



**unitar**  
United Nations Institute for Training



**cifal**  
Durban

## Strengthening Youth Development at the Local Level in Tanzania

### Workshop: Dar Es Salaam

17 – 21 September 2012

---

### ***WORKSHOP REPORT***

**“Guard your light and protect it. Move it forward into the world and be fully confident that if we connect light to light to light, and join the lights together of the **one billion young people** in our world today, we **will be enough to set our whole planet aglow.**”**

*-- Hafsat Abiola, Nigerian Human Rights & Democracy Activist*

### **Contents**

1. Introduction
2. Workshop programme and design
3. Who are we as youth officers?
4. Who are the youth?
5. Who are our stakeholders?
6. Barriers to overcome
7. Opportunities to grasp
8. Status quo: Youth policy implementation at the local level
9. Youth development toolkit: Key processes, plans and analyses
10. Monitoring and evaluation of the workshop
11. Conclusion

## **Introduction**

There are two undeniable facts which provided the backdrop for the ‘Strengthening youth development at the local level’ CIFAL Durban workshop held in September 2012 in Dar Es Salaam, Tanzania. The first of these is the paramount importance of local authorities in addressing key development issues. Local government is closest to the people – it is the heart, hand and face of any government, as well as the interface between policy and practice. It is with this in mind that CIFAL Durban and the Association of Local Authorities in Tanzania (ALAT) came together to build capacity in local youth development officers so that those who support youth are themselves supported. The second fact is the critical nature of the youth development crisis itself in Africa and beyond. Indeed, as stated in the Lord Mayor of Dar Es Salaam’s welcome youth development is unquestionably “one of the most topical issues of our time”. The facts and figures around youth development in Tanzania, South Africa and globally are startling and need no emphasis – undoubtedly there is a crisis. Thus the 42 youth development officers, youth desk workers and others in youth development who participated in the workshop representing districts from around Tanzania in both rural and urban areas are at the forefront of a difficult, complex and absolutely essential area of development. Other key participants were the South African facilitators, and the observers and presenters from Burundi, a Tanzanian youth NGO, the National Ministry of Youth, and business.

In this context reaching development targets, such as the Millennium Development Goals (MDGs), cannot occur outside of youth development, and adequate intervention cannot occur without local actors (including local government). From this it is clear that the formulation of National Youth Policies and their filtering to the local level is paramount for addressing socioeconomic priorities and improving the quality of life of African people.

Building capacity to improve impact on youth development at local level was a key thrust of this Cifal workshop in Tanzania.

## **Workshop programme and design**

The basis of this workshop was participation and inclusive learning. This was to ensure adequate engagement from the participants in a range of areas surrounding youth policy development, action planning and implementation, as well as ownership and responsibility for taking this learning forward into the workplace. The workshop was also designed to encourage deep analysis, innovative thinking, constructive criticism, and mindset change.

Each day of the workshop was themed as found on Table 1 on the following page

**Table 1**

<b>Day</b>	<b>Workshop Questions</b>	<b>Workshop Process</b>
<b>Day 1</b>	<b>Contextual analysis</b> Where are we currently What is the Desired state	Review of Existing Policies Case Studies Assessment of opportunities and barriers Gap Analysis Local Resource analysis
<b>Day 2</b>	<b>Strategies and Best practices</b> What has worked elsewhere What conditions must exist	Experience of other African cities Experience of Local Municipalities and role-players Identifying strategic policy interventions
<b>Day 3</b>	<b>Strategies to facilitate youth development</b> How do we get there	Development of Action Plans Prioritisation process Implementation Planning
<b>Day 4</b>	<b>Generating Strategic Action</b> How do we begin How do we ensure success	Implementation planning Resource planning Youth Mainstreaming Identification of strategic support resources
<b>Day 5</b>	<b>Consolidation</b> Agreeing on the way forward How will we track progress	Development of yardsticks for implementation Development of Monitoring Plan Soliciting process agreements Evaluation of the Workshop and Closure

Thus, as the workshop developed it took participants on a journey from broad, national, contextual and conceptual abstractions all the way to specific, local, practical and immediately implementable actions. It required close investigation of the Tanzanian National Youth Policy (2007), the policy formulation process, best practices, and key issues such as participation and the definition of youth, while also working through key tools and processes such as needs identification and prioritisation, the targeting of gaps and opportunities in the status quo, resources and stakeholder analyses, action plan development, and monitoring and evaluation.

The use of this knowledge and these tools would lead to better coordination and cooperation between stakeholders, improved integration of policies at the local level, and more efficient and effective service delivery that addresses the needs of youth directly.

## Who are we as youth officers?

*We are about young people, innovation, change, dreams, determination; we speak with, not for, the young; we are about improving young lives.*

Youth officers are local authorities' primary implementers of change within youth development in Tanzania. The roles and responsibilities of youth officers was a critical aspect of the workshop and came up in numerous exercises and presentations. Importantly, we can gather from the group work and discussion that there is general consensus over who a youth officer is. This is a strong point for Tanzanian youth development as it means the local government officials working as youth officers, despite being from very different backgrounds and areas, know and understand their role. Moving this understanding to more effective action is much easier than when there is confusion over what their actually role is.

In this light, the work of the ideal youth officer, developed from the workshop, has the following characteristics:

- **Sharing centred:** networking, interacting, communicating, sharing, engaging;
- **Solutions driven:** aware of problems but focused on interventions, implementation/action orientated, take responsibility for your work – use successes and learn from failures;
- **Facilitation focused:** ensure youth voice in all decision making about their development, assist youth in developing their own groups, cooperate with other stakeholders, coordinate action, training and mobilisation;
- **Resourceful:** maximise use of available resources, find creative ways of accessing other resources for development, a 'resource broker' for the youth in your area, give 'teeth' to policy by resourcing correctly;
- **Strategic:** evidence and needs based interventions, critical and holistic thinking, provide advice and guidance, effective prioritising and action planning, monitoring and evaluation;
- **Persistent:** continually tackle challenges, ability to keep the bigger picture in mind, lobby for youth development issues stay on the political agenda, aware that meaningful development is a long term undertaking;

The importance of youth officers and the need for passionate people in this role was also agreed upon. Further it was found that capacity building for these officers was necessary and valuable amidst the many challenges faced in this position which will be elaborated on in the barriers section below.

## Who are the youth?

*Nothing about us, without us.*

Although the Tanzanian Youth Policy (2007) has a standard definition of youth, it was recognised that there is a need to dig deeper into this broad 'black box' term. This is most definitely not a homogenous group and different young people have different needs which therefore require different interventions. Following group discussions which analysed the variety of youth groups in the areas represented there was a clear understanding of the complexity of this demographic who are split along gender, ethnicity, religious, ability, background, educational, spatial and other lines.

Although of course there were similarities across youth groups and across local areas, for example HIV/AIDS is an enormously important cross cutting issues, there are also very specific needs such as the needs of out-of-school young women in Arusha will be different from the needs of unemployed male graduates in Dar Es Salaam. Basically then, although it is necessary that we have some strategic direction and that there may be some general issues, when approaching youth development we must not have a 'one size fits all approach'.

This questioning of who 'the youth' actually are is a critical step in creating relevant needs based interventions. The other step, which is even more important, is actually engaging those youth who have been identified. This means real participation and not just consultation. This was one of the most discussed topics throughout the workshop. Participation was recognised as an absolutely essential ingredient; so much so that the prioritised group action decided upon to take forward following the workshop focused around capacitating and institutionalising youth structures to enable meaningful participation. Nevertheless it was also recognised as a process that currently needs much improvement in the officials work. This is reinforced in much academic and policy literature with many development issues.

Thus, changing mindsets around including youth and seeing them as an asset is most definitely a step in the right direction in terms of local level youth development, which appears to be the sentiment of many of the officials who attended the workshop.

### **Who are our stakeholders?**

*Cumulative action = real change.*

The importance of partnerships and coordinated action cannot be stressed enough, particularly in the case of a cross cutting issue such as youth development. Knowing and engaging with stakeholders is a key building block to success. There were numerous key stakeholders identified throughout the workshop which those working in youth development in Tanzania must enthusiastically engage with. These include the youth themselves, civil society (community/faith based organisations, other not-for-profit organisations), donor agencies, private business, different local level government departments as well as regional and national departments. Please see the diagram on the following page and Group work 3.2 for further detail.

Diagram 1

## Key Youth Stakeholders



Beyond identification it is also essential to determine how to engage with these stakeholders as well as their needs. There are many ways to do this from formal representation, peer-to-peer work, and policy consultations to involvement in monitoring and evaluation and planning. From this then participation becomes intricate and stakeholder specific approach as opposed to being a 'blanket approach' which in many cases becomes meaningless. The 'knot game' played on Day 3 of the workshop sums this up superbly. Tying a group up in knots and then asking outsiders to 'untie' them without touching them within a certain timeframe proved very difficult because the outsiders tried to tell the people in the knot what to do as opposed to asking them how they got tangled. Planning must be inclusive and bottom up – quite simply, together we can do more.

### Barriers to overcome

Numerous challenges were identified throughout the workshop and aligned with the body of knowledge around youth development work on the African continent. The key barriers can be grouped as follows:

- *Resources: low budgets; lack of capacity (human, material, centres etc);*
- *Governance: ineffective and constraining bureaucratic structures; political interference and lack of political will; top down decision making; lack of integration;*
- *Youth: lack of young councillors; current exclusion in decision making; limited access to finances, land etc; skills mismatches in education and other youth issues around gender, health, identity, productivity and the like.*

Beyond simply identifying these concerns, as 'solutions driven' agents, the youth officers were encouraged to look at how to overcome them. Some issues were beyond their control, for example the development of the National Youth Council, but most did in fact have immediately implementable actions which the officers themselves could undertake. One such example is the lack of political will on youth issues – this could be enhanced by presenting key interventions and needs at meetings and councils. Other ways to overcome many of the barriers listed above include: forming partnerships, conducting training and awareness raising, developing youth leaders, accessing special funding, using media to the advantage of the youth work, and so on.

### **Opportunities to grasp**

In as much as there are many difficulties associated with youth development work, there are as many, if not more, opportunities. In Tanzania at the local level there are a number of key opportunities which were examined in group discussions and through presentations. Furthermore, there were concrete opportunities presented to the youth officers due to their presence at the workshop; namely the use of the Tanzania Youth Alliance's (TAYOA) web portal and their youth toolkits which were distributed during the week, as well as the opportunity to be part of the pilot group for the testing of an agricultural programme which targets small scale farmers. Other opportunities mentioned can be categorised in the following way:

- *Resources: natural resources, tourist attractions, infrastructure, funds (eg Constituency Development Catalyst Fund);*
- *People: the youth themselves, donors, capacity building for youth development officers, NGOs dealing with youth issues, the possibility of partnerships, the Ministry of Youth;*
- *Policy: existence of a national youth development policy, linkages with other policies.*

Taking advantage of these opportunities was recognised by all as being paramount to improved work in youth development. The Temeka site visit demonstrated some of the successes which can be achieved when these opportunities are taken forward, for example working with the youth, not just for them, and partnering with many stakeholders to create enabling environments such as the case with the youth car wash. Capitalising on these opportunities then is crucial to success and participants advised each other that this can be done through utilising policy statements, coordinating among stakeholders (for example many recognised multiple stakeholders in their areas who worked on HIV/AIDS), networking with one another, having an improved relationship with the National ministry, capacitating youth to participate effectively in decision making, and action planning among others.

As expressed repeatedly throughout the workshop by participants and presenters alike, youth are a powerful force in society and represent one of the greatest opportunities for change – it is with this in mind that youth officers must strategically and creatively harness all other opportunities presented for youth development.

## **Status quo: Youth policy implementation at the local level**

Tanzania developed its first National Youth Policy in 1996 which was revised in 2007. The current policy has come under fire for its participation processes, representativeness, baseline statistics, among other critical aspects. One of the most controversial interventions in the policy, for example, appeared to be the National Youth Council whose creation has been delayed by various political and institutional challenges. These broader issues associated with the policy were discussed in-depth and it was from this basis of necessary critical thinking around what the policy entailed that the work shopped strategizing around the policy issues and statements. In other words, although there are substantive issues with the 2007 National Youth Policy, it is nevertheless the current policy directing youth work and as such must be taken into account. It is also important to note the fact that Tanzania has had a youth policy for over 10 years and has already had one review is positive from a strictly 'policy process' point of view.

Dissemination and work-shopping on the policy was not apparent as for many of the participants this was the first time they had seen a hard copy of the document which was finalised 5 years ago. From working with the roughly 35 participants it seems that in-depth analysis of the policy has not occurred and as such the policy is not a tool used to provide guidance and strategic direction in the youth officers' everyday work. Having said this, it does not mean that none of the principles and directions highlighted in the policy are being fulfilled. Indeed the existence of youth officers in all local districts is a testament to the fact that parts of the policy are being implemented. The participants all also had varying programmes on youth issues and youth development within key policy areas such as education and employment. However, from our interaction with participants it was clear that the 'filtering' process down to local level in order to make the policy implementable was not as effective as it needed to be.

Hence, as with many government policies, the status quo of the implementation of the Tanzanian National Youth Policy appears to be relatively poor. In many ways the policy has been 'left on the shelf to collect dust' as engagement with local level officials has, from this workshop experience, proved inadequate. Where interventions have occurred, although absolutely crucial and not take away from the great work being done by many around the country, they are relatively ad hoc, and do not appear to use the policy as a tool and guideline – which are essentially the purposes of policy.

## **Youth development toolkit: Key processes, plans and analyses**

In order to have integrated, effective and efficient planning and implementation processes which speak to policy and delivers in practice, there are a number of processes and tools that can be used which were used in the workshop. These also allow for a deeper more analytical look at development. From discussions with the participants it seems that planning tools at present in youth development at local level are often donor or management led. This is not all negative, but could lead to irrelevant interventions as it is not driven by those working on the ground. In many cases, it is important that local officials are empowered to carry out their own strategic planning and actions, and look to management and donors as partners in this process and not as key drivers.

Accountability, transparency, and viability are also key tenets of youth development. This list is not exhaustive, and these tools are by no means the only way to achieve development outcomes, but

they are some of the key basic best practice ways to improve the way youth development is implemented.

**A good youth policy process:** has participation, is long term and strategic, institutionalises consultation throughout all stages, sets concrete priority areas, allocates adequate resources, emphasises partnerships, involves youth, links to other policies, has strategy and action plans, and incorporates monitoring and evaluation.

**Prioritisation process:** Once you have identified needs with all relevant stakeholders you, together with the stakeholders, ask the key questions around value, existing targets, resources, timing, and capacity to implement simultaneously or in phases and the like.

**Resource analysis:** Once identifying needs, take each need and determine what resources would be needed to address this, the barriers to accessing these resources and how to overcome them.

**Stakeholder analysis:** Ask the following key questions about the area - Who are your stakeholders? Why are they stakeholders? What are their needs and expectations? How do we engage them?

**Action planning:** Examine inputs, activities, outputs, outcomes and impacts.

**Monitoring and evaluation:** Develop SMART indicators per need (for examples of this see Group work 5.1). Monitoring and evaluation offers an opportunity for learning and must be implemented throughout a project/programme lifecycle and fed into future work.

### Monitoring and evaluation of the workshop

Action	Implementer	Timeline
Participants will be given access to the action plan template, group work, workshop report and other key presentations from the workshop	Facilitators	October 2012
Complete action plans from initial template	Participants	15 December 2012
Evaluate commitment by participants through quantity and quality of action plans submitted	Facilitators	December 2012
Implement the action plans around institutionalising youth structures	Participants	October – January 2013
Participants will be contacted by the CIFAL team to check on progress and assist with blockages	Participants/Facilitators	February 2013

Evaluate commitment by participants through quantity and quality of action plans submitted	Facilitators	February – March 2013
Review progress made by participants and develop a short report as an addition to the workshop report	Facilitators	March – April 2013
Further actions decided	Facilitators/Partners	April – May 2013

**Possible avenues forward:**

- Dr Kissui from the Ministry of Youth expressed interest for all the 130 municipalities to receive this training. A formal proposal is still to be submitted. This could possibly be done through grouping various zones (e.g. Southern highland and Southern zone) together for workshops.
- Facilitators suggest that we follow up with the same group; key questions: did what we discuss have impact; is it working on-the-ground? Any issues/challenges/assistance?; could have shorter workshops – Day 1 Report back by participants, Day 2 Dealing with challenges, Day 3 Networking and learnings etc; **we would only do this if there is commitment from participants** which will be demonstrated in action plan work.
- For ‘report back’ session would need to motivate to funders which could be done through the benefit of being able to see and measure real impact and learn from the experience; letters of support from ALAT and the Youth ministry may help in this regard.
- Potentially this programme could be fine tuned and used in multiple locations; obviously being customised for different contexts.

## Conclusion

**"Young people** should be at the forefront of global change and innovation. Empowered, they can be **key agents for development and peace**. If, however, they are left on society's margins, all of us will be impoverished. Let us ensure that all **young people have every opportunity** to participate fully in the lives of their societies."

*-- Kofi Annan, Ghanaian Diplomat & 7th UN Secretary-General*

Working with youth on development is not easy, but positions of enormous honour and responsibility rarely are. Youth work is where we have the power to facilitate real change in the lives of individual and groups of young people and cumulatively in society as a whole.

**To recognise** the importance of youth development and the role of local government, **to acknowledge** the position of youth officers, **to understand** of youth and other stakeholders, the ability **to overcome** barriers and **to grasp** opportunities, the way **to critically use** policy to our advantage, and **to apply** key plans, processes and analyses to ensure effective and efficient youth development work – these are the pillars of strengthening youth development at the local level in Tanzania and elsewhere.

We know what needs to be done – now we must do it!

---

**Siyabonga kakhulu! Asante sana! Thank you!**