAC, analytical activities produced insights in youth exclusion and the risks faced by youth. In addition to a key regional study on the Caribbean⁷ and work on the specific topic of violence,⁸ studies have been carried out in Trinidad and Tobago, Honduras, Paraguay, and Argentina. Country-level reviews of youth issues have been undertaken in Nicaragua and Jamaica. The LAC region is also in the process of establishing a Youth Development Thematic Group.⁹

In ECA, youth inclusion and empowerment were identified as a key elements of the regional strategy for South Eastern Europe.¹⁰ In line with the multi-dimensional approach¹¹ suggested by the strategy and adopted by the Social Development Team, the Social Development Initiative for South Eastern Europe was established to pilot the development of these new approaches and explore the possibility of scaling them up.¹²

⁴ *Social Development in Europe and Central Asia Region: Issues and Directions*, World Bank 2003, p. 22-27.

⁵ *A Social Development Agenda for the 21st Century: The World Bank's Strategy for Social Development in the Latin America and Caribbean Region*, draft, World Bank 2003, p. 2.

⁶ MNSRE, Draft Social Development Strategy Concept Note, p.5.

⁷ Caribbean Country Management Unit, *Youth Development in the Caribbean*, World Bank, June 2002

⁸ Caroline Moser and Bernice van Bronkhorst, *Youth Violence in Latin America and the Caribbean: Costs, Causes and Interventions*, World Bank, August 1999 and Dennis Rodgers, *Youth Gangs and Violence in Latin America and the Caribbean: A Literature Survey*, World Bank, August 1999.

⁹ Funding Proposal: Creation of LAC Youth Development Thematic Group- FY04.

¹⁰ See Chapter 5, “Social Inclusion and Social Change: Conditions for Peace and Prosperity in the SEE Region” in *The Road to Stability and Prosperity in South Eastern Europe: A Regional Strategy Paper*. World Bank, 2000.

¹¹ In order to address effectively high youth unemployment rates and ensure stability in conflict-affected societies, the strategy recognized the need to develop a multi-dimensional approach. Development of active labor programs should be complemented by youth programs promoting skills development and cultural activities as well as community engagement and participation. Such programs should also be inter-ethnic in nature so as to contribute to the broader goal of social cohesion.

¹² The SDI-SEE aims to provide the Governments of South East Europe, the donor community involved in the region, and in particular the World Bank with the capacity to carry out social analyses, promote institution building, and launch pilot projects to address inter-ethnic tensions and social cohesion issues in

Rome Conference Youth in South Eastern Europe: Policy for Participation, Empowerment and Social Inclusion, May 2002

ECSSD organized the first World Bank-UNICEF Conference on Youth in SEE in Rome, supported by the Italian Government in its capacity of major donor of the *Social Development Initiative for South East Europe*. More than 200 participants from Albania, FR Yugoslavia including the UN-administered province of Kosovo, Bosnia Herzegovina, Moldova, Romania, Bulgaria, Macedonia, Croatia and Italy, discussed approaches to the issues facing youth in this region. Approximately one-third of the participants were youth under 25 years representing youth organizations and youth activists in the region. It was the first time that a high level conference sponsored by the World Bank and UNICEF included major participation by youth groups.

Issues discussed ranged from high unemployment to access to education to the rising HIV/AIDS epidemic, drug and human trafficking, prostitution and the very high level of emigration. Positive developments (even if still limited in scope) were reviewed in programs managed by youth groups and local NGOs, as well as efforts made by governments and donors, including the World Bank, to deal with these difficult issues. The conference included 52 presentations were given by technical experts and youth activists reviewing best practices in youth policies and projects in SEE. Private sector representatives from AOL Time Warner and other cutting edge IT groups delivered keynote addresses.

Among other activities, the SDI-SEE has supported, in partnership with UNICEF, the preparation of stand-alone LILs for youth development and inclusion in FYR Macedonia and Moldova and has sponsored a regional conference on youth policy.¹³ A multi-country ESW on youth inclusion and empowerment in Southeastern Europe is currently under preparation.

LAC and ECA have also worked together on learning and dissemination activities relating to youth development. At the FY02 ESSD learning week, these two regions

organized an event on youth inclusion in conflict affected countries.

In the Africa Region, youth exclusion has been identified as an area of focus for the Social Development Team. Work in the pipeline includes a study on street children and youth in Kenya, a study on youth and urban violence in Nigeria, and a regional youth strategy. Youth is also an important theme in the Region in addressing conflict and development work, and constitute an important target group in HIV/AIDS projects in the region. The region is in the process of developing strategies to deal with the large number of children orphaned by the HIV/AIDS crisis in Africa.

WBI has emphasized building youth capacity with implications for participation in policy dialogues as well as sectoral interventions. Youth have been both beneficiaries

South East Europe. Funded by the Italian Development Co-operation, the World Bank Post-Conflict Fund and the ECA region, this initiative is managed by the ECA Social Development in collaboration with other institutions involved in the Stability Pact (in particular, the Council of Europe) and with UNICEF.

¹³ This conference brought together the various stakeholders, including youth themselves and relevant policy-makers, to discuss the key elements of effective and inclusive youth policies. Participants identified priorities for follow-up actions at the country-level. Among the immediate outcomes of the conference was the launch by Bosnian youth of a Youth Parliament and a resulting policy dialogue, reflected in the PRSP, with the World Bank and the government on youth needs.

and drivers of initiatives such as the ICT for Education program,¹⁴ linking teachers and students around the world and providing access to learning resources available on the Internet. This program has been active in the Africa region (Botswana, Burkina Faso, Gambia, Ghana, Mauritania, Mozambique, Senegal, South Africa, Uganda, Zimbabwe) with special projects on HIV/AIDS. Similarly, the Youth for Good Governance and Anti-Corruption program consists of a series of courses leading to the development of action plans. Students study causes and effects of corruption through courses and interactions with other participants and stakeholders (such as government officials, parliamentarians, civil society organizations and media representatives).¹⁵

The Children and Youth Strategy is timely, not only in terms of providing a roadmap to the regions for the next steps in youth development. The Strategy will also outline the means through which the World Bank can realize its commitment to MDGs.

2. Objectives

The objective of the youth component of the Children and Youth Strategy is to present an integrated approach to youth development that can guide regional Bank work and can contribute to aligning youth investments and resource allocation with actual youth needs, as well as clarifying areas where youth investments facilitate the Bank's mission. In addition, it will provide a road map for promoting youth empowerment and participation in the development process.

3. Rationale

Youth poverty and exclusion are widespread and increasing. Globally, the major issues affecting youth in specific ways are lack of adequate education and employment, lack of assets and property rights, exposure to risky behaviors, violence and crime and, most important, lack of participation in decision-making. Excluded from access to economic and societal resources, in some dimensions youth tend to be more vulnerable than older age groups who are relatively more protected by the economy, social policy and by customs.

In the context of the youth demographic explosion in developing countries, this combination of factors poses severe threats non only to the medium-long term development of a generation, but for these countries as a whole. Investing in youth is therefore an urgent matter. Unless appropriate policies are in place and adequate resources are allocated, the reinforcement and perpetuation of increasing youth poverty and exclusion will be amplified by the size of the youth cohort.

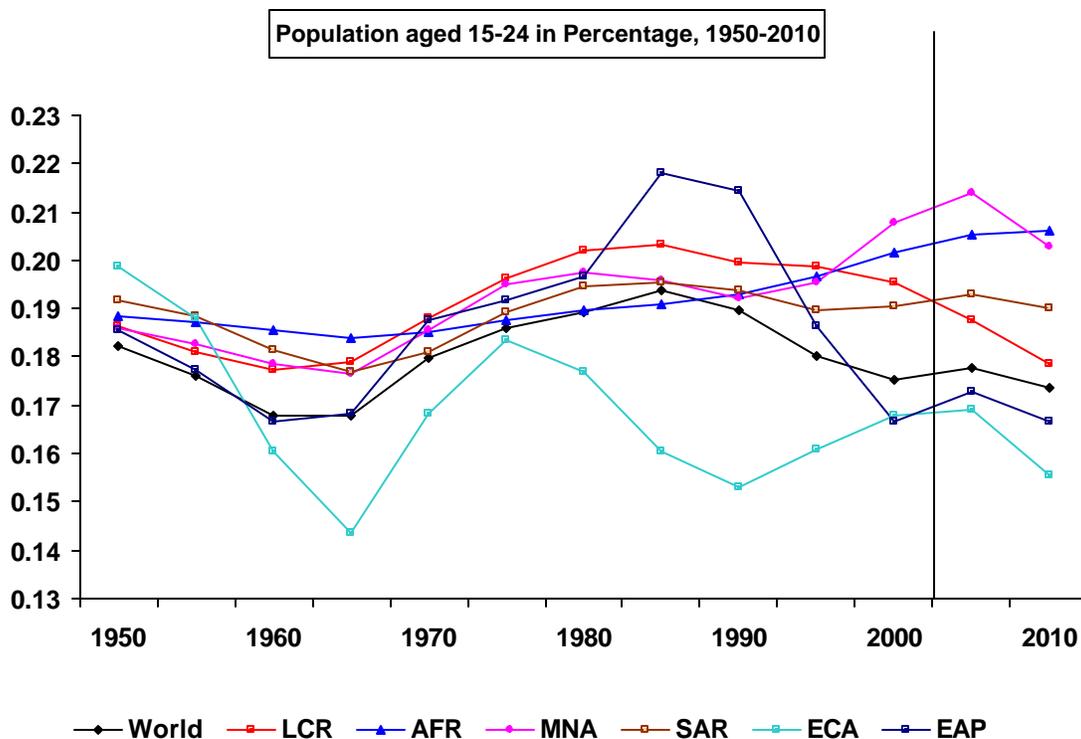
From a demographic standpoint, youth represent a large proportion of the human and social capital of developing and transition countries. The current cohort of youth

¹⁴ formerly World Links for Development Program

¹⁵ Children and Youth (C & Y) Strategy Board Paper: Inputs from World Bank Institute (WBI), draft 2003.

numbers over one billion and is one of the largest ever¹⁶ and also occurs at a point when there is a decline in more developed countries. Projections place the absolute number of young people in the world as peaking by the year 2010. Of the projected 1.8 billion young people in the world at that time, 1.5 billion will live in developing countries.¹⁷ The percentage of young people in the population will also increase in developing countries to approximately 29 percent by 2005, in stark contrast to the 19 percent currently in developing countries. This youth cohort represents a large group who is undergoing a demographically dense period of life. At this point, this youth cohort should be acquiring the life and livelihood skills that will allow them to assume productive roles in society.¹⁸

The graph below shows a time series in the percentage of youth as part of the general population, with sharp increases in MNA, Asia and Africa. In Latin America and the Caribbean, the demographic trend is somewhat different, due to declining fertility rates. In certain countries, this creates a demographic bonus of a cohort of 15-24 year-olds entering the labor market, without the pressure of an equally large cohort of children following them.¹⁹



¹⁶ Presentation by Barney Cohen, “Youth in Cities: An Overview of Key Demographic Shifts” on the panel “Demographic Shifts and Conflict in an Urban Age” at the conference, “ Youth Explosion in Developing World Cities” See “Economic Benefits on Investing in Youth.” See also UNFPA.

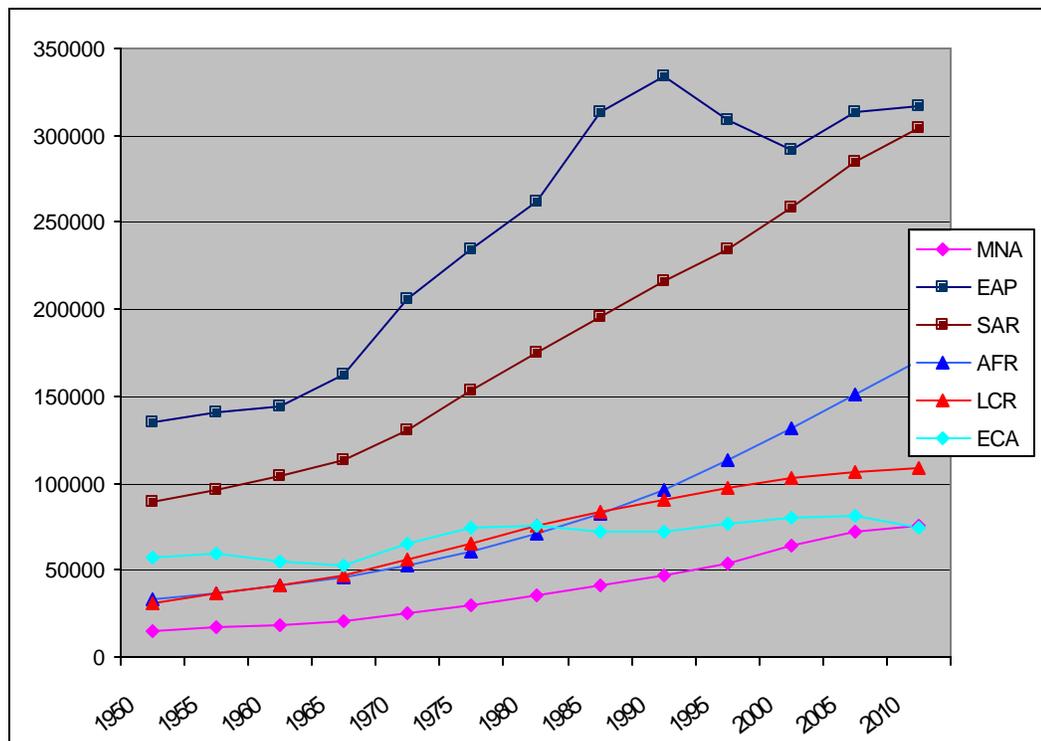
¹⁷ Cynthia Lloyd, “World Population in 2050: Assessing the Projections,” p. 116.

¹⁸ Cynthia Lloyd, “World Population in 2050: Assessing the Projections,” p. 116.

¹⁹ POPLINE, “The State of the World Population 2001 edition” 2001, vol. 23. November 7.

From this perspective, youth are potential assets for the overarching goals of economic and social development. Youth generally exhibit greater receptivity to new ideas and are more often innovative. In the context of knowledge based society characterized by rapidly changing information and communication technologies, they are often better equipped than adults and more flexible in their response.²⁰ Yet these potentials often remain untapped or are channeled into negative avenues.

The regional picture provides compelling data. Eighty-five percent of youth live in developing countries, with over half in Asia and the Pacific.²¹ In the Africa region, young people (between the ages of 10-24)²² account for 33 percent of the total population, numbering 261 million or double the size of that age cohort in 1975.²³ The chart below shows the absolute numbers of youth (15-24) in each region. Although over half of the increase in youth since 1980 has been in sub-Saharan Africa, the highest actual numbers are in Asia.



²⁰Rodriguez, “Youth, Social Development and Public Policies in Latin America and the Caribbean,” p.208.

²¹ *Youth and Work: Global Trends*, International Labor Office, 2001.

²² Though different groupings may be used in different demographic, policy and social contexts, the UN collects global statistics using the following definitions: Children, 0–18; Adolescents, 10-19; Youth, 15-24; Young people, 10-24; Dependent young, 0-15.

²³ Barney Cohen, “Youth in Cities: An Overview of Key Demographic Shifts.”

In ECA, in 1999, there were 65 million youth, an increase of 10 percent or six million more than in 1989.²⁴ Youth comprise approximately 16 percent of the population, but this percentage varies across the region, somewhat higher in Central Asia and the Caucasus and lower in the Baltic States and former Yugoslavia.²⁵ It also varies across ethnic groups within individual countries. This particular youth cohort is significant at this point in time for several reasons. These youth have come of age during the transition years and have been strongly affected by increased poverty during the transition and in many cases, have been excluded from access to employment or productive assets. In many of these countries, this youth cohort has been directly or indirectly affected by conflict- through violence, displacement, and interrupted or inadequate education. The effects of these disruptions will have profound short and long-term development implications for a generation which is more vulnerable than its predecessors and which is demographically more significant than subsequent youth cohorts.

3.1 *Lack of adequate education*

While access to education, with the resulting drop in illiteracy rates, has improved world wide in the last decades, the quality of education in most developing countries is not adequately meeting the needs of adolescents and youth. Overcrowded classes and a dated teaching culture all impede the human nurturing of students, with a focus still on the reproduction of knowledge over life skills development (i.e. critical thinking and problem solving). Also, in developing countries about one third of children drop out before the completion of primary school, leaving so many adolescents and youth at the margin of the education system.²⁶ The result is that young people are often not in the position to acquire marketable knowledge and skills in the formal education system. In this context, the early consultations on the youth strategy conducted by the World Bank point to the high priority youth give today to the development of non formal education opportunities, in youth friendly venues and through decentralized mechanisms that can better capture the skills needs and work opportunities of local youth communities.

A Statement on *The Education of Young People* prepared by a coalition of non formal education youth organizations pointed out that education can be provided by several channels which are interdependent and complementary to one another: formal channels (i.e. schools, and universities), informal channels (i.e. family, peer groups, media) and

²⁴ *Young People in Changing Societies*, UNICEF Regional Monitoring Report #7, 2000, p. 1.

²⁵ *Young People in Changing Societies*, UNICEF Regional Monitoring Report #7, 2000, p. 5.

²⁶ Youth for Development Co-operation/Youth Unit of the United Nations, *Youth Poverty Eradication and Development*, mimeo.

non formal channels (i.e. youth movements, clubs)²⁷. The Statement also emphasized the importance of non formal education to support young people in (i) obtaining essential life skills, (ii) strengthening self awareness and self confidence, (iii) develop a sense of identity and (iv) learn to value co-operation and teamwork. On a similar note, the European Youth Forum, currently the most influential youth umbrella in the European Union, indicated the shortcomings of the current formal school system “in terms of [its] existing aims and future needs” and the need for non formal education provided by youth organizations.

3.2 *Unemployment and precarious work*

Youth unemployment is high and is increasing in many regions. The ILO estimates that approximately 74 million young people are unemployed globally, accounting for 41 percent of the total unemployed population.²⁸ Globally, youth unemployment rates have been rising, and there has been an increase in absolute numbers of 8 million between 1995-1999.²⁹ Young people actively seeking work are two to three times more likely than older generations to find themselves unemployed.³⁰

The youth unemployment rate doubled in the 1990s in Latin America, from 8 percent in 1995 to 16 percent in 1999.³¹ There is some variation within the region, with certain Caribbean countries, Barbados, Trinidad and Tobago and Jamaica, having very high rates. Youth in the Caribbean comprise 20 to 30 percent of the labor force, but represent 40-60 percent of the unemployed.³² Similarly, there is considerable variation within ECA by sub region.

Youth unemployment does not necessarily decrease when economic growth occurs. In Latin America, for example, youth unemployment has persisted over the last forty years, during both periods of economic crisis and of economic growth.³³ For already poor and socially excluded youth, gaining employment remains a particularly intractable problem. In addition, evidence globally has shown the early unemployment may permanently affect future employability.³⁴

For those employed, much of that employment is in the informal sector under precarious conditions and low paid work. In Africa, an estimated 93 percent of youth are

²⁷ *The Education of Young People: A Statement at the Dawn of the 21st Century*, presented by the Chief Executive Officers of the World Alliance of Young Men’s Christian Associations, World Young Women’s Christian Associations, World Organization of the Scout Movement, World Organization of Girls’ Guides and Girls’ Scouts, and the International Federation of Red Cross and Red Crescent, p. 4.

²⁸ *Global Employment Trends 2003*, International Labor Office, 2003, p. 1

²⁹ *Youth and Work: Global Trends*, International Labor Office, 2001, p. 2.

³⁰ *Youth and Work: Global Trends*, International Labor Office, 2001, p.4 .

³¹ *Youth and Work: Global Trends*, International Labor Office, 2001, p.6.

³² *Youth in the Caribbean*, p. 21.

³³ See Ernesto Rodriguez, “Juventud, Desarrollo Social y Politicas Publicas en America Latina y El Caribe: Oportunidades y Desafios”, in *Desarrollo Social en America Latina: Temas y Desafios para las Politicas Publicas*, The World Bank, 2002. Rodriguez cites the ILO’s *Labor Panorama of Latin America and the Caribbean*, p. 221.

³⁴ See “Addressing the Problem of Youth Labor Market Exclusion in South-East Europe”

employed informally. In Southeast Asia, nearly 75 percent of manufacturing jobs are informal in nature.³⁵ Youth informal employment may also take the form of domestic labor or household work. Within the context of youth unemployment, levels tend to be higher among young women than young men.³⁶ Young women also tend to be employed in the informal sector in jobs which have a greater potential for abuse and sexual harassment.

Number of years in school does not necessarily translate in greater access to the labor market. For young women in countries to which cultural barriers do not exclude access to education, the mere fact of education does not translate into employment. Despite higher rates of education among young women in the ECA region, their employment rates are generally lower.³⁷ In other contexts, e.g., education provided to lower income youth, quality of education is frequently lower, also hindering entry into the labor market. In less advanced countries, the demand for highly educated youth is also weak and, as a result, the unemployment rate ~~diferencial~~differential by education level can be very small. The high relative incidence of unemployment among highly educated youth, which often leads to migration, accounts for a large brain drain for these countries.

For many youth, there is a substantial waiting period for the first job. The lack of first work experience for new entrants in the labor market makes the transition from education to the world of work particularly difficult for youth. In Serbia and Montenegro, estimates of the wait for the first job have been as long as five years.³⁸ In addition to the income factors, delayed entry into the labor force hinders the transition from adolescent dependency to adulthood. The school-to-work transition can be particularly lengthy. This lost productivity magnifies over the course of the life cycle. In the context of the demographics of the current youth cohort, persistent unemployment represents a significant loss of human capital. Youth from ethnic minorities tend to face even greater barriers to employment. In many ECA countries, Roma youth find it difficult to secure employment other than menial labor.³⁹

The most vulnerable youth are those who are neither employed nor in school.⁴⁰ Twenty-seven percent of youth in the ECA region are neither employed nor in education. As youth groups in Croatia described it, “Poverty is boredom.”⁴¹ Focus groups

³⁵ see ILO papers

³⁶ While not uniformly true throughout LAC, higher female unemployment is the general trend. Similar patterns can be seen in ECA.

³⁷ UNICEF, *Young People in Changing Societies*

³⁸ “Federal Republic of Yugoslavia: Vulnerability and Social Development Issues - Input to the Poverty Assessment.”

³⁹ There is a telling quote from Serbia and Montenegro on Roma youth unemployment in the UNICEF report, *A Brave New Generation: Youth in Federal Republic of Yugoslavia. 2002*. The Director of a student employment association notes that Roma youth “perform all sorts of jobs related to cleaning of the town, etc. We help them find a suitable job. This means we would never send a Roma person to the Intercontinental Hotel if they need a waiter, for example.” P. 61.

⁴⁰ Brazil Labor Ministry, *First Employment Program*, March 2003.

⁴¹ Croatia Social Assessment for the Poverty Assessment, 2000, p. 26.

conducted with young men in Jamaica described the linkages as high unemployment leading to frustration and idleness, which led to gang violence, interpersonal conflict, and domestic violence.⁴² Similarly, youth in Jordan reported feeling “bored, empty, depressed, or constrained by social norms, with few outlets for their energy, [a] lack of opportunities to express themselves, and no adults who understand their needs, listen to them, or talk to them about their concerns.”⁴³

Given the sluggish pace of economic growth world-wide, there can be no expectation of counting on enough formal employment in the short-term. During periods of retrenchment, youth are often the first to be terminated, due to their lack of seniority. However, greater attention to youth income generation opportunities (and the market niches in which they have comparative advantage) can contribute to the economic empowerment of youth as well as being an engine for growth. In transition economies, for instance, the development of SMEs has been identified as a major engine for growth. A greater participation of youth in the development of these micro-businesses can be essential.

3.3 Violence and Crime

Violence affecting youth can be assessed on the level of the individual/family, the community and the overall country environment. Interpersonal violence occurs on a community level, in the form of gangs⁴⁴ as well as within the household. Trafficking in human beings poses threats to societal cohesion and to the welfare of individuals. Country-level conflict situations range from war to persistent civil strife and acute political unrest.

At the level of the individual and the family, the hidden face of youth violence is domestic violence, a phenomenon present in all regions. In focus groups in Jamaica, young women described high unemployment as causing greater economic dependency on men, leading to increased domestic violence.⁴⁵ Approximately one-third of the youth respondents in a survey conducted in Jordan reported experiencing physical abuse within the family.⁴⁶ Young women in Albania reported physical abuse as well as forced prostitution.⁴⁷ A survey conducted by CARICOM found that of the adolescents who had had sexual intercourse, nearly half reported that their first sexual experience was forced intercourse.⁴⁸ There is also evidence of increased domestic violence during conflict.⁴⁹

⁴² *Youth Violence in Latin America and the Caribbean: Costs, Causes and Interventions*, World Bank, August 1999.

⁴³ UNDP, *Jordan Human Development Report 2000*, p. 3.

⁴⁴ In certain contexts, gangs can pose country level problems as well, but the usual direct and immediate impact is on the community.

⁴⁵ *Youth Gangs and Violence in Latin America and the Caribbean: Costs, Causes and Interventions*, World Bank, 1999, p. 3.

⁴⁶ UNDP, *Jordan Human Development Report 2000*.

⁴⁷ Gloria La Cava and Raffaella Nanetti, *Albania: Filling the Vulnerability Gap*, World Bank 2000, p. 34-35.

⁴⁸ *Youth in the Caribbean*, p. 16.

⁴⁹ Buvinic et alia, “Violence, Crime and Social Development.” During and immediately after the wars in the Yugoslav successor states, domestic violence increased measurably.

Violence within the family, like poverty, tends to be transmitted across the generations. Violence is a learned behavior and early exposure to violence predisposes youth to chose violence as a response to frustration.⁵⁰ Youth who are/were victims of abuse (or who witness it) as children show a greater propensity to engage violent behavior. A juxtaposition of the data from Chile is illuminating in this respect. Nearly two-thirds (63 percent) of Chilean 8th graders surveyed experienced physical violence at home; one third suffered severe physical abuse. Nearly half of the murderers and 28 percent of the rapists in Chile are between 15-24 years old.⁵¹

Violent behavior by youth worldwide is often a by product of their inability to express identities in a healthy way; instead, violence becomes a statement of their identity.⁵² A government official in Brazil, reflecting on the high levels of violence among male youth there, summarized the issue in the following terms, “The economic dimension [of reforming youth social policy] is important, but it is not sufficient. You need to integrate the personal dimension to eradicate the causes of violence which are found in low self esteem. Boys who take up guns are engaging in a Faustian pact in which they discard their future in order to live in the present moment. Thus, holding weapons becomes for them a form of empowerment and a statement of identity.”⁵³ Connections among members of youth gangs becomes therefore a “perverse form of social capital’ in which the gang is both an outcome of the breakdown of a previous social order and serves as a certain order and a means to identity development.”⁵⁴

Worldwide, young men (between 18-24) perpetrate most of the crimes. In LAC, they also have the highest homicide mortality rates. Furthermore, in LAC, youth gangs have been recognized as a major social development issue. In Nicaragua, levels of violence rose dramatically in 1990s, with crime rates nearly doubling between 1990 and 1995. Approximately half of all crimes committed can be attributed to youth gangs. The level of violence is particularly high in Managua; one survey found that one in four residents had been assaulted in the past four months. The city also has been affected by ongoing conflict in the form of territorial clashes between gangs and confrontations between gangs and the police.⁵⁵

Crime both by juveniles (under 18) and by youth under 25 has risen throughout the ECA region. In general, rates of crime are higher among the 18-24 age group.⁵⁶

⁵⁰ Mayra Buvinic, A. Morrison, and M.B. Orlando, “Violence, Crime, and Social Development in Latin America and the Caribbean” [translation] in *Desarrollo Social en America Latina: Temas y Desafios para las Políticas Publicas*, The World Bank, 2002.

⁵¹ Buvinic et alia, “Violence, Crime and Social Development,”

⁵² Rodriguez, “Juventud, Desarrollo Social y Políticas Publicas en America Latina y El Caribe: Oportunidades y Desafios”, in *Desarrollo Social en America Latina: Temas y Desafios para las Políticas Publicas*, p. 224-225.

⁵³ March 25, 2003. Meeting with Luiz Eduardo Soares, National Secretary of Public Security, Ministry of Justice, Brazil

⁵⁴ Buvinic et alia, “Violence, Crime and Social Development”

⁵⁵ *Youth Gangs and Violence in Latin America and the Caribbean: A Literature Survey*, World Bank, 1999, p. 13.

⁵⁶ UNICEF, p. 87.

Property crimes account for approximately two-thirds of reported crime, but violent crime has increased dramatically. Russia has the highest juvenile homicide rate in the region, with nearly 30 homicides per 100,000 male youth aged 14-17.⁵⁷ Youth groups in ECA have been responsible for attacks against the Roma minority.

Community or urban violence has been less susceptible to existing instruments than conflict situations on the country level. In urban violence, poverty and social exclusion are the key determinants; youth are usually the main victims and perpetrators. Violence at this level (especially as ongoing civil conflict) can be thoroughly disruptive of any development interventions. While community level violence is generally without ideology, it can create the circumstances that facilitate terrorism and recruitment.

The cycle of social exclusion and poverty leads to youth violence, resulting in terrorized cities. Youth violence often begins in peri-urban areas, and then traps the whole sphere. In Venezuela, political and civil strife started as violent behavior by youth from deprived areas. In Bosnia- Herzegovina and Kosovo paramilitary units recruited among rural male youth without opportunities. While most of the unemployed youth are in urban areas or are moving to urban areas, absolute poverty is in rural areas.

Youth, primarily, but not exclusively, young males, are recruited in conflict situations to serve as combatants. Rather than just formal state-required military service, young men may be recruited by paramilitary organizations. In the wars in the Yugoslav successor states, young men joined nationalist paramilitary groups. More recently, an increasing number of crimes of ethnic violence in Kosovo are being committed by young men under 18.⁵⁸ In Sierra Leone, child and youth soldiers of the Revolutionary United Front were recruited by leaders who appealed to youth through specific use of popular culture representing alienation.⁵⁹

Exploitation of youth in the informal economy is predominant. Domestic service by children and youth is invisible and therefore excluded from protective legislation, in a field where physical and sexual abuse are common. As pointed out by the ILO, “child domestics, often isolated and far from their families, are under the total control of their employer and are often deprived of emotional support, good nutrition and education, and work for long hours for meager payment in kind”. The most affected age group is between 12 and 17 years of age and the majority are girls. There are often links between domestic labor and trafficking.⁶⁰

Another sector where abuse is common is tourism where 10 to 15 percent of workers worldwide are under 18. Low pay and spill-over effects to prostitution are widespread. Commercial sexual exploitation of boys is said to be increasing. For

⁵⁷ UNICEF, p. 90.

⁵⁸ OSCE

⁵⁹ Marc Sommers, “Youth, War and Urban Africa: Challenges, Misunderstandings and Opportunities,” presented at the conference, “ Youth Explosion in Developing World Cities” February 2003.

⁶⁰ ILO, *A Future Without Child Labor*, 2002, p. 29

example in El Salvador one third of sexually exploited youth (14 to 17 years old) are boys.⁶¹

Trafficking in young women and children has increased in recent years, an alarming side-effect of globalization. Overall between 1-2 million men and women are trafficked annually, the majority in Asia. Over 225,00 originate in South East Asia, and an additional 150,000 in South Asia.⁶² The number of trafficked women and girls in ECA, however, has increased dramatically in the past ten years, estimated at 175,000 in 1997.⁶³ Of these women, many are under age; in Macedonia, for example, approximately one third of the trafficked women are under 18.⁶⁴

A recent UNICEF study points out that although several countries are reviewing their legislation to include trafficking of human beings in their Criminal Codes, trafficking continues to be viewed by police and the judiciary as illegal migration for the purposes of prostitution, rather than a flagrant violation of human rights.⁶⁵

3.4 Risky behaviors

Young people who are subject to poverty, unemployment, lack of access to social opportunities, and lack of support are at high risk to both themselves and society as a whole. For youth, risky behaviors can be seen with respect to reproductive health and substance abuse. The most acute health problems associated with reproductive and sexual health of youth are early pregnancies and sexually transmitted infections (STIs), including HIV/AIDS.

Increased exposure to STIs often results from the onset of sexual activity. Nearly 500,000 young people are infected with an STI on a daily basis, the most in the 20-24 age group, followed by the 15-19 age group. Of the nearly 16,000 HIV infections that occur daily, half are among those under 25.⁶⁶ A high incidence of HIV/AIDS exists among young people in several regions. In sub-Saharan Africa, the Joint United Nations Program on HIV/AIDS estimates that of today's 15 year-olds, 40 percent will ultimately acquire HIV in countries such as Ethiopia and Cote d'Ivoire and 60 percent in countries such as South Africa and Zambia.⁶⁷

After sub-Saharan Africa, the Caribbean has the highest HIV/AIDS prevalence rate. In the Caribbean, young people (more broadly defined as between 10-25) account

⁶¹ ILO, p. 36.

⁶² *Anti-Trafficking Programs in South Asia: Appropriate Activities, Indicators and Evaluation Methodologies*, summary report of a technical consultative meeting held September 2001, Nepal.

⁶³ Concept Note, "Human Trafficking in South East Europe: A Stock-Taking Exercise of Key Issues and Responses"

⁶⁴ UNICEF **

⁶⁵ UNICEF, *Trafficking in Human Beings in South Eastern Europe*, 2002.

⁶⁶ "Adolescents and Youth, UNFPA Population Issues Briefing Kit 2001.

⁶⁷ Cited in MOP for the Second Multi-Country HIV/AIDS Program for Africa, p.2.

for half of the people infected with HIV.⁶⁸ Data suggests that nearly one third of the new AIDS cases contracted the disease when they were between 15-24 years old.⁶⁹

In ECA prior to the transition, few cases of HIV infection were registered.⁷⁰ In certain countries, such as Ukraine, rates have increased dramatically. The growth of routine screening has helped in the identification of cases, and the proportion of youth among those known to be infected ranges from one-third in Latvia to two-thirds in Belarus.

Youth from AIDS affected homes⁷¹ are at greater risk for long-term poverty. They often have to forego opportunities or leave school. This affects their employability, perpetuating cycles of poverty.⁷²

Failure to use barrier contraceptives contributes to the spread of STIs as well as early pregnancy. 15 million young women between the ages of 15 and 19 give birth each year⁷³. Early pregnancy and childbearing has both health and socio-economic consequences. Mothers under 20 experience more pregnancy and delivery complications, and younger mothers forego educational and employment opportunities. A study in Trinidad and Tobago noted that adolescent pregnancy can “solidify the intergenerational transmission of poverty for poor mothers and their children.”⁷⁴

In ECA, rising drug use has been identified in both newly affluent and socially marginalized youth.⁷⁵ A recent rapid study in South Eastern Europe examining risky behaviors among vulnerable youth found that of nearly 60 percent of the IV drug users surveyed shared needles and syringes, putting these youth at risk for HIV infection.⁷⁶

3.5 *Interconnections and Negative Social Outcomes*

While these issues have been separated for the purposes of presentation, the interconnections are strong. Youth unemployment is classified as one of the key determinant leading to protracted or re-emerging conflict.⁷⁷ Unemployment also leads to frustration and idleness, contributing to gang violence and other forms of interpersonal conflict.⁷⁸ Violence in the community can also limit employment options as jobs are not created or there is limited access due to the risk of violence. Unemployed youth are more

⁶⁸ *HIV/AIDS in the Caribbean: Issues and Options*, World Bank 2001, p. 26.

⁶⁹ *Youth Development in the Caribbean*, p. 18.

⁷⁰ Registered cases reflect only a small number of total population.

⁷¹ This includes both youth who are HIV positive as well as those who have family members.

⁷² Rosen, *Adolescent Health and Development*, p. 8.

⁷³ UNFPA, *A Time Between. Health, Sexuality and Reproductive Rights of Young People*.

⁷⁴ *Trinidad and Tobago: Youth and Social Development An Integrated Approach to Social Inclusion*, World Bank, June 2000, p.17

⁷⁵ UNICEF, *Young People in Changing Societies*, p. 28.

⁷⁶ UNICEF, *Rapid Assessment and Response on HIV/AIDS among Especially Vulnerable Young People in South Eastern Europe*, p.8.

⁷⁷ World Bank Conflict Analysis Framework, cite.

⁷⁸ *Youth Violence in Latin America and the Caribbean: Costs, Causes and Interventions*. World Bank, 1999, p. 3.

likely to engage in risky behaviors; social exclusion also contributes to unemployment. Risky behaviors also vary by gender. Young women are more exposed to being targets of human trafficking for sexual purposes, while domestic violence is sometimes a factor in women's desperate attempt to leave their country under uncertain and risky circumstances.⁷⁹ Young men are likely to engage in drug use and smuggling.

Although the available data for evaluating youth investments is limited, reviews and analyses have noted that certain investments in youth are more effective than countering the effects of non-investment. Cost-effectiveness of investing in youth programs has been demonstrated on the country, regional and global level. In Trinidad and Tobago, the social and economic costs associated with risky behavior often exceed the cost of interventions. Calculations based on lost earnings, cost of a few years of education, and cost of crime estimate the total cost to society at approximately TT\$436,000.⁸⁰

According to a recent study of the Caribbean, risky adolescent behavior has the following estimated costs.

- The net indirect costs over the lifetime of a single cohort of adolescent mothers is estimated to be over USD 2 million in St. Kitts and Nevis.
- School leavers in Guyana forego hundreds of thousand of dollars in net earnings over their lifetimes, costing the state thousands of dollars in foregone income.
- Youth crime and violence in St. Lucia generates over US\$3 million in social indirect costs and US\$7.7 million in private indirect costs annually.
- A one percent decrease in youth crime would increase tourist receipts by 4 percent in Jamaica and by 2.3 percent in the Bahamas.
- The indirect private costs of AIDS deaths among those who contracted it during adolescence ranges from 0.01 of GDP in Suriname and Antigua and Barbuda to 0.17 percent of GDP in the Bahamas in just the year 2000.
- If female youth unemployment were reduced to the level of adult unemployment, GDP would be higher by a range of 0.3 percent in Antigua and Barbuda to 2.9 percent in Jamaica.⁸¹

On a global level, an analysis of youth investments identified those with the highest economic returns and found that “countries under-invest in the healthy development of adolescents and young adults.” It continues by adding that “some evidence exists that youth-focused interventions are a cost-effective way to improve health, reduce poverty, and benefit society...”⁸²

⁷⁹ Minnesota Advocates for Human Rights, *Domestic Violence in Moldova*, December 2000, p. 17.

⁸⁰ Caribbean Country Management Unit, *Trinidad and Tobago Youth and Social Development: An Integrated Approach for Social Inclusion*, World Bank, June 2000.

⁸¹ *Caribbean and Youth Development: Issues and Policy Directions* (World Bank, 2002),

⁸² “James Knowles and Jere Behrman, “Assessing the Economic Benefits of Investing in Youth in Developing Countries,” paper presented at the Expert Meeting on Assessing the Economic Benefits of Investing in Youth, October 2002.

The costs of neglecting youth can be measured in terms of depletion of human and social capital. There is a loss of economic growth possibilities, which only increase as this large cohort ages and is without experience in the work force. More difficult to quantify are the costs of societal instability and endemic conflict.

4. Analytical Framework

Analytical challenges in youth development include: which assets are important to youth- for youth development and what are the assets youth themselves bring to development? What are the main barriers or processes that prevent access of youth to these assets? (and what are the processes that seem to enhance these assets?) What are the consequences for youth vulnerability?

Consultations with various stakeholders and with youth themselves found that there are specific barriers preventing youth inclusion and well being, with both income and non-income manifestations. Young people experience exclusion from the labor market and self-employment opportunities. They rarely possess physical assets such as land or housing which could serve as collateral, and so they have little access to credit. They also experience isolation, vulnerability, powerlessness, idleness (due to lack of free time activities). Their disadvantages derives from lack of access to assets in three interrelated dimensions: (i) economic (assets leading to income generation), (ii) social (access to information, social capital, free-time activities, cultural expression, educational opportunities, care and mentoring in youth friendly venues), (iii) participation in decision-making (empowerment, governance). On this basis, it appears that youth inclusion policies would be more effective if these different dimensions were combined, rather than having fragmented sectoral interventions.⁸³ Institutional neglect and cultural biases constitute major barriers that prevent youth access to the above-indicated assets.

Youth policies that address both the economic and social dimensions of exclusion are therefore essential for creating the conditions of a pro-poor economic growth. On the one hand, removing the barriers that prevent some youth to fully participate economically and socially in society would contribute to reduce inequality, which is one of the pillar of a pro-poor growth strategy. On the other, by promoting the economic and social participation of youth in society, policy makers will also help reducing some of the negative social outcomes related with youth exclusion like brain drain, violence, and erosion of human capital, all of which negatively affect economic growth.

In addressing these issues, the analytic framework of the youth component of the strategy will: (i) classify existing policy alternatives as they relate to youth development; and (ii) provide a multi-dimensional policy framework that will more effectively address youth inclusion and empowerment. This framework will illustrate how different policies should intersect with each other and how they should impact levels of interventions (individual, community, and the macro-environment), in the context of the life cycle approach.

⁸³ Carine Clert, World Bank Aide Memoire - Moldova Youth Inclusion Project, March 12, 2003.

4.1 Youth Policy Alternatives

Public policies for young people can be divided into three broad categories: (1) preventive policies, (2) curative policies and (3) empowerment policies. Each of these policies can be targeted to youth only, or benefit youth although not specifically targeted to them. Within all three categories, policy-makers are increasingly focusing on those youth who are at greatest disadvantage because of gender, ethnic origin, family background, location, and physical or mental disability.

Generally speaking, preventive interventions try to counteract the processes that generate the problem, a curative intervention tries to deal with their consequences. Recent analysis indicates that a shift in the emphasis from curative toward preventive interventions- from treating the symptoms to dealing with the causes- is more effective.⁸⁴

Youth empowerment can be defined as the “the expansion of assets and capabilities of young people to participate in, negotiate with, influence, control and hold accountable the institutions that affect their lives.”⁸⁵ Broadly speaking, empowerment policies focus on the full development of the capacity of young people. They allow measures to be adopted before problems arise, and concentrate on realising the rights of young people through their participation in the decision-making process at local and national levels, across sectoral policies. Empowerment policies view youth as a human asset, a medium-long term investment for creating thriving societies, and a base for social capital development. They also promote youth social inclusion by offering educational opportunities in the values and practice of democracy, citizenship and civic engagement.

Ideally, curative, preventive, and empowerment policies must reinforce each other to enable young people to realise their full potential. While empowerment policies have a strong element of prevention, they also incorporate dimensions of youth participation, citizenship and cultural identity which are not components of typical preventive or curative policies.

For this reason, the empowerment dimension is absolutely essential in building effective youth policies, fully reflecting the orientations contained in the *UN Convention on the Rights of the Child*.⁸⁶ This human rights treaty, adopted by the General Assembly

⁸⁴ Martin Godfrey, “Youth Employment Policies in Developing and Transition Countries: Prevention as Well as Cure” draft World Bank commissioned paper, March 2003. Alexandre Kolev, “Addressing the Problem of Youth Unemployment in South East Europe: Evidence and Practices” work in progress- World Bank, April 2003.

⁸⁵ UNICEF and World Bank, *Youth in Southeastern Europe: Report of the Rome Conference on Participation, Empowerment and Social Inclusion*, June 2002, p 29. Adapted from *Empowerment and Poverty Reduction: A Sourcebook*, The World Bank 2002.

⁸⁶ The basic rights and obligations related to the promotion and protection of young people's development are articulated in the UN Convention on the Rights of the Child (CRC), UN 1989, as well as the earlier Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979). There are overarching rights relating to non-discrimination and freedom of expression (Article 2), and the right to life, survival and development (Article 6). In addition, the CRC specifies rights of children and adolescents

of the United Nations in 1989, covers every person under the age of 18, implying the equality of each individual as a human being; the inherent dignity of each person and rights to self-determination, peace and security. The Convention establishes new ethical principles and international norms of behavior towards children and youth, ensuring their civil, political, economic, social and cultural rights, and it calls on governments, even those with scarce resources, to take action to protect children's rights.

Illustrative examples of curative, preventive and empowerment policies demonstrate their relative strengths and how they interrelate. Formal, informal and non formal education are considered to be the most effective preventive interventions to improve employment prospects and employability for youth in general and disadvantaged youth in particular. Among OECD countries, Germany has been successful in reducing youth unemployment through linking secondary education with vocational training, better positioning youth for entry into the labor market.⁸⁷ Another example, from Eastern Europe, of the preventive role of education can be seen in the reduction of barriers to Roma children's school attendance, through nutrition programs, the linking of child allowance to school attendance, and scholarships.⁸⁸

However, education interventions alone may not always be sufficient in preventing youth exclusion in non-OECD countries, due to (i) the reluctance of employers to hire youth with no work experience, (ii) the long-term structural weakness of the education system and (iii) the high drop-out rates among youth. In such cases, well-designed active labor market programs, which can have a curative or preventive character, are needed for youth who are finishing school, already unemployed or out of school. These programs can incorporate several instruments, such as wage subsidies, school stipends to encourage marginalized youth to re-enter education, access credit, and support for livelihood skills development (i.e. work experience, apprenticeships, entrepreneurship, and technology-based training).

In addition to active labor market programs, the investment in non-formal education is a desirable option which can bring significant short-term impacts to complement on-going efforts in improving the quality of formal education.

The current state of the formal education system in many non OECD countries and the slow pace of educational reform, particularly with regard to methods of teaching and content of curricula, are broadly acknowledged as long-term constraints. There are at least two areas, in addition to livelihood skills development, where non-formal education

to: information and skills (Articles 17 and 29); education and health services (Articles 23, 24, 28, and 31); a safe and supportive environment (Articles 2, 3, 4, 5, 16, 18, 19, 22, 24, 25, 27, 32, 33, 34, 35, 36 and 38); participation (Articles 12, 13, 14, 15 and 23). Four principal objectives underpin the rights-based approach to working with children and youth: 1) Participation in the decisions that affect their lives. 2) Access to basic services and opportunities for development. 3) Friendly, protective and safe surroundings in which to live. 4) Full development of their abilities and talents. The Convention, however, only refers to the rights of the child up to 18 years old.

⁸⁷ OECD, 2001.

⁸⁸ Godfrey, p. 39.

can contribute to the prevention of youth exclusion and, more positively, to youth empowerment: life skills development and peer education.

Chile Joven offers a curative model emphasizing work experience, training and apprenticeships for structurally unemployed young people and those at “high social risk”. This program has been replicated in several other countries in South America. In its current form in Chile, the program serves 18-24 year olds who are out of school, and provides 1) 250 hours’ training followed by three months’ work experience in, with a goal of moving toward skills certification; or 2) For those interested in working on their own, 6-250 hours’ assistance in creating agricultural or forestry micro-enterprises. (Formerly, a third strand – apprenticeships -- featured 240-420 hours of applied learning). In practice the training experience combines development of work skills and life skills. Throughout, participants receive a daily subsidy for expenses and transportation, averaging 50% of minimum wage, and in some cases have access to remedial education. Over its first 11 years, Chile Joven spent US\$107 million to train some 164,000. According to the evaluation, at six month post-program, nearly 60 percent of participants in the first three years of the program found jobs, vs. 40 percent in the control group.

Life skills are defined as abilities for adaptive and positive behaviour that enable individuals to deal effectively with the demands and challenges of everyday life. Life skills include communication skills; decision-making skills; leadership skills; critical and creative thinking; skills for coping with emotions, stress, and conflict; and values clarifications skills. Life skills promote responsible citizenship and life-long learning. Life skills education, as part of a comprehensive multi-strategy approach, has been found to increase the capacity of young people to make healthy behavioural choices. There are successful programmes throughout the world which demonstrate that the development life skills and livelihood skills in informal, community-based settings is possible and desirable. These settings can also offer critical entry points to young people who are not enrolled in school.⁸⁹

Peer education (by youth for youth) can be an effective way of providing youth with information, motivation and life skills especially in relation to sensitive issues (such as, sexuality and substance use). 'Hard to reach groups' (street children, young sex workers, injecting drug users) may be more accessible through the use of peer educators who share the same background. Clearly the training of peer educators themselves requires a focus on life skills training to ensure that the educators can transfer the acquired skills to their peers.⁹⁰ Youth themselves point to the equally important role of formal and non-formal education and the need for youth-managed spaces at community level through which youth can gain access to multiple services, and have a voice in local and national decision making. These spaces, which should promote social cohesion and a culture of peace from bottom-up, should develop according to the existing creative assets, identities and local specificities.

Other examples of empowerment policies include increased youth political representation, such as youth councils at the municipal level, youth parliaments/councils

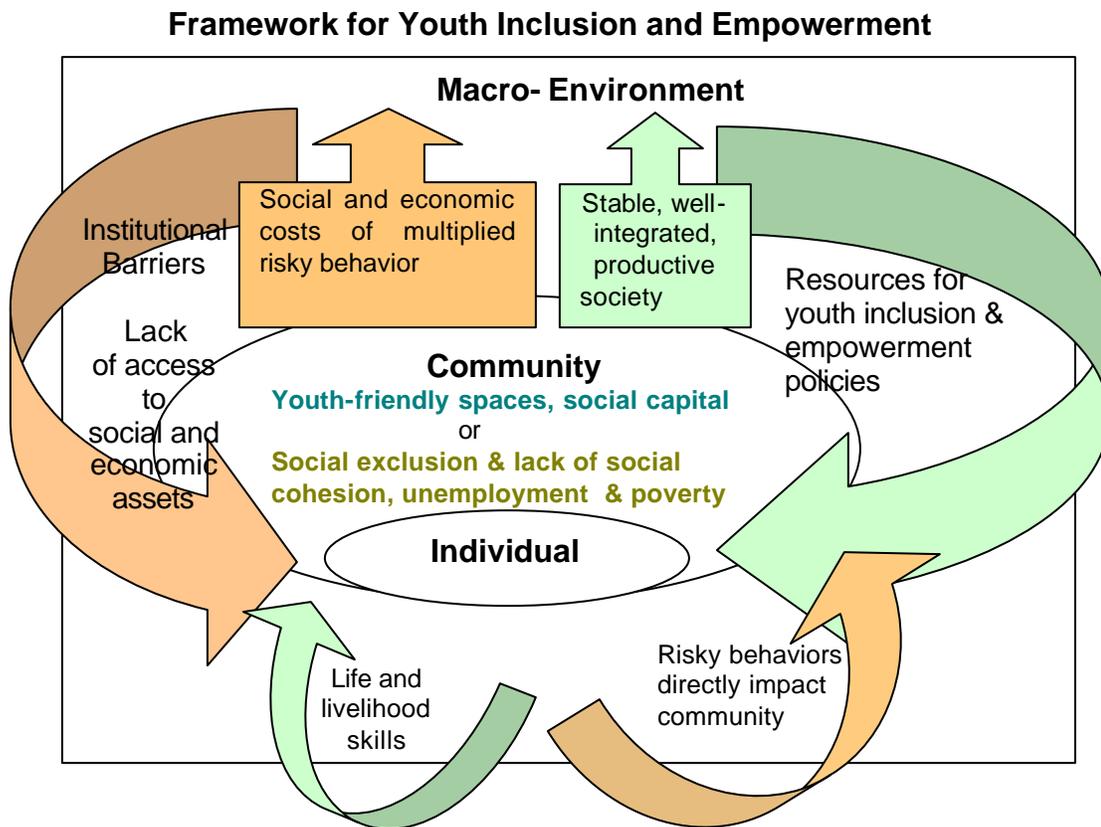
⁸⁹ UNICEF/World Bank, *Youth in South Eastern Europe*, forthcoming.

⁹⁰ UNICEF/World Bank, *Youth in South Eastern Europe*, forthcoming.

(i.e. in Lithuania, Bosnia-Herzegovina and Montenegro) and Youth Secretariats or Agencies responsible for coordinating national youth policies.

4.2 Multi-dimensional Framework for Youth Inclusion and Empowerment

The diagram below represents the different levels through which youth development can occur, focusing on the dynamics of the relationship between interventions at the different levels. On the positive side, supporting the development of life and livelihood skills for youth can result in increased social capital on the community level. This, in turn, builds social cohesion for the society as a whole, as well as political stability within and among countries. The overall environment can contribute to this process by providing resources for youth or having policies which enhance youth empowerment. Specific assets for youth that can be provided at community level include youth-friendly spaces. Overall youth are regarded as potential agents of change and therefore as assets for the development process.



On the negative side of the equation, institutional barriers to youth participation and to their access to economic assets (livelihood skills⁹¹, credit, training, income

⁹¹ Livelihood skills include: job searching skills, interviewing skills, entrepreneurial and marketable skills appropriate to the local economy.

generation, and housing) and social assets (life skills⁹², information, social capital, culture and leisure opportunities) all contribute to disempower youth. On the community level, this manifests itself as social exclusion and a lack of social cohesion. When youth engage in risky behaviors, there is a direct impact on the community, and the overall effect is multiplied for the society as a whole, with high economic costs.

Development interventions on youth seek to emphasize the creation and strengthening of assets at all three levels (individual, community, and macro-environment), to break the negative cycle and to facilitate the transition from dependence to independence. Interventions therefore require engaging with youth in all their diversity, taking into account their age (differentiating between young adults and teenagers), socio-economic levels, gender, ethnic origin, or location (recognizing the isolation of rural youth or the specific difficulties experienced by young migrants in urban and peri-urban areas).

The life-cycle approach⁹³ also offers insight into how different factors can be integrated. For children from birth to 6, the individual level of the family is the crucial factor in which preventive policies are most relevant. Moving through the life cycle, different institutional factors come into play.⁹⁴ Specifically, for the age 7-15, educational institutions are generally the most significant, but they begin to interact more on the level of the community. Youth 15-18 are generally still considered as sheltered within the family and the education system, but they begin to come into contact more with other community level institutions as individuals (such as the labor market). Over 18, youth are generally considered *de jure* as well as *de facto* individuals in their interactions with both informal and formal institutions and have greater potential impact on both the community level and on the macro-environment. It is here that empowerment policies can have more significant effects. While youth tends to have different meaning, based on the social context, the element of growth and maturity and taking on adult roles serves as underlying commonality. Youth also shift from interacting with their society in a confrontational manner to incorporation into that society and determining the shape of it.⁹⁵

Development interventions can facilitate successful transitions between life cycle stages⁹⁶ and should aim at preventing exposure to risk that the individual is not capable of managing him/herself. Without attention to facilitating the transition, disadvantages accumulate over the course of the life cycle. Furthermore, investments in children (whether in education, health or other sectors) will only be realized if they are followed up by investments in youth.

⁹² 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.

⁹³ "Human Development: Acting Throughout the Cycle" and Emily Gustafsson-Wright and Jacques van der Gaag, "Children and Youth at Risk: A Life-Cycle Approach with an Illustration from Guatemala." World Bank, January 2003.

⁹⁴ Of course, for institutionalized children and other children outside family structures, these generalizations do not strictly apply. The model could, however, be adapted for these circumstances.

⁹⁵ Rodriguez, p. 212.

⁹⁶ See Inter-American Development Bank, *Social Development Strategy* [draft], p. 4.

5. Investing in Youth: Building Effective Youth Policy

5.1 Sectoral policies

5.1.1 Employment and Income generation policies

Active labor market policies have been the most common response by Western governments to youth unemployment, in particular launching “second chance” programs for youth who have lost their jobs to try to enhance employability. Most youth related policies today involve training, subsidized employment and public work. Fewer countries, however, have adopted a preventive strategy based on a greater integration of school and work and aimed at easing the entry into the labor force before youth encounter obstacles. While most of these policies initially focused on facilitating entry into wage employment, there has been recently a growing interest in the promotion of youth entrepreneurship and income generation as a means of mitigating joblessness.⁹⁷

An OECD review of recent labor market trends points out that countries such as Italy, Greece, Mexico, Spain and Turkey with no tradition of vocational orientation within their secondary education system, tend to experience high youth unemployment rates. On the other hand, countries with publicly funded apprenticeship programs, with “dual” systems in which youth pass from school into apprenticeships, have relatively low unemployment rates. This is the case in countries like Austria, Denmark, Germany and Switzerland. It is also important to point out that these dual systems are supported by strong industrial employers’ associations and industrial unions, which offer a social capital base to the youth entry into the labor market. However, the more deregulated markets in countries such as the UK and US tend to have more difficulties to put in place apprenticeship opportunities for youth⁹⁸.

Apprenticeships are often a component of Active Labor Market Programs and can be a means through which youth can acquire needed skills. However, as noted by ILO, they are potentially exploitative unless certain conditions are fulfilled. They should be well structured and supervised, the period of training should be fixed, apprentices should be thought a range of skills, receive written contracts and certificates demonstrating completion of training should be provided. Apprenticeship systems should be subject to inspections with penalties for violations.⁹⁹

In the context of social entrepreneurship, economic incentives for youth micro and small entrepreneurship are a very important instrument, especially if they can introduce ethical finance practices. While some programs focus on the creation of special credit lines covered under guarantee funds, World Bank experience with guarantee funds suggest some problematic aspects. Guarantee funds tend to remove the responsibility and

⁹⁷ Alexandre Kolev, “Addressing the Problem of Youth Labor Market Exclusion in South-East Europe: Evidence and Practices” draft

⁹⁸ OECD Employment Outlook, 2002, p. 40.

⁹⁹ ILO, p. 54.

risk-taking with respect to loans to poor clients away from the banking system and clients. The implication is that as soon as the guarantee fund is no longer available, so are the loans to poor clients.

Instead, the objective should be to promote a change in the banking culture which tends to shy away from poor clients because of the perceived high risk, and also to create a greater sense of responsibility toward loan repayment. One way to do this is to use movable assets owned by youth, as guarantee against individual or group lending (registry of movable assets are an important pre-requisite). Technical assistance can be offered both to interested banks to process applications by poor clients and to youth entrepreneurs/cooperatives to prepare business plans that can be acceptable by financial institutions.

An alternative approach is to provide grants instead of loans, as a one time benefit, especially for poor young clients, who would be organized in cooperatives so as to avoid individual subsidies. These grants could provide a first exposure for some young people to sustainable business practices, together with capacity building to operate within a cooperative enterprise and mentoring by adult entrepreneurs on how to prepare effective business plans. At a second stage, youth cooperatives would more easily have access to loans through the banking system.

5.1.2 Youth-targeted Health, Education and Social Protection Interventions

Addressing youth risky behaviors often involve ensuring that youth have adequate information to make informed decisions about health and life choices. In countries in which school enrollment is high, the younger cohort of youth can often be reached through programs connected with the schools. Such programs also tend to be cost-effective. Peers are often a source for youth for information on reproductive health and sexual behavior. Peer education programs are one means of reaching youth who are not in school or who are otherwise at-risk.¹⁰⁰

5.1.3 Innovative youth inclusion and empowerment programs in other sectors: lessons from Brazil

In Brazil, the Ministry of Culture is focusing on cultural identity and its multiple expressions as a way of reinforcing citizenship and self-esteem, and overcoming social and economic exclusion¹⁰¹. Through its *Re-favela* program, the Ministry plans in particular to scale up and support a variety of community culture experiences -- from Afro-Reggae to Brazilian rap, to crafts—in which otherwise marginalized youth have a central role. The Ministry is developing an integrated approach to community development, harmonizing different efforts in education, culture, environment and security. It also plans to support the revision of different existing legal and financing instruments so as to support these community cultural expressions.

¹⁰⁰ James Rosen, *Adolescent Health and Development: A Guide for World Bank Operations Staff and Government Counterparts*, p. 11.

¹⁰¹ Ministry of Culture, “Cultura no Governo Lula: Uma Visao Estrategica do MINC”, February 2002

Similarly, the Justice Ministry emphasizes prevention of youth violence (particularly homicides) through improvement of community facilities for youth and linking community policing with training for police in relating to youth.

In most countries, sports can become a key instrument for youth social inclusion, given the value attached by youth to sports -- from soccer to surfing -- especially among poor and marginalized youth, who have dropped out of the education system and suffer from idleness. Again in Brazil, the Ministry of Sports has been developing partnerships with numerous private and public organizations to address youth needs through innovative community development approaches combining sports activities with supplementary food items and after-school support. One of the Ministry's flagship programs is directed to 12,700 young prisoners who are engaged in the production of attractive sports-ware, including handmade soccer balls, now utilized by the different community programs, which could have a much broader market. In the view of the Ministry, there is a need to scale up these as well as many other valid experiences. This requires additional financial resources to budgetary ones which are being sought through the World Bank.

The Secretariat for Urban Programs and Policy within the newly established Ministry of Cities expressed interest in two possible options that could be developed in the medium term under the ministry, possibly as part of the urban adjustment program financed by the World Bank: (i) upgrading school facilities and other youth-relevant spaces in high-risk urban communities; and (ii) designing specific mechanisms to promote youth access to housing, as part as the overall housing policy. It was pointed out, however, that these measures should be developed in a coordinated approach -- which is missing at the moment.

5.2 *Multi-dimensional policies*

Multi-dimensional policies should be designed following the life-cycle approach, incorporating more than one sector and facilitating dynamic results between them. The multi-dimensional approach is essential to build cross-sectoral bridges so as to address the tendency for sectors to work independently. Reviews of programs addressing youth employment have found that the most effective programming are those which integrate youth employment policy into the context of initiatives in other sectors and coherent policy formation.¹⁰² Cultural, sports, justice, and housing policies aiming at youth - can result in higher impact if better integrated into a comprehensive approach to youth inclusion and empowerment. Also, investments in youth should be thought as part of an integrated set of actions benefiting younger age groups, and involving different generations.

A good case in point are Early Child Care and Development programs that support parenting skills in deprived and/or conflict affected communities, thus benefiting both young parents and children 0 to 6 years old. In South Eastern Europe these

¹⁰² "Good Practices in Social Inclusion and Active Labor Market Programs for Youth"

programs have been implemented with UNICEF and are known to have promoted violence prevention at household and community level, with overall benefits for social cohesion¹⁰³.

In terms of youth health and risky behaviors, effective strategies have included multi-sectoral programs that address education and employment. These have a positive impact on the factors that put youth at risk and are more likely to reach out-of-school youth and youth most in need of health services.¹⁰⁴ Paraguay, Zimbabwe and South Africa have all developed programs targeting out-of-school youth which combine peer education, mass media and community-based efforts.

A review of experiences in demobilization of child and youth soldiers in Angola and El Salvador reinforces the importance of a multi-sectoral approach and the need to incorporate interventions on the different levels of family, community and the macro-environment. Successful programs have included psycho-social support for former combatants and focused on reintegrated them into the community. Economic opportunities have been created through apprenticeships and support to small businesses in the community (not unlike the *Chile Joven* program). The objective is the overall programming is to achieve the “balance between the need to earn income and life skills training.”¹⁰⁵

Youth spaces can become an effective instrument for implementing a multi-dimensional policy for youth empowerment at the community level. As illustrated in some World Bank experience in this area life skills education (i.e. training including mentoring and tutoring, computer assisted instruction, activities to enhance self-esteem, communication and family skills, cultural expression) are important elements of youth overall well-being and employability, in addition to formal education and vocational training.¹⁰⁶

However, the design of youth spaces, even at a pilot stage, requires clarity as to how youth spaces will be set up, managed and funded in a sustainable way. For example, capacity building is necessary for NGOs before they can effectively manage such spaces. There is a need to develop exact criteria for demand driven mechanisms by community groups already active in this field and showing good results.

Targeting is also a key dimension of successful youth interventions, and improved targeting can be important element of youth programming. Some early¹⁰⁷ models of interventions focused on two elements of youth’s environment, education and leisure time and linked preventive policies aimed at avoiding risky behaviors with parallel health services. While these interventions were effective, they tended to reach youth already

¹⁰³ Post conflict grants in FYR of Macedonia, Kosovo and Northern Albania.

¹⁰⁴ James Rosen, *Adolescent Health and Development*, p. 12 and 29.

¹⁰⁵ “Child Soldiers: Lessons Learned on Prevention, Demobilization and Reintegration” World Bank, May 2002.

¹⁰⁶ See Macedonia Children and Youth Development Project Appraisal Document, World Bank, June 7, 2001.

¹⁰⁷ Policies adopted between 1950-1980.

integrated into the community; socially excluded youth were not reached.¹⁰⁸ Targeting should be specific enough to reach the most vulnerable youth, but occur in a broad enough context to avoid program-related stigma.

At the same time, a coherent youth policy will require a central role for community groups, non governmental organizations and municipalities. Several Federal officials, as well as leading civil society representatives, acknowledge the importance of such role, but express concern over the uneven institutional capacity of NGOs, youth and community groups. Such capacity for local implementation needs to be strengthened and scaled up in order to establish sustainable community driven initiatives.

South African Youth Enterprise Society (YES). The aim of YES is to “empower young people, through enterprise, to become masters of their own destinies. Or, put another way, to help more and more young people to become business creators rather than simply job seekers.” YES is an extracurricular, multi-racial, school-based “learning by doing” program for 14-17 year-old pupils. After meeting certain requirements, interested parties within a community form a “Local Partnership”, which then initiates YES societies at one or more schools in the area. Under the guidance of specially trained teachers, students learn, practice and develop a variety of business skills during twice-weekly meetings, learning the importance and means of creating capital ownership and wealth within their community. The medium- to long-term aim is to establish a future entrepreneurial stratum, especially in low-income regions. The plan is that in time this will help create jobs, build community resources and contribute to the national economy. Local business people, community leaders, educators and young people are involved in Local Enterprise Councils which own the local YES societies and form a business support system for participants.

Source: Nyaribo, “Global Youth Unemployment”, mimeo, ILO, Geneva,2002.

A social-fund type mechanism can build sustainable local community networks and social capital, but it should preferably specialize on youth issues, and it should carefully incorporate municipal administrations, other local institutions and youth representatives in the decision-making process. Social fund-type programs provide effective means of targeting youth and also facilitating their participation¹⁰⁹. The Honduran Social Assistance Innovations Fund have attempted to reach vulnerable groups (including youth at risk) who have not been the beneficiaries of other programs. Designed to create partnerships with NGOs, the fund designates resources specifically to target specific subgroups of children and youth at-risk.¹¹⁰ The Post-Conflict Grant implemented in the counties of Šibenik-Knin and Zadar of Croatia has included development of a youth center initiated by youth themselves. However, when youth are targeted as part of a large number of vulnerable groups (i.e. the elderly, abandoned children, etc.) in social funds designed as a social protection intervention, the impact on youth is often too scattered at the micro-level to have a real impact on youth policies overall.

¹⁰⁸ Rodriquez, p. 226.

¹⁰⁹ Also employed in social development by the Inter-American Development Bank, See the draft Social Development strategy, p. 12.

¹¹⁰ The subgroups are: 1) those who have been sexually exploited, 2) with HIV/AIDS, 3) living on the streets, 4) living in an institution, 5) laborers, 6) with addiction problems, 7) with physical and mental handicaps.

Building effective multi-dimensional youth policy also include:

- developing analytic work and applied research with a focus on the causal relationship of youth exclusion factors;
- tailoring differentiated interventions based on the life cycle framework, i.e. youth 15 to 18 years old versus the older group up to 24;
- including youth as project shareholders, while emphasizing youth participation in the design, implementation and monitoring of policies and investments that affect their lives at both at local and national levels;
- establishing adequate legal framework in different sectors and strengthening the enforcement of protective policies for 15 to 18 years old, particularly in areas where abuse has been common;
- reinforcing all forms of education, particularly non-formal education as a complement to formal education;
- measuring the cost-effectiveness and impact of youth oriented investment programs;
- incorporating lessons learned from effective interventions, up-scaling of existing good practices to ensure adequate social impact, offering effective responses that reflect youth's added value and comparative advantage in the marketplace and that can cater to youth culture;
- local governments and community-based youth organizations should play a key role in the identification of the specific youth priorities at the local level so as to ensure bottom-up approaches to youth inclusion and participation;
- demand-driven mechanisms should be built as to enhance institutional and financial sustainability;
- addressing territorial targeting, in addition to the categorical targeting that identifies the most disadvantaged youth;
- including independent public budget assessments with a youth perspective and periodic public opinion surveys on budget expenditures at community level.

5.3 *Role of youth organizations in multidimensional policies*

Creating opportunities for dialogue and partnerships are key to designing effective multi-dimensional youth development interventions. Such dialogues contribute to better targeting and ensure that interventions reflect youth priorities. Dialogues can focus on the broad issues within a sub-region or on a specific topic, such as the Adolescent Health and Development videoconferences that have been held in the Africa region.¹¹¹ In addition to these focused consultations, an innovative initiative developed in the Peru office (see box) also offers a model for the regular exchange of information and ideas that can be replicated in other World Bank Regions.

¹¹¹ These videoconferences have been held with policy-makers and youth from anglophone (June 2002) and francophone (April 2003) countries.

Voces Nuevas, New Voices work as part of the activities of the Civil Society Program in the Lima Office, which has as its main purpose to bring together a group of young people who are expected to become a consultative group for the WB staff. The youth group is expected to bring to the Bank fresh ideas and recommendations from their experience. The initiative includes the allocation of a meeting room for 6 months in the Lima Office where a group of 13 young professionals or university students come together. They have access to the internet and the WB's web, and are able to exchange ideas and propose projects and carried out talks with WB staff. Participants are selected through 50 local organizations that work with youth groups (including religious and youth groups, municipalities and NGOs). Currently, participants are preparing papers on their learning process, which, once concluded, will be presented during an information Festival in which Bank staff, other donors, and Government agencies are expected to participate. The main concerns of youth include job opportunities, training in information technology, access to credits and financial resources to implement youth projects and opportunities in political participation. Main outcomes –

- Sharing knowledge youth and WB staff in Education, Poverty reduction, property rights, environment, natural resources, indigenous peoples, afro-descendant culture, basic health, social development and social accountability.
- Brown Bags Lunch discussion meetings on Education, the conversation was with the Vice Minister of Education; BBL about the income distribution and social justice with two WBG experts the LAC Poverty Specialist and the Legal Adviser; among other discussions.
- Production of working papers on the following issues: (a) Education using the methodology of the voices of the poor, (b) Reproductive Health; (c) Youth under violence; (d) Afros and Indigenous Youth; (e) Building bridges with Government and civil society organizations.
- Virtual Forum on public policies and youth, this virtual Forum used the site of the <http://www.ventanacivil.org.pe>
- Validation of the pilot project of *Voces Nuevas* for Lima and the adjustment of the proposal for an on going program in field offices of Venezuela and Ecuador.
- Organization of a visit program to HQ to present ideas and proposals to improve WBG projects.

Source: Communication from Maria Elizabeth Dasso , senior civil society specialist (LCSEO)

Youth organizations can play distinct roles, either in advocacy or in project implementation, so as to avoid possible conflict of interests which could emerge if roles overlap. With regards to the youth component of the World Bank Children and Youth Strategy, a possible model to be pursued is that of a Youth Advisory Council composed of global and local youth organizations¹¹². This Council, which would have an advocacy role, will help to design and monitor the implementation of the youth component of the strategy both Bank-wide and with respect to specific country circumstances. The Council would also complement the work of: (i) national youth councils responsible for policy design and monitoring in client countries; and (ii) local youth organizations with operational experience in the actual implementation of youth activities and programs. In particular, the latter organizations would have a comparative advantage in implementing youth activities in their respective countries, acting as youth projects' shareholders.

5.4 The Role of the World Bank in Youth Development

Different client countries, UNICEF, NGOs and bilateral agencies and donors have made considerable progress with youth development issues. There is now a wealth of

¹¹² Useful lessons may be drawn from the Advisory Council on Youth Issues at the Council of Europe.

successful experiences on the ground, but they still require scaling up in order to produce substantial social impact. Unfortunately, both UN agencies and NGOs lack sufficient financial resources for adequate scaling up of these experiences and also often lack the leverage with national governments which is necessary in order to give the youth agenda high visibility .

At the moment there is a wide fragmentation of youth policies and programs, usually not yet evaluated. There is also a duplication of similar efforts by several entities, which in some cases find themselves in direct competition with one another. These circumstances, among other things, make an assessment of gaps and financial needs difficult. An integrated multi-sectoral approach should be favored on youth issues, to help overcome the existing fragmentation, as well as adequately support community driven approaches. The World Bank could in this context serve a catalytic role in providing incentives for a coherent youth policy, through capacity building and strategic support to emerging coordinating bodies for youth policies.

Due to its unique influence on policy and financial matters in developing countries, the World Bank has been repeatedly requested by client countries, by UN agencies specializing on youth issues and, most importantly, by youth leaders from a variety of places to step in and scale up its commitment to youth development. The ECA and LAC experience indicate that a larger World Bank engagement is feasible and desirable, especially bearing in mind the different comparative advantages which each professional network can bring to the table. These include:

- (i) adequate use of existing macro-level policy instruments, i.e. Poverty Reduction Strategy Papers (PRSPs), Country Assistance Strategies (CASs) and Poverty and Social Impact Assessments (PSIAs), to create youth-friendly environments, economic and social policies and/or to identify unforeseen negative impacts on youth caused by current macro-economic policies;
- (ii) sectoral policies and investments by Human Development and other World Bank sectors, ranging from environment to rural development and infrastructure;
- (iii) multidimensional approaches, with an emphasis on youth empowerment policies, by Social Development so as to build the necessary bridges among the various World Bank sectors, and
- (iv) reliance on the Bank's leading role in poverty monitoring and statistical capacity building to strengthen youth monitoring and evaluation indicators – both quantitative and qualitative, so as to monitor progress and achieve more accountability of policy makers towards youth.

There is a strong case for supporting a strictly economic rationale for investing in youth. In addition, a World Bank engagement in this field can also effectively contribute

to support the implementation of the *UN Convention on the Rights of the Child*¹¹³ and the related rights-based approach developed by UNICEF. The rights-based approach provides new content to the global concept of citizenship and advocates that young people should be given the freedom to express themselves and become involved in decisions that affect their lives. It implies a new way of thinking, as well as the development of institutional mechanisms to protect the rights of children and youth, hence the strategic partnership which should be established with UNICEF. The partnership already established with UNICEF on South Eastern Europe by the Social Development group can provide a useful model for the World Bank as a whole.¹¹⁴

In this context, the World Bank's comparative advantage and added value lie in the mix of providing adequate financing and being able to influence policy makers, including other International Financial Institutions, on the urgency and necessity to invest in youth. In addition, the World Bank analytic capacity in the context of regional differences can yield crucial insights on policy and applicability of various operational instruments. The ability to share knowledge across regions (some of which has already occurred with respect to youth development) allows innovations to be replicated, enhanced and leveraged with other investments.

On the policy front, the Bank can use the policy dialogue it has established with governments to focus efforts on youth development, including the priority setting which occurs through the PRSP process. Of the 17 completed Poverty Reduction Strategy Papers, ten refer to consultation with youth groups as part of the PRSP process.¹¹⁵ Two of these PRSPs (Malawi and Zambia) identified youth as a major population group experiencing poverty, and another four (Nicaragua, Honduras, Rwanda and Burkina Faso) include youth groups, but as a minor focus.

Youth issues should then be translated into priority areas in the respective Country Assistance Strategies (CASs), a process that rarely occurs in practice. At any rate, successful implementation and mainstreaming of the World Bank Youth Strategy can ultimately be measured only at the CAS level. In this respect, it is recommended that systematic monitoring of CASs be undertaken by the World Bank's Youth Advisory Council, composed of youth organizations and representatives, as described in the previous section.

Within country programs, youth development can be advanced through several different mechanisms: (i) as components in operations; (ii) through youth-focused conditionality in adjustment lending; and (iii) through stand-alone youth investment projects. Among the above-indicated mechanisms, stand-alone operations addressing youth needs should be considered the preferred option, as they can better ensure adequate visibility to the youth agenda and adequate attention to institutional development,

¹¹⁴ UNICEF-World Bank, *Youth in South Eastern Europe: Report of the Rome Conference on Participation, Empowerment and Social Inclusion*, June 2002, p. 14.

¹¹⁵ Richard Curtain, "Young people at Risk of Poverty" draft, p. 2. Bosnia-Herzegovina has also included youth consultation, but that PRSP has not been finalized.

capacity building of youth organizations and empowerment approaches, all of which are time consuming and require substantial technical inputs and supervision on the part of World Bank staff.

Adaptable Program Loans and Learning and Innovation Lending (LILs) can be among the most effective policy instruments to implement stand-alone youth operations, as they offer greater flexibility, a desirable feature as youth investments are relatively new deliverables within the World Bank. Adaptable Program Loans (APLs)¹¹⁶ offer one means for addressing youth programs and can be used to combine youth policy development with a specific investment component. Learning and Innovation Loans (LILs) offer a means of testing a particular approach, with an eye to scaling it up or replicating it.¹¹⁷

Currently, the major constraint impeding a more systematic attention to youth issues at country level is the scarcity of budgetary resources allocated to investment projects preparation and supervision, as compared to core bureaucratic functions and non-lending activities. Country Units have the most immediate responsibility for the implementation of youth inclusion and empowerment policies, but they do not dispose of sufficient budgetary resources to launch youth-related analytic or operational work. So at the CAS level, the youth agenda finds itself competing with a variety of other issues, mostly articulated by traditional sectoral activities, and rarely becomes a country priority. Youth in small developing countries are particularly penalized as youth projects would be typically small, yet time consuming to prepare, so they lack the advantage of economies of scale.

The World Bank Social Development Initiative for South East Europe (SDI-SEE), funded by Italy's Development Cooperation and the World Bank, has been instrumental in raising the profile of young people, in the ECA Region. Set-up as a stand alone trust fund, the SDI funded innovative work on youth development and social cohesion through grants in some of the poorest/conflict affected countries in the sub-region, i.e. Moldova, FYR of Macedonia and Bosnia Herzegovina. Through these initial seed grants allocated for project preparation and analytic work, the SDI succeeded to expand the Social Development lending portfolio on youth issues especially in IDA countries, at a time of declining budget availability. For this reason, the SDI can offer an interesting model to be scaled up and replicated in other regions of the World Bank

In order to effectively address this constraint, alternative financing instruments are required. One potential model to be pursued is a global fund for youth administered by the World Bank, with participation by UNICEF. The rationale behind a global fund is based on the extent to which global trends affecting youth are remarkably similar not just in Latin America and Eastern Europe, but also in the Middle East and Africa. Such a fund, which could be designed on the basis of the successful experience of the World Bank *Post Conflict Fund*, could be partially financed through net income, with additional support by bilateral donors.

¹¹⁶ APLs are used “when sustained changes in institutions, organizations or behavior are key to implementing a program.” They can be used to support phased long-term development programs. *World Bank Lending Instruments: Resources for Development Impact*, p.8.

¹¹⁷ LILs “support small pilot-type investment and capacity building projects that, if successful, could lead to larger projects that will mainstream the learning and results of the LIL.”, p.9

Another model could be that of a self-standing trust fund entirely supported by bilateral donors, which could earmark funds according to their own set of geographic and strategic priorities. Such trust fund, however, would require a substantial percentage allocation (approximately 10 percent) just for technical management fees to cover for staff time, in addition to the standard administrative fees usually applied to trust funds. Given the complexity of managing multi-donor trust funds, the first option would be preferable, as it would provide greater flexibility and timeliness.

Eventually, other donors could include corporate foundations, as large firms are increasingly developing policies of corporate social responsibility. This option, however, can only materialize in the medium long term, once the World Bank can demonstrate a solid track record in addressing youth needs globally.

The World Bank Children and Youth Strategy should have a clear time frame for its implementation and evaluation. Representatives of international youth organizations¹¹⁸ have recommended a five-year term for launching it and developing at global and national levels. Throughout this period, a participatory evaluation process will be in place, which could be supported by the Youth Advisory Council. Progress indicators should be identified in partnership with youth representatives from various geographic regions.

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¹¹⁸ The so called Big Seven which include: World Alliance of Young Men's Christian Associations (YMCA), World Organization of the Scout Movement (WOSM), International Federation of the Red Cross and Red Crescent Societies, World Young Women's Christian Association (YWCA), World Association of Girl Guides and Girl Scouts (WAGGGS), the International Award Association and the International Youth Foundation.