

# Evaluation of the UN-HABITAT Youth Programme & Urban Youth Fund



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Evaluation Report 2/2011  
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## ACRONYMS

ED	Executive Director
ENOF	Enhanced Normative and Operational Framework
FIFA	Fédération Internationale de Football Association
GLTN	Global Land Tool Network
HVWSHE	Human Values Based Water, Sanitation and Hygiene Education
ILO	International Labour Organization
KEWLAT	Kenyan Women's Land Access Trust
MDGs	Millennium Development Goals
MOT	Messengers of Truth
MTSIP	MediumTerm Strategic and Institutional Plan
NGO	Non-governmental organization
PYB	Partners and Youth Branch
RMU	Resource Mobilization Unit
SEAMEO	South-East Asia Ministers of Education Organization
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Fund
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNV	United Nations Volunteers
UPMG	Urban Planning, Management and Governance
UYF	Urban Youth Fund
WAFC	"We Are the Future" Centre
WHO	World Health Organization
YAB	Youth Advisory Board
YEP	Youth Empowerment Programme
YES	Youth Entrepreneurship and Sustainability



UN-HABITAT has made youth a target beneficiary in its work, as young people are the largest grouping affected by urban problems such as crime, insecurity and unemployment; young people account for up to 60 per cent of the urban population in many developing countries.

## EXECUTIVE SUMMARY



### A. INTRODUCTION

1. This evaluation of the UN-HABITAT Youth Programme was mandated by UN-HABITAT Governing Council resolution 21/6, which, among other things, requested the Executive Director to establish the Opportunities Fund for Urban Youth-led Development, and undertake an evaluation of the operation of the special fund and to submit a report thereon to the Governing Council at its twenty-third session in April 2011. Resolution 22/4 of April 2009 reiterated this request. The evaluation was conducted by external consultants Dr. Miller and Professor Van Vliet between October 2010 and February 2011.
2. In examining the wider programmatic context of the Opportunities Fund for Urban Youth-led Development, the terms of reference for this evaluation, as set out in annex I to the present report, called for the assessment of the UN-HABITAT Youth Programme in general and the evaluation of the Opportunities Fund for Urban Youth-led Development (also referred to as the Urban Youth Fund) in particular. The main objectives of the evaluation were:
  - (a) To assess the relevance of the work carried out by UN-HABITAT with urban youth;
  - (b) To review the integration of youth issues in the normative and operational work of UN-HABITAT;
  - (c) To evaluate the operations of the Urban Youth Fund;
  - (d) To review the normative and operational performance of the youth empowerment initiatives of UN-HABITAT.
3. The present report sets out the findings of the evaluation of the UN-HABITAT Youth Programme, focusing mainly on the Opportunities Fund for Urban Youth-led Development. It is intended to provide information on accountability and experiences, and to help improve the performance of the Youth Programme and the Urban Youth Fund. The principal target audiences for the report are the Governing Council, which had requested the evaluation, the managers of UN-HABITAT, potential donors to the Youth Programme, beneficiaries of the Urban Youth Fund and other Habitat Agenda Partners.



4. The Government of Norway has been the main funding source for the Youth Programme, which is currently being implemented in Latin America and the Caribbean, and also in Asia and the Pacific and in African and Arab States. The initial amount of USD 220,000 for the youth empowerment projects was provided in 2003 and there have also been contributions in kind from municipalities in which the projects are being implemented. The United Nations Secretary - General, Mr. Ban Ki-moon, donated USD 100,000 to UN-HABITAT for employment projects. A total of USD 500,000 to support the “We Are the Future” centres was donated by Starbucks.

## B. CONTEXT AND BACKGROUND

5. The intensified focus on youth within UN-HABITAT has been influenced by a number of factors. In particular, young people constitute over 70 per cent of the urban population in many developing countries. In the Habitat Agenda, adopted at Habitat II in Istanbul in 1996, global leaders called for specific attention to be paid to the needs of youth with regard to their living environment. Certain paragraphs (e.g., 45, 113 and 120) of that Agenda commit UN-HABITAT to work in partnership with young people in human settlements management and development using participatory approaches.
6. To enhance the gains achieved by working with partners in the wake of Habitat II, General Assembly resolution 56/206 of December 2001 called for the adoption of a cross-cutting perspective on concerns related to gender and youth within UN-HABITAT. Governing Council resolution 18/3 requested the enhancement of UN-HABITAT partnership and engagement with young people. Resolution 19/13 of 2005 proposed the establishment of a mechanism enabling consultation with young people and contributing to the work of UN-HABITAT and the development of a strategy to enhance youth engagement. Resolution 19/13 also called for the participation of youth organizations at important meetings of UN-HABITAT. Youth issues have been at the forefront of the planning instruments of UN-HABITAT: its strategic frameworks, work programme and budgets.
7. In 2005, by its resolution 20/1, the UN-HABITAT Governing Council requested the Executive Director to finalize the Youth Strategy for Enhanced Engagement. The strategy has been implemented through the medium of various youth-focused normative and operational programmes, including the mainstreaming of youth issues into other UN-HABITAT divisional work, by fostering inter-agency collaboration and partnerships and involving young people in the policy formulation of the work of UN-HABITAT through the Youth Advisory Board.
8. In 2007, UN-HABITAT was asked to establish a special fund, which was set up in 2008, entitled the Opportunities Fund for Urban Youth-led Development, whose goal was to support youth-led initiatives. Other initiatives that are being implemented, include youth empowerment pilot projects such as the so-called “One Stop” centres; the “We Are the Future” centres; the “Messengers of Truth” centres; sports and recreation centres and “Moonbeam Training” centres. In the context of the mid-term strategic and institutional plan for 2008–2013, the issue of youth is perceived as cross-cutting in nature, as reflected in the implementation of the Enhanced Normative and Operational Framework.

## C. METHODOLOGY

9. The evidence used in this evaluation is drawn from a variety of sources, including data collected through desk reviews of relevant documents; interviews with Habitat Programme Managers, other staff and key

stakeholders; field visits to project sites in Nairobi; supplemental phone interviews; followup e-mails and telephone interviews; and web-based surveys of the Urban Youth Fund beneficiaries, Youth Advisory Board members, UN-HABITAT senior managers and national Habitat Programme Managers. More than 70 individuals were engaged in fieldwork in Nairobi, including 25 young people in three separate focus groups, over a period of 14 days.

10. There were limitations to this evaluation: as only one day was spent in the field there was a lack of extensive onsite observations, and the documentation on outcomes was also limited. Time constraints made it impossible to hold face-to-face discussions with stakeholders concerning the extent to which the target groups of the Urban Youth Fund actually benefited.

## D. KEY FINDINGS

### RELEVANCE OF UN-HABITAT WORK WITH URBAN YOUTH

11. UN-HABITAT has made youth a target beneficiary in its work, as young people are the largest grouping affected by urban problems such as crime, insecurity and unemployment; young people account for up to 60 per cent of the urban population in many developing countries. The first state of urban youth report, State of the Urban Youth 2010/2011, confirms that young people are disproportionately affected by major urban problems (e.g., crime, insecurity and drug abuse), as both perpetrators and victims.
12. UN-HABITAT is bridging an important gap by mobilizing young people through engaging them in a variety of empowerment initiatives such as youth-related policy formulation, capacity building and meaningful engagement in decision-making and other governance mechanisms, and also in the design and implementation of urban youth-led development initiatives. The youth empowerment programmes, as observed by Kruse and Okpala (2007), have been dynamic and relevant and have been instrumental in catalysing certain national and local government efforts. The support of UN-HABITAT in terms of resources is essential in enabling young people to realize the potential that they have to contribute to solving urban problems.
13. The relevance of the youth question to UN-HABITAT is reflected in the upgrading of its NGO Unit into the Partners and Youth Section in 2002, which was later upgraded to the Partners and Youth Branch in 2010. At present, the Youth Programme is the major component of the Partners and Youth Branch in terms of external funding, staff size, activity level and visibility. In recognizing that young people are agents of development, UN-HABITAT has entrenched youth initiatives in the changing paradigms of its work in urban issues aimed at reducing and eliminating settlement problems, which are partly connected with youth issues. Lessons learned from the various pilot activities confirm that young people are neither a burden nor a problem, although they are sometimes viewed as such, but rather a resource and opportunity through which UN-HABITAT can advance sustainable urbanization. The UN-HABITAT Youth Programme is motivated by this progressive view, seeking to mobilize and develop urban youth as a positive resource.
14. At the policy making level, the Youth Programme has raised the profile of youth issues globally, for example, through the State of Urban Youth Report, and has mobilized numerous youth organizations and their members to participate in urban development processes. Evaluation findings indicate that much has been accomplished through the Youth Programme. The initiatives to date have largely been the cumulative expression of the values and

commitments of a few individuals. The time has come to weave this commitment more fully into the institutional fabric of the organization as a whole through an agreed upon and clearly communicated vision. Now is the time to act.

### **MAINSTREAMING OF YOUTH ISSUES IN THE NORMATIVE AND OPERATIONAL WORK OF UN-HABITAT**

15. To embrace young people as active partners in all its activities and policies, UN-HABITAT has made the youth question a cross-cutting issue of concern. In 2007, by paragraph 4 of its resolution 21/6, the Governing Council requested the Executive Director to mainstream age-related instruments in the overall work programme of the UN-HABITAT in line with its medium-term strategic institutional plan (MTSIP), 2008-2013.
16. The mainstreaming of youth engagement into urban issues provides a far-reaching opportunity for UN-HABITAT to position itself at the leading edge in the global drive towards sustainable urban development and attainment of the Millennium Development Goals (MDGs) through youth empowerment. To date considerable progress has been made and is continuing in the mainstreaming of youth activities in UN-HABITAT work through both normative and programmatic activities.

### **INTERDIVISIONAL COLLABORATION**

17. An interdivisional consultation on mainstreaming youth concerns in UN-HABITAT work, jointly undertaken by the Partners and Youth Branch and other units, explored the possible outcomes of synergistic activities. This consultation led to a proposal for the establishment of a coherent strategic framework for youth mainstreaming relying on partnership support in water and sanitation, housing and infrastructure, environmental management,

land rights and governance. In terms of internal collaboration, a number of UN-HABITAT programmes are involved in joint activities with the Youth Programme. There is collaboration, for example, between the Youth Unit and the Urban and Environmental Planning Branch on issues concerning youth and climate change initiatives in four of the cities where Youth Programme activities are being implemented. The Shelter Branch – working under the auspices of the Global Land Tool Network (GLTN) and together with the Safer Cities Programme and the Partners and Youth Branch – has launched the “Youth for a Safer Africa” and “Dream Balls” initiatives. The Urban Youth Fund is engaged in 15 collaborative projects with other UN-HABITAT programmes and units, more than any other body.

18. Notwithstanding all its accomplishments, interdivisional collaboration also faces challenges. Senior managers were of the opinion that the Partners and Youth Branch, as currently configured, lacked a clear organizational identity and suggested that part of the branch concerned with youth activities would function more efficiently if established as an independent unit with its own budget and work programme. According to the Peer Review report (2010) of the implementation of the Medium-term Strategic and Institutional Plan (2008–2013), intra-organization collaboration on youth issues was uneven in terms of uniformity, quality and focus on the Enhanced Normative and Operational Framework. This was attributed to the lack of a standardized strategy or policy papers of the Medium-term Strategic and Institutional Plan focus areas.

### **STATE OF URBAN YOUTH REPORT**

19. In accordance with Governing Council resolution 22/6, UN-HABITAT has closely examined urban youth development issues in the global report on human settlements and the state of the world’s

cities report. The first report State of the Urban Youth 2010/2011, initially conceived as a supplement to the state of the world's cities report, was published as stand-alone document, in order to give due weight to the importance of youth issues. The report was launched at the 2010 World Urban Youth Assembly as a special supplement to the state of the world cities report and, as such, has significant political potential to influence policy.

20. The State of Urban Youth report is of great relevance as it covers important issues concerning young people residing in urban settlements. It has attracted extensive interest, is distributed worldwide and is available online. It provides a good opportunity for raising awareness of youth issues across the world and to demonstrate the primacy of UN-HABITAT as the repository of information about urban youth throughout the world. However, it has weaknesses, including the lack of a specific target audience, the inclusion of some irrelevant materials and the use of ineffective research methods. This evaluation recommends that the same thematic message should be delivered in the report but that the issues should be considered from the specific perspective of young people. It should also cover the most recent outcomes of the UN-HABITAT normative and operational youth programme activities.

#### YOUTH ADVISORY BOARD

21. The Youth Advisory Board was established in 2009 at the World Urban Forum in Nanjing, China, and launched at the twenty-second session of the UN-HABITAT Governing Council in April 2009. The elected members of the board consist of young people who are engaging and integrating youth issues into UN-HABITAT governance processes through a number of initiatives, mainly through Governing Council resolutions,

World Habitat Day and World Urban Forum events.

22. Three Youth Advisory Board members sit on the UN-HABITAT International Advisory Committee of the Opportunities Fund for Urban Youth-led Development. Youth delegates drafted the 2010 youth statement delivered at the closing ceremonies of the Forum. The Youth Advisory Board has participated in many programmes; they have acted as advisors in the selection of programmes to be funded by the Urban Youth Fund and have taken part as panelists in the World Urban Forum sessions, they have attended Governing Council meetings and acted as advocates for the UN-HABITAT mission at World Habitat Day and the World Youth Congress.
23. The challenges faced by the Youth Advisory Board include a lack of regular consultations among board members and between board members and UN-HABITAT staff; a lack of focus within the training programmes for Youth Advisory Board members; and a lack of information that would enable assessment of the effectiveness of the board.

#### "ONE STOP" CENTRES AND "WE ARE THE FUTURE" CENTRES

24. The UN-HABITAT "One Stop" and "We Are the Future" youth centres share a common goal: to assist young people in improving their own lives and the lives of members of their communities. Active youth centres have been set up in Nairobi, Dar es Salaam and Kampala. "We Are the Future" centres are located in post-conflict countries, in Addis Ababa, Kigali and Freetown, to support affected children and provide intergenerational programming.
25. In addition to general business training, the youth centres offer computer skills, crime prevention and reproductive counseling. "We Are the Future" centres offer training courses on community health, agriculture,

nutrition, arts, sports and information technology. Many young people have been reached through these centres, although it is also true that challenges have been encountered, such as planned activities that have not been implemented; resources that have been spread too thinly to ensure adequate supplies and expenses for youth trainers; sporadic involvement on the part of municipal councils; changes among the UN-HABITAT contact staff; an absence of actual evidence on the impacts of the centres on livelihoods for young people and jobs for the alumni of youth training programmes.

### MOONBEAM YOUTH TRAINING CENTRE

26. The Moonbeam Youth Training Centre was set up in 2008 with a USD 100,000 grant from the United Nations Secretary-General, Mr. Ban Ki-moon, to assist 100 young people in the Kibera slum in Kenya, by training them in construction work, business development and information and communication technology.
27. The Moonbeam Centre has recorded impressive gains, including the construction of a youth centre. Young people from partner organizations have also been trained. The Centre has a relationship with the Kenyan Slum Upgrading Programme, jointly implemented with UN-HABITAT that is contributing to the country's "Vision 2030". According to progress reports and press releases, the Moonbeam Youth Training Centre has now trained more than 400 young people; 42 of the beneficiaries have established small business enterprises, including health centres. The feedback from the beneficiaries indicates that over 100 young people trained in technical skills are currently employed, while others have managed to find part time work in the construction industry. The project has, nevertheless, been plagued by various operational issues, including insufficient new funding and delays in the disbursement of

finances; confusion about the involvement of youth in programme decision-making; a shortage of credible evaluation to identify best practices; and a lack of clarity as to the intended input by UN-HABITAT into the project.

### MESSENGERS OF TRUTH

28. The Messengers of Truth programme was designed to raise the awareness of people, young and old, as to the mission of UN-HABITAT, by enlisting well-known hip-hop and other artists as advocates. The Messengers of Truth concept is modeled on the United Nations Goodwill Ambassadors and Messengers of Peace programmes.
29. The Messengers of Truth programme, managed by the Partners and Youth Branch, has been successful in recruiting close to 20 well-known artists, involving spin-offs from the original art forms, and participating in awareness raising on the plight of youth in such events as the Barcelona Hip Hop Encounter, the World Cup Forum Concert in Rio (2010), the World Youth Day Concert in Istanbul (2010) and the United Nations Pavilion Concert in Shanghai (2010). The main challenge is how to transform the programme from a public relations event to a forum in which the entertainers focus on their role within UN-HABITAT. This will be difficult to surmount, given that none of the staff members from the Partners and Youth branch are assigned to attend the Messenger of Truth programme performance and the fact that there is little overall organization support for the programme.

### SPORTS AND RECREATION

30. Pursuant to the Habitat Agenda, sports and recreation are cross-cutting issues in the Partners and Youth Branch, designed to promote youth involvement in local governance and the improvement of human settlements, and pursuant to Governing Council resolutions 19/3 and 20/1 that

invite partners to bring on young people as solvers of urban problems. Although many of the youth centres and youth fund recipients incorporate sports as part of their programme activities, the sports and recreation function is stand-alone activity of the Partners and Youth branch.

31. Sports have been deployed as a way of engaging urban youth because of the passions that they inspire and the entertainment, health and economic benefits that accrue from them. By means of various partnerships within and without UN-HABITAT, sports have been used as a magnet to attract young people to United Nations events such as International Youth Day, World Habitat Day and Celebrating the African Child. During the 2010 World Cup in South Africa, there was a full day of soccer that spotlighted the UN-HABITAT message through partnerships with the Safer Cities Programme, the Right to Play and the Partners and Youth Branch. It is asserted, although with no real foundation, that sports have “changed policies in family shelters to admit teenagers, assisting a local shelter to build a safer building with improved services for children and teens, partnering with national organizations to increase homeless education funding”.<sup>1</sup> Up until the present day, however, the sports and recreation programme has few apparent best practices and no demonstrable outcomes reflecting any improvement in urban life for young people or their families.

### **OPPORTUNITIES FUND FOR URBAN YOUTH-LED DEVELOPMENT**

32. By its resolution 21/6, the Governing Council requested the Executive Director to establish a special fund within UN-HABITAT, to be designated the “Opportunities Fund for Urban Youth-led Development” also known as the Urban Youth Fund. The Fund

was intended to provide support in the following areas:

- (a) Mobilizing young people to help strengthen youth-related policy formulation;
  - (b) Building the capacities of Governments, non-governmental organizations, civil society organizations and private sector entities at all levels to ensure a better response to the needs and issues of young people;
  - (c) Supporting the development of interest-based information and communication-oriented networks;
  - (d) Piloting and demonstrating new and innovative approaches to employment, good governance, adequate shelter and secure tenure;
  - (e) Sharing and exchanging information on best practices;
  - (f) Facilitating vocational training and credit mechanisms, in collaboration with the private sector and in cooperation with other United Nations bodies and stakeholders, to promote entrepreneurship and employment for young people;
  - (g) Promoting gender mainstreaming in all activities involving urban youth.
33. The Urban Youth Fund was launched on 4 November 2008 at the World Urban Forum in Nanjing, China, targeting non-profit organizations led by young people in Latin America and the Caribbean, Asia and the Pacific and African and Arab States. It is financed by the Government of Norway, which allocated USD 2 million for a pilot phase (2009–2011), to be renewed for 2012–2013. In August 2010, the Urban Youth Fund spent USD 1,756,593, of which USD 874,689 went towards grants awarded in 2009 to youth-led projects and the remainder went on personnel and

<sup>1</sup> “UN-HABITAT Sports Strategy.” (anon, n.d.)

administration (USD 340,660) and activities in support of youth groups (USD 341,244).

### **MOBILIZING YOUNG PEOPLE IN POLICY FORMULATION**

34. UN-HABITAT has been instrumental in designing and initiating the Urban Youth Fund. As mandated by paragraph 3 of Governing Council resolution 21/6, the Urban Youth Fund has established a governance structure comprising the Fund secretariat, the Steering Committee and the Advisory Committee. Both committees have young people as members, a practice that is in accordance with the UN-HABITAT commitment to engage young people in policy affairs that affect their lives. They have had meetings, although not on a regular basis, have been briefed by the Secretariat on the operations of the Fund and have participated in the making of final decisions regarding the selection of projects during the first and second rounds of applications for funding.
35. The main challenge faced is the limited level of youth participation in policy formulation – partly due to a lack of research and information on best practices in youth-led programmes. The Urban Youth Fund is therefore a long way from mainstreaming youth into the development of policies and strategies in terms of the UN-HABITAT mandate. The recent publication of the paper entitled “State of urban youth – leveling the playing field: inequality of youth opportunities” is, however, a clear demonstration of the organization’s recognition that young people make up the majority of the population of many world cities and are the catalysts of sustainable urbanization. This report has helped enhance the exchange of ideas and resources between youth organizations, and helped policymakers understand the role of young people in sustainable cities.

### **BUILDING THE CAPACITY OF PARTNER ORGANIZATIONS**

36. The Urban Youth Fund provides close to USD 1 million per year, through competitive bidding, for urban youth-led non-profit organizations. This funding has been instrumental in catalysing interest in urban youth issues, and encouraging activities in those sectors, especially from all levels of Governments, non-governmental organizations, civil society organizations and private sector entities to provide support for the needs of urban youth. There have been two calls for proposals seeking funding. During the first call, more than 1,100 applications from youth-led programmes were received. Owing to funding limitations, however, only 63 youth-led projects from 33 countries were awarded grants, to the tune of USD 960,000 mainly directed towards supporting youth employment and entrepreneurship.
37. Following the second call for proposals, 51 projects worth USD 893,000 were approved. A total of 118 youth organizations have thus far received funds from the two rounds of awards. Available funding, however, is woefully inadequate to meet the high demand and tackle the wide variety of targets set out in Governing Council resolution 21/6. The grants awarded have favoured projects that deal with job creation and skills building, a sensible approach in that income generation is fundamental to the participation of young people in sustainable urbanization.
38. In response to the call to “strengthen further the institutional management and operations of the Fund and build the capacities of regional partners to manage the Fund better” (Governing Council resolution 22/4, paragraph 4 (a)), the Urban Youth Fund in January 2010 sponsored training for English-speaking African beneficiaries, which took place in Naivasha, Kenya. Twenty-five participants from more than 10

African countries received training in project management, financial management, evaluation and reporting and, in addition, they shared ideas on best practices in youth-led development. A similar course of training for French-speaking African beneficiaries took place in Yaoundé, Cameroon, in February 2010. Another training session, held in Dar-es-Salaam, United Republic of Tanzania, in December 2010, drew participants from Ethiopia, Ghana, Kenya, Nigeria, Palestine, Rwanda, Sierra Leone, Uganda, United Republic of Tanzania, Yemen and Zimbabwe.

### SUPPORTING INFORMATION AND COMMUNICATION NETWORKS

39. The Urban Youth Fund is reaching young people, youth leaders and others through the use of different media, including media channels that are particularly popular with young people. The first call for proposals seeking funding was made through the press and sent to approximately 30,000 e-mail addresses of youth organizations and activists. Application documents were also made available on the website of the Fund in English, French and Spanish.
40. The second call for proposals was promoted through a newly created Fund website, a press release, newspaper advertisements in 25 countries, mass mailing to 50,000 e-mails, and personal e-mails to more than 50 partners, advertising on Google and Facebook and promotion at the World Urban Youth Assembly. The 51 projects approved, worth USD 893,000, were announced on the International Youth Day 12 August 2010.
41. UN-HABITAT has established a global youth help desk, at the internet address [www.globalyouthdesk.org](http://www.globalyouthdesk.org), a web-based information hub that facilitates the accumulation of knowledge of best practices for sharing among youth leaders and well-wishers. The help desk provides users with self-learning

modules, training materials and information on youth programmes.

### SHARING AND EXCHANGE OF INFORMATION ON BEST PRACTICES

42. The proposals submitted for 2010 funding were generally of a higher quality, as about 38 per cent of them met the eligibility criteria, a marked improvement over the situation in 2009, when only 28 per cent had been found to be eligible. The number of applications to the Urban Youth Fund rose by 40 per cent to 1,563 between 2009 and 2010, Fifty-one projects from 31 countries were given funding to a total of USD 893,000. This change has been attributed to the application of lessons learned. The evaluation also attributed the more favourable experience of beneficiaries in the second round of the Urban Youth Fund grants to improvements made by the Secretariat, in the award process in the light of insights gained during the first round. Improvement resulting from lessons learned is also significant as it illustrates the essential linkage between normative and operational activities.
43. Feedback from progress reports on the 2009 funding process revealed that some beneficiaries had voluntarily shared what they had learned, providing insights that will be useful to the future operations of the Urban Youth Fund and to other youth-led organizations. An overwhelming majority of the beneficiaries reported that their programmes had improved the lives of the young people involved (95 per cent) and the communities in which they live and work (88 per cent).
44. Operational guidelines outlining the rules governing the Fund were produced in 2009. These were incorporated into the "UN-HABITAT Opportunities Fund for Urban Youth Development Management Handbook", which contains details concerning the eligibility of applicants,



the evaluation of applications, the disbursement of grants and the monitoring and evaluation of beneficiaries. Age and gender, for instance, constitute explicit eligibility criteria in the application process, and only those projects which meet the set criteria in the guidelines are considered for funding. For the successful streamlining of the operations of the Urban Youth Fund, it is essential to adhere to the set procedures and guidelines that are in place.

### PROMOTING GENDER MAINSTREAMING IN URBAN YOUTH ACTIVITIES

45. Urban Youth Fund grants are gender-sensitive and have made youth concerns and experiences an integral part of the fund. Various categories of grants, consisting of small (less than USD 5,000) and large (between USD 5,000 and USD 25,000) grants are offered in accordance with the beneficiary organization's needs and strengths. To qualify, organizations have to meet a series of eligibility criteria: the organizations in question must enjoy legal non-profit status in the target regions; they must be led by young people aged 15–32, including young women at all levels of decisionmaking; they must prioritize disadvantaged young people in cities with more than 10,000 inhabitants.
46. In a survey of Urban Youth Fund beneficiaries, a majority (73 per cent) stated that they did not have to change their programme goals in order to receive funding. This suggests that the award decisions taken by the Fund are well aligned with the goals of the beneficiaries.

### CHALLENGES

47. The resources available to the Urban Youth Fund are not sufficient either to enable the monitoring of beneficiaries or to document best practices. The breadth of its mandate and the trend for wide-ranging activities make it difficult for the Fund to have a clear focus. From the outset, the Fund

was launched as a global operation, but little attention was given to the amount of funding that would be needed for its effective operation. This seems to have contributed to a weakening of the Secretariat, which was responsible for a range of operations: promoting the Fund, processing applications and monitoring grants across the three regions. Mid-term progress reports identified capacity-related challenges such as delays in the processing of applications, (which was partly due to delays in processing the grant agreements caused by understaffing in the Partners and Youth branch); gaps in the information provided by the beneficiaries, and requests from the Programme Support Division for additional documentation.

48. By its resolution 21/6 the Governing Council also stipulates that the Urban Youth Fund should support projects across a broad spectrum of activities, thus making it difficult for the Fund to have a clear focus in terms of its relevance to UN-HABITAT. Certain important issues connected to sustainable urbanization, such as water and sanitation, are missing from this resolution. Furthermore, in the light of the mandate to strengthen youth organizations as set out in Governing Council resolution 22/4, paragraph 4, the engagement of Habitat Programme Managers in the operation and management of the Urban Youth Fund still needs to be strengthened; capacity building could be facilitated through the greater involvement of Habitat Programme Managers and regional offices, and recourse to intergenerational partnerships. Habitat Programme Managers are uniquely positioned to support the implementation of the Fund as they are familiar with UN-HABITAT guidelines and processes and have extensive knowledge of local development issues. Their responses to evaluation questions suggest that they constitute a body of undeveloped potential capacity for Fund management.

## PERFORMANCE OF THE NORMATIVE AND OPERATIONAL YOUTH EMPOWERMENT INITIATIVES

49. The work of the youth programmes is to implement integrated and targeted initiatives for marginalized urban youth in the cities and slums of developing countries, adopting operational and normative approaches. The operational work, carried out through pilot projects, is expected to have positive impacts on the beneficiaries and should generate models and best practices for replication and scaling up at the normative level. UN-HABITAT youth programmes include the "One Stop" and "We Are the Future" information and resource centres, the Moonbeam Centre and various sports and recreational projects. Testing and piloting the programmes has been key to the normative work and in addition it enhances the ability of both UN-HABITAT and its partners to generate viable models and scale up the programmes. The impact of these approaches cannot yet be assessed because of the lack of information on their effectiveness.
50. The implementation of youth initiatives through partnerships promotes synergy between normative and operational activities, which are largely interdependent and mutually reinforcing: the high quality of UN-HABITAT activities in the field is ensured by the constant nourishment provided by the normative resources of the organization. In the same way, the normative work of UN-HABITAT is constantly being reinforced by lessons learned in the field. Indeed, it is this combination of normative and operational activities as well as the capacity to span the divide between them in different programmes that gives UN-HABITAT a comparative advantage and explains the unique added value that it is able to provide to Member States.
51. The UN-HABITAT youth centres were designed as model projects and to date four centres have been established in Nairobi, Dar es Salaam, Kampala and Kigali, promoting youth skills for youth empowerment. Six "We Are the Future" pilot projects were launched in post-conflict areas within Addis Ababa in Ethiopia; Asmara in Eritrea; Freetown in Sierra Leone; Kabul in Afghanistan; Kigali in Rwanda; and Nablus in Palestine, to serve the needs of children and support intergenerational programming. The available information indicates that hundreds of disadvantaged young people have been reached through programmes run by these centres.
52. The youth centres are supported by local municipalities and encouraged to work with a wide variety of partners and to educate local authorities about the importance of including young people in urban governance. All four centres in East Africa, for example, are located within and supported by local municipalities. Using the funding and technical assistance provided by UN-HABITAT, the youth centres also work with other non-governmental organizations dealing with youth issues, as well as academic institutions, businesses and community based organizations to maximize the resources available to young people and to increase the opportunities for young people to achieve successes during and subsequent to programme participation. By sharing information on best practices, the Urban Youth Fund is creating awareness of the urgent need to mainstream youth into development policies and strategies.
53. The efficient performance of normative and operational activities has been affected by various factors: its resources are too thinly spread to ensure a flow of adequate supplies and meet the costs of trainers; participation by municipal councils is too limited; the technical support from UN-HABITAT staff is also limited; there is a lack of job opportunities for graduates, which could have a negative impact on the livelihoods of young people. In addition, there is

insufficient communication and opportunity for exchange with youth programmes globally and limited coordinated interaction within the youth programmes themselves.

## E. CONCLUSIONS

54. In the light of the observations made during the course of the present evaluation, the following conclusions have been formulated:

- (a) In view of the limited funding at the disposal of UN-HABITAT, the use of partners remains a viable option. The positive impact of partnership, however, will be greatest when normative and operational activities are carefully integrated. Operational work must be in the form of pilots, carefully monitored and evaluated, so that they can form the basis for lessons learned about promising practices that could serve as models to be adopted or adapted to be used elsewhere. To maximize its potential, UN-HABITAT must work as a catalyst with strategic partners who can bring additional resources on board;
- (b) Through various pilot activities, UN-HABITAT has demonstrated its potential to change urban development by supporting and training young people to take charge of activities in programmes that are of relevance to them. In terms of their training outputs, the youth programmes have made an impressive contribution. The goals of those programmes are in harmony with the contributions by UN-HABITAT to the attainment of the MDGs and the MTSIP goals, and many partners have been enlisted to help accelerate the project operations. Nevertheless, operational challenges continue to plague youth initiatives: these include delays in the disbursement of funds;

the inadequacy of new funding to ensure sustainability either at current levels or in the case of further programme development; some confusion as to the extent to which young people themselves should be responsible for programme decision-making; and inadequate staffing;

- (c) Youth programmes have attracted considerable interest. The Youth Opportunities Fund, for instance, has attracted extensive interest from United Nations agencies, national and international institutions and youth programmes that wish to explore partnerships with this Fund. The volume of applications to the Fund and the media interest that it has generated indicate a rapidly expanding demand for the models developed by UN-HABITAT for programmes dealing with youth issues. For example, the Moonbeam Youth Training Centre exemplifies a win-win situation with regard to housing: young people receive training skills, enabling them to build more dwellings for the needy and at the same time bring down the rate of youth unemployment. Each individual model, however, presents challenges that ought to be explored and incorporated into lessons learned as a way to encourage more participation on the part of young people in the future in providing solutions to urban problems;
- (d) Implementation of the youth programmes, which is largely decentralized, should involve immediate consultations among the Partners and Youth Branch, the relevant UN-HABITAT units and the different players in the field on improvement of implementation, documentation of knowledge on best practices and emerging issues and a youth-friendly strategy for the dissemination of les-

sons learned to support advocacy and capacity development.

## F. LESSONS LEARNED

55. Based on the experience of the youth activities carried out by UN-HABITAT, the following lessons learned may be identified:
- (a) It is crucial that the decision-making process in youth centres should involve young people themselves in a very real sense, in order to ensure that UN-HABITAT principles are respected and that youth programmes can be created not only for young people but by them too. To this end, young people should feature prominently on the staff and the board and should be given significant operational and strategic responsibility, rather than a mere advisory role. Not all the activities, however, would be best served by being led by young people, so it is also essential to define the appropriate and distinct roles to be taken by adults as a means of clarifying what exactly is meant by the concept of substantive youth engagement;
  - (b) The concept of a laboratory is a useful metaphor for the work of the youth programmes in the sense that the programmes need to be put into practice in order to test what actually works. Once that has been clarified, UN-HABITAT can become a centre of excellence and a seminal source of information about the status of youth and the factors that are instrumental in helping young people to advance sustainable urbanization, and the Youth Programme will also be perceived as an interim technical collaborator in initiating, facilitating and guiding the operations of specific programmes;
  - (c) Most youth activities have been run on an ad hoc basis, both in terms of finances and staffing. Employing staff who have particular expertise in youth issues is sensible and certainly encourages the mainstreaming of youth issues into particular programmatic areas. UN-HABITAT could, however, gain extra added value from these staff-members by enhancing coordination and bringing about a more dynamic engagement with the Youth Unit. This would require specialists in youth issues to give strategic direction and coherence to their work, enabling them as a group to become more than just the sum of their individual projects;
  - (d) UN-HABITAT uses various programmes to integrate youth empowerment into its work. To a certain extent the models used offer a unique opportunity for the organization to deal with youth concerns in different contexts, but mainly as accidents of history. In that sense they have no effective institutional frameworks. While each model does have some lessons to offer, it is clear that no single model can serve as the solution to urban youth problems;
  - (e) UN-HABITAT has been critical in linking young people with other actors involved in urban youth issues, such as municipalities and the private sector. Through matching grants, for instance, win-win situations have emerged for UN-HABITAT and young people. Support from the private sector and various foundations has been instrumental in increasing the visibility of UN-HABITAT and its youth activities. New partnerships will also be created that will introduce new actors into the field of service provision, using those models that UN-HABITAT research has demonstrated to be useful.

## G. RECOMMENDATIONS FOR ACTION

56. The following recommendations are put forward for future work by UN-HABITAT in this domain:
- (a) UN-HABITAT should build the capacity of its youth programmes, with a view to boosting fulfillment of its mandate by:
    - i. Broadening and diversifying its core funding to minimize constraints in the delivery of planned activities;
    - ii. Reducing and prioritizing programme commitment and target beneficiaries;
    - iii. Developing strategic partnerships, such as with the International Labour Organization (ILO) and the United Nations Children's Fund (UNICEF);
    - iv. Increasing numbers of staff at all levels and ensuring that their skills match the programme goals;
    - v. Increasing the involvement of young people, youth leaders, national Habitat Programme Managers and regional offices;
    - vi. Strengthening the capacity of small organizations and partners managing UN-HABITAT programmes and youth activities for the first time, especially in the documentation of experiences and best practices;
  - (b) UN-HABITAT should review its Youth Programme strategy within an agreed upon organization-wide framework for mainstreaming youth issues. It should draw on lessons learned from current youth programmes to recast strategy on youth issues, ensuring that there is appropriate communication with internal and external audiences. The number of staff should be increased, the fundraising strategy should be clarified and there should be a plan for an eventual move away from UN-HABITAT;
  - (c) UN-HABITAT should strengthen the implementation of the Opportunities Fund for Urban Youth-led Development by:
    - i. Limiting the selection of future awards to countries where UN-HABITAT already has a strong presence, so as to increase the opportunity for drawing on lessons learned;
    - ii. Ensuring that funding is awarded to projects that fall within existing focus areas of strength to UN-HABITAT, or in which there is specific donor interest and inter-generational potential;
    - iii. Supporting the sharing of lessons learned through a website where young and old can find information on projects of interest, project-related questions, partnership development and other such matters;
  - (d) UN-HABITAT and its partners should review the governance structures of youth programmes to align them with UN-HABITAT organs and priorities in national policies, clarifying areas of ambiguity such as the role of youth as staff and board members, and increasing cooperation with Habitat Programme Managers in youth programmes;
  - (e) UN-HABITAT should strengthen its monitoring, evaluation and reporting strategy to enhance its handling of future youth projects and programmes and Urban Youth Fund activities, focusing on the identification and dissemination of promising practices.

# 1 INTRODUCTION



## A. BACKGROUND

1. This report presents evaluation findings, lessons learned and recommendations on the UN-HABITAT Youth Programme, focusing on the Opportunities Fund for Urban Youth-led Development. Its intent is to provide information for purposes of accountability, learning and to improve the performance of the Youth Programme as a whole and in particular the Urban Youth Fund. The primary audience for this report is the Governing Council, which requested the evaluation. Additional audiences include UN-HABITAT management, potential donors to the Youth Programme; beneficiaries of the Urban Youth Fund and other Habitat Agenda partners.
2. The evaluation of the UN-HABITAT Youth Programme was mandated by Governing Council resolution 21/6, which, among other things, requested the Executive Director to establish a special fund within the United Nations Habitat and Human Settlements Foundation, to be designated the Opportunities Fund for Urban Youth-led Development, also known as the Urban Youth Fund, to support youth-led initiatives in pursuance of the Habitat agenda, the work programmes and overall strategy of UN-HABITAT. The Governing Council further requested the Executive Director to undertake an evaluation of the operation of the special fund and to submit a report thereon to the Governing Council at its twenty-third session in April 2011. Governing Council resolution 22/4 reiterated this request. The evaluation was conducted by a two-person team of professional consultants, Dr. Thomas Miller and Prof. Willem Van Vliet, between October 2010 and February 2011.
3. Considering the wider programmatic context of the Urban Youth Fund, the terms of reference for this evaluation, as set out in annex I to this report, called for additional assessments of the progress of other youth initiatives, including the “One Stop” and “We Are the Future” centres and the Moonbeam training centre. It also called for the mainstreaming of youth issues into the operational and normative work of UN-HABITAT. The evaluation also looks ahead to assess how UN-HABITAT can effectively position itself in the years ahead as the

preeminent United Nations organization in dealing with urban youth issues within its implementation of the Habitat Agenda and the related Millennium Development Goals.

4. The Government of Norway is the main funder of the Youth Programme, which is currently being implemented in Latin America and the Caribbean, Asia and the Pacific and the African and Arab States. The initial funding of \$220,000 for the youth empowerment projects was provided in 2003. There have also been in-kind contributions from municipalities where the projects are being implemented.

## B. CONTEXT

5. The Habitat Agenda (in paragraphs 13, 33 and 45, among others) specifically commits UN-HABITAT to work in partnership with young people in human settlements management and development and to empower them to participate in decision-making in order to improve urban livelihoods and contribute to sustainable human settlements.
6. In April 2007, the first medium-term strategic and institutional plan, for the period 2008–2013, was approved for UN-HABITAT, concentrating on six focus areas. The plan is expected to strengthen the integration and engagement of UN-HABITAT with young people in both the normative and operational aspects of its work, through their participation in various programmes and projects.
7. To further strengthen the work of UN-HABITAT with urban youth, the Governing Council of UN-HABITAT, through resolution 21/6 of April 2007, requested UN-HABITAT to establish Opportunities Fund for Urban Youth-led Development. This fund was created to support youth-led initiatives in pursuance of the Habitat Agenda, including facilitating vocational training, and

providing grant mechanisms to promote entrepreneurship and employment, in collaboration with the private sector and other United Nations bodies and stakeholders.

8. Young people form one of the target groups for the work of UN-HABITAT, and issues relevant to them are to be integrated and mainstreamed into a number of UN-HABITAT programmes.

## C. PURPOSE AND OBJECTIVES OF THE EVALUATION

9. It is expected that the evaluation report will be used for resource mobilization where appropriate. The findings should also provide valuable information and knowledge for UN-HABITAT and the implementing partners.
10. While the ultimate objective is to improve the UN-HABITAT partnership with youth, the evaluation has focused on four specific objectives:
  - (a) To assess the overall relevance of UN-HABITAT work with urban youth;
  - (b) To review the integration of youth issues into the normative and operational work of UN-HABITAT;
  - (c) To evaluate the operations of the Urban Youth Fund;
  - (d) To review the normative and operational performance of the youth empowerment initiatives of UN-HABITAT.

## D. BRIEF DESCRIPTION OF THE YOUTH PROGRAMME AND THE URBAN YOUTH FUND

11. Youth empowerment programmes are part of the programmatic activities of UN-HABITAT within the Partners and Youth Branch, and contribute to the realization of the 2008–2013 objectives of the plan. UN-

HABITAT recognizes that young people are active participants in the future of urban human settlements. The organization has initiated, and is fostering inter-agency cooperation and partnerships with youth-led organizations, including programmes such as Messenger of Truth and UN-HABITAT Youth Centre. The Urban Youth Fund is supporting urban youth-led projects in developing countries, using grants of up to \$25,000, piloting innovative approaches to employment, shelter and tenure. Since its inception in 2008, the Urban Youth Fund has awarded 118 grants following call for proposals made in 2009 and 2010.

12. Through these programmes, UN-HABITAT engages young people at local, national and international levels, encouraging their participation in the formulation of solutions to pressing youth issues. Working with young men and women and understanding their diverse abilities and experiences is an essential element of the UN-HABITAT long-term objective of achieving sustainable urbanization.

## **E. SCOPE AND FOCUS OF THE EVALUATION**

13. The scope of the current evaluation has taken into account the findings of the 2007 review and examined the progress of the Youth Programme to date, including the Urban Youth Fund, which was not in operation at that time. It has assessed the relevance and catalytic role of UN-HABITAT work with urban youth, reviewed the progress made in integrating youth issues into UN-HABITAT normative and operational activities, and has also assessed the progress made on the various youth initiatives, including the Urban Youth Fund.
14. While it is not possible at this stage to determine the full impact of the programmes, the evaluation does nevertheless provide indications of potential

impacts and sustainability, based on the outputs that have been achieved to date.

15. This evaluation can be seen both as a process and a performance evaluation, focusing on the dynamics of empowering young people, looking at the policy and strategy instruments used, the service delivery mechanisms, management practices and linkages to other UN-HABITAT programmes. The evaluation has attempted to identify gaps and areas that need improvement and to define the remaining challenges. It has summed up lessons learned that could inform future programming and implementation. It has also provided recommendations and proposed actions to guide and to strengthen UN-HABITAT work with young people in sustainable urbanization and human settlements development.

## **F. STRUCTURE OF THE REPORT**

16. This evaluation report is divided into six chapters. Chapter 1 describes the context and background of the evaluation and gives a brief description of the youth programmes, the purpose, scope and focus of the evaluation, and the structure of the report. Chapter 2 outlines evaluation methodology. Chapter 3 sums up the findings on the youth empowerment programmes. As the evaluation had highlighted the workings of the opportunities fund for youth-led programmes, chapter 4 is dedicated to its findings on this fund. Chapter 5 discusses the performance of the normative and operational youth empowerment initiatives, while chapter 6 considers the conclusions of the evaluation, the lessons learned and the recommendations for action.



## 2 EVALUATION METHODOLOGY



### A. INTRODUCTION

17. The evaluation relied heavily on qualitative analyses which included semi-formal interviews in person and by telephone, in addition to observations, focused discussions, and a review of archival documents from UN-HABITAT databases and records. Most of those who figured in the interviews and discussions were service providers, donors and UN-HABITAT staff. A simple quantitative analysis was used to analyse the data collected, using five stakeholder group surveys (Urban Youth Fund award recipients, “We Are the Future” centre coordinators, Youth Advisory Board members, senior programme officers and Habitat Programme Managers).

### B. EVALUATION CRITERIA AND QUESTIONS

18. This evaluation was guided by criteria approved by UN-HABITAT in terms of effectiveness, relevance, efficiency, sustainability and impact. Given that the youth programmes, including the Urban Youth Fund, had only been in operation for a short time,

it was too soon for the evaluation to assess their impact on the lives of urban youth and their communities. The following evaluation questions were among those contained in the terms of reference:

- (a) What is the relevance of UN-HABITAT work to youth programmes?
- (b) To what extent has UN-HABITAT normative and operational work mainstreamed youth activities?
- (c) How are youth programmes changing the role of young people in urban settlement issues?
- (d) To what extent is the implementation of the Urban Youth Fund integrated into the other UN-HABITAT work programmes?
- (e) To what extent are the projects supported by youth empowerment programmes relevant to the priorities of urban youth?
- (f) How effectively have resources been utilized in implementing youth programmes?
- (g) What is the potential for impact and sustainability of the initiatives?

supported by the Urban Youth Fund?

## C. DATA COLLECTION METHODS

### DOCUMENT REVIEW

19. An extensive review of a wide range of relevant documents was undertaken; these documents included United Nations resolutions, progress reports, previous evaluations, strategic and institutional plans, concept papers, press releases and other documents provided by UN-HABITAT staff. A word analysis of the Executive Director's speeches was undertaken to track references to "youth" and "gender", since both those concepts are important cross-cutting issues for the organization.

### ON-SITE VISITS

20. The evaluators conducted face-to-face interviews and held group discussions with staff at UN-HABITAT headquarters in Nairobi, including staff involved in youth programmes. UN-HABITAT staff also completed a number of matrices on the extent to which young people were involved in decision-making within the youth programmes; they also addressed the five central objectives of the mid-term plan, and identified the roles to be played by young people and the resources available. Focus group discussions were held with staff from the Nairobi "One Stop" youth centres and the Moonbeam centres, and also with six beneficiaries of Urban Youth Fund grants covering four programmes. The consultants also visited sites and made direct observations of programmes and projects being implemented at three youth project sites: the Kamaliza Recycling Project, the Kaswasha Community Resource Centre and the Altawoon Youth Satellite Centre.
21. More than 70 stakeholders were interviewed in person. The local programme coordinator in Kampala, two members of the Norwegian diplomatic delegation and one former Partners and Youth Branch staff member who had relocated to New York were interviewed by telephone.
22. Digital recordings were made of most of the focus group discussions and individual interviews, so that they could be reviewed to ensure that representation of the communications was accurate. Photographs were also taken to document the on-site observation visits.

### WEB SURVEYS

23. Among the topics covered by the web surveys were: the respondents' views on mainstreaming and other potential UN-HABITAT policies; communication; knowledge of Partners and Youth Branch activities; the quality of the technical assistance received from UN-HABITAT; estimates of the effectiveness of activities and partnerships; and the extent to which the work could be continued were UN-HABITAT funding to cease.
24. All beneficiaries of the 2009 and 2010 Urban Youth Fund were contacted by e-mail and subsequently sent two follow-up reminders. Responses were received from 46 of the 2009 beneficiaries and 30 of the 2010 beneficiaries (five are unknown), representing response rates of 72 per cent and 60 per cent, respectively, or a total response rate of 67 per cent of working e-mail addresses. Five requests were returned as undeliverable.

## D. DATA ANALYSIS METHODS

25. Emerging themes were identified through information collected from archival documents, the focus groups and the interviews. These themes were tested across individuals and groups. Where individual perspectives were unique and relevant, attempts were made to examine how other players viewed the same issues so that

convergent patterns could be distinguished from individual opinions.

## **E. LIMITATIONS OF THE EVALUATION**

26. As only one day was spent in the field at Youth Programme sites, it was not possible to conduct any extensive on-site observation. With little time for on-site interaction, the selection of focus group participants was carried out by UN-HABITAT staff. While this expedited the evaluation, it meant that the evaluators had no control over the selection of participants. Furthermore, as there was limited documentation on the programme outcomes, it was not possible to discuss the extent to which the programmes affected the beneficiaries. There are, consequently, relatively few statements in this evaluation that reflect that impact. The evaluation, however, took place at a time when the world economy had not fully recovered from a global market meltdown, so the low

level of funding identified could well be a temporary setback pending a future change in economic circumstances.

## **F. MANAGEMENT OF THE EVALUATION**

27. The evaluation process was managed by the UN-HABITAT Monitoring and Evaluation Unit, closely working with the staff of that unit in accordance with the evaluation's terms of reference (annex I to the present report). The staff-members were responsible for issues involving administration, and they also facilitated the evaluators where appropriate. The Monitoring and Evaluation Unit is the UN-HABITAT unit responsible for improving monitoring and evaluation systems and also initiating the evaluation activities of UN-HABITAT.

## 3 FINDINGS ON YOUTH PROGRAMMES



### A. RELEVANCE OF UN-HABITAT WORK WITH URBAN YOUTH

#### DESIGN AND IMPLEMENTATION

28. To implement its broad mandate, UN-HABITAT works with a range of partners across its operating branches and divisions. Youth programmes fall within the Partners and Youth Branch in the Monitoring and Research Division. UN-HABITAT partners include non-governmental organizations, private sector entities and governmental organizations as defined by programme strategies. The UN-HABITAT 2010 partnership strategy aims to increase the added value of the services rendered by its partners to UN-HABITAT. Implementation of this strategy, which underpins the UN-HABITAT medium-term strategic and institutional plan, is intended to increase both the number of participating partners and the efficiency of their participation.
29. To enhance the gains achieved by working with partners, UN-HABITAT, in 2002, upgraded its non-governmental unit into the Partners and Youth Section, which later was promoted to the Partners and Youth

Branch in 2010. At present, the Partners and Youth Branch focuses mainly on four partner groups: youth; the private sector (including foundations); parliamentarians; and civil society. Of the different partners, youth is most prominent in terms of external funding, staff size, activity level and visibility.

#### EMBRACING URBAN YOUTH ISSUES

30. UN-HABITAT is unique among agencies in the United Nations system as its mission is inherently based on its physical location through its focus on human settlements, particularly urban centres. This comparative advantage means that the organization has a great responsibility to address the challenges facing cities today. The majority of these challenges are integrally involved with the large and ever growing number of young people living in cities in the South. Young people constitute up to 70 per cent of the urban population in many developing countries, accounting for the majority of the unemployed. The first report in the state of urban youth report series, State of the Urban Youth 2010/2011

confirms that young people do not enjoy equal opportunities. These statistics clearly underline the urgency and the relevance of the need for UN-HABITAT to address urban needs, making youth issues a core focus of its development. They further demonstrate the urgency of providing opportunities to this section of the population to enable it to make an effective contribution to economic growth.

31. In recognition of the significance of young people in urban development, UN-HABITAT has made a commitment to engage with young people in innovative ways. The Habitat Agenda (paragraphs 13, 33 and 45) specifically commits UN-HABITAT to work in partnership with young people to empower them to participate in decision making in order to improve urban livelihoods and develop sustainable human settlements. Various mandates (e.g., resolutions 17/19 of 1991, 18/3 and 18/8 of 2001 and 19/13 of 2003) also emphasize the need for UN-HABITAT to enhance the United Nations partnership and engagement with youth. When adapting the MTSIP 2008–2013, the Governing Council through resolution 21/2, paragraph 4, requests the Executive Director, among other things, to ensure that cross-cutting issues such as gender and youth are fully reflected in the implementation of the enhanced normative and operational framework.
32. Given that the MTSIP is aimed at scaling up effective models and disseminating lessons learned, an important aspect of the UN-HABITAT youth empowerment programme is the balance between operational and normative activities, a point that is covered in chapter V of the present report.
33. The relevance of the Youth Programme is also ingrained in the changing paradigms in UN-HABITAT. The approaches to urban challenges adopted by UN-HABITAT have long sought to reduce and eliminate settlement problems, which have been

perceived as partly attributable to the plight of young people. Policymakers, however, are now increasingly acknowledging the limitations of deficit-based approaches. Instead, there is growing recognition that young people should not be viewed as a burden and problem, but as a resource and opportunity.

34. Youth activities have become increasingly more relevant as UN-HABITAT continues, through its normative and operational activities, to build partnerships in response to emerging urban issues such as governance, energy and crime. The operational work includes pilot activities aimed at learning lessons about promising practices that could serve as models to be adopted or adapted elsewhere. To maximize its potential, UN-HABITAT must work as a catalyst with partners who can bring additional resources on board.

## B. MAINSTREAMING YOUTH ISSUES INTO THE NORMATIVE AND OPERATIONAL WORK OF UN-HABITAT

35. At a conceptual level, there are two distinct approaches to the mainstreaming of the Youth Programme. The first approach amounts to what may be termed “buying influence” in other units. This involves the provision of funding to support project activities undertaken by staff in another branch or division, essentially a cost-sharing arrangement where project funding matches staff funding.<sup>1</sup> This approach has limited effectiveness and is dependent on the availability of the staff outside the Youth Unit; it cannot be used if staff have already been assigned to other, competing tasks that have been given a higher priority.
36. The second approach involves enhancing the intellectual capacity of the Youth Unit

<sup>1</sup> In other words, a partner unit within UN-HABITAT makes available staff to collaborate with the Youth Unit on a joint project for which the Youth Unit allocates implementation funding.

to ensure that its staff-members have the kind of expertise that is in demand in other UN-HABITAT entities and that they can provide assistance and collaboration as needed. This approach is contingent on a staff profile that is congruent with long-term, shared work programme goals.

Our assessment favours a combination of the two approaches.

37. The integration of young people into the organization's normative and operational activities is being carried out at several levels. One of these is the development of the work programme; another is mainstreaming into the budget to ensure adequate financial support for implementation. Fundraising must ensure focus on youth issues, and this has implications for the work of the Resource Mobilization Unit. Communication is also crucial to mainstreaming; both internal and external publicity materials should highlight the concept of youth as a cross-cutting issue. There must be a coordinated effort to incorporate youth issues into the organization's activities to ensure that the different sections operate in a mutually reinforcing manner.
38. This issue is discussed in connection with the following four areas: youth empowerment programmes; the role of young people in UN-HABITAT governance and global events; the integration of young people into UN-HABITAT programmes; and the balance between normative and operational activities.

## YOUTH EMPOWERMENT PROGRAMMES

### "ONE STOP" CENTRES

39. In 2003, members of the Governing Council resolved that UN-HABITAT should promulgate initiatives that included improving youth employment levels. In that year, UN-HABITAT inaugurated the Nairobi

UN-HABITAT youth centre. In 2004, at the World Urban Forum in Barcelona, UN-HABITAT launched the global partnership initiative on urban youth development in Africa to create centres where young people could be trained in entrepreneurship and job skills and which could also be used as a venue where young people could have access to information on a wide variety of topics of relevance to them.

40. The UN-HABITAT youth centres provide a variety of services: they create and provide training materials; encourage partnerships; engage with young people and provide mentorship; enhance their knowledge, skills and attitudes. They also strengthen the capacity of municipalities to include young people in local decision-making.<sup>2</sup> The achievement of these objectives would support the goals of the mid-term plan. In 2008 an evaluation was conducted based on surveys of young people, programme staff and UN-HABITAT youth centre coordinators from Nairobi, Dar es Salaam and Kampala, which showed support for the goal of the mid-term strategic and institutional plan, and the intended operations and outcomes of the centres and acknowledged the need for better capacity-building, more youth involvement and the importance of research and evaluation.<sup>3</sup>

### NAIROBI "ONE STOP" YOUTH INFORMATION RESOURCE CENTRE

41. The UN-HABITAT youth centre in Nairobi was established in 2003 with technical assistance and a one off grant from UN-HABITAT, and is run by the Department of Social Services and Housing of the City Council of Nairobi. Several partners have assisted in providing programming for the centre<sup>4</sup>. Information officers provide structured training in the wide-ranging

<sup>2</sup> Municipal Youth Engagement Toolkit. Concept Note – Draft 1, Oct. 2010. No author listed.

<sup>3</sup> State of the One Stop Report. May 2009. Doug Ragan.

<sup>4</sup> UN Habitat Youth Empowerment for Urban Development. Mobilizing Youth for Knowledge Based advocacy on improved water and sanitation. Dec. 30, 2010. No author listed.

categories of entrepreneurship, information and communications technology and reproductive health and counseling. At the time of this evaluation was being conducted, the centre was undergoing renovations and operating at minimal capacity.

42. As part of the renovation, some young people have received on-the-job training in building and construction. The Nairobi UN-HABITAT youth centre also works in partnership with other community-based organizations to deliver services to youth groups outside downtown Nairobi through satellite centres located in the slum areas.
43. The performance of the Nairobi UN-HABITAT youth centre is constrained by limited resources; consequently staff turnover is high, the centre has difficulties paying the trainers, training materials are obsolete or inadequate, support from the Nairobi City Council for an exit strategy is lacking, technical support from UN-HABITAT is limited and opportunities for the sharing of experiences with other youth programmes are inadequate.

#### **DAR ES SALAAM "ONE STOP" CENTRE**

44. The Dar es Salaam centre, established in 2007, was given premises by the Dar es Salaam City Council in the downtown business district. Using \$200,000 in funding from UN-HABITAT, and with three staff members and five volunteers, this centre aims to support the goals of the national strategy for growth and reduction of poverty, by engaging young people in development decisions and making relevant information available in a single location. In addition to development-related issues, the centre's activities cover life skills, reproductive health, public safety, environmental management, political participation, sports and culture and media and communication.

#### **KAMPALA "ONE STOP" CENTRE**

45. The Kampala UN-HABITAT youth centre was launched in 2007 with UN-HABITAT funding to the tune of \$200,000. It is supported by the Kampala City Council, and also by the United Nations Environment Programme (UNEP), the United Nations Population Fund (UNFPA), Youth Alive and the Uganda Youth Development Link. The centre has been given premises by the Kampala City Council and offers programmes in entrepreneurship, research, environment, reproductive health, sports and culture. Although recent reports indicate that the youth centre is an active one with a strong outreach programme, it is still difficult for young people to find jobs in the areas of business in which they have been trained: it was reported that there was an urgent need for start-up capital, especially for the young people who were to be trained in practical skills; yet no provision was made for such capital in the programming. Efforts are being made by the centre, however, to enable young people to link up with existing financial institutions in Uganda.

#### **KIGALI "ONE STOP" CENTRE**

46. Discussions on establishing the Kigali UN-HABITAT youth centre began in 2007, facilitated by the Ministry of Youth. In 2008 there was a proposal to consider merging the Kigali "One Stop" centre with the Kigali "We Are the Future" centre. The merger took place around May 2010. By the time of this evaluation, no major activities had been recorded.

#### **"WE ARE THE FUTURE" CENTRES**

47. "We Are the Future" centres are , funded by UN-HABITAT and managed by partner municipalities to offer programmes for young people. The centres focus on children and, in particular, orphaned and vulnerable children, along with young people in post-

conflict areas. The centres train young people to assist children to take advantage of improved life development opportunities in health, agriculture, nutrition, arts, sports and information technology.

48. The centres were set up in 2004 as a result of a partnership between the Quincy Jones Listen Up Foundation and Global Forum, a non-governmental organization, with support from the World Bank Netherlands Partnership Programme. Six pilot projects were launched, in Addis Ababa, Asmara, Freetown, Kabul, Kigali and Nablus, each to be supported by the local municipality. Each municipality was to receive training in a peer-to-peer relationship with another city. Habitat Programme Managers support the programmes in each city. In 2005, UN-HABITAT aligned its youth centre model with the model developed by the Glocal Forum for the 'We Are the Future centres', with the objective of eventually merging the two models, based on agreed principles.
49. In 2006, Starbucks, a private profit-making business that markets coffee products, contributed \$500,000 to the six 'We Are the Future centres' programmes from its in-store sales of CDs of a fund-raising concert, recorded in 2004. This remains the only substantial funding, apart from that of UN-HABITAT, for the We Are the Future centres. The centres face communication challenges among themselves and with UN-HABITAT as a result of the continuing low level of funding.

#### **"WE ARE THE FUTURE" CENTRE IN ADDIS ABABA**

50. The centre serves children and young people aged 3 to 24, operating under the auspices of the city's social and non-governmental affairs office. Since its inception in 2006, it has engaged more than 15,000 young people as trainees or decision makers. In 2007, UN-HABITAT signed an agreement with the mayor of Addis Ababa to establish a centre modelled on the 'We are the

Future centres and the UN-HABITAT youth centres with support from UN-HABITAT and the municipal government. Programme activities include training and workshops on nutrition, urban agriculture, HIV/AIDS and reproductive health, youth empowerment and peace-building.

51. Owing to the unexpected discontinuation of Glocal Forum funding last year, the programme has been suspended, and young people are seeking services that cannot be delivered. The short-term nature of funding in the past has created a feeling of uncertainty which inhibits the full potential of the We Are the Future programme.

#### **"WE ARE THE FUTURE" CENTRE IN KIGALI**

52. In September 2005, the Glocal Forum signed a contract with the Kigali municipality on the We Are the Future centre, enabling 60 young people to give training in information and communications technology, arts and sports to 1,000 children aged 4–6. In early 2006, because of insufficient space and the absence of operable computers, the activities at Kigali centre became limited to the arts and sports training of 150 children by 15 young people.
53. Other challenges included delays in payments of trainers by Kigali municipality. In 2008, the challenges remained; even when the new building was ready for occupancy, activities were held in abeyance awaiting the recruitment of staff and purchase of new materials. Many young people were said to be on strike owing to insufficient or delayed payments caused by a bureaucracy that held up operations at least six months after the agreement to launch the centre was signed.

#### **"WE ARE THE FUTURE" CENTRE IN FREETOWN**

54. The centre started in 2005, jointly supported by UN-HABITAT and the Freetown City Council, and later by donations from a local partner and the Fédération Internationale



de Football Association (FIFA). The programme offers training in arts, sports, environmental management, health and nutrition and micro-agriculture.

55. The Sierra Leone centre faces a number of challenges: inadequate space for computers donated by the World Bank has delayed training in information and communications technology; causing sports and health education to be put on hold.
56. Funding for sports and art materials and adequate compensation for the trainers remains a problem. UN-HABITAT has provided technical assistance, training and a modest amount of financial aid. The Freetown City Council had been paying a monthly stipend to 15 programme staff-members, but those funds were discontinued. Because the UN-HABITAT imprimatur lends significant credibility to programmes, once those funds had been discontinued, the council's enthusiasm for the project waned. As a result, the council recently indicated that it wished to locate a police station on the land designated for the We Are the Future centre.

#### **"WE ARE THE FUTURE" CENTRES IN KABUL, ASMARA AND NABLUS**

57. Following the World Bank-Netherlands Partnership Programme report on programme readiness in 2006, the intended focus of the We Are the Future centre programme was narrowed to Kigali, Freetown and Addis Ababa. As a consequence, it appears that related activities in Asmara, Kabul and Nablus have either been scaled back or are non-existent at present.

#### **MOONBEAM TRAINING CENTRE**

58. The Moonbeam Youth Training Centre was created in 2008 with a \$100,000 grant from the United Nations Secretary-General, Mr Ban Ki-moon, as a regional facility providing training for young

people in building and construction related skills, including alternative lowcost construction technologies. Through youth entrepreneurship, the centre was to promote the establishment of economically viable and competitive small enterprises led by young people.

59. Funding was augmented by a two-year \$900,000 grant from the UN-HABITAT Foundation, which included 5.8 per cent to be allotted to needs assessment and monitoring and evaluation, one percentage point lower than that required to review a programme. Initially, the programme was intended to improve the lives of 100 young people living in the Kibera slum<sup>5</sup> by training them in skills such as carpentry, plumbing, electrics, masonry, blockbuilding and green building techniques, business development and information and communication technology skills. At the time of this evaluation the Moonbeam Youth Training Centre had accomplished a great deal in these areas, to the extent of benefiting young people from other informal settlements. The Mavoko centre, for instance, was built by young people using Habitat blocks, on a 2.5 acre plot donated to UN-HABITAT.
60. So far, the Moonbeam Youth Training Centre has trained over 400 young people<sup>6</sup> and has produced many important outputs<sup>7</sup>, and outcomes<sup>8</sup>. Young people are involved in the management and leadership of the centre's youth empowerment programme in Kenya.

<sup>5</sup> "Proceedings of the Launch of the Youth Empowerment Training Programme for Kibera-Mavoko" 22 June 2008. pp. 4-5

<sup>6</sup> Press release on the launch of training in painting 24 May 2010; "UN-HABITAT Youth Empowerment Programme in Kenya Moonbeam Youth Training Centre, Mavoko," 3 June 2010.

<sup>7</sup> "UN-HABITAT Youth Empowerment Programme in Kenya Moonbeam Youth Training Centre, Mavoko long-term programme objectives," 3 June 2010.

<sup>8</sup> "UN-HABITAT Youth Empowerment Programme in Kenya Moonbeam Youth Training Centre, Mavoko long-term programme objectives," 3 June 2010.

The centre currently faces the following challenges:

- (a) Because of on-site security lapses, management changes and general bureaucratic delays, the bamboo that was used for training, rotted and was rendered unusable;
  - (b) UN-HABITAT internal financial bottlenecks related to the approval of contracts and disbursement of funds, 9 delayed the necessary acquisition of resources and payment of staff;
  - (c) There was a clear lack of effective leadership on the part of young people in the Moonbeam programme management.
61. UN-HABITAT is in the process of handing over the management of the Moonbeam Youth Training Centre to the Kenya Women's Land Access Trust (KEWLAT), although some staff members have concerns that KEWLAT might not have the appropriate management infrastructure to enable it to offer the technical or financial assistance needed to support the project.

## YOUTH IN UN-HABITAT GOVERNANCE AND GLOBAL EVENTS

### YOUTH ADVISORY BOARD

62. The Youth Advisory Board was established in 2009 at the World Urban Forum in Nanjing, China, and launched at the twenty-second session of the UN-HABITAT Governing Council in April 2009. It has excellent potential as a mechanism for mainstreaming youth into UN-HABITAT operations and governance and is, therefore, viewed as a cross-cutting activity, rather than as a separate youth empowerment programme.
63. Youth Advisory Board members are elected at the World Urban Youth Assembly to serve for a period of two years. Their

responsibilities include advising UN-HABITAT on strategies for engaging young people in sustainable urbanization and urban development, and representing them in local, national and international forums, including participation in the International Advisory Committee of the UN-HABITAT Opportunities Fund for Urban Youth-led development. The Youth Advisory Board seeks to strengthen youth participation and advocacy in youth-led initiatives.

64. The Youth Advisory Board should comprise 12 advisors aged between 18 and 32, two advisors for each UN-HABITAT region; one youth observer representing young people with disabilities; two additional observer members; one youth representative from informal settlements; and an external advisor appointed by UN-HABITAT. It currently comprises nine elected members (eight of whom are active), plus one observer from North America who does not have voting powers. The Youth Advisory Board members are involved in advocating, training, advising, planning, budgeting and organizing various UN-HABITAT activities.

### YOUTH IN THE WORLD URBAN FORUM

65. Young people are actively engaged in the World Urban Forum through the World Urban Youth Assembly, which has become a leading global platform for debates by youth on urban issues. The primary purpose of the Assembly is to ensure that issues affecting young people in urban areas and their role in urban development are mainstreamed into the dialogues and outcomes of the World Urban Forum. At the local level, youth councils have been established through which young people can engage with their municipalities on issues that affect them and their cities. World Urban Youth Assembly (formerly the World Urban Youth Forum) was introduced by UN-HABITAT in 2006 in response to requests by youth-led partner organizations at the 2004 World Urban Forum in Barcelona,

<sup>9</sup> Moonbeam Briefing Note to the Executive Director, 22 April 2008

Spain. At the UN-HABITAT Governing Council in 2009, a resolution was passed mandating the organization to host World Urban Youth Assemblies as an integral part of the bi-annual World Urban Forums.

### MESSENGERS OF TRUTH

66. The Messengers of Truth programme is modeled on the United Nations Goodwill Ambassadors and Messengers of Peace, designed to raise awareness of the mission of UN-HABITAT, and also of issues affecting young people. It works with well-known hip-hop and rap artists who are been nominated for the title and accept the nomination conditions.
67. The programme has recruited close to 20 well-known artists, and the process has involved creative spin-offs developed from the original art forms. There have been many Messengers of Truth programme events, including the fifth World Urban Forum concert in Rio (2010); a World Youth Day concert in Istanbul (2010); a United Nations Pavilion concert in Shanghai (2010); a workshop with more than 300 participants discussing the role of arts in reducing violence and poverty (2009); an event called poetry slam involving about 25 participants in Nairobi (2009); and a variety of concerts, books, films, town hall events, murals, rap competitions and workshops set up with some support from private sector partners and, in the case of the fifth World Urban Forum, the municipality of Rio.
68. Challenges faced by the Messengers of Truth project include the departure of a key staff member who managed the programme, leaving some concerns as to the organizational energy and focus for the project's future.

### SPORTS AND RECREATION

69. Although many of the youth centres and recipients of the Urban Youth Fund incorporate sports as part of their programme

offerings, the sports and recreation segment of the Partners and Youth Branch is also stand-alone programme. It is mandated by the Habitat Agenda, which directs youth involvement in local governance and improvement of human settlements, and by Governing Council resolutions 19/3 and 20/1, which invite partners to involve the participation of young people in helping to solve urban problems.

70. The area of sport is focal to the engagement of young people because of the passion inspired by sport and because of the entertainment, health and economic benefits that it generates. Sport has the ability to communicate beyond national boundaries because the language of sport is universal, often complementing the Messengers of Truth programme. Through its involvement in sport, UN-HABITAT has developed several additional partners.<sup>10</sup>
71. The sport strategy draws on popular sporting events such as the Copa América football tournament, the Pan-American games, the Latin American games, the South-East Asia games, the Winter Olympics, in particular the 2010 Winter Olympics in Vancouver, Canada, and the August 2010 Youth Olympic Games in Singapore. In conjunction with the Youth Olympic Games and in partnership with the programme on Water and Sanitation and Safer Cities, the Youth Unit plans to create linkages to UN-HABITAT programmes, even though no budget has yet been indicated.

### INTEGRATING YOUNG PEOPLE INTO UN-HABITAT PROGRAMMES

72. The tables on partnerships, youth participation and staffing set out in annex II to the present report show that the United Nations Department of Economic and Social

<sup>10</sup> See UN-HABITAT. Youth Empowerment for Urban Development. A Proposal for Partnership Support. Draft. 7 January 2011.

Affairs is working in partnership with the Youth Programme on six of the programmes listed, the United Nations Development Programme (UNDP) on four, and UNEP, ILO and the United Nations Office on Drugs and Crime (UNODC) on three.

73. In 2002, at the United Nations special session on children, UN-HABITAT proposed a continuation of its cooperation with UNICEF, offering joint support to activities at local level aimed at creating Child-Friendly Cities. The level of participation by UN-HABITAT in the Child-Friendly Cities initiative, however, made far less than effective partnership with UNICEF.
74. UN-HABITAT and UNICEF have recently held discussions on the signing of a memorandum of understanding to formalize their shared aim of collaborating on Child-Friendly Cities work. There are several reasons why this is an opportune time to pursue the partnership: first, since the UN-HABITAT Youth Programme focuses on young people aged between 15 and 24 and UNICEF deals with children up to the age of 18, the two organizations overlap within the context of an important age group; second, the conditions in which children live has a great influence on their access to opportunities for future development. It therefore makes sense for UN-HABITAT to work in partnership with UNICEF in supporting the development of children into young adults who are responsible and productive community members; third, the rights-based approach that is the first building block of the proposed strategy of the Youth Programme for partnership support aligns well with the rights-based principles of Child-Friendly Cities. Finally, UNICEF is currently reviewing the urban-focused aspects of its work and seems interested in exploring collaboration.
75. It would also be desirable for UN-HABITAT to enter into a more formal partnership with ILO within the context of the Youth

Employment Network, in which ILO is already a partner of the United Nations Industrial Development Organization (UNIDO). The Youth-to-Youth Fund, managed by ILO, has many similarities with the Urban Youth Fund. Such partnering could facilitate efforts to scale up the activities and might help establish “secondary window” opportunities offering larger grants to organizations already in receipt of a grant, whose work has been evaluated and shown to constitute a promising practice.<sup>11</sup> Such an approach would be consistent with the individual model used by the Ashoka Foundation.

## URBAN ENVIRONMENTAL PLANNING BRANCH

76. The Cities and Climate Change Initiative is working towards increasing the involvement of young people, who constitute the most numerous segment of the urban community. The Urban Environmental Planning Branch, for instance, gave an undertaking to the organization Youth Entrepreneurship and Sustainability (YES) Kenya to develop and deliver specialized mitigation training to young people on topics such as renewable energy and waste management. In tandem, Cities and Climate Change Initiative teams, in cooperation with the municipality, carry out adaptation training with other youth groups.

## WATER, SANITATION AND INFRASTRUCTURE BRANCH

77. Through the Human Values Based Water, Sanitation and Hygiene Education (HVWSHE) initiative, the Water, Sanitation

<sup>11</sup> This report prefers the term “promising practices” to “best practices” since “best” practices are “best” only at a particular time and in a particular place. What is best today will not be best tomorrow when circumstances change and two places are rarely identical in the contingent conditions of fungibility of models that work well (see Richard Rose. 1993. *Lesson-Drawing in Public Policy: A Guide to Learning Across Time and Space*; see also D. Bornstein. 2007. *How to Change the World: Social Entrepreneurs and the Power of New Ideas*).

and Infrastructure Branch is promoting youth concerns in a different way. In South-East Asia, UN-HABITAT, through partnerships with the South-East Asia Ministers of Education Organization (SEAMEO); schools and universities, including the National University of the Lao People's Democratic Republic, the Hanoi Engineering University in Viet Nam, the Royal University of Phnom Penh in Cambodia, and the Polytechnic College in the Lao People's Democratic Republic, HVWSHE works with young people to bring about positive changes in attitude toward water and sanitation. In the process, lesson plans have been developed which incorporate a values-based approach to water, sanitation and hygiene education and several classrooms and resource centres to deal with water-based issues established in active cooperation with educators, educational institutions and young people.

### SAFER CITIES PROGRAMME

78. UN-HABITAT set up the Safer Cities Programme in 1996 to respond to the demand from cities interested in developing local approaches to crime and violence prevention.
79. In collaboration with the Partners and Youth Branch, the Safer Cities Programme is involved in the following initiatives:
  - (a) Major sporting events are used as part of a project to analyse the extent to which they contribute to youth empowerment and safety. During the FIFA world cup in South Africa in July 2010, an expert group meeting was organized on the theme "Youth For a Safer Africa" to highlight the issue of security in African cities;
  - (b) A project in the Korogocho slums of Nairobi is formalizing the development of an organization aimed at creating sporting facilities for safer neighbourhoods, which is expected to be completed by June 2011.

In its normative work, UN-HABITAT has developed mechanisms for engaging young people in decision making processes and influencing policy, as demonstrated in the initiatives described below.

### STATE OF THE YOUTH REPORT

80. At the policy level, youth issues have been mainstreamed into the UN-HABITAT flagship report, the State of the World Cities 2010/2011.
81. By resolution 22/4, the Governing Council requested the Executive Director to ensure that urban youth development issues were reflected substantively in future issues of the Global Report on Human Settlements and of the State of the World's Cities Report. The State of Urban Youth 2010/2011 report was prepared in the context of these flagship publications. Initially, conceived as a supplement to the State of the World's Cities Report, the State of Urban Youth Report was subsequently published as stand-alone publication to highlight the relevance of youth issues.
82. The State of Urban Youth Report, first published in 2010-2011, is a popular publication, distributed worldwide and available online.<sup>12</sup> Aside from its value as an academic source, it offers a great opportunity to raise awareness of youth issues across the world and to demonstrate the primacy of UN-HABITAT as a repository of information about urban youth throughout the world. As such, it has significant political potential to influence policy.
83. Youth representatives have requested a version of the report that is more accessible to young people. As far back as 1999, The Commission on Human Settlements made a similar recommendation in a statement welcoming "the publication of a popular version of the Habitat Agenda to enable,

<sup>12</sup> UN-HABITAT. Youth Empowerment for Urban Development. A Proposal for Partnership Support. Draft. Jan. 7, 2011. No author listed.

inter alia, young people to familiarize themselves with its goals and purposes, and encouraging all Governments to facilitate the translation of this document into their respective national languages.”<sup>13</sup>

## **PARTNERSHIPS OUTSIDE THE UNITED NATIONS SYSTEM**

84. In accordance with its terms of reference, the overall goal of the Partners and Youth Branch is to promote the participation of civil society and other Habitat Agenda partners in attaining progress towards the achievement of the Millennium Development Goals. Tables 3, 4 and 5 of annex II show the collaborative relationships between the Youth Unit and other UN-HABITAT entities, other United Nations agencies and partners outside the United Nations system. It is easy to see that there is an abundance of engagements at various levels; the Urban Youth Fund has connections to the largest number (15) of UN-HABITAT units. The units in UN-HABITAT that engage most with the Youth Programme are the Programme Support Division, the Monitoring and Evaluation Unit, the Office of the Executive Director and the Information Services Section; all four offer functional support to the Youth Programme. In the most substantive areas, it is the issue of gender that interfaces most frequently with the Youth Unit, which is hardly surprising since gender itself is a cross-cutting theme. It is worth noting that the involvement of the resource mobilization unit, created recently (in 2008), remains at a very low level. The uneven nature of intra-organization collaboration on youth issues could be dealt with according to the recommendation made in a recent MTSIP

<sup>13</sup> In 1999, The Commission on Human Settlements made a similar recommendation in a statement welcoming “the publication of a popular version of the Habitat Agenda to enable, inter alia, young people to familiarize themselves with its goals and purposes, and encouraging all Governments to facilitate the translation of this document into their respective national languages. In: Report of the Commission on Human Settlements, Seventeenth session, 5–14 May 1999, Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 8 (A/54/8)

peer review that future focus area strategy and policy papers should be standardized to ensure greater uniformity, quality and focus on the enhanced normative and operational framework and cross-cutting issues related to youth.<sup>14</sup>

85. Of some relevance to partnerships is Governing Council resolution 22/4 paragraph 4(a), which, requests UN-HABITAT to “strengthen further the institutional management and operations of the Urban Youth Fund and build the capacities of regional partners to manage the Fund better.” That request notwithstanding, 50 per cent of Habitat Programme Managers rate their involvement in evaluating and recommending Urban Youth Fund applications as poor, pointing to the lack of resources and information as major challenges. In the same vein, the Youth Programme should build capacity by delegating certain tasks to regional offices, including grant outreach and the initial selection, training and monitoring of Urban Youth Fund grants, performing roles similar to those of the UN-HABITAT Regional Office for Latin America and the Caribbean and eSocialSciences, the UN-HABITAT one stop internet portal for social scientists. Staff in the regional offices and Habitat Programme Managers have the knowledge of local needs and priorities that can serve to compliment strengths of Nairobi offices. The implications of these findings for staffing, funding, and communication are discussed elsewhere in the present report.

## **BALANCE BETWEEN NORMATIVE AND OPERATIONAL ACTIVITIES**

86. Discussions held with UN-HABITAT managers and staff, the balance between the normative and operational activities of the Youth Unit was a recurring theme. It was generally accepted that there was not enough of the former and too much of the

<sup>14</sup> Information provided by the Partners and Youth Branch, December 2010.

- latter. Our observations in this regard are threefold.
87. First, our review of the documentation provided by the Partners and Youth Branch showed that the Youth Unit had extensive information at its disposal for the monitoring and assessment of its operational work. Based on that evidence, we believe that there is a misperception as to the normative activity of the Youth Unit due to a lack of effective communication.
  88. Second, our review shows that normative activity in the Youth Programme has increased in the recent past. In that regard we could highlight the publication of the State of Urban Youth report, the six manuals resulting from experiences gathered by the “One Stop” youth centres, and the evaluation of the 2009 training course for the Urban Youth Fund beneficiaries. In addition, it could be argued that the Urban Youth Fund and the World Urban Youth Assembly fulfill a normative function, albeit one that is yet been documented.
  89. Third, we note that monitoring is not the same as evaluation. While it is true that the Youth Unit collects a great deal of information, that information has limited impact on guiding future work. There are several reasons for this shortcoming: the information, for example, is usually descriptive rather than evaluative. The data are plentiful in compilations of numbers but lacking in clarity as to their implications and with no accompanying analysis providing deeper insights into the processes and outcomes of the project – numbers alone are not enough. Verbal data, on the other hand, are commonly provided by Youth Programme beneficiaries. Our interactions with the beneficiaries and their partner staff showed that they often rely on and are always in hope of UN-HABITAT continued support. This relationship of dependency is likely to influence their responses to questions asked by UN-HABITAT staff. Moreover, the responses given by programme beneficiaries and their partner staff can sometimes risk being seen as part of a public relations exercise rather than an objective assessment. It could be argued that there would be more merit in evaluations conducted by independent outside parties.

## 4 OPPORTUNITIES FUND FOR YOUTH-LED DEVELOPMENT



### A. INTRODUCTION

90. The Opportunities Fund for Urban Youth-led Programmes, also known as the Urban Youth Fund, was launched in 2008 at the fourth World Urban Forum in Nanjing, China. It was mandated by Governing Council resolution 21/6. That same resolution also requested the Executive Director to establish an Opportunities Fund for Urban Youth-led Development and to submit a report evaluating its operation to the Governing Council at its twenty-third session. Governing Council resolution 22/4 reiterated that request. The present chapter deals solely with the Urban Youth Fund as the other youth empowerment programmes are covered in chapter III above.

### B. BACKGROUND AND CONTEXT

91. At the twenty-first session of the Governing Council in 2007, in the process of ruling on the work programme and budget of UN-HABITAT, the member states passed a resolution calling on the Executive Director of UN-HABITAT to set up a special fund to help young people living in poverty. Championed

by Norway, the new Opportunities Fund for Urban Youth-led Development is designed to improve understanding and create more mechanisms for involving young people in sustainable urban development.

92. The establishment of the Urban Youth Fund shows that there is recognition at the highest levels of UN-HABITAT of the need to support youth-led initiatives and pave the way for other organizations and governments to place youth issues at the centre of their development strategies. Through its regular meetings with young people from every corner of the world, UN-HABITAT has demonstrated the organization's recognition of the strength of young people's needs and hopes for a voice in their own affairs and the decisions that affect them.

93. The Urban Youth Fund targets non-profit organizations led by urban young people in Latin America and the Caribbean, Asia and the Pacific and the African and Arab States. It is financed by the Government of Norway, which allocated \$2 million for a pilot phase in 2009–2011, to be renewed for the period 2012–2013. In August 2010, the Urban



Youth Fund had an outlay of \$1,756,593, of which \$874,689 went towards grants awarded in 2009 to youth-led projects and the remainder went towards personnel and administration (\$340,660) and activities in support of youth groups (\$341,244).

### C. GOALS AND OBJECTIVES

94. This fund is intended to support young people in the following areas:

- (a) Mobilizing young people to help strengthen youth-related policy formulation;
- (b) Building the capacities of member states at all levels, together with non-governmental and civil society organizations and private-sector entities to ensure a better response to the needs and issues of young people;
- (c) Supporting the development of information services tailored to the specific interests and needs of young people;
- (d) Piloting and demonstrating new and innovative approaches to employment, good governance, adequate shelter and secure tenure;
- (e) Sharing and exchange of information on best practices;
- (f) Facilitating vocational training and credit mechanisms, in collaboration with the private sector and in cooperation with other United Nations bodies and stakeholders, to promote entrepreneurship and employment for young women and men;
- (g) Promoting gender mainstreaming in all issues pertaining to urban youth.

### D. STAKEHOLDER INVOLVEMENT

95. The Urban Youth Fund is financed under an agreement of cooperation with the

Government of Norway, to support youth-led projects in Latin America and the Caribbean, Asia and the Pacific and the African and Arab States. To qualify, youth-led organizations must meet certain eligibility criteria such as legal non-profit status, run by young people aged 15 to 32, involvement of young women at all levels of decision-making, and targeting disadvantaged youth in cities with more than 10,000 inhabitants. The fund is implemented through the Partners and Youth Branch, and is managed by a secretariat and the advisory committee.

96. Stakeholders participated in the survey of Urban Youth Fund beneficiaries. We conducted a web-based survey of Urban Youth Fund beneficiaries (see chapter 2 above). We contacted all 125 of the 2009 beneficiaries and all 80 of the 2010 beneficiaries by e-mail, sending two follow-up reminders.

97. The survey included questions on the application process; the frequency and quality of interactions with UN-HABITAT staff; the performance of the funded programme in terms of outcomes for participating youth; the development of partnerships; the acquisition of additional funding, and the challenges .

### E. KEY FINDINGS: DESIGN AND INSTITUTIONAL STRUCTURE FOR IMPLEMENTATION

98. UN-HABITAT was instrumental in designing and initiating the Urban Youth Fund which currently managed by the UN-HABITAT Partners and Youth Branch. Three bodies are involved in the implementation of the Urban Youth Fund. As mandated by paragraph 3 of Governing Council resolution 21/6, the Urban Youth Fund is managed by a secretariat in the Partners and Youth Branch located at UN-HABITAT headquarters. The Secretariat works closely with the advisory committee and

the steering committee. The advisory committee comprises nine members, three of whom are youth representatives (one from each of the three regions eligible to apply for the fund) elected at the World Urban Youth Assembly which preceded the World Urban Forum. The advisory committee provides overall leadership and sets the strategic direction for the Urban Youth Fund. It makes decisions on financial allocations and develops monitoring mechanisms. It meets at least once every year to set priorities and evaluate the activities of the fund.

99. The steering committee has 14 members representing various UN-HABITAT departments. These include urban environmental planning, shelter, gender, disaster, information, programme support, the regional offices for Africa and the Arab States, best practices, training, the global urban observatory, urban governance, water, monitoring and evaluation, resource mobilization, and the office of the Executive Director. It had its first meeting on 21 May 2009.

## F. PROGRESS TOWARDS URBAN YOUTH FUND TARGET AREAS

### MOBILIZING YOUTH IN POLICY FORMULATION

100. As mandated by paragraph 3 of Governing Council resolution 21/6, UN-HABITAT has established a governance structure for the Urban Youth Fund comprising the Fund secretariat, the steering committee and the advisory committee.
101. Youth participation in policy formulation is still very limited, owing in part to a lack of research into best practices in youth-led programmes. The recent publication of the report entitled "State of Urban Youth 2010/2011 – Levelling the Playing Field: Inequality of Youth Opportunity" makes clear the organization's recognition that young people are the majority in many world cities and are the catalysts of sustainable urbanization. This report promoted the exchange of ideas and resources between youth organizations, and helped policymakers to understand the role of young people in sustainable cities.

### BUILDING THE CAPACITY OF PARTNER ORGANIZATIONS

102. The Urban Youth Fund provides close to \$1 million per year, through competitive bidding, for urban youth-led non-profit organizations. Since its inception in 2008, the Urban Youth Fund has made three appeals for proposals. During the first appeal, more than 28,000 people downloaded the Urban Youth Fund brochure and 13,000 people downloaded the application forms. The secretariat of the Fund provided appropriate information in response to more than 2,700 e-mails from youth organizations interested in applying for funding. The response was encouraging in that more than 1,100 applications from youth-led programmes were received. More than 70 per cent of these organizations applied for a grant of more than \$25,000. Owing to funding limitations, 63 youth-led organizations from 33 countries received grants worth \$960,000, mainly to support youth employment and entrepreneurship.
103. A second appeal for proposals was made in February 2010, attracting 1,563 applicants whose proposals were of a higher quality than those received in 2009. Following administrative and professional screening, 50 projects were granted a total of \$893,000. To date, a total of 113 youth organizations have received funds from the two rounds of awards. However, available funds fall far short of demand and are inadequate to deal with the variety of objectives set out in Governing Council resolution 21/6. Most of the grants have been awarded to job-creation and skills-building projects, and this makes sense as income generation is

fundamental to the involvement of young people in sustainable urbanization.

104. As a result of capacity-building, more than a quarter of the grant recipients have managed to raise additional funding subsequent to receiving the Urban Youth Fund grant and 82 per cent have stated that they will probably be able to do so in the coming months. Consequently, 80 per cent of grant recipients believe that they will probably be able to continue working on their projects without current UN-HABITAT funding and 92 per cent believe that they will be able to do without UN-HABITAT technical assistance. These results suggest that while the Urban Youth Fund grants serve to catalyse activities, they are not essential to the survival of beneficiary programmes.

#### SUPPORTING INFORMATION AND COMMUNICATION NETWORKS

105. The Urban Youth Fund reaches out to young people, youth leaders and others working with youth organizations through the use of different media, including media channels that are of particular appeal to young people. The first appeal for applications to the Urban Youth Fund was made through the press and to approximately 30,000 e-mail addresses of youth organizations and activists. The application forms were also made available on the Fund's website in English, French and Spanish.

#### PROMOTING GENDER MAINSTREAMING IN URBAN YOUTH ACTIVITIES

106. In a survey of Urban Youth Fund beneficiaries, a majority of 73 per cent stated that they did not have to change their programme goals in order to receive funding. This suggests that the award decisions made by the Fund are in accordance with the goals of beneficiaries. An overwhelming majority of 95 per cent of Urban Youth Fund beneficiaries stated that their programmes improved the lives of the involved young people and 88 per cent believed that there was also benefit to the communities in which they lived. These findings are based on statements made by recipients of the awards.
107. Asked to assess the progress of the youth-led projects, 47 per cent of the beneficiaries gave them a rating of "excellent" in terms of attracting young people and 44 per cent rated them as "excellent" in improving the lives of the young people participating. They were also positive, though somewhat less so, about other aspects of the assessment: 28 per cent gave the rating of "excellent" to their impact on the community; 28 per cent also gave that rating to progress in finding ways to continue the programme after UN-HABITAT funding had ended; 25 per cent gave it to progress in finding income-generating work for the young people taking part, and 28 per cent to developing partnerships. Urban Youth Fund grants certainly appear to foster partnership

**TABLE 1: Urban Youth Fund awards by region, 2009 and 2010 (number of projects and grant amounts)**

	AAS		AP		LAC		Total	
	2009	2010	2009	2010	2009	2010	2009	2010
No. of projects	38	25	21	16	8	10	67	50
% of projects	57	49	31	31	12	20	100	100
Total grant \$	517,920	444,000	266,312	249,500	175,223	199,000	959,455	892,500
Avg. grant \$	13,629	17,760	12,682	15,594	21,902	19,900	14,320	17,500

development, since only 3 per cent report not having developed new partnerships after receiving the grant: 74 per cent of the new partnerships are formed with other non-governmental organizations, 64 per cent with local government organizations and 38 per cent with businesses.

## G. CHALLENGES FACING THE URBAN YOUTH FUND

108. Mid-term progress reports submitted by beneficiaries of 2009 Urban Youth Fund grants outline a variety of challenges specific to each of the beneficiary projects. The evaluation is limited on what it has to say about the implications of these challenges, as the information available has not yet been analysed with a view to identifying potential ways of dealing with them (see caption below).
109. The Urban Youth Fund does not have sufficient resources to enable it to monitor the beneficiaries and document best practices. The fact that it enjoys a broad mandate covering a wide range of activities makes it difficult for the fund to focus clearly on any specific area. At the request of the donor, the fund was launched with a global perspective from the very beginning but too little attention was paid to the amount of resources that would be needed to enable it to operate effectively on that scale. The Fund secretariat was hastily set up and given limited resources, considering that it was responsible for promoting the fund, processing applications and monitoring grants across all three regions. Mid-term progress reports identified delays in the processing of applications which was partly the fault of delays in the processing of grant agreements; the overarching, capacity-related causes for this were the lack of human resources in the Partners and Youth Branch, lack of information from the beneficiaries, and the Programme Support Division demand for extra documentation.
110. Governing Council resolution 21/6 gives the Urban Youth Fund a wide mandate to support projects across a broad spectrum of activities. This makes it difficult for the Fund to have a clear and specific focus. Nevertheless, important issues in sustainable urbanization, such as water and sanitation, are missing from this resolution. The limited resources available make it essential to prioritize, and this necessitates coordination within UN-HABITAT to capitalize on existing bodies such as the Water Sanitation and Infrastructure Branch, the Cities and Climate Change Initiative within the Urban Environmental Planning Branch, and the Global Land Tool Network.
111. Furthermore, given its mandate to strengthen youth organizations as set out in paragraph 4 of Governing Council resolution 22/4, the Urban Youth Fund has not gone far enough in strengthening the engagement of Habitat Programme Managers in the operation and management of the Fund. The best opportunity for capacity-building, however, lies in the greater involvement of Habitat Programme Managers, regional offices, and intergenerational partnerships. Habitat Programme managers are uniquely positioned to support the implementation of the Fund, as they are familiar with UN-HABITAT guidelines and processes and have extensive knowledge of local development issues. Their responses to the evaluation questions show how useful they could be in capacity-building for management of the Fund.
112. Although analysis of mid-term progress reports prepared by the 2009 Fund beneficiaries was beyond the scope of the present evaluation, a cursory review suggested that the reports contained useful information and offered helpful suggestions that merited further analysis. Some beneficiaries voluntarily shared what they had learned, including insights that could be useful to the future operations of the Urban Youth Fund and to other youth-

led organizations. The Youth Programme should support this sharing of experiences through, for example, setting up a website where the beneficiaries and other interested parties could find information on projects of interest and upload information on their own projects. The recently established global youth helpdesk would be a logical venue. The template for both interim and final Urban Youth Fund project reports should also include questions about lessons learned, partnership development, and organizational sustainability and should highlight project success stories.

## H. CONCLUSIONS

113. The evaluation formulated the following conclusions in respect of the Urban Youth Fund:
- (a) The probationary phase of the Urban Youth Fund has recorded not only challenges but also successes and important lessons learned. To date, a total of 118 youth organizations have gained access to funds. Most of the grants have gone to job-creation and skill-building projects, and this makes sense in that income generation is fundamental to sustainable urbanization. The funds available, however, are simply not adequate to meet the numerous objectives set out in Governing Council resolution 21/6;
  - (b) Informal discussions with potential financial partner institutions were halted on advice from the Programme Support Division. It is important, however, for these challenges to be analysed so that solutions can be identified;
  - (c) The application of lessons learned from the 2009 call for proposals improved the quality of the proposals submitted for 2010 grants. This

discovery that the application of lessons learned has a positive impact also illustrates the essential linkage between normative and operational activities. To play its role successfully as a global catalyst of sustainable urbanization, the Urban Youth Fund must work towards a more effective and rigorous integration of evaluation into the design and budgeting of project implementation in general and monitoring in particular.

## I. RECOMMENDATIONS

114. In the light of the evaluation findings and given the limited levels of current funding, the following recommendations are formulated:
- (a) The Urban Youth Fund grants should focus on fewer countries to enable staff to monitor them more effectively, provide better support, and take advantage of existing strengths.
  - (b) The Fund should work with Habitat Programme Managers who are uniquely positioned to support the implementation of field activities, facilitate networking and support the exchange of lessons learned;
  - (c) The Urban Youth Fund should support the sharing of lessons learned through a website where beneficiaries and other interested parties can find information on projects of interest and upload information on their own projects. The template for both interim and final Urban Youth Fund project reports should also include questions about lessons learned, partnership development, and organizational sustainability;
  - (d) Having been in operation for two years, it is time for UN-HABITAT to

address the whole range of Fund objectives. In addition, analyses should be carried out of compilations of data relating to beneficiaries, mid-term progress reports and final project reports by beneficiaries in order to guide the future operations of the Fund;

- (e) An interactive website should be set up where beneficiaries and other youth-led organizations can find information on projects of interest -

names of organizations, descriptions of projects, their location, and contact information - obtain training support, upload information on their own projects and share experiences;

- (f) Future awards for projects should include funding for monitoring and evaluation in order to identify promising practices.

# 5 PERFORMANCE OF THE NORMATIVE AND OPERATIONAL YOUTH EMPOWERMENT INITIATIVES



## A. INTRODUCTION

115. The Youth Programme does not have an equivalent to the UN-HABITAT Gender Equality Action Plan, which aims to strengthen gender mainstreaming in UN-HABITAT programmes and activities within the context of the medium-term strategic and institutional plan 2008–2013. An interdivisional consultation on mainstreaming youth into UN-HABITAT programmes did, however, explore the possible outcomes of synergistic activities jointly undertaken by the Youth Unit and other collaborating units. This exploration was the prelude to a proposal for partnership support that laid out the objectives and key strategies and outlined youth mainstreaming activities in water and sanitation, housing and infrastructure, environmental management, land rights and governance. This proposal envisioned accomplishments in two main categories: improved livelihoods for marginalized young slum dwellers and more involvement of young people in governance at all levels.
116. The proposal put forward a coherent strategic framework for youth mainstream-

ing. Nonetheless, four cautionary comments are in order. First, the accomplishments foreseen for the next two years seem far more ambitious than feasible, even if increased resources are taken into account. The five phases identified in the framework could not realistically be completed in a careful and effective manner in less than two years, given that they are undertaken simultaneously across five thematic domains, each of which is a challenge in itself. The work becomes even more complicated when carried out across different geographic regions. Thus it is necessary to prioritize mainstreaming goals in a strategic way. Without such prioritization, mainstreaming could succumb to the same fate as the Urban Youth Fund, which is burdened with the responsibility of pursuing goals that are impossible to achieve with the level of funding available.

117. Second, if UN-HABITAT is to fulfill its catalytic role of disseminating promising practices,<sup>15</sup> it must distil lessons from the experience of operational activities. This requires rigorous evaluation and the

<sup>15</sup> For our preference of the term “promising practices” over “best practices”, see footnote 13 above.

establishment of strategic partnerships. The proposed strategic framework, in fact, needs an additional phase, on evaluation, to produce insights that can be shared as a basis for building a cumulative body of evidence-based knowledge.

118. Third, UN-HABITAT must be able to carry out observations that go beyond the limited interventions that its resources can support. UN-HABITAT could greatly augment its global role in supporting sustainable urbanization by scanning the landscape of youth empowerment initiatives worldwide and identifying effective precedents. In other words, the UN-HABITAT approach should not only be based on rights, but also on precedents. As part of its mainstreaming efforts, UN-HABITAT should investigate successful models of youth integration into urban policies and practices. This investigation could examine intersectoral development, the implementation of general plans on issues involving young people, and the involvement of young people in local governance and decision-making through the establishment of youth councils or other empowerment mechanisms. Its integration efforts should reflect and build on those tried and tested models.
119. Lastly, the proposed framework has little to say about mainstreaming youth into UN-HABITAT organs and forums. While recognizing that such mainstreaming would be positive, it does not propose any specific actions to be taken in that regard.

## **B. ORGANIZATIONAL STRUCTURE FOR THE YOUTH PROGRAMME**

120. As noted in chapter 1 above, the establishment of a youth programme in UN-HABITAT was a timely and appropriate response to the demographic, economic and political realities of cities in the South during the 1990s. Senior managers are of the opinion that the specific institutional crystallization of the Partners and Youth Branch within UN-HABITAT, as currently configured, is largely a matter of historical accident. While this organizational status may have been effective in the past, the evaluation provides an opportunity to ascertain whether it serves the future interests of UN-HABITAT in implementing the youth-focused elements of the Habitat Agenda and the Millennium Development Goals.
121. While there are many differing opinions as to the preferred organizational structure, there is universal agreement on the importance of the Youth Programme in UN-HABITAT and general recognition that the limited staff and financial resources available to the Youth Unit hamper it from achieving its wide-ranging objectives.
122. Whatever the outcome may be, the UN-HABITAT Youth Programme requires a clear organizational identity. The Youth Unit was at its most effective when working as an independent unit with its own budget and work programme, while at the same time operating in close collaboration with other UN-HABITAT units within an agreed upon organization-wide framework for mainstreaming youth issues. This set up would be appropriate to the cross-cutting nature of youth issues and their acknowledged importance in the overall mission of the organization, as per the medium term strategic and institutional plan. Any organizational changes, however, would have to consider their implications for staffing.
123. The final decision on the organizational structure of the Youth Programme should take into account the unit's relationships with its partners. Given the limited resources at the disposal of UN-HABITAT, partnerships are crucial to the ability of the Youth Programme to be a global player in promoting sustainable urbanization.



### C. YOUTH PARTICIPATION

124. Numerous documents call for the participation of young people in UN-HABITAT activities. These include the Commission on Human Settlements in 1999; resolution 18/8 in 2001; resolution 19/13 in 2003; and resolution 20/1 in 2005. More recent documents urge similar actions. It is clear that increasing the involvement of young people is a long-standing mandate of UN-HABITAT.

Table 7 of annex II provides a summary of the many ways in which young people are encouraged to participate in UN-HABITAT programmes and the domains in which they can participate.

125. While there are various connection points for young people in UN-HABITAT programmes, youth participation in the governance of UN-HABITAT is still very limited. The Youth Advisory Board, which has some influence on UN-HABITAT policy, has not promoted youth involvement in UN-HABITAT operations, including the development of the work programme, mobilization of resources, review of project proposals, interactions with the Committee of Permanent Representatives, or the creation of publicity materials, reports and communications, (except, perhaps as recipients of communication). It is true that young people are involved in specific youth empowerment programmes such as the "One Stop" centres and the Moonbeam training centre, but their participation is limited to the training courses they elect to follow; there is a complete lack of genuine participation on the part of young people in higher level decision-making.

126. Although there is youth participation in many different programmes, it is not possible to establish to what extent that participation is substantive. The majority of upper and mid-level managers in UN-HABITAT do embrace the notion of youth as a mainstreaming issue, but it is not clear

to what degree that rhetoric gets translated into action.

127. Of course, not all areas are conducive to extensive youth engagement; steps should be taken to identify where and when young people should be engaged in UN-HABITAT programmes and operations. UN-HABITAT should clarify what it means by terms such as youth involvement, youth engagement, youth partnership, youth empowerment and youth-led. It should also specify the actions that are associated with the terms that it decides to use consistently and then assess the effectiveness of those actions as an integral part of its overall monitoring and evaluation.

128. Findings from an independent evaluation of the UN-HABITAT Youth Programme as part of the Review of the cooperation between UN-HABITAT and the Government of Norway (Kruse and Okpala), of August 2007, indicated that the Youth Programme was dynamic, purposeful and relevant and had contributed to catalysing national and local government efforts. The review also acknowledged that although serious efforts made to integrate and mainstream youth concerns into most programmes; as a rule, youth-related activities appeared to be kept rather isolated from other activities carried out by UN-HABITAT.

### D. COMMUNICATION

129. The Youth Unit actively uses social media, taking advantage of the internet and the worldwide web. Although it has not been possible to gauge the effect of the dissemination of this information, it is certain that the use of the internet has enabled the Youth Unit to reach a worldwide audience.

130. When asked how they rated the quality of their communication with the Youth Unit on a scale of 1 to 10, from "very poor" to "outstanding", UN-HABITAT staff and senior managers typically placed themselves in the 5–7 range. A majority of

- Youth Advisory Board members rated UN-HABITAT staff communications as “fair” or “poor”. Likewise, a majority of Habitat Programme Managers, responding to similar questions, rated the frequency of UN-HABITAT communications about the Urban Youth Fund as “fair” or “poor”. Urban Youth Fund recipients themselves receive few communications from UN-HABITAT and many said that they were poorly informed about the work of other beneficiaries.
131. The recently launched urban gateway portal will contribute to meeting some of the information needs as it has an impressive capability to find networks, experts, resources, events and to join in discussions. There is also a strong interest in the recently launched Global Youth Help Desk service with its online information referral capability. In all, 56 per cent of Urban Youth Fund recipients who took part in the survey said that they would “very likely” use a web-based Youth Help Desk that answered questions about youth programmes and the status of young people around the world. Only 3 per cent said that it was “very unlikely” that they would use such a service.
  132. Another important aspect of communication is style of presentation. For this evaluation, we reviewed about 200 documents. Most of them were written in bureaucratic language: long sentences; passive sentence construction; copious acronyms; vague, undefined terms; United Nations lexicon. Furthermore, all documents do not contain information as to when they were produced, by whom, or what their status is (e.g., draft by --; proposal to --; directive from --). This lack of proper attribution undermines the ability of UN-HABITAT to monitor and evaluate the extent of the progress made towards the stated objectives. This situation could be easily remedied by publishing basic rules for document production and enforcing their consistent application.
  133. While jargon can act as efficient shorthand to facilitate communication within organizational boundaries, it is clearly a hindrance when communicating with external audiences. UN-HABITAT must, therefore, tailor its messages to the needs of the specific audiences that it is targeting. It also needs to clarify the meaning of potentially ambiguous terms such as “sustainable urbanization,” “empowerment,” and “participatory decisionmaking,” in order to facilitate communication with its interlocutors, and also as a matter of accountability, so that progress towards the desired objectives can be measured in meaningful ways.
  134. Official publications and speeches convey important information about the priorities of the organization that releases them. Because youth is intended to be a critical cross-cutting issue for UN-HABITAT, the evaluation team investigated the extent to which references to youth permeated the speeches and the annual reports of the organization. To provide an anchor for comparison, we used references to gender, the other major cross-cutting issue for UN-HABITAT. We were provided with the full electronic text of 60 speeches or statements made by the Executive Director of UN-HABITAT in 2009 and 2010 (up to 12 November 2010). In addition, we received the electronic text of the organization’s annual reports for the period 2006–2009. We singled out the words “youth” and “gender”, together with words related to youth and to gender, to determine whether there was a difference in emphasis between the two issues or whether there had been a change in emphasis over time.
  135. The word count in table 6 for youth and gender (annex II) summarizes the findings for those two words. The frequency of references to the concept of youth in the speeches of the Executive Director suggest that it is a more salient issue than gender, but this salience does not appear to be

reflected in the actual mainstreaming of youth throughout the organization. While references to youth in the annual reports increased by roughly 50 per cent between 2006 and 2009, they actually declined last year, while references to gender nearly tripled (and almost doubled in the last year). A less formal analysis indicates that gender issues are mentioned much more frequently than youth issues in the medium-term strategic and institutional plan papers. This may indicate that youth, as compared to gender, is not receiving the same attention and support as a cross-cutting issue.

## E. STAFFING

136. The Youth Unit is facing various staff-related challenges. Staff are spread thinly, with multiple responsibilities for a half-dozen or more projects, as shown in the tables in annex II to the present report; this is exacerbated by a combination of low budget and high turn-over. There are also difficulties when it comes to hiring staff whose skills are in accordance with programme needs. This situation has an impact on the capacity of the Youth Unit for optimal performance in, for example, management, communication, monitoring and evaluation.
137. The Youth Unit cannot perform well with an inadequate staff complement. If UN-HABITAT is serious about its commitment to youth engagement and if it is dedicated to complying with the relevant Governing Council resolutions, it needs to make a concerted effort to allocate adequate resources to support its Youth Programme.
138. The staff capacity of the Youth Unit needs to be enhanced according to priority needs, specifically support for, first, mainstreaming, which requires at least one full-time appointment through an interdivisional search process; second, communication, which requires one full-time staff member to ensure a consistent flow of messaging and branding, increased accessibility of reports and publications for external audiences, assistance with communications with programme partners, and enhanced internal communications in support of mainstreaming; third, a specialized grant writer to help prepare applications for external funding to support monitoring and evaluation, possibly through joint applications with research partners, and to attract private-sector support – this position could possibly be shared with another unit within UN-HABITAT; and, fourth, a replacement for the recently vacated senior administrative position. Considering that the Youth Unit recently lost two staff members, this recommendation entails a modest addition of two positions, one of which could possibly be shared.
139. In addition, there is a lack of clarity about job responsibilities. Apart from their own workload, staff members are not always clear as to their other assigned tasks, with the result that they tend to feel responsible for everything. As far as possible, specific programmes should be assigned to specific staff members.

## F. FUNDING

140. In spite of efforts to find additional sponsors, the Government of Norway remains the only sponsor of the Urban Youth Fund. This dependence on one donor puts at risk the viability of the Youth Programme.
141. One major fundraising constraint might be the failure by UN-HABITAT to demonstrate to the donor community the outcomes of the Urban Youth Fund during the pilot period. Donors want to be persuaded that their investments will help magnify and multiply the positive results that evidence has demonstrated; a strong monitoring and evaluation policy is therefore key to fundraising. The recommendations in chapter 6 are intended to mitigate the financial vulnerability of the Youth

Programme and to strengthen its long-term sustainability.

## G. VISION FOR YOUTH INITIATIVES IN UN-HABITAT WORK

142. Until now the Youth Programme has, by and large, been the cumulative expression of the values and principles held by key individuals committed to supporting participatory action that addresses the challenges experienced by young people living in poverty. The available information shows that much has already been accomplished. The time, however, has come to weave this commitment more fully into the institutional fabric of the organization as a whole, effectively embedding it into compelling and clearly articulated visions and strategies.
143. Recent Youth Programme activities largely appear to be reactions to the needs and desires expressed by communities and donors. It has become essential, however, that such responses be coordinated and evaluated within a coherent normative framework, that activities be prioritized in accordance with available resources, that organizational processes and structures facilitate rather than hinder effective outcomes, and that insights about approaches and models that work or do not work, be clearly communicated to the appropriate audiences and used to leverage fundraising. All these require the guiding vision that shapes and directs the Youth Programme.
144. The terms of reference for the partners & youth section do not include a vision statement. Elements that can comprise such a vision, however, are present in undeveloped form in many Youth Programme materials. These elements need to be brought together in a single statement and used consistently. At present, there is a missed opportunity to present the Youth Programme with a more recognizable face.
145. Considering the internal strengths and opportunities of UN-HABITAT in its environment, empowerment is the defining characteristic of the Youth Programme. Although this is a compelling theme, as a vision it would gain more from being strongly embedded in easily recognized contexts. Logically speaking, empowerment must take place within a rights-based framework. The Youth Programme wants to empower young people, based on acknowledgement that their exercise of power is legitimized by accepted rights. There are useful examples of rights-based approaches – housing, water, land – so a rights-based framework should resonate and integrate effectively with UN-HABITAT work in general. Another key element in a powerful vision statement, already clearly present in programme materials, is the recognition that youth represents resources and untapped potential, rather than burdens on society. Finally, a third vision element focuses on successful precedents in youth-led development. The unique ways in which the Youth Programme integrates normative and operational activities put it in an excellent position to identify promising practices that have emerged from its own pilot initiatives or successful models developed by others.

## 6 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS



### A. CONCLUSIONS ON KEY FINDINGS

146. In the light of the findings of the assessment, the following conclusions have been formulated:

- (a) In view of the limited funding of UN-HABITAT, the involvement of Habitat Programme managers, regional offices, and intergenerational partners remains a viable option. The impact of this approach, however, will be greatest when normative and operational activities become carefully integrated. Operational work must be in the form of carefully monitored and evaluated pilots, with the goal of learning lessons about promising practices that can serve as models to be adopted or adapted elsewhere. To maximize its potential, UN-HABITAT must work as a catalyst with partners who bring additional resources on board;
- (b) Operational concerns such as delays in money disbursement, insufficient new funds for sustainability at the current or expanded level, lack of focus on youth responsibilities in programme decision-making and poor staffing are all detrimental to youth initiatives;
- (c) Despite the apparent absence of any evaluation to test the effectiveness of youth programmes, either those engaging youth in mitigating urban poverty or those programmes which act as positive public relations for the UN-HABITAT mission, it would appear that the arts could be an effective vehicle for communication with young people. The interest so far shown in most youth projects suggests that some, if not all of them, have the potential to go further than pilot level;
- (d) Implementation of the youth programmes, which is largely decentralized, is a subject for immediate consultations between the Partners and Youth Branch, the relevant UN-HABITAT units and the different players in the field on improvement of implementation, documentation of knowledge on

best practices and emerging issues and youth-friendly strategy for dissemination of lessons learned to support advocacy and capacity development;

- (e) The Youth Programme should consider using the concept of the laboratory as a useful metaphor for its work – running youth programmes to test what works and systematically documenting success and failure. UN-HABITAT could then become a centre of excellence and a seminal source of information about the status of youth and the factors that work to make young people successful in advancing sustainable urbanization, and the Youth Programme would be seen as a temporary technical collaborator to initiate, facilitate and guide the operations of specific programmes.

## B. LESSONS LEARNED

147. Based on the accumulated experience to date of the various youth activities and programmes carried out under the auspices of UN-HABITAT, the following lessons learned may be identified:

- (a) A strong demonstration of substantive decision-making and leadership on the part of young people in the operations of youth centres is essential for ensuring that the principles of UN-HABITAT are respected and that youth programmes are not only created for young people but also by young people. Young people should therefore take prominent positions on staff and boards as members with significant operational and strategic control, rather than those with a simply advisory role. Young people, however, are not best qualified to deal with all of the activities, so it is important to define the appropriate and distinct roles that need to be taken by adults to help clarify the parameters of substantive youth engagement;
- (b) Most youth activities have been run on an ad hoc basis, both in terms of finances and staffing. Having staff with youth expertise is an excellent resource and clearly contributes to youth mainstreaming in particular programmatic areas. UN-HABITAT can, however, gain added value from these staff-members through improved coordination and more dynamic engagement with the Youth Unit;
- (c) Funding often arrives too little or too late, causing great hardship among programme trainers and coordinators and threatening programme viability. It is the responsibility of sponsors to not only disburse the promised funds promptly but also to consider the implications of the full costs of running a sustainable programme. In cases where money is available for capital expenditure such as building construction, but not for programme materials or operations, a plan should be put in place in good time to raise the necessary revenue. If money is made available only for a short period of time, a strong and accountable plan with targeted timelines must be in place for raising of future funds;
- (d) UN-HABITAT uses various programmes for integrating youth empowerment into its work. To a certain extent the models offer a unique opportunity for the organization to learn different paradigms. No one single model, however, can serve as the best solution for urban youth problems;
- (e) The promotion of various youth projects has created an environment for up-scaling the focus on youth in all of the UN-HABITAT activities. The variety of projects, however, has also

introduced new challenges, especially where there is no clear framework for mobilizing new resources, creating knowledge from experience and tapping into it for learning, advocacy and mainstreaming youth-led activities.

## C. RECOMMENDATIONS FOR ACTION

148. Accordingly, the following recommendations are put forward for future action in the domain of UN-HABITAT youth-oriented activities:

- (a) UN-HABITAT should build the capacity of its Youth Programme to strengthen its mandate by:
  - i. Broadening and diversifying its core funding to minimize constraints in the delivery of planned activities;
  - ii. Reducing and prioritizing programme commitment and targeting beneficiaries;
  - iii. Developing strategic partnerships, for example with ILO and UNICEF;
  - iv. Increasing staff numbers at all levels and matching the skills of its staff to the programme goals;
  - v. Increasing the involvement of young people, youth leaders, national Habitat Programme managers and regional offices.
  - vi. Strengthening the capacity of small organizations and partners managing UN-HABITAT programmes and youth activities for the first time, especially in the documentation of experiences and best practices;
- (b) UN-HABITAT should review the youth programme strategy within an agreed upon organization-wide framework for mainstreaming youth issues; using lessons learned from current youth programmes to recast the youth strategy, including ensuring appropriate communication with internal and external audiences, a well founded staffing structure, fundraising programmes and a plan for eventual independence from UN-HABITAT;
- (c) UN-HABITAT should strengthen the implementation of the Opportunities Fund for Youth-led Development by:
  - i. Limiting future awards selection to fewer countries where UN-HABITAT already has strengths so as to increase opportunity for lessons learning;
  - ii. Aligning selection of funding to existing focus areas of strength in UN-HABITAT, specific donor interest and inter-generational potential;
  - iii. Supporting sharing of lessons learned through a website where young people and others can find information on projects of interest, project-related questions, partnership development and other such matters;
- (d) UN-HABITAT and its partners should review the governance structures of youth programmes in order to align them with UN-HABITAT organs and priorities in national policies, clarifying areas of contention such as the role of young people as staff and board members, and the achievement of greater coherence with Habitat Programme Managers in youth programmes;
- (e) UN-HABITAT should strengthen its monitoring, evaluation and reporting strategy to better address future youth project/programmes and Urban Youth Fund activities, especially in identifying and disseminating promising practices.

## ANNEX I: TERMS OF REFERENCE FOR THE EVALUATION OF THE UN-HABITAT YOUTH PROGRAMME, INCLUDING THE OPPORTUNITIES FUND FOR URBAN YOUTH-LED DEVELOPMENT



### A. INTRODUCTION

1. An evaluation of the “Opportunities Fund for Urban Youth-led Development” will be conducted as per the mandates of UN-HABITAT’s Governing Council resolutions 21/6 para 6; and 22/4 para 4 (f) of April 2007 and April 2009, respectively, which requested for the evaluation of the operation of the Fund and a report be submitted to the Governing Council at its 23rd session in April 2011. Although the request by the resolutions only focus on the evaluation of the Opportunities Fund for Urban Youth-led Development, the Agency found it more strategic to have an evaluation of the Youth Programme as a whole since the initiatives are interlinked and expected to contribute towards the same objectives. This evaluation was therefore included in the biennium evaluation plan as one of the strategic evaluations to be undertaken during the 2010-11 work programme. The evaluation is scheduled to commence in September and be completed by January 2011.

### B. BACKGROUND AND CONTEXT

2. UN-HABITAT is the coordinating agency within the United Nations system for human settlements and focal point for coordinated implementation of the Habitat Agenda, as well as the human settlements chapter of Agenda 21, and the MDG Goal 7 Target 11 of significantly improving the lives of at least 100 million slum dwellers by the year 2020. The Habitat Agenda, paragraphs 13, 33 and 45, specifically commits UN-HABITAT to work in partnership with youth in human settlements management and development and empower them to participate in decision making in order to improve urban livelihoods and develop sustainable human settlements.
3. The youth have always been recognized as important players in the work of UN-HABITAT with mandates from various resolutions (17/19 of 14 May 1999, 18/3 of 16 February 2001 and 18/8 of 16 February 2001 and 19/13 of 9 May 2003) on enhancing UN-HABITAT partnership and engagement with youth. Youth issues have subsequently been reflected in UN-HABITAT’s planning



- instruments, the strategic framework and the work programmes and budgets.
4. In 2005, the Governing Council recognized the significance of the “Strategy for Enhanced Engagement with Youth” developed by UN-HABITAT to provide a framework for strengthening the design and implementation of the youth empowerment programme. The overall goal of the Strategy is to foster youth empowerment, mainstream the work of UN-HABITAT on engagement of young people and addressing the problems of young people for meaningful solutions to urban challenges.
  5. In April 2007, the first Medium-term strategic and institutional plan for 2008-2013 was approved for UN-HABITAT focusing on six focus areas. When adopting the plan, the Governing Council through resolution 21/2 para 4, requested the Executive Director, to ensure that cross-cutting issues such as gender, youth, environment and disaster prevention response are duly reflected in the implementation of Enhanced Normative and Operational Framework (ENOF). The mid-term plan is expected to strengthen UN-HABITAT’s integration and engagement with youth in both the normative and operational aspects through the various programmes and projects.
  6. To further strengthen UN-HABITAT’s work with youth in urban areas, the Governing Council of UN-HABITAT, through resolution 21/6 of April 2007 requested UN-HABITAT to establish an “Opportunities Fund for Urban Youth-led Development”. The fund was to support youth-led initiatives in pursuance of the Habitat Agenda, the work programme of the United Nations Human Settlements Programme and overall strategy within a number of areas identified in the resolution, including facilitating vocational training and grant mechanisms to promote entrepreneurship and employment for young women and men, in collaboration with the private sector and in cooperation with other United Nations bodies and stakeholders. The Opportunities Fund for Urban Youth-Led Development was established in 2008 and supports youth-led initiatives worldwide and engages the partnership and leadership of young men and women aimed at working towards sustainable urbanization.
  7. UN-HABITAT’s work with young people is the responsibility of the Youth Section within the. Youth is also one of the target groups for UN-HABITAT’s work whose issues are integrated and mainstreamed in a number of UN-HABITAT’s programmes. In addition, a number of youth empowerment initiatives and pilot projects are being implemented that seek to empower young people to enable them better respond to urban challenges at all levels. These include:
    8. The Opportunities Fund for Urban Youth-Led Development that provides financial support for youth-led development initiatives in developing countries;
    9. The One Stop and We are the Future Youth Resource Centres that provide space for youth-led initiatives;
    10. Moonbeam Training Centre (Youth Empowerment Programme in Kenya) providing training and support for young women and men entrepreneurs from Mavoko and Kibera slums in Kenya.
    11. At the programme level, the pilot projects are expected to positively impact on the beneficiaries while at the normative level generate models and best practices for replication and scaling up. With regard to the programmatic work, UN-HABITAT is developing new and innovative projects and programmes for marginalized urban youth who live in cities and slums in developing countries. UN-HABITAT is engaging strategic partners from the civil society, local governments, youth and youth-led organizations in the design and implementation of the programmes.

Testing and piloting of the programmes are considered key for the normative work in this area as well as the ability of both UN-HABITAT and the partners to generate viable models and scale up the programmes.

12. With regard to normative work, structures have been developed to facilitate and build capacity for youth engagement and influence decision making processes at all levels both within UN-HABITAT and externally. In May 2003, the Governing Council adopted a resolution on the engagement of youth in the work of UN-HABITAT. As a result, the Youth Advisory Board was established through which young people are able to engage in the Governing Council sessions of UN-HABITAT. At the global level, the World Urban Youth Assembly has become the leading global platform for youth to deliberate on urban issues. At some localities young people have established institutions such as youth councils or programmes within the One-Stop Youth Centres through which they engage with their municipalities on issues that affect them in their cities.
13. The Government of Norway has been the main funder of the Youth Programme. There has been in-kind contribution from the municipalities where the projects are implemented as well as funding from UN agencies under the One UN framework. As regards the Entrepreneurship and Employability project, funding came from UN-HABITAT Foundation, although the initial funding of \$100,000 came from the United Nations Secretary General Ban Ki Moon Special Fund. Initial funding of \$220,000 for the youth projects, which commenced in 2003, was provided by the Dutch Government. Support for the “We are the Future Centres” programme was through a partnership with Glocal Forum/ Starbucks for a total of USD 500,000.
14. Findings from an independent evaluation of UN-HABITAT’s Youth Programme as part of

the “Review of the cooperation between UN-HABITAT and the Government of Norway” (Kruse and Kampala), of August 2007, indicated that programme has been dynamic, purposeful and relevant and has contributed to catalyzing national and local government efforts. The programme was also noted to have been successful in mobilizing and energizing the youth in the project cities, securing their participation in the activities. However the review indicated that although serious efforts have been made to integrate and mainstream youth concerns in most of the other programmes, particularly at the field level, most of the youth activities appear somewhat detached from other UN-HABITAT programmes. The review concluded that the Youth Programme is young and not yet fully developed and will require substantial future support but also recommended that the focus be made clearer, enhance its normative character and broaden funding sources.

### C. THE PURPOSE AND OBJECTIVES OF THE EVALUATION

15. The primary audience for this particular evaluation is the Governing Council of UN-HABITAT, which requested the evaluation of the Youth Fund, for accountability and policy decision making with respect to the youth and human settlements development.
16. The evaluation is also intended to serve as a management tool for UN-HABITAT senior management, as well as to the Partners and Youth Branch in ascertaining the efficiency and effectiveness of the operation of the Youth Programme in general, and the Opportunities Fund for Urban Youth-led Development that has been set up to support youth led-initiatives in particular.
17. Findings from this evaluation will provide valuable information for accountability and learning to implementing partners and UN-HABITAT. Another important audience for this evaluation are the current and potential

- donors and it is expected that the report will be used for resource mobilization if appropriate.
18. This evaluation will build on the 2007 review referred to above, and assess the relevance and catalytic role of UN-HABITAT's work with the urban youth, review progress in integration of youth issues in UN-HABITAT's normative and operational activities, assess progress made on the various youth initiatives including the Opportunities Fund for Urban Youth-led Development.
- (a) The evaluation will address four main objectives:
  - (b) To assess the overall relevance of UN-HABITAT's work with urban youth.
  - (c) To review the integration of youth issues in the normative and operational work of UN-HABITAT.
  - (d) To evaluate the operations of the Fund and prepare a report for submission to the Governing Council
  - (e) To review the normative and operational performance of the Youth Empowerment initiatives of UN-HABITAT.

#### D. EVALUATION CRITERIA AND QUESTIONS

19. The evaluation will focus on relevance, effectiveness, efficiency and sustainability. Illustrative questions will include, but not be limited to, the following:

TABLE 2: Area of Focus and Evaluation Issues

Areas of focus	Evaluation issues
Overall relevance of the Youth Programme	<p>Given the size of UN-Habitat, what can the agency realistically achieve in responding to issues affecting urban youth?</p> <p>How relevant is UN-Habitat's youth programme mandates, goals and strategies to the challenges of urban youth in developing countries and in the context of the Millennium Development Goals?</p> <p>Considering the comparative advantages of the Agency, what niches of opportunities for strengthening the youth programmes should be investigated in view of the rapid changes in slums?</p>
Integration of youth in UN-Habitat normative and operational work.	<p>What has been achieved in integrating youth perspectives in UN-Habitat governance processes?</p> <p>What has been achieved in integrating youth perspectives in human settlement related policies, programmes and projects within the P&amp;Y Branch and the larger UN-Habitat? What strategies have been used and how effective have they been?</p> <p>What are the institutional mechanisms for youth mainstreaming in UN-Habitat and how have these functioned?</p> <p>Which tools and approaches for youth mainstreaming have worked in UN-Habitat and which have not?</p> <p>To what extent has the youth programme been designed to contribute to the strategies articulated within the mid-term plan framework?</p> <p>How effective is the institutional set up and capacity of the Youth programme in delivering the youth agenda of UN-Habitat?</p>

Youth Empowerment Programme (YEP)	What has been the contribution of the Youth Empowerment Programme in improving the livelihoods of urban youth ?
i) UN-Habitat Youth Centres	What is the added value of the different initiatives within the Youth Empowerment Programme? How can the linkages between the different initiatives be improved
ii) Moonbeam Youth Training Center (MYTC)	<p>To what extent have youth and gender perspectives been integrated in the design and implementation of the Youth Empowerment Programme?</p> <p>Which tools and approaches for youth empowerment have worked and which have not?</p> <p>To what extent has the Youth Empowerment Programme been able to reach out to informal and emerging youth groups/coalitions, including those in slums?</p> <p>To what extent have resources been utilized efficiently?</p> <p>To what extent are the pilot/demonstration projects designed and implemented for replication/scaling up/best-practice model development?</p> <p>What is the potential for sustainability and replication of the Youth Empowerment Programme?</p> <p>To what extent and in what areas has Youth Empowerment Programme impacted young people or have the potential for impact?</p> <p>To what extent has research, policy and best practices been developed from the Youth Empowerment Programme?</p> <p>How relevant and realistic is the Youth Empowerment Programme to the issues affecting the urban youth?</p> <p>To what extent has the Youth Empowerment Programme been designed to contribute to the expected results of the mid-term plan, in particular focus area 1 and 2?</p>
Opportunities Fund for Urban Youth-led Development (“the fund”)	<p>What has been achieved so far towards implementing the Fund?</p> <p>Have the institutional arrangements established to operationalize Fund been effective? Why/why not?</p> <p>To what extent has the implementation of the fund been integrated with other programmes under UN-Habitat’s work programme and the Medium Term Strategic and Institutional Plan?</p> <p>To what extent have the technical criteria for selecting grant recipients aided the aims of the fund as identified in Governing Council resolution 21/6 ?</p> <p>To what extent have youth and gender perspectives been integrated in the design and implementation of the fund?</p> <p>How are these reflected in the types of initiatives funded?</p> <p>To what extent are the projects supported by the fund relevant to the priorities of the Fund?</p> <p>Which tools and approaches for youth-led development have worked and which have not?</p> <p>To what extent has the fund been able to reach out to informal and emerging youth groups/coalitions, including those in slums?</p> <p>How relevant is the Fund in addressing the priority issues identified by resolution 21/6?</p> <p>To what extent have resources been utilized efficiently in implementing the fund?</p> <p>What is the potential for impact and sustainability of the initiatives supported by the Fund?</p>

## E. SCOPE AND FOCUS

20. This evaluation will provide an assessment of the progress made in the establishment and operationalization of the Opportunities Fund for Urban Youth-led Development, the progress and achievements of UN-HABITAT's Youth Programme as a whole as well as the appropriateness of the institutional arrangements and strategic partnerships with the youth in human settlements management and development.
21. The evaluation will cover: i) youth empowerment programmes/projects since the approval of the Youth Strategy for Enhanced Engagement by the Governing Council in 2005 to-date including the operationalization of the Opportunities Fund for Urban Youth-led Development; ii) integration and mainstreaming of youth in UN-HABITAT programmes and; iii) engagement of youth in the governance of UN-HABITAT and in decision-making at local levels. The review will provide an overall assessment of the relevance and potential niche of UN-HABITAT's youth programme in the context of the opportunities and challenges facing urban youth at the global, national and local levels.
22. The evaluation will be both a process and performance evaluation focusing on the dynamics of empowering the youth, policy and strategy instruments used, service delivery mechanisms, management practices, and the linkages to other UN-HABITAT programmes. The evaluation is expected to help identify gaps and areas for improvement, remaining challenges; and distil lessons for learning to inform future programming and implementation. It will also provide recommendations or actions for guiding and further strengthening UN-HABITAT's work with the youth in sustainable urbanization and human settlements development.
23. While the ultimate objective is to improve UN-HABITAT's partnership with the youth, it

is not possible at this stage to determine the development impacts of the programmes. Nevertheless, the review is expected to provide indication of the potential impacts and sustainability based on the outputs so far achieved from the various activities implemented to-date.

## F. PROPOSED METHODOLOGY

24. The evaluation team is expected to detail their proposed methodology in the Inception Report. During the inception phase, the team will review relevant documents, meet with relevant staff and prepare a brief inception report, which will include a detailed evaluation work plan to operationalize and direct the evaluation. The work plan will describe how the evaluation will be carried out, bringing refinements to the terms of reference. This will be presented to the managers of this evaluation for discussion, finalization and approval. It is anticipated that the evaluation will use a wide range of methods including, but not limited to:
  - (a) Document review and analysis,
  - (b) Brief sessions with managers and facilitators of evaluations and other relevant staff,
  - (c) Interviews with key stakeholders, both through face-to-face in Nairobi and by telephone/email.
  - (d) Case studies of selected pilot programmes/processes will be used as appropriate.
  - (e) Field visits: the evaluation will include site visits to selected demonstration/ pilot projects.

## G. ROLES AND RESPONSIBILITIES

25. The Monitoring and Evaluation (M&E) Unit is responsible for improving monitoring and evaluation systems and coordinating monitoring and evaluation activities of UN-

- HABITAT. The M&E Unit will manage and coordinate this strategic evaluation.
26. The M&E Unit as the evaluation manager will be responsible for guidance throughout all phases of the evaluation, approval of all deliverables and co-ordination of the organization's internal review processes for quality assurance.
  27. The Partners and Youth Section will support administrative issues and facilitate the work of the evaluators as appropriate.
  28. Stakeholder participation is to be an integral component of this evaluation design and planning. Norway has been supporting the Youth Programme and will be invited to comment on the Terms of Reference, inception and draft reports.

## H. DELIVERABLES

The evaluation team will produce the following deliverables:

**Inception reports.** (First payment = 20 per cent) The inception report will detail the work plan. The inception report will address the following elements:

- (a) Overview of what is evaluated
- (b) Expectations of the evaluation
- (c) Roles and responsibilities in the management and undertaking of the evaluation

- (d) Evaluation framework
- (e) Methodology, data collection and analysis
- (f) Reporting
- (g) Work scheduling

**Draft reports** (Second payment = 30 per cent) - the first draft report (not exceeding 45 pages, main report only), and based on comments made, a draft final report will be submitted.

**Final report** (Final payment = 50 per cent) - The evaluation team will have two weeks to incorporate the comments on the draft final report and send the final report.

The report will be prepared with a stand alone part on the Fund in order to respond to the resolution requirement. A comprehensive report of the whole of the Youth Programme will also be prepared with an executive summary. The attached reporting format shall be adopted for this evaluation.

## ANNEX II: PARTNERSHIPS, YOUTH PARTICIPATION AND STAFFING TABLES



TABLE 3: Collaboration with partners inside UN-Habitat

Branch/Division	Programme						
	UYF	"One Stop" Centres/ WAFC	MOT	Sports	Youth Assembly World Urban Forum	Moonbeam Training Centre	Youth Advisory Board
Water, Sanitation & Infrastructure	✓			✓	✓	✓	
Programme Support Division	✓	✓	✓	✓	✓	✓	✓
Urban & Env Planning	✓						
Shelter	✓					✓	
Gender	✓	✓		✓	✓	✓	✓
Information Services	✓	✓	✓	✓	✓	✓	✓
Regional Office for Africa and the Arab States	✓	✓		✓		✓	
Best Practices	✓	✓	✓		✓		
Training and Capacity-building	✓	✓				✓	
Global Urban Observatory	✓						
Urban Governance	✓	✓			✓		
Monitoring and Evaluation	✓	✓	✓	✓	✓	✓	✓
Resource Mobilization Unit	✓						
Office of the Executive Director	✓	✓	✓	✓	✓	✓	✓
Disaster, Post-Conflict and Safety	✓	✓			✓		

TABLE 4: Collaboration with partners inside the United Nations system

United Nations body	Youth programme					
	UYF	"One Stop" centres/ WAFC	MOT	Sports	Youth Assembly World Urban Forum	Moonbeam Training Centre
UNICEF					✓	
UNEP		✓		✓	✓	
UNESCO					✓	
ILO	✓	✓			✓	✓
UNODC		✓		✓	✓	
UNDESA	✓	✓	✓	✓	✓	✓
UNDP	✓	✓		✓	✓	
WHO		✓			✓	
UNFPA		✓			✓	
UNEG						
UNIDO		✓	✓			
UNV	✓	✓				



TABLE 5: Collaboration with partners outside the United Nations system

Programme	National/regional/ local governments	Foundations	Private sector	NGOs	Research institutions	Others
UYF	Norwegian Government			Youth organizations	University of Colorado, Social Sciences, NTNU, Norwegian School of Sport Sciences	Youth YAB members
"One Stop" centres	City Councils of Nairobi, Kampala, Kigali and Dar es Salaam, Nigerian Government					
WAFC	City Councils of Addis Ababa, Kigali, Nablus, Asmara, Kabul and Freetown	Global Forum	Starbucks			
MOT			BASF			
Sports	Line Ministries in various countries			Right to Play, International Olympic Committee		
Moonbeam Training Centre	Ministry of Lands and Housing, Min. of Cooperatives, Min. of Youth and Sports			KEWLAT, Chemi Chemi ya Ukweli, Kenya Youth Business Trust, Soweto youth group,	University of Nairobi	
Youth Assembly, World Urban Forum	Norwegian Government					Youth YAB members

TABLE 6: Word counts for "youth" and "gender"

ED speeches	Annual report 2006	Annual report 2007	Annual report 2008	Annual report 2009	Total
"Youth"	20	22	35	29	231
"Gender"	15	28	24	42	204

TABLE 7 : How the youth programme engages young people

Programmes or activities	Number of forums	Meeting frequency per year	No. of youth per meeting	How youth are selected	How youth are kept involved	Other (specify)
UYF		3 training sessions	Average 15	Grant applicant recipients	Project management training	
Steering Com	1	4 meetings annually	2	Nominated from the YAB		
Advisory Com	1	3 annual meetings annually	2	Nominated from the YAB		
UN-Habitat Youth Centres		Numerous training sessions per week or as required	Ranging from 4 to 120	Access is open to members of youth groups, youth off the street, select youth leader, etc	Training and youth programmes ranging from life skills to policy formulation	
W AFC	1 – World Urban Youth Assembly Stakeholder forums/ workshops	Numerous training sessions per week or as required	Ranging from 4 to 120	Access is open to members of youth groups, youth off the street, select youth leader, etc	On-going programmes that meet youth needs and concerns; involvement in mgmt team; participation in UN-Habitat HQ events and initiatives such as WUYA	
Youth Advisory Board	World Urban Youth Assembly and Governing Council; On-going virtual meetings	World Urban Youth Assembly and Governing Council biennially; On-going virtual meetings with frequency based on youth events and forums.	8 to 12 elected membership/ regions	Elected by World Urban Youth Assembly	Board/JN-Habitat initiatives, websites, publications at local, national and regional levels	Advocacy and interface with youth at various forums at all levels

Programmes or activities	Number of forums	Meeting frequency per year	No. of youth per meeting	How youth are selected	How youth are kept involved	Other (specify)
MOT	3 event-based mtgs in 2010 World Urban Forum Shanghai Expo World Youth Congress (did not include full list of MOTs)	Event/Initiative based	3 to 4 MOTs due to financial limitations	UN-Habitat steering committee	Publications, advocacy and interface with youth at various forums at all levels; MOT Facebook page.	
Sports/Rec	As necessary	As necessary	Ranging from 30-250	Through networks and partner organizations		
Mainstreaming		Quarterly meetings of the Interdivisional Consultative Group on Youth	Youth leaders are consulted as required	Selection criteria based on thematic area	Meetings, training and online discussions	
Internal UN-Habitat governance						
Resource mobilization						
Partnership Development						
Communication						

TABLE 8: Youth programme staff and consultants

Staff member	Period	Title	Level	Job status (permanent/temporary)	Involvement in youth activities	Relevant experience and training	Source of funding
Anantha Krishnan	2000 -	Senior Advisor on Youth Empowerment	L-6	Temporary	All		Norway agreement
Mutinta Muniyati	2001 -	Chief, Youth Unit	P-3	Permanent	"One Stop", youth mainstreaming, youth research		Regular budget
Hawa Diallo (former)	? – Jul 10	Human Settlements Officer	P-3	Permanent	WAFc, Moonbeam, MOT		Regular budget
Jon-Andreas Solberg	Oct 10 -	Human Settlements Officer	P-3	Temporary	Youth Fund		Foundation
Eirik Sorlie	Feb 09 – Nov 10	Junior Professional Officer	L-2	Temporary	Youth Fund	MA Pol. Sc., 10 years vol. and prof. experience in the youth field in Europe.	Norwegian JPO program
Paul Wambua	2001 -	National Officer	NOC	Temporary	All, but especially Youth Fund		Norwegian agreement
Lina Rylander (50%)	Jan 10 -	Programme Officer	L-3	Temporary	Sports, MOT		Project funding
Esther Naibei	2001 – Nov 10	Programme Mg. Assistant	G-6	Permanent			Regular Budget
Florence Bunei	Apr 07 -	Administrative Assistant	G-5	Permanent			Foundation
Immaculate Mutahiwa	Sep 10 –	Assistant PMO	P-2	Temporary			Norway agreement
Joyce David	Aug 10 -	Team Assistant	G4	Temporary			Other
Kenneth Kamenchu		Consultant	N/A	Temporary	Sports		Norway agreement
Akolade Aderibigbe		Consultant	N/A	Temporary	Moonbeam, "One Stop" (Nigeria)		Project funding
Christabell Opudo		Consultant	N/A	Temporary	Moonbeam		Project funding
Linus Sijenyi		Consultant	N/A		Moonbeam		
Christina Hoyseter	May 10 – Jan 11	Consultant	N/A	Temporary	Youth Fund		Norway agreement

TABLE 9: Focus areas of the UN-Habitat Medium-Term Strategic and Institutional Plan

Youth programmes	MTSIP focus areas			
	Sustainable urbanization policies	Urban planning, management and governance (UPMG) improved	Access to land and housing	Basic urban infrastructure services for the unserved and under-served populations
Youth Fund	Innovative youth projects are documented to advocate for youth participation in sustainable urban development		Some grants awarded to support projects in which youth learn affordable housing construction	Financing for affordable and social housing and infrastructure
"One Stop" centres	Urban space providing spaces for youth engagement in council policy /strategy development	Development of tools for urban planning, management and governance	Facilitates youth to acquire land from municipalities Encourage municipalities to provide land to youth	Some grants awarded to support projects in which youth learn about access to microfinance
WAFCs	Supports strengthened partnerships (Local authorities, youth groups, the private sector and NGOs) to promote the engagement of young people in policy and programme development on sustainable urbanization at the city level			Linking youth groups to funding organizations/ institutions
				Capacity development for municipal staff (training for Municipal staff in how to set up and run Centres, and for Centre staff to deliver and monitor programs for youth including community mapping, business skills, others)

Youth programmes	MTSIP focus areas			
	Sustainable urbanization policies	Urban planning, management and governance (UPMG) improved	Access to land and housing	Basic urban infrastructure services for the unserved and under-served populations
MOTs	Advocacy tool raising awareness on urban youth issues, challenges and opportunities and participation focused on the Millennium Development Goals and sustainable urbanization			MOTs water song, support by a MOT artists to Water programme in Pakistan with BASF support
Sports/Rec	Awareness raising on sustainable urbanization and urban youth development	Activities to raise awareness and educate youth on participatory planning and good governance  Linked to promoting urban safety as in the case of Youth for Safer Africa launched at FIFA2010		Linked to Water and sanitation programmes. Value based water education  Multi-stakeholder events linking youth to alternative/affordable financing institutions
Urban Entrepreneurship Programming				Pilot programme for innovative slum-based business startup and expansion support, with a focus on youth groups providing social services related to water and sanitation
Mainstreaming	Research and collection of evidence	Development of policy briefs  Youth Advisory Board involvement in Governing Council meetings/ World urban Forums	Joint programming with Shelter branch	Linking youth groups to financing organizations, improving youths' financial capacity to manage loans and grants effectively to address shelter and sanitation issues in their communities  Linking youth groups to funding organizations/institutions

Youth programmes	MTSIP focus areas			
Sustainable urbanization policies	Urban planning, management and governance (UPMG) improved	Access to land and housing	Basic urban infrastructure services for the unserved and under-served populations	Financing for affordable and social housing and infrastructure
Normative work	<ul style="list-style-type: none"> <li>- State of the Urban Youth report contributing to global debate on sustainable urbanization</li> <li>- Urban Youth Research Network contributing to dissemination of knowledge on urban youth research</li> </ul>			
Moonbeam Youth Training Centre	<p>Demonstrates effectiveness of pro poor participatory approaches focused on youth empowerment, entrepreneurship and skills building to support affordable housing.</p>	<p>Engagement of informal communities, especially the youth, promotes pro poor participatory planning governance and management</p>	<p>Trains youth in construction techniques for affordable housing</p>	<p>Develops and offers training and capacity building in innovative/ alternative construction technologies for environmentally sound urban infrastructure and services for disadvantages communities, especially young people.</p>



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