

Review of the Commonwealth Youth Programme (CYP)

February 2017



The Commonwealth

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February 2017



The Commonwealth

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Acronyms

CAYE	Commonwealth Alliance of Young Entrepreneurs
CSA	Commonwealth Students Association
CYC	Commonwealth Youth Council
CYCN	Commonwealth Youth Climate Change Network
CYHN	Commonwealth Youth Health Network
CYHRDN	Commonwealth Human Rights and Democracy Network
CYP	Commonwealth Youth Programme
CYPAN	Commonwealth Youth Peace Ambassadors Network
CYSDP	Commonwealth Youth Sport for Development & Peace Working Group
OECD/DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
SDP	Sport for Development and Peace
SMART	Specific, measurable, attainable, realistic and timely
SPED	Strategic Planning and Evaluation Division
ToC	Theory of change
ToR	Terms of reference
YDI	Youth development index
YTH	Youth Division

Executive Summary

The following Final Report presents a review of the Commonwealth Youth Programme (CYP). The purpose of the current review, as stated in the revised Terms of Reference (ToR), is to 'assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by the Youth Division (YTH) of the Commonwealth Secretariat in advancing CYP'. The review has accordingly focused on the role of YTH in supporting CYP.

The report notes the strong legacy of achievements of the CYP since its launch, and the enormous contribution made towards these achievements by the Youth Division of the Commonwealth Secretariat. This legacy has been maintained during both of the periods covered by the current review. The stakeholders consulted for the review have highlighted the role played by CYP in the youth sphere, both within the Commonwealth and globally.

These achievements have been attained as the result of the resolve and commitment of all concerned – and notwithstanding the constraints faced by YTH in the CYP's delivery, in responding effectively to increased demands on the programme while having to cope with considerable financial and human resource limitations. This has been a core feature of both programmatic periods covered by the review. CYP's success over the years has generated high expectations among its diverse stakeholder communities – but the feasibility of YTH to meet these expectations is not fully taken into account.

The transition to the new operational model, guided by the underlying assumptions of the theory of change (ToC), appears to be well founded, according to the evidence reviewed. However, the fact that the model has not been fully put in place has had considerable implications for the effectiveness of YTH support for CYP, and for stakeholder perceptions of the outcomes of the transition. There is a need to back the transition with the necessary resources in order for it to fulfil the expectations laid before it. This should include an increased commitment to implementing a results-based approach to programming, implementation and monitoring, in order that YTH and the Commonwealth Secretariat, as well as external stakeholders (including donors), can more clearly trace the results achieved by CYP and take decisions accordingly, with regard to the shape and size of the CYP and the support furnished to it.

Recommendations

In line with these conclusions and the analysis presented in the current report, the review presents the following recommendations to the Commonwealth Secretariat. These are intended to be taken as suggestions for follow-up procedures, rather than as prescriptive solutions.

Recommendation 1: The transition to the new operational model should be completed through the appointment of the Partnerships Manager and the four regional representatives envisaged in the proposed model.

Recommendation 2: An internal review should be conducted by the Commonwealth Secretariat of the existing portfolio of responsibilities of the CYP, in order to achieve a rationalisation of the CYP agenda that will render it in line with the available resources.

Recommendation 3: An internal review should be conducted of the existing programmatic approach to CYP in order to address issues relating to the results-based approach presented in the current report.

Recommendation 4: The report notes the need for greater support to be afforded to implementing CYP activities, to strengthen the 'cascading' of outcomes and the attainment of impact and sustainability. YTH can engage its extensive networks of expertise in youth affairs around the Commonwealth, as well as the youth networks supported by CYP, towards this aim.

Recommendation 5: There should be an evaluation cycle mapped against the Commonwealth Secretariat Strategic Plan, under which mid-term and final evaluations of the key areas of CYP activity can be conducted.

1. Summary of the Review Process

1.1 Introduction and acknowledgements

The following Final Report presents a review of the Commonwealth Youth Programme (CYP). The review has been conducted in line with the requirements of the terms of reference (ToR) (see Annex 1). The evaluation process ran from August 2016 to February 2017.

Limitations of the review: As per the ToR requirements, the Final Report is concise in length (the ToR set a limit of 30 pages, which is slightly exceeded here).¹ The page limit serves to control the scope of the review and its ability to provide coverage of the broad range of issues relating to support of the youth division (YTH) for CYP. Accordingly (as per ToR), the report focuses not on CYP activities, but on the provision of an aggregate-level assessment of **support provided to the CYP** by the Commonwealth Secretariat, and specifically the YTH. Accordingly the report does not provide, detailed analysis of CYP activities per se. A further limitation on the current review is the relative paucity of available evaluation and monitoring reports and data on CYP activities – as the YTH division has noted, staffing issues have served to constrain efforts, specifically in monitoring. The report will recommend that further evaluations of CYP components are needed, in order to provide focused assessments of CYP performance, which the current report does not provide, and that monitoring activities are bolstered in YTH's support for CYP.

The report begins (Section 1) with a summary of the review's approach, including a presentation of its scope and purpose, an overview of the evaluation design, and an account of the methodological process of data collection and analysis. Section 2 provides analysis of the evidence per evaluation criteria. Section 3 presents a set of conclusions regarding CYP achievements in the period covered

by the review, reflections on the outcomes of the transition to the new operational model seen during this period, and a set of recommendations for the attention of the Commonwealth Secretariat.

The author of the report would like to acknowledge the cooperation provided by staff of the Commonwealth Secretariat during the preparation of the review, and the contributions to the review by respondents from across the Commonwealth and beyond who provided input to the consultation process and the online survey.

1.2 Approach to the review

Purpose

The purpose of the current review, as stated in the revised ToR, is to 'assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by YTH in advancing CYP' (p. 2). The review has accordingly focused on the role of the Youth Division (YTH) of the Commonwealth Secretariat in supporting CYP. The engagement with evidence relating to the wide range of activities undertaken under CYP auspices is conducted in line with this focus.

Scope

As per the ToR, the review covers a six-year period, from July 2010 to June 2016, which spans two strategic plan periods (2008/9–2012/13² and 2013/14–2016/17³). The period covered by the review has also included a major reorganisation of the YTH operational model, introduced in order to align CYP with the broader changes in strategic focus of the work of the Commonwealth Secretariat as an organisation. The primary focus of the review is on the current strategic plan period, with retrospective reference and comparison to the final two-and-a-half years of the previous programmatic period, to allow for analysis of the summative achievements of YTH support for CYP

1 The draft Final Report was within the page limit, but the final version has exceeded the page limit in order to respond to requests from the Commonwealth Secretariat for further detail on certain issues.

2 'Commonwealth Youth Programme Strategic Plan 2008–2012'.

3 'Commonwealth Secretariat Revised Strategic Plan 2013/14–2016/17'.

in the 2008/9–2012/13 period, and also enable an analysis of the build-up towards the introduction of the substantive reorganisation of YTH as a division, and CYP as a programme.

Evaluation design

The design of the review contains the following attributes:

Theory-based evaluation: The review engages with the current theory of change (ToC) underpinning the role of YTH in supporting CYP, as presented in YTH documentation;⁴ and with a comparative engagement with a reconstructed ToC, which the evaluator perceives to have guided the previous operational model (prior to 2013). These theories will be summarised at the start of Section 2.

Comparative dimensions: The report will draw on the comparative dimensions covered in the review, which include, inter alia, comparisons between the 2008/9–2012/13 and 2013/14–2016/17 periods; comparison of the new operational model with the previous model; comparison of the CYP work and impact across the Commonwealth's regions and member countries; comparisons with the work of other international organisations and donors in the youth sphere.

Modes of analysis: The review has incorporated a range of analytical approaches:

- **Contribution analysis** has been used to trace causal linkages, to assess YTH support for CYP, and by extension to review the attribution of CYP results and impacts;
- **Stakeholder analysis** has been deployed in order to examine the perceptions of CYP key stakeholders from whom responses have been elicited;
- **Case studies:** The ToR request that four case studies are included in the review. Given the page limit of the Final Report, it is not feasible to provide detailed case studies alongside the summative, aggregate-level discussion. Rather, the current report engages with cases as a means to provide illustrative evidence, to highlight achievements and lessons learned

and to verify the effectiveness of the ToC underpinning the new operational model. The cases are:⁵

- support for regional policy-making capacity building in youth policy;
- the Youth Development Index initiative (YDI);
- the Sport for Development and Peace (SDP) Programme;
- the Commonwealth Youth Networks.⁶

The current report suggests that each case warrants a focused independent evaluation in its own right, given the substantive nature of the activities of YTH and CYP in these areas.

Evidence reviewed: The following sources of evidence have been used for the review:

- A **documentary review** has been conducted of the comprehensive set of documentation on the work of YTH and CYP activities, provided to the evaluator by the Commonwealth Secretariat. This review was completed prior to the stakeholder consultation phase. As noted above, the documentary evidence relating to the monitoring and evaluation of CYP activities and YTH support for CYP is relatively limited (e.g. no final evaluation was conducted of the CYP in the 2007/8–2012/13 period).
- **Feedback from YTH and Commonwealth Secretariat staff:** During the course of the evaluation feedback was received in oral and written format from staff of the YTH division and other divisions of the Commonwealth Secretariat.
- **Key informant consultations:** At the request of the evaluator, YTH compiled a set of 126 'key informants' – CYP stakeholders over the periods covered by the review. A set of questions devised by the evaluator was then distributed in November 2016 to the key

⁴ See, for example, the presentation 'CYP Overview 2015/16–May 2016 – with key messages'.

⁵ These cases were proposed by the evaluator to the Commonwealth Secretariat, and they were confirmed by SPED and YTH.

⁶ The original intention was to focus on the case of the Commonwealth Alliance of Young Entrepreneurs (CAYE); however, the amount of data received from the stakeholder consultations relating to the entrepreneur networks was rather limited, so the report will refer to the youth networks initiative as a whole, as an illustrative case.

informant group, in response to which 51 informants (40 per cent) provided feedback. Overall, a total of 80 persons (including the 51 key informants) provided responses (in writing and through Skype interviews) to the set of questions devised for the review (the additional responses were generated by supplementary calls made by YTH to their stakeholder community). The question set distributed to informants is provided in Annex 2, along with the question set distributed to the leaders of youth networks.

- **Feedback from leaders of Commonwealth Youth Networks:** The evaluator distributed a set of targeted questions relating to youth networks to the 13 network leaders. In response, nine network leaders submitted written feedback.
- **Online Survey:** A request was sent by YTH to the members of the Commonwealth Youth Networks to respond to the online survey developed by the evaluator. The rationale for the survey was to elicit feedback from the broad base of membership of networks, which in principle equates to many thousands of potential respondents. The survey was 'live'

(on the SurveyMonkey hosting site) between 18 November 2016 and 6 February 2017.

By the closure of data collection, some 200 responses had been registered (58.2 per cent of 196 respondents were male, 41.8 per cent were female and four persons did not state their gender). In response to Q4, 'Do you hold/have you held a leadership or coordinating position in this network?' some 58.6 per cent stated 'Yes', which indicates that the survey has elicited a proportionately stronger response from the active members of networks, who are more closely involved in the running of the networks. The survey template is provided in Annex 3, while the results are presented in tabular format in Annex 4. Responses were received from members of all 13 networks covered in the survey, although there is considerable variation in the response rate per network, ranging from one response in one network to 70 responses in the case of another network. The results are not treated as statistically representative of the entire memberships of the respective networks – rather, the results are used for illustrative purposes in the report.

2. Review of Support to Commonwealth Youth Programme

The review of the support of the Commonwealth Secretariat's Youth Division (YTH) for the CYP was conducted as per the OECD/DAC criteria relating to development assistance programmes, as indicated in the ToR: relevance, effectiveness, efficiency, impact and sustainability. The analysis also engaged with questions relating to programmatic aspects of YTH work, and the following additional evaluation criteria as proposed in the Inception Report: complementarity, cohesiveness and coordination; added value; and visibility. Section 2 begins (Section 3) with an overview of the nature of the YTH's support for CYP, including an engagement with the underlying ToCs relating to the former and current operational models.

2.1 Overview of support to Commonwealth Youth Programme

The CYP was established in 1971, and has evolved through a number of iterations since then, in line with the needs of member countries of the Commonwealth, the development of the mandate assigned to the CYP, and the resources made available to it. In the period covered by the current review, the CYP has undergone a considerable transformative process, with regard to the operational model. Before 2013 (under the Strategic Plan 2008/9–2011/12), the CYP core areas of programming covered: youth work education and training; governance and development of youth networks; youth enterprise and sustainable livelihoods; and advocacy and partnerships for resource mobilisation. In addition, the SDP Programme mandate was included in the portfolio covered by YTH in 2011.

The current CYP (the primary focus of the current review) forms a pillar (the fourth) under the Commonwealth Secretariat's Strategic Plan 2013/14–2016/17. The Plan's results framework sets a Strategic Outcome related to young

people as 'Youth more integrated and valued in political and development processes'. This is accompanied by two Intermediate Outcomes: 'Enabling youth environments',⁷ and 'Engaging and empowering young people'.⁸ The review by criteria in Section 2 will follow this logic through discussion of YTH support for these two outcomes, and the associated activities. YTH support for CYP maps against the framework established by the Commonwealth Plan of Action for Youth Empowerment (PAYE), 2007–15. The ToR of the current review do not reference PAYE, rather the focus is on the operational models of YTH deployed during the periods of the two strategic plans covered by the review.

Engagement with the theories of change underpinning YTH support for CYP

To understand the transition to the new model in analytical terms, the evaluator has engaged in a reconstruction of the ToC that can be discerned to have underpinned the old model, in operation until 2013 (this theory was not explicitly stated in the documentation reviewed), in order to compare with the ToC of the new model, presented in the YTH documentation relating to CYP as implemented under the current Strategic Plan (2013–17).

The former ToC (as reconstructed by the evaluator) was apparently based on the premise of a decentralised programme, accompanied by a decentralised (multi-level) administrative structure, in which a horizontal approach to engagement with thematic priorities and stakeholder groups was practised, ranging from macro- to micro-levels,

7 As shown in the Strategic Plan, this intermediate outcome covers the following areas of activity of CYP: Policies and Frameworks (indicator 4.1.1); Youth Work Professionalisation (4.1.2); Sport for Development and Peace (4.1.3).

8 As shown in the Strategic Plan, this Intermediate Outcome covers the following areas of activity: youth networks and platforms (Indicator 4.2.1); and youth development mechanisms (4.2.2).

with an embedded focus on engaging with young people as well youth ministries, youth workers, etc., as the target beneficiary groups. This model included the regional centres in Asia, the Caribbean, Africa and the Pacific.⁹ The ToC thereby integrated a macro- and micro-level approach, including direct engagement with young people through community-based project activities.

The rationale for the introduction of the new operational model in 2013 stemmed from an analysis conducted by the Commonwealth Secretariat that aimed to achieve a more cost-effective and cohesive approach to CYP management and delivery. The new ToC, introduced under the revised CYP operational model seen since 2013, adopts a macro-level, more vertically orientated approach positing that the effects of CYP activities can occur via a trickle-down/cascading process. Administration is centralised in YTH based with the Commonwealth Secretariat in London, while programmes are managed in a centralised manner for the most part (with a reduced regional presence, following the closure of the four regional centres). The plan was that the new model would include a cohort of regional representatives (focal points), in place of the regional centres, and the aim of YTH is for Commonwealth country coverage to actually increase under the new model. The new model also incorporates a 'young professionals' programme, under which talented young people are employed within the Commonwealth Secretariat, benefiting from capacity-building activities and contributing to the work of the Secretariat's divisions.

The new ToC reflects CYP alignment with the Commonwealth Secretariat's Strategic Plan (the fourth pillar), in which CYP activities are grouped within the Intermediate Outcomes of 'enabling environments'; and 'engagement and empowerment of young people'. The intention is to achieve a more cohesive approach to programming than seen under the old model, while building on the achievements of the former model and previous iterations of CYP, e.g. in the youth policy sphere, professionalisation of youth work, empowerment of youth,¹⁰ etc. The focus of the new programme is

on engaging with ministries of youth, youth workers, young leaders and expert communities, rather than with all young people at the grassroots directly.

The new ToC contains implicit assumptions with regard to the 'pathways' by which the new CYP model can achieve the goals set for it (these are not laid out explicitly in the presentation of the ToC shown in YTH documentation). These pathways can be understood to depend on an effective set of synergies between the work conducted towards the two intermediate outcomes, and sufficient consensus and support from the diverse and widespread set of CYP stakeholders, who would be able to provide the necessary local follow-up support to ensure that the intended cascading approach under the ToC is in fact enacted. These underlying suppositions of the new ToC have been tested by the current review.

As the YTH team has noted (in feedback to the evaluator and in documentary evidence), the aim has been to retain and build on the achievements of the former model, while effecting a transition to a new model that is better suited to the available resources of the Commonwealth Secretariat. However, the substantial changes introduced have inevitably caused turbulence that carry certain risks (e.g. of diminished regional presence following the closure of the regional centres). Furthermore, it should be noted that the review of the new model is being conducted in a context in which the new model has not been fully deployed – e.g. the vacancies for the planned regional representatives remain unfilled, as does the position of the proposed coordinator for development of strategic partnerships in YTH, which is seen as a key role in the new model. The effects of these factors will be duly considered below.

2.2 Relevance

The issue of relevance has been examined from various perspectives during the course of the review, in order to arrive at a complex understanding of this criterion, in relation to the following evaluation questions:

- To what extent are the CYP programme and its activities relevant to the priorities of Commonwealth Member countries, their societies, and youth in particular?
- What impact has the transition to the new operational model had with regard to the relevance of CYP?

9 The centres were located in Zambia, India, Guyana and the Solomon Islands.

10 The new operational model was launched during the period of implementation of the Commonwealth Plan of Action on Youth Empowerment (PAYE), 2007–15.

- Is the current mix of pan-Commonwealth, regional and country-level activities relevant to the needs of stakeholders and beneficiaries?

Perspectives on the relevance of Commonwealth-led activities in the youth sphere

The evidence provided by the responses of stakeholders points to a strong consensus of opinion (at times explicitly stated, often left implicit) regarding the perceived importance of the ongoing engagement of the Commonwealth Secretariat with the sphere of youth affairs, in reflection of the importance of youth-related issues to all countries of the Commonwealth. As will also be noted in Section 10, respondents from all categories of stakeholder groups noted the particular contribution made by the Commonwealth as an organisation in this sphere, as an important (in the view of some, essential) complementary actor to the much larger and better-resourced multilateral organisations (such as the UN family) in the field of youth affairs.

This appraisal by stakeholders often referred, in the responses received by the evaluation, to the 'thought-leadership' role that is attributed to CYP (and by extension, to YTH and the Commonwealth Secretariat) in setting agendas in various aspects of the youth sphere, for example in the much-lauded area of youth work professionalisation, and the perceived emphasis on youth as an asset, the promotion of value-based and rights-based approaches to engagement with youth affairs, and so on.

The convening power of the CYP is also regarded highly among stakeholders, including representatives of other multilateral organisations. Respondents noted the positive role played by YTH in supporting CYP activities that bring together key stakeholder constituencies to discuss priorities in the youth sphere, and felt that youth affairs are afforded the attention they deserve.

Beyond this initial point of consensus, however, and reflecting the strength of opinion of stakeholders over their perceptions of the legacy of CYP achievements over the past four decades, the stakeholder consultations highlighted a considerable variety of perspectives regarding the role of CYP, the nature of expectations and demands of stakeholders, and the level of salience

and understanding of the nature of support provided by YTH to CYP. The evidence collected for the review indicates that there is greater congruence of opinion regarding YTH support for the 'enabling environments' Intermediate Outcome, and still wider divergence of opinion over the 'engagement and empowerment of young people' Intermediate Outcome.

'Enabling environments'

Respondents to the evaluation strongly endorsed CYP activities in the areas of youth work professionalisation, youth policy development, youth advocacy and SDP. These viewpoints reflect broader trends of recognition of the CYP's work among key stakeholders in the Commonwealth and beyond – for instance, with regard to the four selected cases:

- The YDI initiative has been welcomed by users globally; their active use of the Index serves to confirm the level of demand for the initiative, and the quality of the work conducted in establishing and implementing the YDI.¹¹
- The SDP initiative has also been positively received by stakeholders, and serves as a means of mainstreaming youth affairs into the broader activities seen in this sphere. Respondents to the review endorsed the role of YTH in supporting SDP, and the incorporation of this portfolio under the remit of YTH.
- The relevance of YTH support for youth policy development is shown tangibly in ongoing interest from Commonwealth member state governments, who request cooperation with CYP in responding to their national needs; this support is supplemented by the regional focus of activities in this sphere.
- The response of Commonwealth stakeholders to the development of a policy guide on youth entrepreneurship in partnership with the United Nations Conference on Trade and Development serves as another example of the ways in which YTH and the Commonwealth

11 The 2016 YDI report is available at: www.youthdevelopmentindex.org. See also the press release from the launch of the 2016 YDI report: <http://thecommonwealth.org/media/news/state-worlds-youth-population-new-index-underscores-urgent-need-invest-young>.

Secretariat, via CYP, is seen to be responding to demand and to the identified needs of Commonwealth countries and their youth populations.

In addition to the four cases covered by the review, the report also notes the importance of the CYP work in the sphere of youth work professionalisation, an area of activity in which CYP has played a leading role internationally in past decades, and on which it continues to build through pan-Commonwealth programming.

The broad acceptance and call for CYP engagement in such areas is also noted in the feedback reviewed in the documentary analysis from governmental stakeholders, civil society and expert community commentators, who reflect also on the perceived relevance of the range of activities implemented under these programmatic areas – the general perception appears to be that the adopted 'pathways' (using ToC terminology) to achieving outcomes and impact with CYP actions are appropriate and provide a sound response to the needs of the target communities.

The review considers that the strong visibility of tangible outputs achieved under this Intermediate Outcome (e.g. toolkits, guidelines, the YDI, etc.) serve as a means of verification and to facilitate the trust and confidence of stakeholders in the work of YTH and CYP; i.e. the results can be seen, materials can be accessed and applied, and so on. Furthermore, the modalities of activity undertaken under this outcome can be regarded as a closer continuation of the approach seen under the previous operational model, and also the match with the adopted macro-level approach of the new model is easier to trace in the work conducted in these spheres. These factors act together to achieve the broader base of consensus over relevance in these areas, in the view of the current report.

Nevertheless, the report also notes that the move to close CYP's regional centres has been remarked upon by a large number of respondents to the review, who saw it as a cause for concern about the CYP's ability to maintain its close ties with the regions and thereby assure the relevance of its initiatives and activities. This issue will be returned to in subsequent sections.

'Engagement and empowerment of young people'

The difference in emphasis between the previous operational model (in place until 2013) and the new model is seemingly more perceptible to respondents with regard to this Intermediate Outcome – a good number of respondents tended to equate the move to a centralised approach with a macro-level focus and emphasis on a cascading effect to imply a potential lessening of contact with young people as beneficiaries, in comparison with the experience seen under the previous model in which grassroots-level initiatives had been quite prominent.

This is not the intention of YTH itself, as the rationale for the new model implies a planned increase in Commonwealth country coverage, notwithstanding the closure of the regional centres and the move away from grassroots-focused work. This is to be achieved via the youth networks and platforms, and support for youth development mechanisms. The networks are intended to ensure that engagement with youth is maintained by YTH, and that synergies with CYP work in other areas, notably policy support, are achieved through the involvement of young people in these activities as representative of their networks. As noted in feedback from YTH, prior to 2013 the Pan-Commonwealth Youth Caucus served as the primary vehicle ('official source') for engaging youth in CYP. Under the new model, youth networks are intended to broaden out of participation, and are clustered around thematic priorities relating to the interests of Commonwealth youth.

Indeed, the responses received from network leaders and members serves to endorse this aim. In answer to Q8 of the online survey ('Do you agree that the thematic focus of the network's platforms and activities is relevant to the needs and/or concerns of young people living in the country/countries covered by the network?'), most either agreed (37 per cent) or strongly agreed (45 per cent) with this statement. Written feedback indicates that the networks initiative is responding to a strong demand among young people to engage in such opportunities to network with like-minded youth on national, regional and pan-Commonwealth levels. In the case of the young entrepreneur networks, the need for

replication was also supported by ministries of youth in the Commonwealth, according to the documentation reviewed.

It is understandable that the effects of YTH support under this outcome, in the new model, are taking time to become visible to stakeholders both within and outside of the networks – the report will return to this issue in the next section. At present, it appears that, in contrast to the more tangible outputs and outcomes of the work seen under Outcome 4.1, the results of activities of Outcome 4.2 are less visible, and perceptions are focused more on the symbolic aspects of this outcome (e.g. the inclusion of young people as participants in policy meetings, the nomination of awards to young people for their achievements). The relevance of these activities has accordingly yet to receive widespread endorsement among the entire stakeholder community consulted for the review.

2.3 Effectiveness

The review has examined the effectiveness of YTH support for CYP with regard to the following questions:

- To what extent has CYP development and implementation been consistent with the intermediate outcomes of the Strategic Plan?
- To what extent has the transition to the new operational model proved to be justified, and implemented effectively?
- How effective is the design – strategy and structure – of the current programme?
- What impact has there been on operational effectiveness and delivery of CYP activities?
- How effectively has the monitoring of CYP activities been conducted?

These questions will be addressed in the following subsections, on the programmatic approach of YTH, on support for CYP implementation, and on the monitoring, evaluation and reporting of CYP results. In line with the ToR for the review, the focus here is on the effectiveness of YTH support for CYP – it is beyond the scope of the current report to provide a comprehensive review of CYP achievements. For the latter, the reader is advised to refer to reports produced by YTH.

Programmatic approach

The period covered by the current review has seen considerable change introduced into the programmatic approach undertaken by the Commonwealth Secretariat as a whole, and accordingly with relation to YTH's approach to CYP programming and implementation. These changes have been made in response to internal and external reviews, which pointed to a need to develop a more focused, results-based approach to programming.¹² Criticism of the model in place prior to the introduction of the Commonwealth Secretariat's current strategic plan included an emphasis on what was perceived to be an insufficiently rigorous use of indicators (which were often undefined, or were left as unmeasurable), and an overly ambitious and disjointed spread of activities that led to under-performance: a situation compounded by deficiencies in the results-based management system in place at that time in the Commonwealth Secretariat.

The revised programmatic approach to CYP, in line with the changes introduced in this sphere under the Strategic Plan for 2013/14–2016/17, is shown through the deployment of two logframes, mapped against the two intermediate outcomes relating to the fourth pillar of the Plan (i.e. 4.1 'Enabling environments' and 4.2 'Engagement and empowerment of young people'). The logframes are accompanied (per outcome) by project design documents that describe the planned activities in detail; activity schedules containing indicative timelines for implementation; and project monitoring plans.

These programmatic foundational documents provide a detailed map of the intended outputs and outcomes at the level of individual sub-components within the two logframes. The current report presents the following observations regarding the composition and the use of the logframes:

- The terminology used in the programmatic documentation is at variance with standard usage of the same terms in international development practice: e.g. the terms 'outputs', 'outcomes', 'indicators' and 'impact' are used to designate attributes of the

12 See, for example, the June 2012 report by the United Kingdom's Department for International Development: 'Project Completion Review (Multilateral Organisation Core funding): Commonwealth Youth Programme'.

programme that differ in their usage and application in other multilateral development cooperation organisations.¹³ This can lead to confusion among external stakeholders – the current report suggests that there is scope and need to review the use of terminology in the CYP programmatic documents, to render it fully in line with standard international application of key phrases and concepts.

- The indicators (in the usage as applied in the OECD glossary) embedded in the logframes are currently not sufficiently SMART (specific, measurable, attainable, realistic and timely)¹⁴ in nature, although appropriate measures for verification are included in the logframe, against which results can be verified. On a related point, it is noted that across activities, the baseline and target are not specified.
- The logframes present a wide range of sources of data for use in monitoring, tracking and measuring the results and impact of activities. However, in the reports and other documentation received for review by the evaluator (which are understood to be comprehensive and representative), it is not fully possible to trace the course of implementation of CYP activities, as there are apparent gaps in the mapping of progress, use of verified source material, and the presentation of results against targets. The evaluator would expect to be able to relate the logframes to detailed workplans per activity, and for reporting to map against workplans and their embedded targets.

As a general point, the logframes and other programmatic documents do show the very broad nature of CYP engagement across a range of activity areas. Given the resource constraints under which YTH and CYP operate, there seems to be an ongoing issue of overstretch, with YTH still aiming to cover a large spectre of issues through targeted activities, across the whole of the Commonwealth. As consultations with YTH staff and external observers show, this is a clear strain on human and financial resources – and it is understandable that this creates problems in achieving effective monitoring and reporting on CYP achievements.

This situation appears to reflect the continuing high expectations of and demands on CYP from its core stakeholders – Commonwealth governments, young people, expert communities (e.g. youth workers), as noted earlier in Section 4. They indicate to the current report an underlying tension that affects CYP, and YTH's ability to implement CYP effectively – namely that expectations exceed capacity, resulting in YTH having to spread its resources across too broad a range of commitments, and then being held to account for results in what seems to be an overly ambitious portfolio of activities.

With regard to the place of evaluation in the cycle of CYP programme management, the current review considers that there is a need to increase the frequency of evaluations, and to enlarge their scope to include targeted assessments of individual CYP components. It should be noted that the current review has to cover the period mid-2010 to mid-2016, as no end-of-programme evaluation of YTH support for CYP in the 2008/9–2012/13 period was conducted. Furthermore, the current report is limited in scope, and provides a summative, aggregate-level perspective on YTH support for CYP over this period, which has included a major transition to the new operational model. There is a need to conduct a full-scale evaluation of CYP itself, with appropriate scope and allocation of resources.

Support for implementation

The preceding discussion, in 5.1, sets the context within which the current report assesses the effectiveness of the support of YTH for CYP implementation. Among respondents to the review, consensus can be observed with regard to the recognition shown by stakeholders towards the commitment and dedication of the YTH team to supporting CYP, notwithstanding the challenges faced by the team concerning the human and financial resources it has available, the size of the programme it has to support, and the fact that it needs to effect this support from a centralised base in the Commonwealth Secretariat's London headquarters.

Under the previous operational model, in place until 2013, the CYP outreach included more emphasis on horizontal linkages, and activities at the grassroots level, with the regional centres acting as hubs that served as focal points for CYP delivery in the regions, and as a means to leverage support

13 See the OECD's 'Glossary of Key Terms in Evaluation and Results Based Management', 2010.

14 OECD 'Quality Standards for Development Evaluation', 2010.

and partnering with governments and international organisations. Under that model, the YTH's role was rather focused towards strategy setting and coordination, and the regional centres were tasked with providing more of the interface role with stakeholders and beneficiaries. This variegated model was afforded praise by a considerable number of respondents to the current review, who had benefited from support provided by the regional centres, or who had directly participated in their functioning. The report notes that the closure of the centres is accordingly lamented by many respondents – while a good number stated that they understand the financial imperative behind the decision, they consider that the absence of the regional centres now is a major inhibiting factor that has reduced CYP visibility, effectiveness and potential impact.

However, as stated in YTH documentation and in consultations held with YTH staff for the review, the rationale for closure of the centres was compelling, both for financial reasons (unsustainability of the support) and operational reasons (the need to move to a more cohesive model for programming and implementation of CYP). As noted earlier, the transition to the new model was supposed to be accompanied by the retention of a regional presence through the appointment of representatives – indeed, the YTH perspective is that the new model should facilitate broader coverage across the Commonwealth. The ongoing absence of these focal points is considered to be a major obstacle to achieving the desired transition – and clearly stakeholder perceptions are affected as a result.

The report now focuses on an assessment of the effectiveness of the new model, with its centralised, macro-level emphasis, and its attendant goal of achieving a cascading pattern of the effects and impact of its activities. The seen or perceived results in the four cases of CYP activity are traced back to reveal the nature of YTH support for these achievements. The assessment is qualitative in nature, drawing primarily on feedback received from respondents and from the review of documentation, and mapping onto the four cases agreed for the review.¹⁵

Youth policy-making support: Over the period covered by the review, the CYP has implemented a range of activities at regional and country levels, in the sphere of support for youth policy. These activities have included, for example, regional workshops on evidence-based youth policy-making held in the African, Caribbean and Pacific regions; and reviews/support for national youth policy development in Bangladesh, Guyana and Dominica. Feedback from the participants and contributors to these and other activities in this sphere, including representatives of national ministries, international organisations that acted as partners, and expert community members, noted the following key features that contributed, in their opinion, to the effectiveness of these activities:

- The comprehensive nature of the support – with activities backed up by resource materials (e.g. toolkit, guidelines), highly qualified experts, opportunities for networking and knowledge sharing among participants, the inclusive nature of the activities (with regard to stakeholder involvement), etc.
- The timely nature of the response by CYP (and YTH) to the needs of the respective governments and stakeholders.
- The targeted nature of the support provided, which generally mapped well against the defined needs of the beneficiary country and region.
- The ability of YTH to leverage support and involvement of multilateral organisations, and to engage with Commonwealth governments in a constructive manner in what can be a sensitive policy area.

Respondents also pointed to certain issues that detracted from the overall effectiveness of the support – for instance, the level of follow-up support after the conduct of activities was seen as limited in a number of cases (apparently a reflection of the resource constraints on YTH). The centralised nature of YTH administration was also remarked upon by a number of respondents, who noted difficulties arising with communication, and an occasional tendency in reported cases to the

¹⁵ The page limit of the current Review does not permit coverage of other key aspects of CYP, including e.g. activities in the sphere of youth work professionalization, which has seen a continuation and deepening of CYP engagement with Commonwealth member states.

This has included support for the Youth Work Diploma, interaction with governments, academic institutions and professional associations to promote best practice in the youth work sphere, establishment of the Commonwealth Alliance of Youth Worker Associations (CAYWA).

use of an overly generic approach to addressing the specific needs of regions and countries, thus reducing the perceived relevance of the activities.

Sport for Development and Peace (SDP): The leading role played by the Commonwealth in this sphere is given strong recognition internationally, with respondents to the review referring to the tangible outputs achieved to date (notably the 'Commonwealth Policy Guide on Enhancing the Contribution of Sport to the 2030 Agenda for Sustainable Development'), as well as the symbolic importance of the CYP's contribution in this sphere. YTH support was praised by a number of the respondents, for the role played in facilitating the dialogue among the stakeholders, enhancing cooperation with multilateral and national agencies. The importance of linkage of the CYP work with the Sustainable Development Goals (SDGs) in this area of activity was also underlined.

Youth Development Index: The YDI is regarded in the international specialist community on youth affairs as a landmark achievement, the effects of which are resonating not just around the Commonwealth countries but also globally. Stakeholders with direct experience of participating in the development of the YDI initiative testify to the key role played by YTH as a facilitator and driver of the initiative, ensuring buy-in from relevant key actors, achieving consensus over the approach to be taken to YDI, ensuring that resources were mobilised and applied to achieve results in line with expectations of it. YTH support is therefore afforded strong recognition across a range of parameters – from political and policy levels, through the strategic approach to understanding developments in the youth sphere and their application to evidence-based policy-making, the involvement of the necessary stakeholder groups, and practical support for implementing the YDI to ensure its delivery. This evidence points to a strong continuation of YTH's role as a thought leader, via CYP, in the youth sphere globally, continuing the legacy of its work in the sphere of the professionalisation of youth work and other activities.

Commonwealth youth networks: The development of Commonwealth youth networks is regarded by YTH as an important component of the new CYP model's overall strategy, in relation to the ToC that underpins the revised approach. The networks are intended to provide a bridging

effect between the activities undertaken under the two intermediate outcomes, by integrating youth into the sphere of youth policy development, and empowering youth leaders to take forward agendas in their respective specialist areas and help to ensure a cascading effect and impact the Commonwealth youth more broadly. The period under review has seen the launch of a range of new networks, and continued support for the existing array of networks – there are, at the time of submission of the current report, some eight active networks supported by YTH as part of the CYP, and covered in the current review.. The nature of the initiatives is quite diverse, with regard to the thematic focus, intended membership base and size (number of members), geographical area covered and type of activities. YTH states that the following are considered to be networks, in fact: the Commonwealth Youth Council (CYC), the Commonwealth Students Association (CSA), the Commonwealth Alliance of Young Entrepreneurs (which consists of five regional networks) (CAYE), the Commonwealth Youth Climate Change Network, the Commonwealth Youth Peace Ambassadors Network, the Commonwealth Youth Health Network, the Commonwealth Youth Human Rights and Democracy Network, and the Commonwealth Youth SDP working group. The Commonwealth Correspondents does not function as a network per se, but rather as a community of contributors to the YourCommonwealth online portal.

As YTH states, the networks initiative has included a range of approaches to the formulation of networks: in the cases of the CYC and CSA, open calls were used to recruit members, with formal elections held to form an executive; in the case of CAYE, YTH identified and invited existing networks/ organisations to become network members; in other cases, thematic networks have been developed on the basis of a group of young experts.

With regard to the effectiveness of YTH support, the report has gathered evidence primarily regarding emerging signs of results achieved by the networks, as some at least are still at the consolidation stage – engaged in the selecting key personnel to fulfil coordination roles, identifying key priorities and agenda setting. The evidence reviewed, including feedback provided by the survey of network members and the responses of network leaders, points to the following aggregate features of achievements to date:

- YTH support for thematic priorities in the establishment/support for networks resonates strongly with their leaders and members. Overall, in response to Q12 of the survey of network members ('Do you agree that the support provided by CYP to the network is effective in facilitating the work of the network?'), most either agreed (42 per cent) or strongly agreed (25 per cent) with the statement, while 10 per cent disagreed and 5 per cent strongly disagreed (out of 177 responses to this question).
- There is strong recognition of the networks' emerging effectiveness in empowering young people to address key concerns of Commonwealth youth in a collective forum that has access to key stakeholders, including national governments.
- Network leaders were able to point to tangible signs of the engagement of their networks with young people on the one hand (as their constituents), and with decision makers in the policy sphere on the other (as the interlocutors with whom young people want to raise concerns and express their ambitions), through involvement in national and international fora.
- Practically, networks are proving effective at bringing together members from a range of countries to share experiences and knowledge, and building relationships that can lead to tangible mutual benefit (e.g. development of international business opportunities, in the case of entrepreneurs).

From the YTH perspective, the networks' value has been shown in the inclusion of representative leaders of the Commonwealth youth networks as key participants in regional workshops with senior government officials on national youth policy (Africa 2014, Caribbean 2015, Pacific 2016), entrepreneurship policy (East Africa 2016, Southern/West Africa 2016) and sports policy (Pacific 2015). They have also engaged directly and comprehensively with heads of government at CHOGM 2013 and 2015, with ministers at Commonwealth meetings of youth ministers (2013 and 2015), at meetings on education (2012 and 2015), and on sport (2014, 2016), and at high-level forums run by UN DESA, UNCTAD and ILO; and they have acted as key participants in consultations (e.g. for YDI), and election observation missions.

While not expressed directly by respondents, the evaluator notes the value of the networks in responding to questions of transnational identity and linkages that are salient to young people, beyond the national identities that they are engaged with through their educational experience and general upbringing.

At the same time, some concerns were raised by respondents, both members of networks, and those who are not network members, with regard to the composition and perceived value of the initiative. Some remarked on what they regard as the tokenistic engagement of young people from the networks in policy fora (these respondents did not consider that their viewpoints were taken sufficiently into account in the discussions and the outcomes of these meetings). Other respondents questioned how these networks can reach out effectively to those young people of the Commonwealth who do not have easy or any access to the internet, or to communication with peers inside or outside their country. Some respondents stated that they feel that the networks appear to serve the interests of an elite segment of well-educated youth. However, from YTH's perspective, the formation of the networks has depended on the identification and selection of talented young leaders, who would be capable of taking on the tasks envisaged for the network coordinators, such as engaging with policymakers, reaching out to their youth constituencies, etc.

Meanwhile, from within the networks, many respondents noted their concerns that, while they do understand the resource limitations faced by YTH, in their view – following YTH's establishment of networks – insufficient support was provided to equip them and their coordinating officers with the necessary skills (e.g. in fundraising, project management) and resources (e.g. to implement project ideas) to develop them effectively.

Conclusion to effectiveness

The issues noted above provide evidence about the testing of the ToC underlying the new operational model of YTH. A macro-level focused approach, which relies on cascading to achieve results and impact, represents (the current report concludes) a reasonable response to the broad range of demands and expectations of CYP, but it needs to

be accompanied by a sufficiently well-developed set of pathways that can serve to facilitate the achievement of these goals.

The message from stakeholders is that the positive initiatives launched by YTH under CYP can dissipate, if they are not accompanied by an adequate supporting mechanism to ensure continuity of effect. There is a need, for example, to ensure adequate follow-up to activities, to equip and empower participants with the necessary skills and knowledge to take matters forward. The capacity of YTH and CYP to respond to this need, however, particularly given the closure of the regional centres, and the absence of planned regional representatives, is necessarily limited. This is an issue that YTH and the Commonwealth Secretariat will need to address, in order that achievements of both the previous and current strategic plans are maintained. The report will return to these issues in the recommendations.

2.4 Efficiency

This section addresses the following questions:

- How effectively have the financial and other resources available to CYP been deployed in the pursuit of the goals laid before it?
- What has been the impact of the transition to the new operational model with regard to efficiency? Has the new operational model achieved the efficiency gains predicted?

The discussion here will reflect the nature of the data and evidence made available for the review, and will focus accordingly on aggregate-level issues relating to efficiency, rather than giving a detailed analysis of financial and resource-related data. For the latter, the reader is guided to refer to financial reports produced by the Commonwealth Secretariat. The evaluator has not seen detailed narrative reports regarding the new model's implementation, and the effects seen in terms of efficiency. Regarding the implementation of CYP activities, it is not feasible for the report to provide analysis of efficiency, as this would require data to be traceable from the allocation of the budget to activities through to actual expenditure on activities, scored against measurable indicators in an activity-based workplan. As noted above, the current approach to programming, implementation, monitoring and reporting of CYP does not facilitate analysis of the performance of specific activities, according to the documentation reviewed.

The transition to the new operational model introduced after 2013 was motivated by the goal of rendering the CYP more efficient, coherent and cohesive, and of benefit to all Commonwealth countries, according to feedback received and documentation reviewed.¹⁶ A key issue to be resolved was the position of the four regional centres, which were seen to be unsustainable in financial terms. The analysis put forward in support of the case for the transition noted that the former model (in place until 2013) included staffing costs for a total of 103 staff, based in London at the Commonwealth Secretariat, as well as the overheads incurred in maintaining a presence in London and in the four regional centres, resulting in a proportionately high share of the annual budget of approximately £3 million being spent on administrative costs (including staff salaries) – the ratio noted for the 2013/14 transition budget was 51:49, administrative vs. programming costs. The proposed new model, which was adopted, saw a contraction of staff to a total of 22 staff (18 London-based and four regional representatives), which would mean a shift to a ratio of 31:69 with regard to administrative vs. programming costs (savings being achieved through the closure of the regional centres), i.e. in principle achieving a de facto increase in funds available for the implementation of activities while retaining the same overall budget allocation.¹⁷

The new model has therefore been in place, in principle, since 2014, but because of delays in the introduction of changes in the Commonwealth Secretariat as a whole, the majority of senior YTH positions were filled only in December 2014–February 2015, and the eight young professional positions in the Secretariat were filled only in July–September 2015. Has the transition produced the desired results in terms of budgetary savings and reorientation of funds to programming and implementation of activities?

16 See, for example, 'Commonwealth Youth Programme Proposal for Renewal', Commonwealth Secretariat, October 2013.

17 It should be noted that just two years prior to this decision being taken, the 2011 report, 'Review and Reinvigoration of the Commonwealth Youth Programme', had put forward a case for the strengthening of the set of regional centres, through an expansion of the role of the four existing centres and the addition of sub-centres. These recommendations were made in response to the viewpoints received from the stakeholder consultations conducted for that review, rather than on the grounds of financial feasibility.

In practice, the new model, as noted earlier, has not been fully put in place with regard to staffing: the role of the proposed Partnerships Manager, seen as a crucial addition to the YTH team,¹⁸ has not been filled; and the four regional focal points who were due to have been recruited as a means of maintaining regional presence following the closure of the regional centres have, similarly, not been put in place. According to the Management Accounts Report for the four-month period ending 31 October 2016, there is indeed a freeze on staffing appointments in place in YTH (p. 3).

The fact that these posts have not been filled has had operational consequences for YTH and its support for CYP. The Partnerships Manager was supposed to provide critical support in forging and developing relations with external partner organisations, with a key aim of attracting extra-budgetary funding for CYP. The four regional focal points were intended to fill at least part of the gap left by the closure of the regional centres – their ongoing absence is cause for considerable concern and frustration among some CYP stakeholders, according to the feedback received for the review. It is therefore not feasible to come to a conclusion about the efficiency of the new model, as not all core elements have been put in place. It does seem to be the case that the staff who are in place (17 now, cf. the 103 prior to 2013) have a high workload to cope with.

The new model operates, as planned, with a reorientation of budget allocation in which the ratio of direct to indirect costs is 65:35. The annual budget allocation has remained constant, at just above £3 million, of which some 28 per cent is consumed by the 'Common Services Charge' payable to the Commonwealth Secretariat and office space rental in the London headquarters of the Commonwealth Secretariat.

2.5 Impact and sustainability

The report combines the coverage of these criteria, recognising the important linkages between the two aspects of understanding YTH's performance in support for CYP. This section will examine the following questions:

Impact

- What are the perceived impacts of CYP, and of YTH support for CYP? How have these impacts been achieved? What factors have facilitated or hampered the achievement of impact? Is a change in the nature of impact likely to result from the transition to the new operational model?

Sustainability

- To what extent have the impacts of CYP proved to be, or are likely to be, sustainable? How has sustainability of impact been achieved? What factors have facilitated or hampered the achievement of impact? Is a change in the nature of sustainability likely to result from the transition to the new operational model?

Impact and contribution

The review has sought to establish the extent and nature of the impact of CYP activities, and the broader contribution that CYP (and by extension, YTH) has made to the youth development sphere, both within the Commonwealth and beyond, in the period under evaluation. To this end, the responses from the stakeholders who responded to the review provide important supplementary evidence to that presented in the documentary evidence supplied to the evaluator by YTH. Respondents were asked to provide an assessment 'of the contribution made by the CYP to addressing the needs of young people in the Commonwealth'.

The findings indicate a strong consensus of opinion that CYP has achieved significant impact in youth development, and it has made a very strong contribution to this sphere within the Commonwealth, and globally in certain aspects of its work. These achievements are the result of a cumulative effect seen over CYP's years of operation. In some areas, CYP is considered to have played a leading role internationally, for instance with regard to the professionalisation of youth work.

The nature of 'impact' includes established patterns that have developed across a number of years, e.g. as in the case of youth work professionalisation and the support for youth policy development, as well as emerging patterns of impact seen in more recent activities, such as the YDI and SPD. Impact is noted with regard to various levels –

18 As stated in an internal memo produced by the YTH Director in December 2015.

from global/international, pan-Commonwealth, regional, national, institutional, and individual CYP participants who have benefited from involvement in one or more aspects of its work. While many respondents were able to provide details of the activities in which they had direct experience, there was a general awareness of CYP's overall legacy and the contribution it has made across the years.

In general, there was a tendency in responses for the stakeholders to make a distinction between the CYP's contribution to a particular sphere of activity (which registered strong endorsement), and a more reserved/cautious opinion regarding the contribution to the lives of young people of the Commonwealth, in particular with regard to young people who do not have ready access to the internet, those living in rural areas, those with limited access to educational opportunities, etc.

The nature of impact and contribution in the cases covered in the review can be summarised as follows:

Support for youth policy development is perceived by respondents to have led to a wide impact across the years, shown in the apparent strengthening of this policy sphere across the Commonwealth, in general, with individual member countries able to draw on and share with the experience of others in their region and more broadly. This impact includes the development of a community of change agents working in the youth policy sphere, as officials, experts, civil society representatives, youth leaders, etc. CYP's impact in this sphere has also laid the ground for partnership activities with multilateral organisations (e.g. of the United Nations family).

While the Sport for Development and Peace initiative is still at a relatively nascent stage (agenda setting), the current report concludes that it will in time forge a similar pattern of impact to that seen in the youth policy sphere, given that it draws on a similar approach (in line with YTH practice in the policy sphere – also seen, for instance, over support for youth entrepreneurship policy developments).

The Youth Development Index (YDI) is also a relatively new initiative (although it builds on preceding CYP work in developing youth-related indicators). It was first issued in 2013, with its second iteration published in 2016.¹⁹ Based on analysis of the available documentation (including media coverage) and stakeholder feedback, the

current report notes that the YDI can already be seen to be achieving impact in a variety of ways, both direct and cascading in nature:

- Acceptance of the YDI as a well-respected reference point, which is used actively by governments (within the Commonwealth and beyond), multilateral organisations, mass and specialised media, youth organisations, expert communities, academia and think tanks, etc., points to the strong impact of YDI as a valuable tool for tracing patterns of youth development across 183 countries (including 49 of 53 Commonwealth countries).
- The YDI, and its attendant Toolkit, have afforded an 'entry point' for the extension of public dialogue among key stakeholders on youth affairs – bringing together policy, youth, expert, media and other communities to discuss the results and the possible pathways for responding to the opportunities and challenges identified through the analysis of the Index results.
- Examples of actual or emerging impact noted by respondents include Australia, where a national YDI was piloted using YDI methodology.²⁰ The results indicated a very high suicide rate among young men of the indigenous population. Within a very short period following the publication of this finding, the Australian government responded by launching a funded initiative to address this pressing problem. There is a need to register other cases of impact, in order to be able to trace the effects that the YDI initiative is having – including any negative, unintended impact, alongside positive cases.

Youth networks: The CYP over the years has sought to support a range of initiatives in the establishment and maintenance of youth networks and platforms (e.g. the Youth Caucus). Respondents who had participated in such initiatives prior to the launch of the new operational model in 2013 noted the impact they had perceived, in getting the voice of youth heard in larger Commonwealth fora, in empowering young people who participated in these activities and in the benefits they accrued in terms of personal and professional growth. However, limitations in

19 The report can be downloaded from <http://youthdevelopmentindex.org/>.

20 This case was related to the evaluator by an expert who had worked on this initiative.

their impact were also noted, along with a general perception that such initiatives had not fully achieved the goals set for them.

Support for youth networks and platforms under the new operational model, which has led to the establishment of a range of networks since 2013, is still at a relatively early stage, and signs of impact are accordingly limited at present, although the results of the survey of network members, along with feedback from network leaders, indicate positive perceptions among those taking part in the initiative. For instance, in response Q7: 'Do you agree that your participation in the work of this network has benefited you/your organisation?', most respondents noted that they 'agreed' or 'strongly agreed' that they had seen benefits in the development of skills and knowledge in the sphere covered by the network, and cooperation opportunities had increased (see Annex 4).

A similarly strong pattern of endorsement of the networks initiative was seen in response to questions relating to the contribution that they are making to broader society, and to engagement with the policy sphere (see Annex 4). Among the examples of outcomes and emerging impact noted in responses was the case of a young entrepreneur network that had opened a fruitful dialogue with a national government on the interests and needs of youth entrepreneurs, which the respondent noted had already led to several positive results. One young entrepreneur from another region noted that he had been able to launch a global business venture as a result of his participation in the network. Such examples need to be captured as data and analysed, in order to trace and understand the impact of these initiatives.

The consensus about impact and contribution generally seen among respondents echoes the confident portrayal of achievements seen in YTH and Commonwealth Secretariat reporting on CYP, in which its perceived contribution is emphasised. However, the current report notes that often the presentation of contribution and achievement nevertheless tends to focus on output, e.g. the holding of an event, the publication of guidelines, the provision of technical assistance to ministries, etc., rather than on outcomes and subsequent impact. This reflects the tendency noted earlier, with regard to the nature and extent of YTH monitoring and reporting on CYP activities. The

monitoring plans and logframes developed to accompany the implementation of activities under the two intermediate outcomes are quite detailed with regard to the proposed mapping of results and recording of impact, through collection of data and tracing of results. However, these plans need to be put into practice more fully, in order that YTH can demonstrate accurately, and with reference to a strong evidence base, the nature of the outcomes achieved, and thereby support the claims regarding the impact and contribution achieved by CYP. This would also help to identify cascading aspects of contribution and impact, alongside the primary cases where there is a clear causal linkage to CYP input (e.g. in the South-East Asia region the YDI is being used as a model to develop a regional youth development index).

It is understood by the evaluator that the constraints faced by YTH regarding human resources, and the need to cover such an extensive portfolio of activities, create problems in effecting the monitoring plans – and it appears that implementation of activities is therefore prioritised. Implementing the monitoring plans would strengthen YTH's position further in the application of a results-based approach to project management, and the position of YTH and the Commonwealth Secretariat when reporting results to donor member countries and other stakeholders. It may well be necessary to review the portfolio of CYP programming activity, in order to ensure that sufficient capacity is allocated to the monitoring of CYP activities.

Sustainability

The report approaches the issue of sustainability by making an analytical distinction between the sustainability of CYP's historic achievements, and prospects for the sustainability of current and future CYP achievements.

With regard to the sustainability of historic achievements, respondents noted the sustained achievements seen in the sphere of the **professionalisation of youth work**, in which the effects had been spread through the development of a Commonwealth Diploma (and later a degree) in Youth Development Work, the availability of the accumulated resources developed for this sphere across the years and the strong Commonwealth-

wide community of youth work practitioners and experts. The relative stability of this sphere has assisted the sustainability of CYP efforts.

Similar tendencies were noted to an extent with regard to the **youth policy sphere**, although respondents noted that the complexity of youth policy and in particular the challenges faced in implementation of policy, as well as the need to engage in constant review in order for policy to keep pace with change in the youth sphere, means that there is (in their view) a stronger need for ongoing support in this sphere, in comparison with the relatively more 'stable' situation seen in the youth work professionalisation sphere.

The cases of the YDI, and the youth networks, are quite similar in that, as relatively new initiatives, both nevertheless require attention in order to ensure their long-term sustainability. The YDI, for instance, will need to continue to be resourced in order to ensure that future iterations of the Index are secured – in line with the expectations of the broad range of users of the Index around the world. Furthermore, at the level of application of YDI results, respondents noted the need to 'translate' the meaning of the YDI findings through dialogue with governments and other stakeholders (i.e. by deploying expertise that can serve as a conduit towards facilitating engagement with the results). In the case of the youth networks and platforms, respondents noted the need they perceive for support in achieving results and desired impact, through practical means, capacity building, and also leverage in establishing and maintaining dialogue between networks and their key audiences, including the policy sphere.

These points draw attention to the cascading principle of the ToC of the new CYP operational model, and the need perceived by a range of stakeholders who have responded to the review for YTH to provide support ('scaffolding') to ensure that cascading effects do achieve the results intended, and do not fall short of the goals.

This holds resource implications for YTH and the Commonwealth Secretariat – and also highlights a need to embed the goal of sustainability, and activities to be undertaken to support this goal, more explicitly into the programming of CYP activities, and the monitoring of results, as seen in the logframes and monitoring plans of the two Intermediate Outcomes.

2.6 Complementarity, cohesiveness and coordination

- To what extent does CYP work complement that of other international organisations, donors, Commonwealth member countries and civil society organisations? How effective is coordination between CYP work and that of these stakeholders/partners?
- How effective is CYP's internal coordination with that of the Commonwealth Secretariat and other Commonwealth institutions?

Complementarity and coordination with international organisations

This section provides a brief review of the ways in which CYP can be seen to complement the activities of other multilateral and regional organisations active in the youth sphere, and the manner of coordination between YTH and these organisations. The aim is not to replicate here the comparative analysis provided in the 2011 CYP review.²¹

The scale of interaction is quite extensive, as the Commonwealth Secretariat's annual reports show in their summative coverage of CYP activities. YTH ensures that CYP is represented at, and makes contributions to, all major fora relating to the youth sphere – e.g. with regard to the Commonwealth's position on youth and the SDGs.²² CYP cooperates with international partner organisations in a variety of ways, including direct collaboration in the design and delivery of activities (e.g. joint work in the spheres of youth policy, entrepreneurship, SPD); cooperation with a range of United Nations family organisations features prominently.

The evaluator received feedback from a number of representatives of international organisations that have collaborated with YTH. In all cases, the respondents emphasised the effectiveness of the collaboration, the strong contributions made by YTH, and the reliability of YTH and the Commonwealth Secretariat as a partner that has demonstrated deep commitment to the youth

21 See 'Review and Reinvigoration of the Commonwealth Youth Programme', 2011, Section 4: 'Comparing the CYP with other International Youth Development Programmes'.

22 See, for example, the Commonwealth Position Paper of July 2014, 'Youth Inclusion and Development in the Post 2015 Development Agenda'.

sphere across the past four decades. It was noted by a number of respondents, from international organisations and other stakeholders, that CYP is often perceived as 'punching above its weight' with regard to the major contribution it makes, using a relatively small resource base in financial and human terms.

The evaluator posed a counterfactual question in a number of interviews and written exchanges, to ask respondents to comment on what they thought might have transpired had the CYP not been in place. All respondents answered that there would have been a significant gap in international coverage of youth affairs priorities, which would have had a negative effect both within the Commonwealth and beyond.

It is important that such partnerships are maintained, and also that potential opportunities for CYP to act as implementing organisation, funded by multilateral organisations, can be exploited. Here again the unfilled role of Partnerships Manager in YTH can be seen to be having a negative effect on YTH's ability to pursue such opportunities.

Complementarity and coordination with Commonwealth governments and civil society organisations

As demonstrated by the documentary evidence, and supplemented by feedback from governmental and civil society stakeholders, YTH maintains extensive interaction with the stakeholder communities across the Commonwealth, notwithstanding the limitations of staffing resources, and the centralised nature of operation following the closure of the regional centres (although a range of respondents do note that this move has had a limiting effect on contact at the regional level). The interaction is deployed in a range of contexts, from the high-profile pan-Commonwealth level (e.g. Commonwealth Heads of Government Meetings), through regional intergovernmental meetings, and national-level contact, at which YTH ensures that the youth sphere is on the agenda, and that young people are represented. Contact with governments also involves, as YTH notes, the behind-the-scenes interaction that is needed to develop and maintain constructive relations in what can often be a sensitive policy sphere. The overall impression gained from the evidence is that YTH is able to find an effective balance to its approach to dealing with the Commonwealth governmental stakeholders,

and has consistently been able to provide tangible and considerable added value to benefit and supplement the policies and activities implemented by the member countries – which is no mean feat, given the number of stakeholders, the diversity of needs, the extent of the expectations held regarding CYP. Interaction with civil society organisations, both those in Commonwealth countries and also international civil society organisations, is also extensive, as recorded in the annual reports and other documentation.

Complementarity and coordination with the Commonwealth Secretariat and other Commonwealth institutions

The evaluation elicited responses from representatives of other Commonwealth Secretariat divisions, and other Commonwealth bodies, which provided feedback on the nature and extent of interaction with YTH. All respondents noted the proactive nature of YTH engagement and promotion of youth questions in the broader institutional contexts, and the effectiveness of this engagement. The transition to the new model appears, from these accounts, to have strengthened internal coordination within the Commonwealth Secretariat.

2.7 Added value and visibility

The following questions have been addressed in previous sections to a large extent, as the issues relating to added value and visibility can be seen to be central to CYP work. Accordingly, the following treatment is summative in nature.

Added value

- How effectively does CYP draw on the Commonwealth Comparative Advantage and add value through its work in the member countries?

Visibility

- Is CYP work, and support for the Commonwealth as a whole, visible to key stakeholders and the youth of the Commonwealth?

As has been mentioned a number of times in the report, YTH makes effective use of the leverage potential of the Commonwealth as an organisation and a 'brand', in order to put forward the CYP

agenda. The legacy built up by CYP over four decades has resulted in a large amount of 'goodwill' and trust towards the programme, from the side of Commonwealth governments, key stakeholders and young people, as represented by those youth who are actively engaged in CYP activities. Further to the points noted in Section 8 above, it is also important to state that CYP, notwithstanding its resource limitations, is at times the key or leading international organisation that is acting to address the youth sphere, in a particular country or region.

The CYP therefore serves to provide a bridge in the youth sphere, in various guises – across the generations of those who have benefited from it, across the diverse geographical spread of the Commonwealth, the diverse backgrounds and needs of its youth populations. It thereby acts as a facilitator of a transnational 'common identity' connected with the CYP – an important symbolic meaning for many.

With regard to visibility, CYP activities, accompanied by the range of online and social media coverage provided by YTH (notably via the YourCommonwealth resource), are achieving global outreach across the Commonwealth, supplemented by the profiling of youth achievements through such actions as the Commonwealth Youth Awards for Excellence in Development Work, and the Commonwealth Youth Worker Awards. The Commonwealth Youth Networks also provide a means of promoting CYP visibility, and strengthening the salience of youth affairs in the thematic priorities covered by the networks. The limitations of visibility noted earlier, with regard to outreach to youth populations with little or no access to the internet, are significant, of course – and pose an ongoing challenge for YTH to seek to address in the coming period.

3. Conclusions and Recommendations

3.1 Conclusions

The report notes the strong legacy of achievements of the CYP since its launch, and the enormous contribution made towards these achievements by the Youth Division of the Commonwealth Secretariat. This legacy has been maintained during both of the periods covered by the current Review. The stakeholders consulted for the Review have highlighted the role played by CYP in the youth sphere, both within the Commonwealth and globally.

These achievements have been attained as the result of the resolve and commitment of all concerned – and notwithstanding the constraints faced by YTH in the CYP delivery, in responding effectively to an increase in the demands placed on the programme, while having to cope with considerable financial and human resource limitations. This has been a core feature of both programmatic periods covered by the review. CYP's success over the years has generated high expectations among its diverse stakeholder communities – but the feasibility of YTH meeting these expectations is not fully taken into account.

The transition to the new operational model, guided by the underlying assumptions of the ToC, appears to be well founded, according to the evidence reviewed. However, the fact that the model has not been fully put in place has had considerable implications for the effectiveness of YTH support for CYP, and for stakeholder perceptions of the outcomes of the transition. There is a need to back the transition with the necessary resources in order for it to fulfil the expectations laid before it. This should include an increased commitment to implementing a results-based approach to programming, implementation and monitoring – in order that YTH and the Commonwealth Secretariat, as well as external stakeholders (including donors), can more clearly trace the results achieved by CYP and take decisions accordingly, with regard to the shape and size of the CYP and the support furnished to it.

3.2 Recommendations

In line with these conclusions and the analysis presented in the current report, the review presents the following recommendations to the Commonwealth Secretariat. These are intended to be taken as suggestions for follow-up procedures, rather than as prescriptive solutions.

Recommendation 1

The transition to the new operational model should be completed through the appointment of the Partnerships Manager and the four Regional representatives envisaged in the proposed model.

The appointment of the Partnerships Manager will allow YTH to explore more effectively opportunities to build on the existing platform of collaborations with multilateral organisations and other partners, including potential sources of external funding for CYP activities.

The appointment of the regional representatives will address the current gap in regional outreach resulting from the closure of the regional centres, and thereby address concerns noted by stakeholders in the consultation process of the current review. A range of approaches to re-establishing the regional presence might be considered, in line with the available resources, and with a view to drawing on the considerable potential of the network of CYP stakeholders around the Commonwealth.

Recommendation 2

An internal review should be conducted by the Commonwealth Secretariat of the existing portfolio of responsibilities of the CYP, in order to achieve a rationalisation of the CYP agenda that will render it in line with the available resources.

The report has noted the tension between ongoing expectations of CYP among stakeholders, and YTH capacity to meet these expectations, with regard to the available human and financial resources. It is suggested that the Commonwealth Secretariat conduct a review of the portfolio of current CYP activities and commitments, also taking into account potential additional priorities that might be

considered essential in the coming period. On this basis, it is suggested that a prioritisation is achieved regarding the portfolio – to identify how much support can be provided to each activity area. The following criteria might be considered: mandate-related activities; cost-effectiveness of activities; the thought-leadership characteristic of activities; the relative fit of activities with the cascading model of YTH support for CYP.

Recommendation 3

An internal review should be conducted of the existing programmatic approach to CYP in order to address issues relating to the results-based approach presented in the current report.

The report has noted that a well-developed framework for results-based management of CYP by YTH has been put in place, but it has not been fully operationalised, as the monitoring plans embedded in the framework are not being pursued to the full extent. It is important that the monitoring activities receive the priority attention they require – YTH should therefore adjust the allocation of human and financial resources accordingly.

Recommendation 4

The report notes the need for greater support to be afforded to implementing CYP activities, to strengthen the 'cascading' of outcomes and the attainment of impact and sustainability.

This maps against Recommendation 2. The report has noted that while the cascading approach is well founded, in principle, and offers an effective response to YTH's current resourcing capacity, in order to be operationalised effectively 'scaffolding' of support is required to allow the cascading of activities to achieve the desired results and impact. In this, YTH can engage its extensive networks of expertise in youth affairs around the Commonwealth, as well as the youth networks supported by CYP.

Recommendation 5

There should be an evaluation cycle mapped against the Commonwealth Secretariat Strategic Plan, under which mid-term and final evaluations of the key areas of CYP activity can be conducted.

This recommendation maps against Recommendation 3. It is suggested that the CYP's major components warrant focused evaluations in order to allow YTH and the Commonwealth Secretariat to assess achievements of these activities.

Annex 1

Terms of Reference for Review of the Commonwealth Youth Programme (CYP)

1 Introduction

The Commonwealth of Nations is an intergovernmental association of 53 members. Over 60 per cent of the association's population is under the age of 30. More than one billion young women and men reflect the true potential of the Commonwealth. As affirmed in the Commonwealth Charter, the future success of the Commonwealth rests with the continued commitment and contributions of young people in promoting and sustaining the Commonwealth and its values and principles.

The Secretariat's Youth Division (YTH) is responsible for programming and delivering results in this area as outlined in the Strategic Plan 2013/14–2016/17. The Youth Programme of the Commonwealth Secretariat focuses on engaging and empowering young people through building capacity, advocating for their rights and building partnerships. It also manages a special programme called '*Sport for Development and Peace*'. CYP works in partnership with governments, young people and other stakeholders.

2 Context

The Commonwealth Youth Programme was established by Commonwealth Heads of Governments in 1971. Funded through a dedicated fund, the CYP, the youth programme has evolved since, from its original mandate set in 1973 by Youth Ministers Meeting, with significant reforms over the years to align it with the member countries' development needs.

The Strategic Plan 2008/9–2011/12 responded to the youth challenges of growing number of young people, adaptation and maximisation of potential of the youth programme within their limited budgets. The core areas of programming included: youth work education and training; governance and development of youth networks; youth enterprise and sustainable livelihoods; and advocacy and

partnerships for resources mobilisation. The SDP mandate was included in YTH's scope by heads of government ('Heads') at the 2011 CHOGM.

The youth programme is the fourth pillar of the Commonwealth Secretariat's current Strategic Plan 2013/14–2016/17. The Strategic Plan was developed in the light of guidance received from the Heads, and after extensive consultations with member governments. Its results framework envisages a Strategic Outcome related to young people as 'Youth more integrated and valued in political and development processes'. It is supported by two Intermediate Outcomes, one each in the area of enabling youth environments, and engaging and empowering young people. Seven indicators have been established in the revised Strategic Plan to track the progress of work done in this area.

In October 2013, the Commonwealth Secretariat Board of Governors approved a major renewal of the CYP operational model, to align it with the shift in strategic focus, and enable delivery of a modern and more relevant CYP. The reforms included restructuring the operational model, from regional centre-based to a centralised location with an expanded technical team, an SDP section, and a young professionals' programme. It also included more strategic and cohesive pan-Commonwealth programming to focus the delivery of youth outcomes within the Strategic Plan, with consideration of mandates from Heads of Government and requests and recommendations from youth ministers, and to identify efficiencies that could be made to re-establish the CYP as a cohesive, cutting-edge programme.

3 Purpose and scope of assignment

The Strategic Planning and Evaluation Division (SPED) is commissioning an independent review of the CYP programme. The purpose of this review is to assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by YTH in advancing CYP. The study will cover a six-year period starting from July 2010 and ending

in June 2016, spanning two strategic plan periods 2008/9–2012/13 and 2013/14–2016/17. The review will provide an independent opinion on the design, performance, organisational structure and results of the programme. It will also make recommendations from both strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the review will:

- Evaluate the extent to which the Secretariat support was relevant to the priorities of member countries, and consistent with Intermediate Outcomes of the Strategic Plan;
- Assess the design – strategy and structure – of the current programme and suggest improvements, if necessary;
- Evaluate the delivery model to assess the efficient use of resources to achieve results, including the impact of the operational reform on programming and profile;
- Review the operational aspects of the programme from the perspectives of economy, efficiency, effectiveness and equality in order to provide recommendations for improvement;
- Assess the extent to which Commonwealth member countries and stakeholders may have benefited from the CYP work, and the sustainable impact, if any, that CYP has had on the lives of young people in member countries; and
- Identify issues, challenges and lessons learned and make recommendations on making CYP more results-focused.

4 Methodology

The Consultant will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- Review all pertinent records and data related to the youth work of the Secretariat, including the earlier reviews;
- Interview relevant Secretariat staff engaged in the delivery of the Commonwealth Youth Programme;

- Interview selected stakeholders – governments, programme partners, collaborating institutions and consultants – through field visits and electronically/ telephonically;
- Prepare four case studies on major areas of CYP work highlighting successes and lessons learned;
- Make use of YDI and other data sets to track progress on Commonwealth countries in youth development;
- Undertake any additional activities, as may be agreed with SPED, in order to enable the proper execution of the review.

5 Deliverables

The review will provide the following deliverables to the Secretariat:

- Inception report with the review framework, work plan and methodology;
- Draft review report (following the interviews, survey and field work);
- A dissemination seminar/presentation on the review's findings and recommendations;
- Final review report, incorporating all feedback/ comments received on the draft report and during the dissemination seminar.

The deliverables must be submitted to SPED electronically as a Microsoft Word document. The inception report is due within two weeks after the initial meetings with the Secretariat staff and the literature review. The draft review report is to be submitted within two weeks of completion of the survey and field visits. Following the presentation of the review findings at a seminar at the Secretariat and receipt of feedback comments from the Secretariat and other stakeholders on the draft report, the consultant(s) is/are expected to submit a revised final review report. The draft (and final) review reports must be no more than 30 pages, excluding all annexes. The copyright of the review report shall belong to the Commonwealth Secretariat.

6 Schedule and level of effort

The study is planned to commence in spring 2016. It is estimate that 45 consultant days will be needed to complete the study, including agreed fieldwork. Travel and Daily Subsistence Allowance (DSA) expenses related to country field visits for validation of findings and documentation of country case studies will be covered separately as per Secretariat's travel policy for external consultants. The consultant(s) will work in close collaboration with SPED.'

7 Location

The consultant(s) will need to travel to:

- The Commonwealth Secretariat office in London, UK for initial meetings and interviews with Secretariat staff and for presentation and discussion of the draft reports and recommendations.
- Country field visits, as agreed with the Secretariat, for documentation of country case studies and validation of findings.

Any other relevant work is to be undertaken at the consultant(s)' normal place of work and there is no provision for any other travel.

8 Consultancy requirements

The consultant(s)/consultancy team should demonstrate the following:

- Substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- Knowledge and experience of youth policy and programming matters as well as challenges and issues of the youth space;
- Ability to handle and analyse big data sets, and conduct multi-country reviews and multi-million pound projects;
- Excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/intergovernmental institutions, and delivery of messages to a diversified audience;
- Good understanding of the work of multilateral organisations, especially the Commonwealth; and,
- Familiarity with SDGs and the international governance architecture.

Annex 2

Question Sets distributed to key informants and to leaders of youth networks

Question Set 1: Key informants for the review of the Commonwealth Youth Programme (CYP)

Dear colleague,

I am conducting an independent review of the Commonwealth Youth Programme (CYP). This review has been commissioned by the Commonwealth Secretariat.

Feedback from stakeholders of the CYP will form an important part of the body of evidence of the evaluation report. I would, accordingly, like to request your kind assistance in providing a set of brief written statements, with your views on the work of the CYP to date, and the course it might take in the coming years. Providing the feedback should only take a short time – but each input (all of which will be anonymised if referred to in the report) will be greatly appreciated, as a contribution to the evaluation exercise. I will also be asking a select number of respondents to provide further feedback through a telephone/Skype interview – so I would be grateful if you could indicate your availability for a 30–45 minute discussion.

Could you please provide a brief written statement to the following questions:

1. In what context have you interacted with the Commonwealth Youth Programme, and during which period? (Which activity/ies? In what capacity were you involved?)
2. What were your expectations of taking part in CYP activities? To what extent were your expectations met?
3. What is your overall assessment of the contribution made by the CYP to addressing the needs of young people in the Commonwealth?
4. Do you have suggestions for the future work of the CYP?

Thank you in advance for your contribution to the review.

Question Set 2: Leaders of youth networks supported by the Commonwealth Youth Programme

Dear Leaders of Youth Networks,

I write with regard to the ongoing review of the Commonwealth Youth Programme, which I am conducting as an independent expert. As you know, part of the Review covers the work of the set of Commonwealth youth networks. I have a number of questions below, addressed to the leaders/ coordinators of the networks, and I would be very grateful to receive your brief written responses to these by 12 January, please.

Questions to network leaders/ coordinators:

1. Can you please confirm the current total membership of your network.
2. Can you please summarise (e.g. in bullet point list) the key achievements of the network to date.
3. Please list any challenges faced in the work of the network, and how these have been addressed.
4. What would you list as the key priorities for the network in the coming 1–2 years?

Many thanks in advance for your cooperation – your inputs will provide a valuable contribution to the review.

Annex 3

Survey of members of youth networks supported by CYP

Question 1: Please indicate your gender: Female ☐ Male ☐

Question 2: Please indicate which youth network you are a member of (if you are a member of more than one network, please complete a separate questionnaire for each network membership):

Commonwealth Youth Council (CYC) ☐

Commonwealth Students Association (CSA) ☐

Commonwealth Youth Climate Change Network (CYCN) ☐

Commonwealth Alliance of Young Entrepreneurs –Asia (CAYE- Asia) ☐

Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada (CAYE – C&C) ☐

Commonwealth Alliance of Young Entrepreneurs – East Africa (CAYE – EA) ☐

Commonwealth Alliance of Young Entrepreneurs, Southern Africa (CAYE – SA) ☐

Commonwealth Youth Sport for Development and Peace (SDP) Working Group (CYSDP) ☐

Commonwealth Human Rights and Democracy Network ☐

Commonwealth Youth Peace Ambassadors Network (CYPAN) ☐

Commonwealth Youth Health Network ☐

Commonwealth Correspondents ☐

Question 3: Please indicate when you joined the network (month/year):

Question 4: Do you hold/have you held a leadership or coordinating position in this network?:

YES ☐ NO ☐

Comments (optional)

Question 5: Please indicate your motivation for joining this network.

Question 6: Since joining, how frequently have you participated in network activities?

Not at all	1–2 times a year	3–4 times a year	5–7 times a year	Over 8 times a year
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments (optional):

Question 7: Do you agree that your participation in the work of this network has benefited you/your organisation in the following ways:

A) Development of skills and knowledge in the thematic area covered by the network				
1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
B) Increased cooperation and networking with other stakeholders operating in the sphere covered by the network				
1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
C) Promotion of the work of your organisation				
1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
D) Increased your opportunities for personal and professional development				
1.Strongly disagree <input type="checkbox"/>	1.Strongly disagree <input type="checkbox"/>	1.Strongly disagree <input type="checkbox"/>	1.Strongly disagree <input type="checkbox"/>	1.Strongly disagree <input type="checkbox"/>

Comments (optional):

Question 8: Do you agree that the thematic focus of the network's platforms and activities is relevant for the needs and/or concerns of young people living in the country/countries covered by the network?

1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
-------------------------------------------------	----------------------------------------	------------------------------------------	-------------------------------------	----------------------------------------------

Comments (optional):

Question 9: Do you agree that the network's platforms and activities are making a real contribution to addressing the issues that young people living in the country/countries covered by the network care about?

1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
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Comments (optional):

Question 10: Do you agree that the network has played a role in amplifying the voice of young people on your network's topics?"

1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
-------------------------------------------------	----------------------------------------	------------------------------------------	-------------------------------------	----------------------------------------------

Comments (optional):

Question 11: Do you agree that the network has played a role in increasing your access to policy/ decision makers?

1.Strongly disagree <input type="checkbox"/>	2.Disagree <input type="checkbox"/>	3.No opinion <input type="checkbox"/>	4.Agree <input type="checkbox"/>	5.Strongly agree <input type="checkbox"/>
-------------------------------------------------	----------------------------------------	------------------------------------------	-------------------------------------	----------------------------------------------

Comments (optional):

Question 12: Do you agree that the support provided by CYP to the network is effective in facilitating the work of the network?

1.Strongly disagree	2.Disagree	3.No opinion	4.Agree	5.Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments (optional):

Question 13: Are you familiar with the work of other youth networks supported by the CYP?

YES ☐ NO ☐

Comments (optional)

Question 14: Have you ever been involved in activities, organised by other networks supported by CYP?

YES ☐ NO ☐

Comments (optional)

Question 15: Have you ever been involved in any other activities organised under the auspices of CYP?

YES ☐ NO ☐

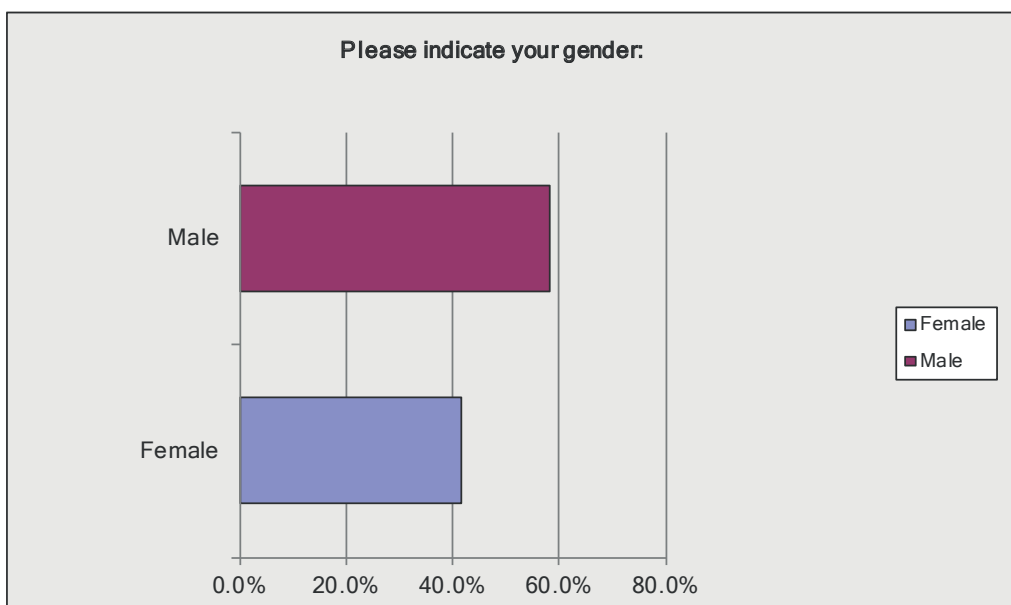
Comments (optional):

Annex 4

Summary of responses to the survey of members of youth networks supported by the Commonwealth Youth Programme (CYP)

Q1: Please indicate your gender:

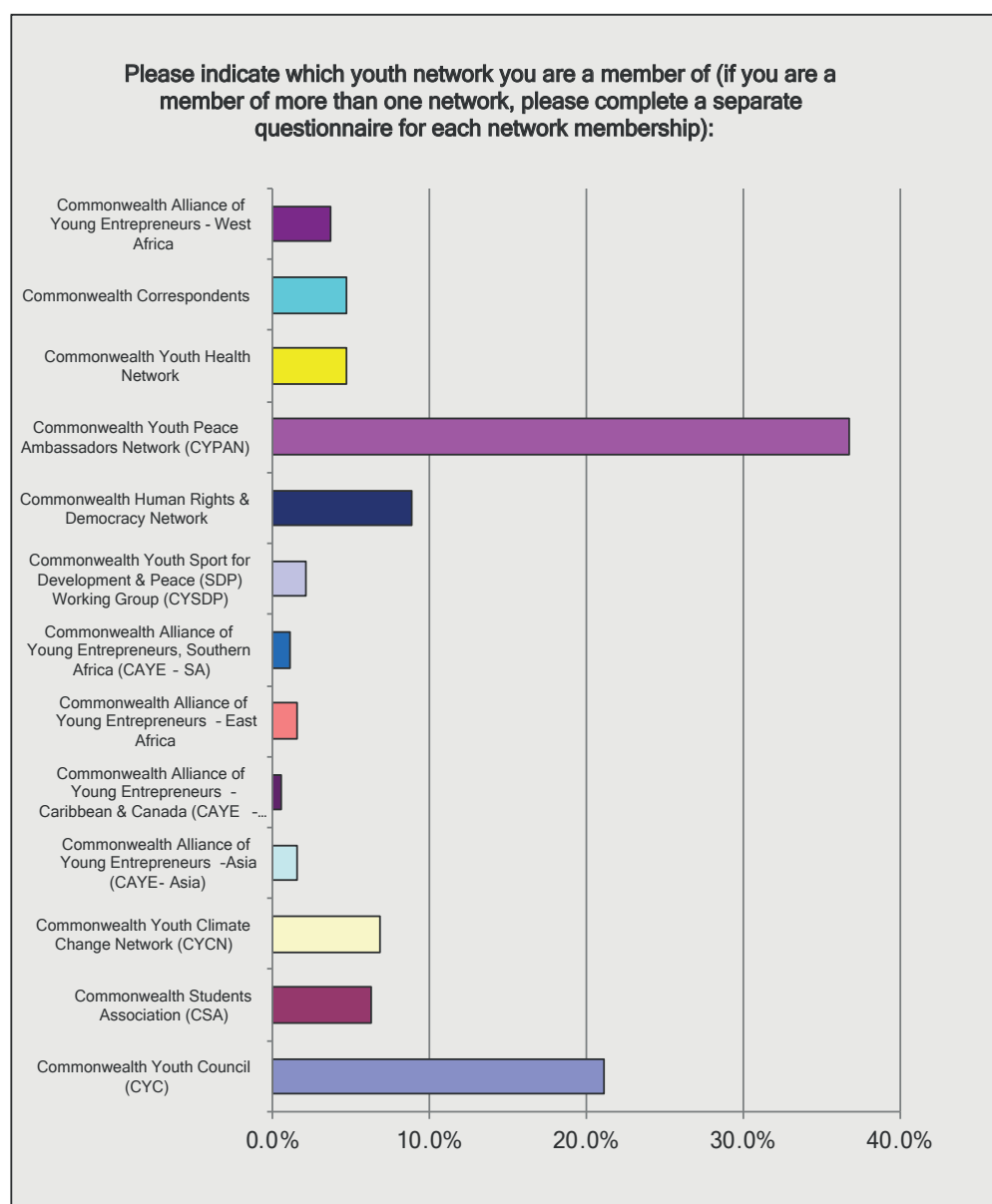
Answered: 196; skipped: 4



Answer Options	Response Percent	Response Count
Female	41.8%	82
Male	58.2%	114

Q2: Please indicate which youth network you are a member of (if you are a member of more than one network, please complete a separate questionnaire for each network membership):

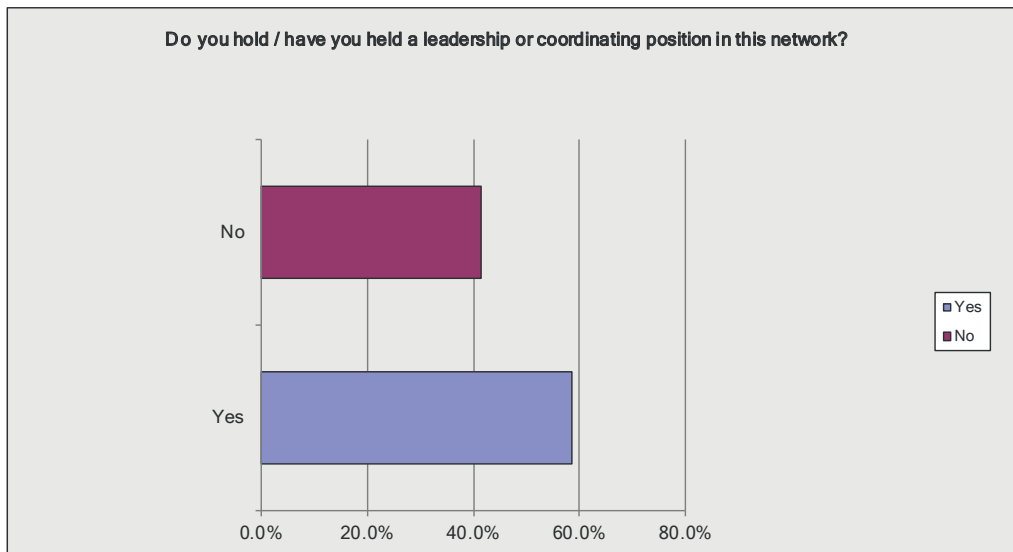
Answered: 190; skipped: 10



Answer Options	Response Percent	Response Count
Commonwealth Youth Council (CYC)	21.1%	40
Commonwealth Students Association (CSA)	6.3%	12
Commonwealth Youth Climate Change Network (CYCN)	6.8%	13
Commonwealth Alliance of Young Entrepreneurs -Asia	1.6%	3
Commonwealth Alliance of Young Entrepreneurs -	0.5%	1
Commonwealth Alliance of Young Entrepreneurs - East	1.6%	3
Commonwealth Alliance of Young Entrepreneurs,	1.1%	2
Commonwealth Youth Sport for Development & Peace	2.1%	4
Commonwealth Human Rights & Democracy Network	8.9%	17
Commonwealth Youth Peace Ambassadors Network	36.8%	70
Commonwealth Youth Health Network	4.7%	9
Commonwealth Correspondents	4.7%	9
Commonwealth Alliance of Young Entrepreneurs - West	3.7%	7

Q4: Do you hold/have you held a leadership or coordinating position in this network?

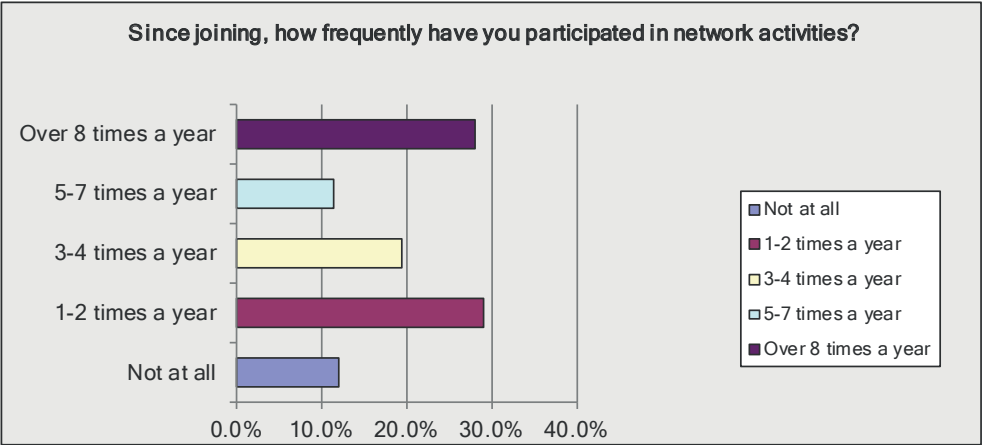
Answered: 193; skipped: 7



Answer Options	Response Percent	Response Count
Yes	58.5%	113
No	41.5%	80

Q6: Since joining, how frequently have you participated in network activities?

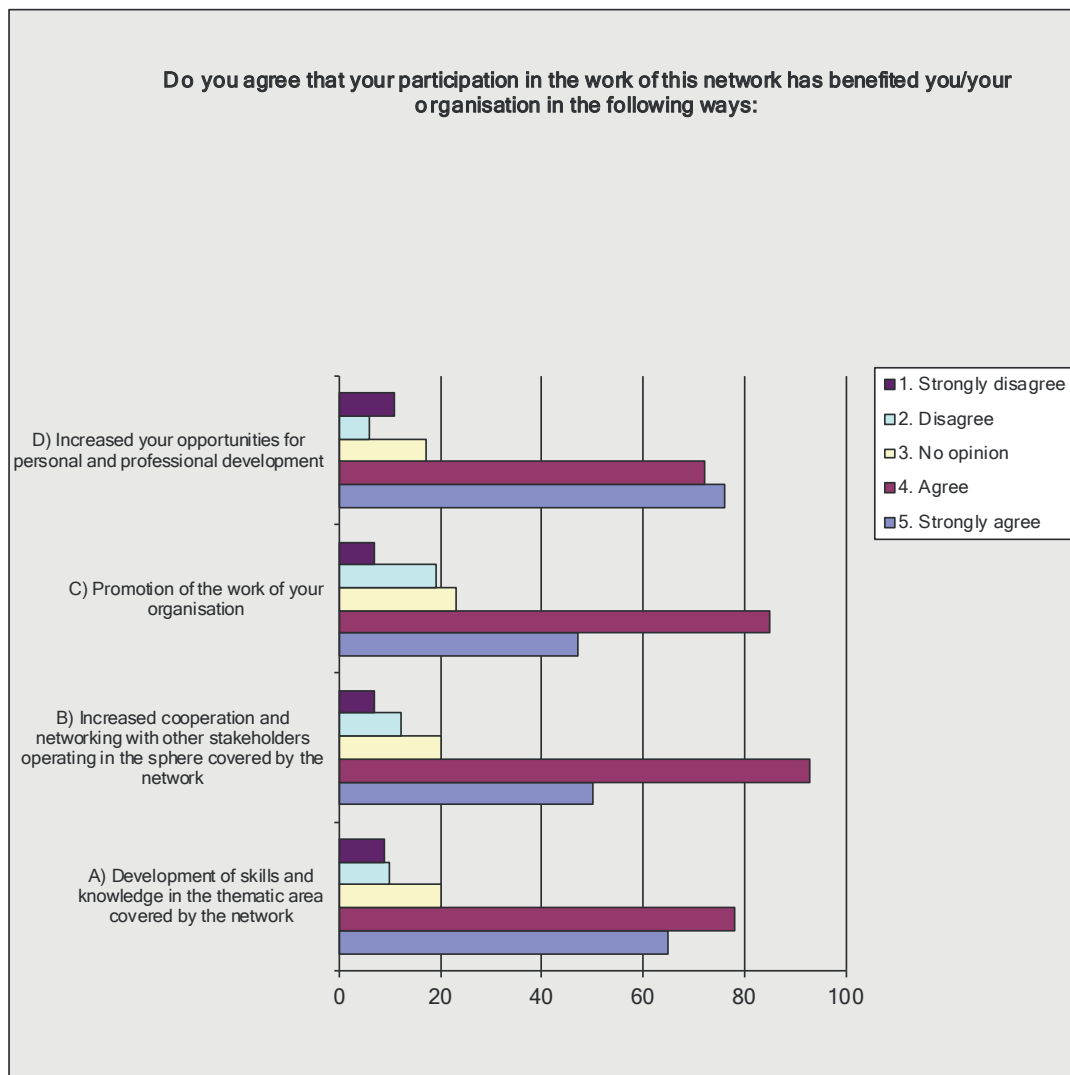
Answered: 175; skipped: 25



Since joining, how frequently have you participated in network activities?		
Answer Options	Response Percent	Response Count
Not at all	12.0%	21
1-2 times a year	29.1%	51
3-4 times a year	19.4%	34
5-7 times a year	11.4%	20
Over 8 times a year	28.0%	49

Q7: Do you agree that your participation in the work of this network has benefited you/your organisation in the following ways:

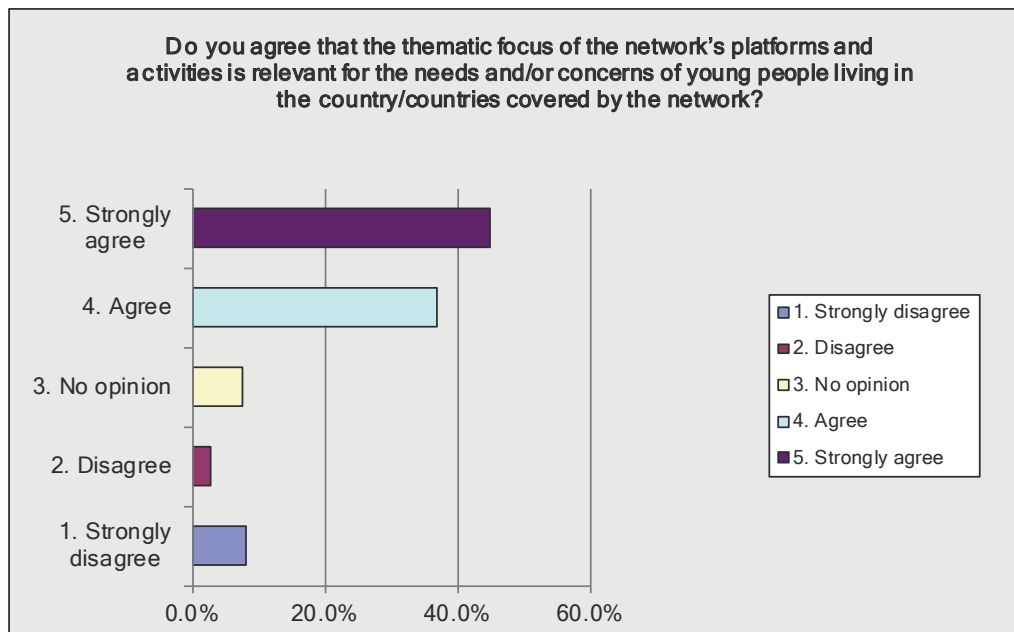
Answered: 183; skipped: 17



Answer Options	1. Strongly disagree	2. Disagree
A) Development of skills and knowledge in the thematic	9	10
B) Increased cooperation and networking with other	7	12
C) Promotion of the work of your organisation	7	19
D) Increased your opportunities for personal and	11	6

Q8: Do you agree that the thematic focus of the network's platforms and activities is relevant for the needs and/or concerns of young people living in the country/countries covered by the network?

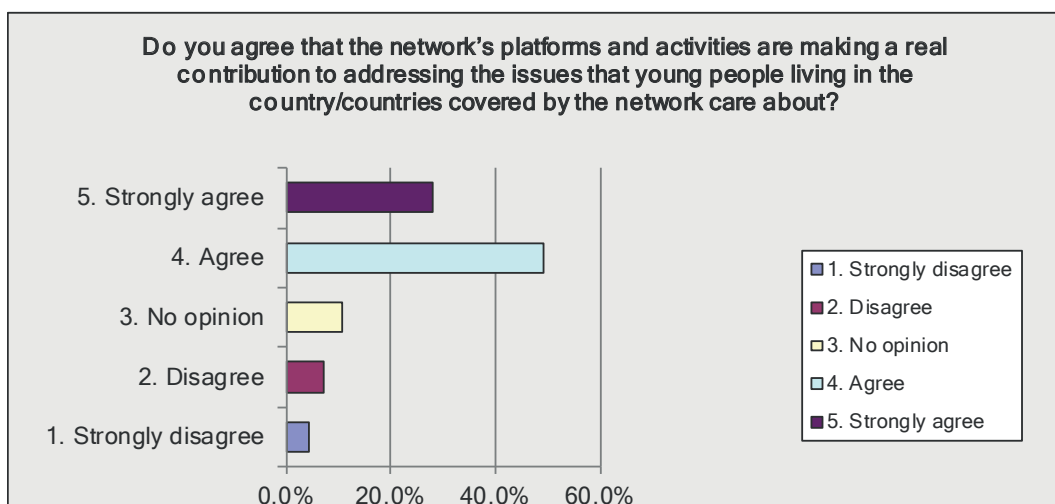
Answered: 185; skipped: 15



Answer Options	Response Percent	Response Count
1. Strongly disagree	4.5%	8
2. Disagree	7.3%	13
3. No opinion	10.7%	19
4. Agree	49.2%	87
5. Strongly agree	28.2%	50

Q9: Do you agree that the network's platforms and activities are making a real contribution to addressing the issues that young people living in the country/countries covered by the network care about?

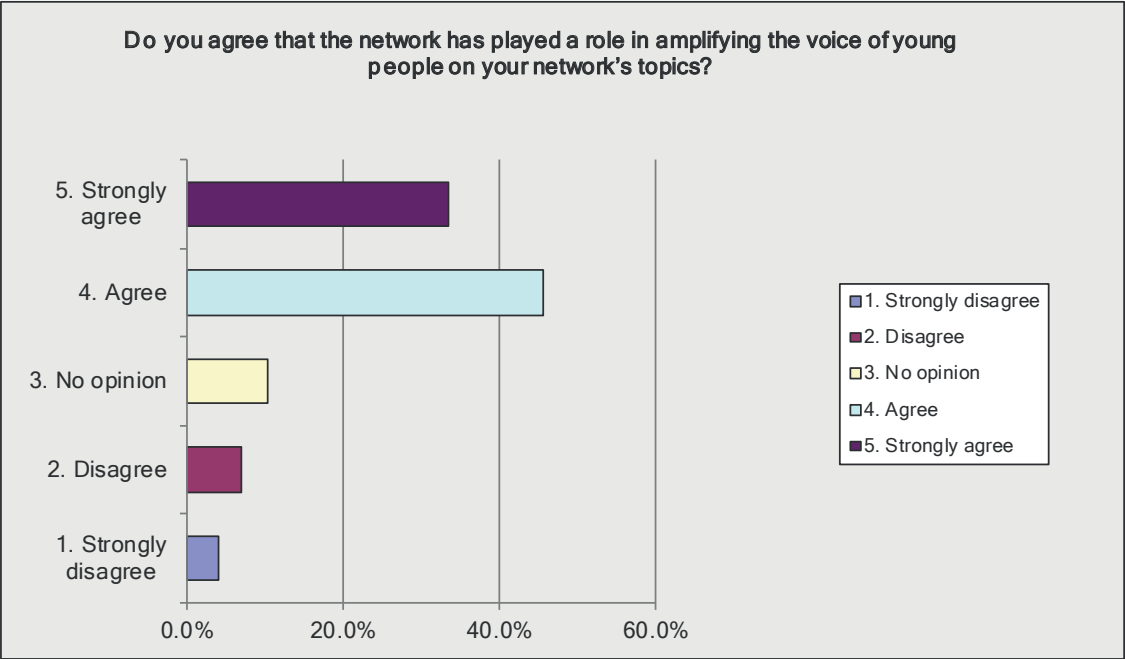
Answered: 177; Skipped: 23



Answer Options	Response Percent	Response Count
1. Strongly disagree	8.1%	15
2. Disagree	2.7%	5
3. No opinion	7.6%	14
4. Agree	36.8%	68
5. Strongly agree	44.9%	83

Q10: Do you agree that the network has played a role in amplifying the voice of young people on your network’s topics?

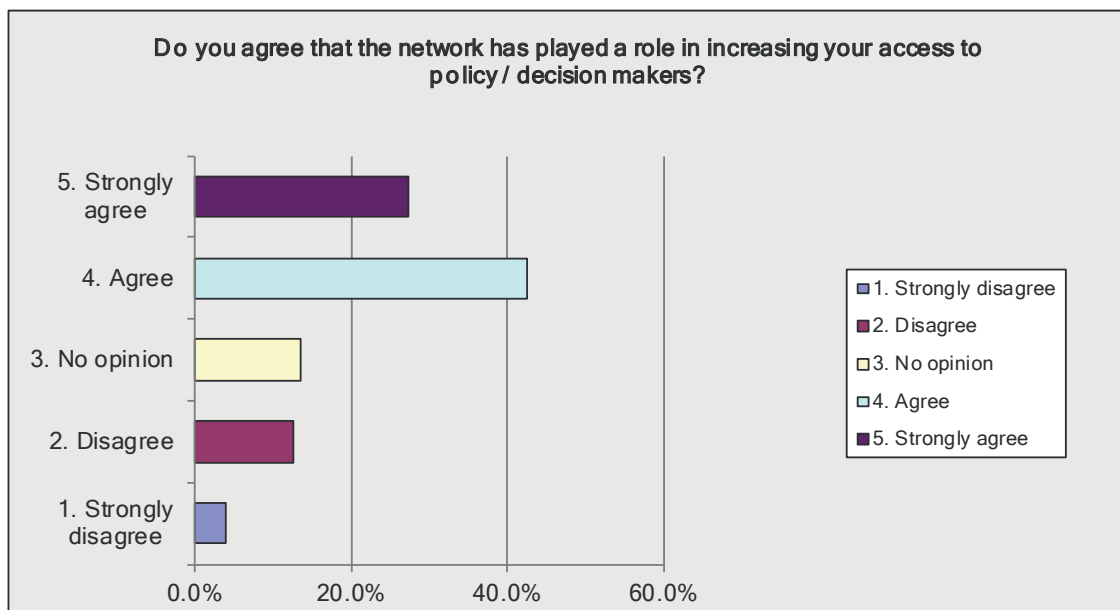
Answered: 176; skipped: 24



Answer Options	Response Percent	Response Count
1. Strongly disagree	4.5%	8
2. Disagree	7.3%	13
3. No opinion	10.7%	19
4. Agree	49.2%	87
5. Strongly agree	28.2%	50

Q11: Do you agree that the network has played a role in increasing your access to policy/decision makers?

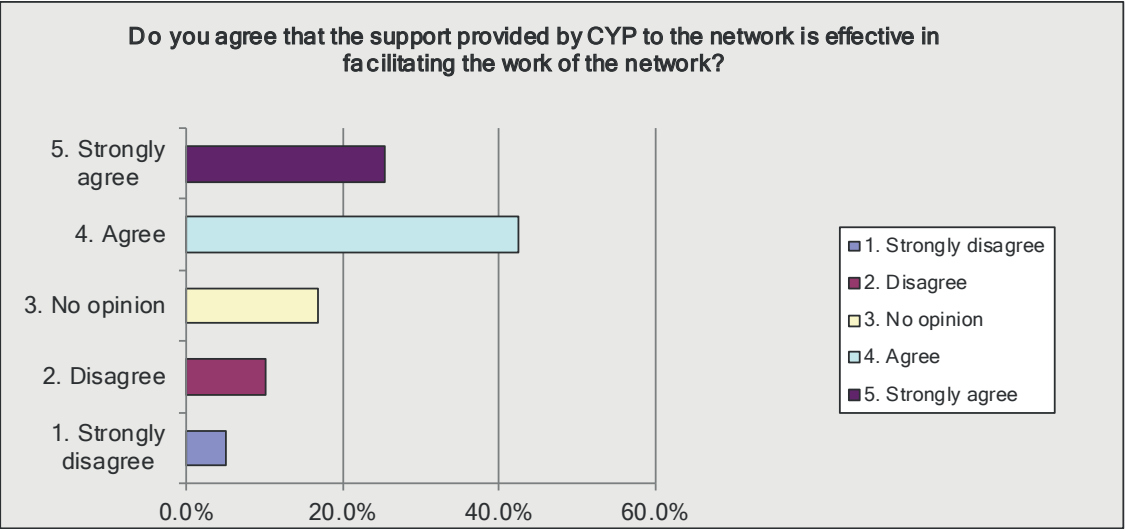
Answered: 176; skipped: 24



Answer Options	Response Percent	Response Count
1. Strongly disagree	4.0%	7
2. Disagree	6.8%	12
3. No opinion	10.2%	18
4. Agree	45.5%	80
5. Strongly agree	33.5%	59

Q12: Do you agree that the support provided by CYP to the network is effective in facilitating the work of the network?

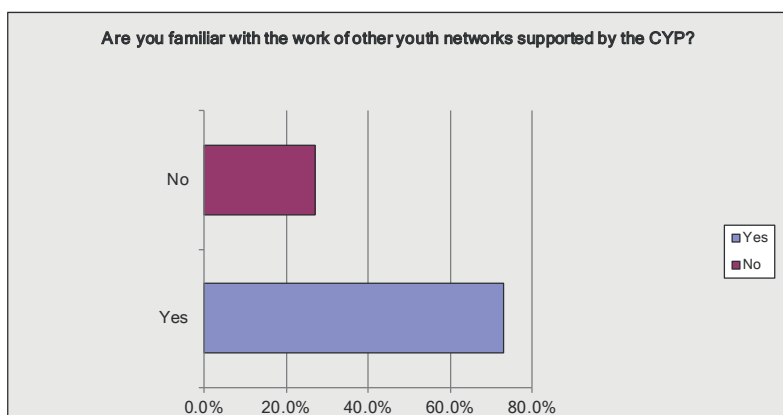
Answered: 177; skipped: 23



Answer Options	Response Percent	Response Count
1. Strongly disagree	4.0%	7
2. Disagree	12.5%	22
3. No opinion	13.6%	24
4. Agree	42.6%	75
5. Strongly agree	27.3%	48

Q13: Are you familiar with the work of other youth networks supported by the CYP?

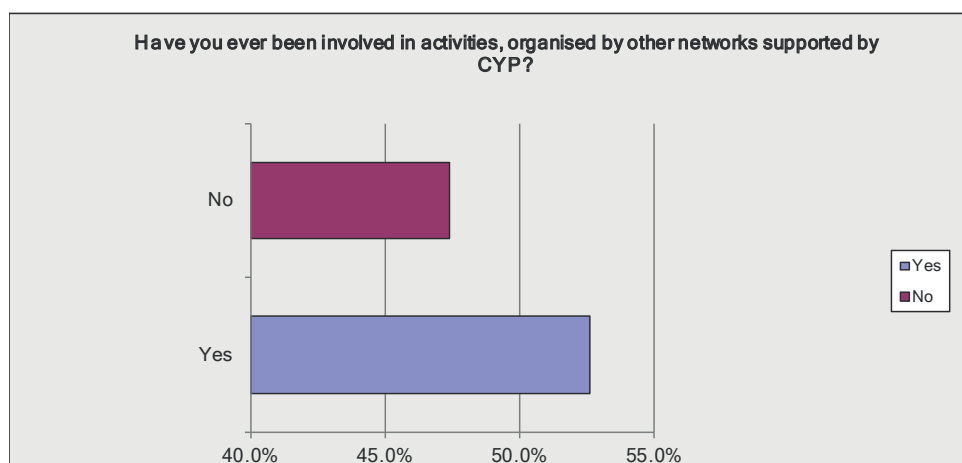
Answered: 174; skipped: 26



Answer Options	Response Percent	Response Count
1. Strongly disagree	5.1%	9
2. Disagree	10.2%	18
3. No opinion	16.9%	30
4. Agree	42.4%	75
5. Strongly agree	25.4%	45

Q14: Have you ever been involved in activities, organised by other networks supported by CYP?

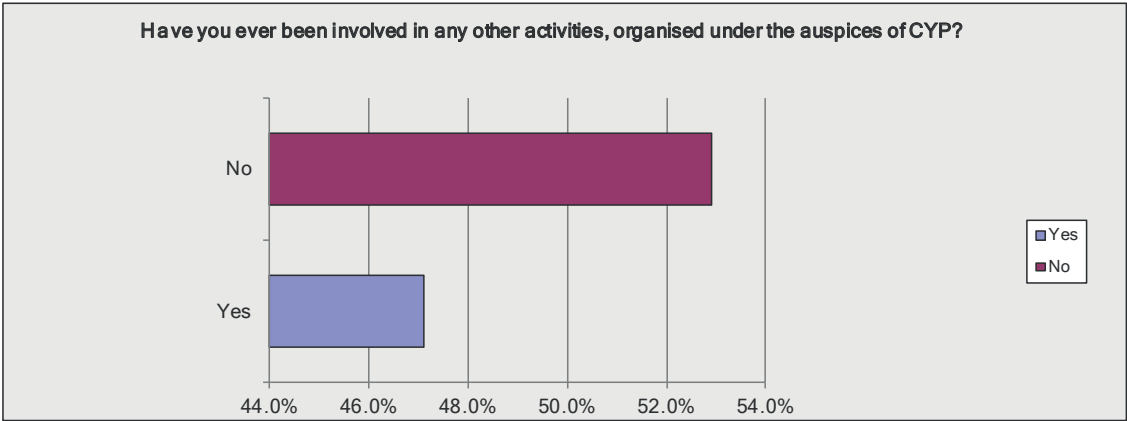
Answered: 175; skipped: 25



Answer Options	Response Percent	Response Count
Yes	73.0%	127
No	27.0%	47

Q15: Have you ever been involved in any other activities, organised under the auspices of CYP?

Answered: 174; skipped: 26

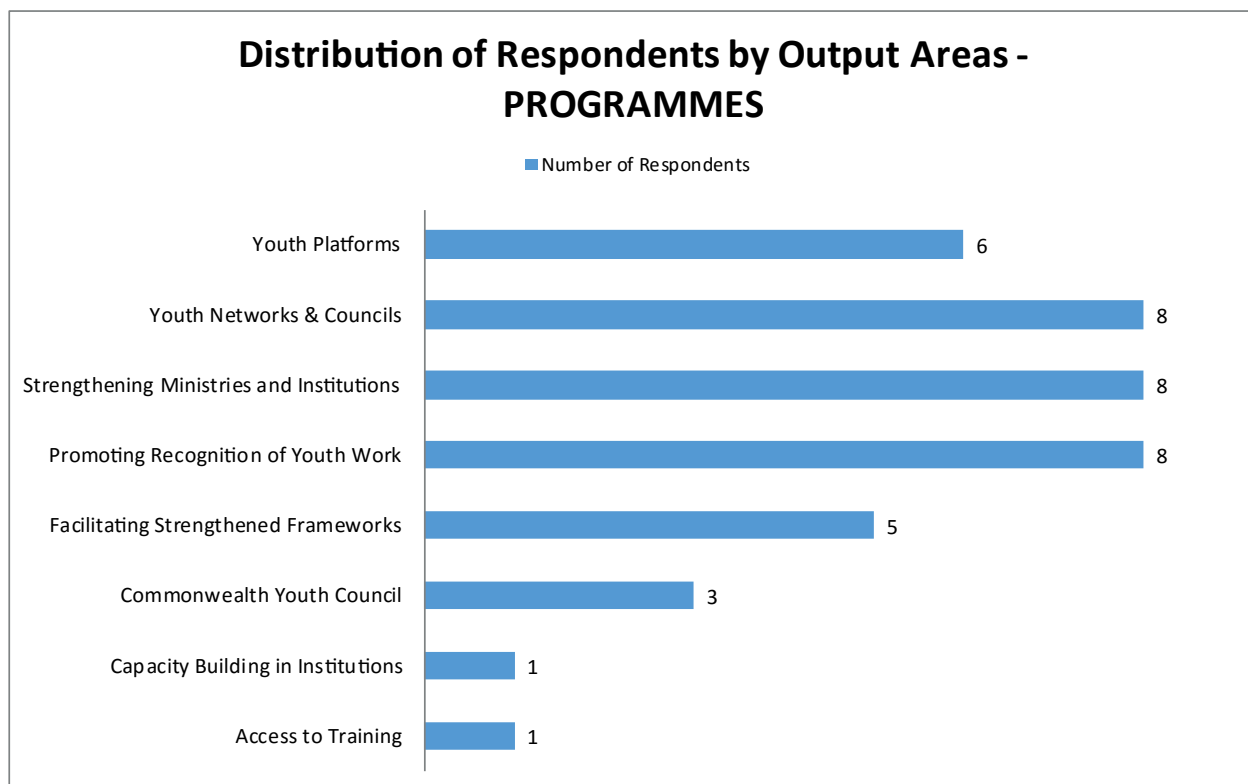
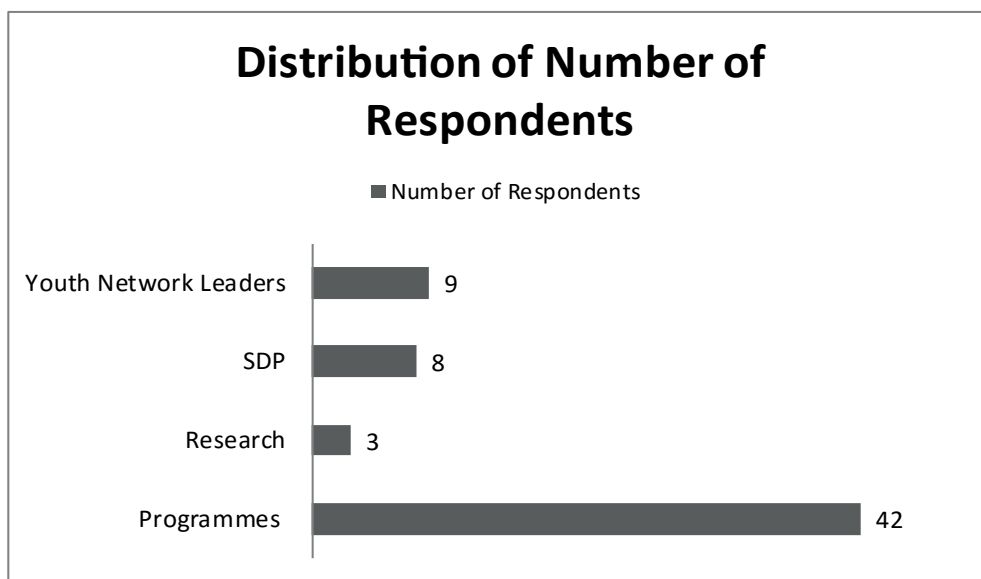


Answer Options	Response Percent	Response Count
Yes	47.1%	82
No	52.9%	92

Annex 5

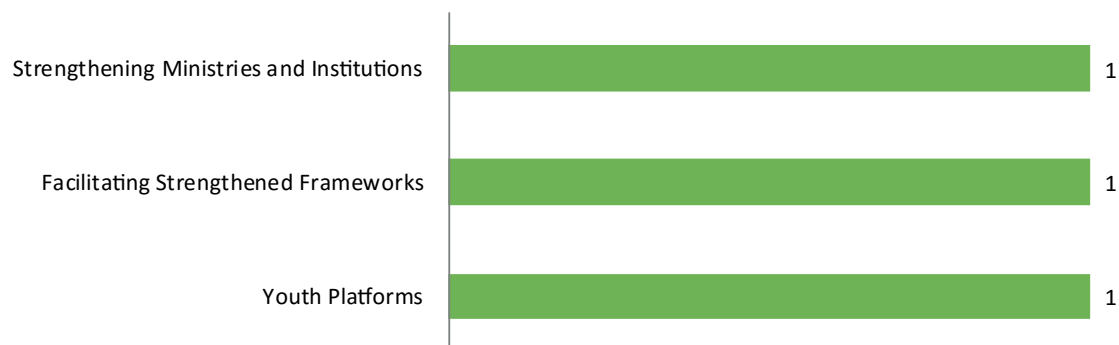
Distribution of respondents from key informants and leaders of youth networks

The following charts indicate the distribution of respondents per categories of stakeholder groups, based on the definitions provided in the Excel file of CYP stakeholders provided by YTH for the purpose of the stakeholder consultations.



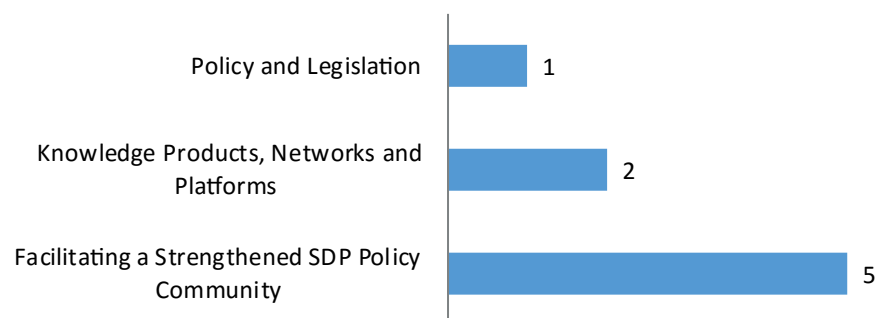
Distribution of Respondents by Output Areas - RESEARCH

■ Number of Respondents

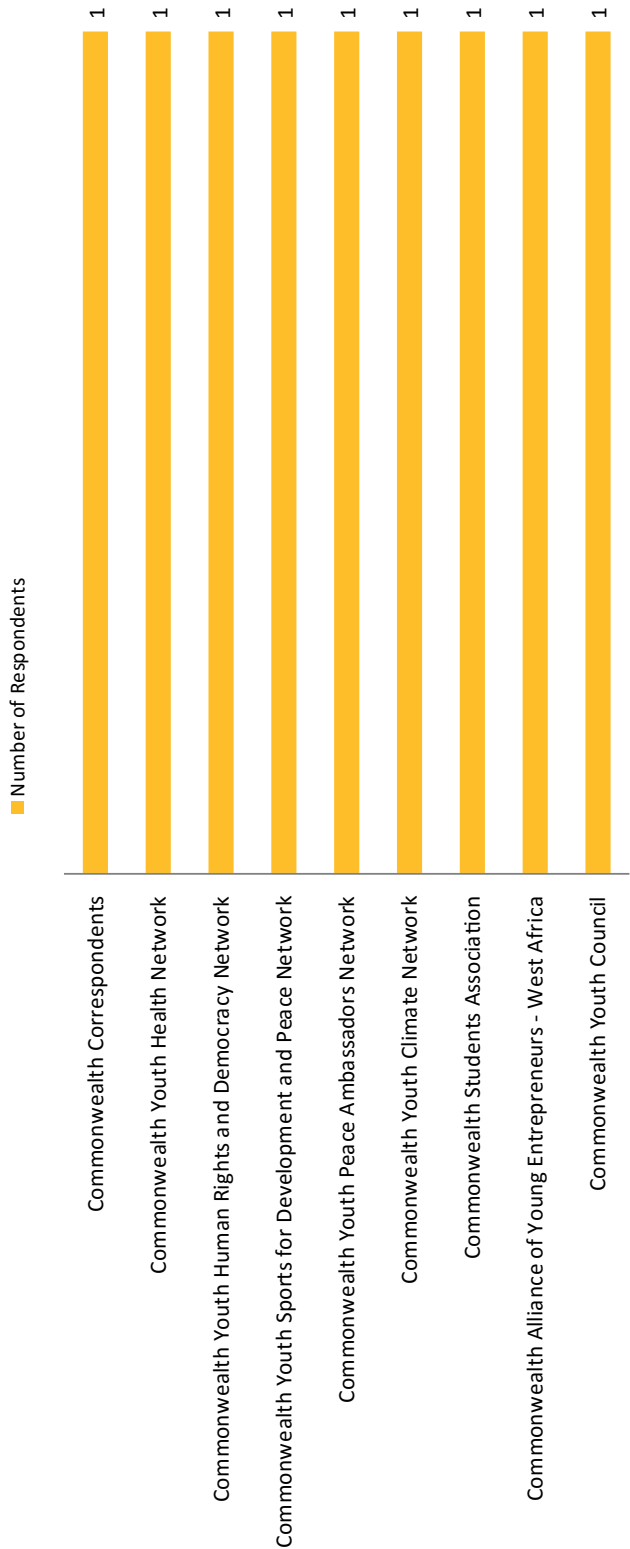


Distribution of Respondents by Output Areas - SDP

■ Number of Respondents



Distribution of Respondents by Output Areas - YTH



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The Commonwealth

Review of the Commonwealth Youth Programme

Management Response



The Commonwealth

Evaluation title	Review of the Commonwealth Youth Programme
Evaluation Published	February 2017
Management response prepared by	Economic, Youth and Sustainable Development Directorate
Management response approved by	Senior Management Committee

Overall comments

The Commonwealth Youth Programme's (CYP) evaluation provided the opportunity for the Secretariat to assess the relevance efficiency, effectiveness, impact and sustainability of the support provided by the Secretariat in advancing the CYP. The CYP is operating in a very dynamic youth sector that is faced with new and emerging challenges related to youth development. The CYPs strong legacy and success over the years has generated high expectations among a diverse stakeholder community.

The Secretariat organisationally has changed since the report. The CYP is now a part of the Social Policy Development section which falls within the Economic, Youth and Sustainable Development Directorate. These changes should continue to enhance the integration of youth policy into a wide range of public policy issues. The renewed focus on young people has improved. The 2018 CHOGM was heavily focused on young people and their policy priorities.

Since the evaluation report, the CYP has responded to the need to better cascade its work and sustain the impact of its interventions by reintroducing Ministers and senior officials in the governance framework; established youth worker national associations, invested in the use technology to address some of the reporting gaps among other actions. The CYP further plans to strengthen the M and E component of its work by including a dedicated officer to the function of M and E.

The CYP will continue to the recommendations of the report to enhance the overall impact of the programme.

Recommendation 1

The transition to the new operational model should be completed through the appointment of the Partnerships Manager and the four Regional Representatives envisaged in the proposed model.

Management Response**PARTIALLY AGREED**

Since the evaluation report, the CYP has been merged into a new section called the Social Policy Development. While the programme retains its focus on the young people of the Commonwealth as agreed in the MOU 2005, the CYP is better able to integrate the youth perspective into the health and education policy in member states.

The Secretariat (through the HR team) is reviewing the staffing/operational arrangements for the new section, which would include a focus on the CYP. As ministers and senior officials have expressed the need for the regional representatives, this will be factored into the HR review for the new section. There is a concern about the funding to support the role and function of the regional representatives.

Since the report, a new Partnership section has been established in the Secretariat, centralising the partnership function envisioned by the Partnership manager. The CYP has been working with the Secretariat's partnership team to accomplish the functions envisioned by the Partnership Manager. The Head of Section has included the responsibility for building partnerships in his work programme. Programme managers and staff are all encouraged to build and sustain partnerships both internally and externally.

Building strong regional partnerships with the intergovernmental organisations (AU, CARICOM, SPC, Council of Europe, ASEAN and SAARC) is a priority in the short term to bridge the gap left by the regional centres.

Recommendation 2

An internal review should be conducted by the Commonwealth Secretariat of the existing portfolio of responsibilities of the CYP in order to achieve a rationalisation of the CYP agenda that will render it in line with the available resources.

Management Response**AGREED**

The new Secretary General conducted a review of all programmes in the Secretariat at the start of her term in office. The recommendations of that review (including the work on youth policy) led to the creation of the 2017/18- 2020/21 Strategic plan.

The Secretariat under the four-year Strategic plan 2017/18- 2020/21 now produces an annual delivery plan outlining key outputs for each project agreed by the Board of Governors. The CYP Fund supports two projects: The Commonwealth Youth Programme (CYP) and Sports for Development and Peace (SDP).

	<p>The portfolio of responsibilities contained in the CYP MOU 2005 covers three core categories of work: capacity building, knowledge management and promotion of youth led activities.</p> <p>The CYP project is focused on four programme themes: Strengthening national youth polices, Promoting the professionalization of youth work, strengthening youth employment/entrepreneurship policy and supporting youth participation in development processes in order to harness the potential in the young people of the Commonwealth.</p> <p>The Sport for development and peace project is focused on establishing effective public policy frameworks and building the capacity of public officials in Sport for Development and Peace in order to maximise the positive potential of sport, and limit possible negative impacts on Commonwealth communities.</p> <p>There is broad agreement on the programme themes under the CYP. Rationalisation of the CYP agenda in line with available resources is reflected at the delivery stage of the project for e.g. fewer countries/regions are targeted in the delivery plan in line with available resources.</p>
<p>Recommendation 3</p> <p>An internal review should be conducted of the existing programmatic approach to CYP in order to address issues relating to results-based approach presented in the current report.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The CYP has been implementing the results based approach as part of a wider organisation action. An upgraded Project Management Information system has been put in place to support the results based approach in the CYP.</p> <p>To ensure adaptive learning, a Quarterly Performance Review and Support Mechanism has been established. It supports CYP to quarterly review programme output and outcome progress, efficient and prudent spending, records action logs and escalates key issues and risks. Programme management guidelines, covering the CYP project cycle have been revised for the 2018/2019 Delivery Plan.</p> <p>In the current Delivery Plan, we have made country evaluations and country reporting more systematic to capture programme impact at country level. CYP participates in the country evaluation reporting.</p> <p>In 2018/2019 the CYP invested in the training of youth leaders in RBM approach and have invested in Mobile technology to support more systematic reporting of youth networks in the field. This will further help CYP and the young people it serves to become more accountable.</p> <p>A reporting framework has been agreed by Ministers to support results reporting against Ministerial and CHOGM commitments as part of the new ministerial taskforce.</p>

Recommendation 4

The report notes the need for greater support to be afforded to implementing CYP activities to strengthen the ‘cascading’ of outcomes and the attainment of impact and sustainability.

Management Response**AGREED**

In the absence of regional centres, the CYP will focus working with regional inter-governmental organisations, at the national level (with governments, national youth work associations and youth led bodies) and through networks.

There is now a 10-member ministerial taskforce in place committed to assisting with cascading the outcomes to national level. The regional intergovernmental organisations are now an integral part of the delivery process.

A new Commonwealth Alliance of Youth Work Associations with 14 national associations has been formed to complement the Commonwealth Youth Council and Youth Network.

Eighteen national tertiary institutions have been engaged to promote training in youth work and to sustain work on the education in youth work.

These actions are intended to strengthen the cascading of outcome, the attainment of impact and sustainability. The overall challenge is that these in

Recommendation 5

There should be an evaluation cycle mapped against the Commonwealth Secretariat Strategic Plan under which mid-term and final evaluations of the key areas of CYP activity can be conducted.

Management Response**AGREED**

The Secretariat is committed to evaluating its work and impact at the national level. As part of recommendation 3- the Secretariat conducts country evaluations in order to capture the results of its programme work.

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