PHASES I AND II: NOVEMBER 2004 TO DECEMBER 2007

A PROGRAMME EVALUATION OF ‘PALESTINIAN ADOLESCENTS: AGENTS OF POSITIVE CHANGE - TOWARDS AN ENVIRONMENT PROMOTING PEACE AND RECONCILIATION’

UNICEF MENA Regional Office

November 2009
Acknowledgements

This Review was designed by UNICEF MENA Regional Office. It was researched and written by Dr. Richard Curtain\(^1\) with overall guidance from UNICEF MENA Adolescent Development and Participation and Monitoring and Evaluation unit.

The opinions expressed in this evaluation are those of the authors and editors and do not necessarily reflect the policies or views of UNICEF, nor of any particular Division, Office or country. All rights to the resources included in this evaluation remains with their respective copyright owners, as indicated for each resource. This is an independent evaluation. For more information please contact us at menaro@unicef.org.

---

\(^1\) Dr. Richard Curtain is a public policy and evaluation specialist with over ten years experience in evaluation and research, Dr. Curtain BA in Sociology and PhD in Geography. He is experienced in using evidence in public policy analysis and developing public policies for young people.
Preamble

Many people have contributed to the evaluation’s breadth and depth of coverage and worked hard to meet tight deadlines. My thanks to the UNICEF MENA regional office staff from the evaluation and Adolescent units, who provided the right amount of support when it was needed. The UNICEF programme officers offered the evaluation their full backing and provided useful programme information. The dedicated efforts of the country researchers have been vital to providing a comprehensive assessment of the programme. Excel Consulting Associates in Jordan (Ms Seren Shahin, Ms Dina Halasa and Mr Faris Naimi), Dr Anies Al-Hroub in Lebanon, Dr Ghassan Mansour and Ms Lama Najjoum in Syria worked assiduously to train interviewers, supervise the conduct of the participant survey and interview a range of stakeholders. Special mention must be made of two researchers in particular who worked under the most difficult conditions. Dr Ahmed Abu Shaban, a resident of Gaza, worked above and beyond the call of duty to produce work of the highest standard. Dr Haleama Al-sabbah, under difficult family circumstances, and facing major logistical problems of travel throughout the West Bank, also produced high-quality work.

A special thanks to those involved in implementing the programme with meagre resources. The centre managers, programme coordinators, partner agency staff, parents and the community members gave of their time freely, offering open and honest assessments of what was working and what was not. Their hospitality in welcoming the evaluation team into their centres is fondly remembered and much appreciated. The adolescent interviewers for the participant survey, many with their own experience of the programme, brought an eagerness and attention to detail that produced high-quality results. A vote of thanks should also go to the programme participants themselves who gave us their time and assessment of the programme’s effects. The assistance of Brent Taylor, of the Values Bank Research Centre, Melbourne, Australia, is acknowledged. He provided the expertise and effort to ensure that the complex analysis of the survey data was completed succinctly and expeditiously.

Richard Curtain (Dr)
Public Policy Consultant and Programme Evaluator
Note to the Reader

This evaluation report is long. This is in part due to the range of issues it has been asked to cover. However, its length is also due to the interests of the different groups involved with the programme and concerned about how well it performed.

In writing this report, it became clear to me that I was responding to at least four audiences, each with their own expectations. First, responding to the donor and the UNICEF evaluation terms of reference has been important, in terms of identifying programme impact, efficiency and ways the programme can be improved. The UNICEF operational staff are a second audience, with their interest in country-level data and in learning about good practices that other countries have developed and applied. UNICEF at senior staff level at regional and country levels are a third audience, with a particular interest in how this programme fits into a broader strategy for adolescent development and participation. The fourth audience are the programme implementers and beneficiaries who want to see that their efforts have been recorded fairly and duly acknowledged. They also want to see whether their issues of concern have been noted and their suggestions for the future incorporated into the evaluation.

To make the report more user friendly, I have divided it into five parts to make it easier for each audience to find the sections relevant to their interests.

- Part I is directed at those who only want to read a summary of the programmes objectives, the evaluation’s key findings, to learn about the programme’s successes and to note in more detail the report’s conclusions and recommendations. For the sake of convention, I have left the conclusions and recommendations chapter at the end of the report.
- Part II is for those interested in the impact of the programme on participants, parents, centre and communities. These chapters report the extensive information generated from a random survey of over 450 programme participants.
- Part III focuses on information about the efficiency of the programme’s operations, the relevance of its activities and programme sustainability. This part of the report is directed at the donor, UNICEF operational staff and those involved in implementing the programme.
- Part IV, in the form of an appendix to the main report, provides information on the evaluation’s terms of reference, its objectives, the methodologies deployed and the problems encountered.
- Part V, in a separate document, reports the country-level results for the survey of programme participants.
Overview of the structure of the Report

Part I: Programme Objectives & differences between countries, Lessons Learned & Good Practices and Conclusions and Recommendations

Chapter One: Programme objectives & differences between countries
Chapter Two: Lessons Learned & Good Practices
Chapter Eleven: Conclusions and Recommendations

Part II: Programme Impact

Chapter Three: Programme Impact on Participants
Chapter Four: Programme Impact on Parents
Chapter Five: Programme Impact on Programme Centres
Chapter Six: Programme Impact on Other Stakeholders

Part III: Programme Operation, Relevance and Future Sustainability

Chapter Seven: Programme Efficiency & Cost Effectiveness
Chapter Eight: Stakeholder Analysis
Chapter Nine: Programme Relevance
Chapter Ten: Programme Sustainability

Part IV: Evaluation’s objectives, Context and how it was Conducted

Appendix 1: Evaluation’s Terms of Reference, Evaluation Objectives and Context
Appendix II: How the Evaluation was Conducted

Part V: Country Specific Results from the Participant Survey (available as a separate document)
# Table of Contents

**Executive summary** .................................................................................................................................................. 9

## Part I: Programme Objectives & differences between countries, Lessons Learned & Good Practices and Conclusions and Recommendations .......... 16

**Chapter One: Programme objectives & differences between countries** ................................................................. 17

- Programme objectives and how they have changed over time .................................................................................. 17
- Funding........................................................................................................................................................................ 19
- Target group ............................................................................................................................................................... 20
- Partnerships ............................................................................................................................................................... 21
- Programme differences between countries ................................................................................................................ 22

**Chapter Two: Lessons Learned & Good Practices** ................................................................................................... 26

- Good Practice 1: Remedial Learning in oPt .................................................................................................................. 26
- Good Practice 2: Working through two experienced NGOs in oPt ........................................................................... 28
- Good Practice 3: Building local community capacity on oPt and Jordan ................................................................. 29
- Good Practice 4: Improving dialogue within families .............................................................................................. 31
- Good Practice 5: Life skills training in Lebanon ........................................................................................................ 31
- Good Practice 6: Evaluating life skills training in Lebanon .......................................................................................... 33
- Good Practice 7: Addressing employability ................................................................................................................ 34
- Good Practice 8: Adolescent-led initiative in pollution ............................................................................................ 34
- Good Practice 9: Good use of systematic research ..................................................................................................... 35
- Good Practice 10: Addressing fear and psychological difficulties ................................................................................... 36
- Good Practice 11: Achieving programme cross-over in Syria ...................................................................................... 36

## Part II: Programme Impact ........................................................................................................................................... 38

**Chapter Three: Programme Impact on Participants** ................................................................................................. 39

- Characteristics of survey respondents ......................................................................................................................... 39
Education profile of the sample compared with total population ........................................... 40
Identifying programme impact .................................................................................................. 42
Identifying a single factor to show programme impact ............................................................... 50
Outcomes associated with high programme impact ................................................................. 52
Factors contributing to high programme impact ....................................................................... 54
**Chapter Four: Programme Impact on Parents** ................................................................. 57
Programme impact on relations with parents .......................................................................... 57
The impact of workshops for parents ....................................................................................... 58
Variable engagement with parents .......................................................................................... 59
**Chapter Five: Programme Impact on Centres** ................................................................. 63
Adolescent participation in programme decision making .......................................................... 63
**Chapter Six: Programme Impact on Other Stakeholders** ................................................ 68
Community acceptance of young people .................................................................................. 68
Impact on the community .......................................................................................................... 68
UN’s perceived responsiveness to young people ...................................................................... 69
Responsiveness of community-based organisations to young people ...................................... 70
**Part III: Programme operation, relevance and future sustainability** ............................... 71
**Chapter Seven: Programme Relevance** ........................................................................... 72
Relevance to the programme’s objectives .............................................................................. 72
Relevance to the target group .................................................................................................... 75
Focus group discussions ........................................................................................................... 76
Doing more to reach vulnerable adolescents ......................................................................... 78
Reaching vulnerable adolescents? ............................................................................................ 80
**Chapter Eight: Programme Efficiency & Cost Effectiveness** .......................................... 82
Administrative teething problems ............................................................................................. 82
"PALESTINEAN ADOLESCENTS - AGENTS OF POSITIVE CHANGE TOWARDS AN ENVIRONMENT PROMOTING PEACE AND RECONCILIATION" NORWEGIAN FUNDED PROGRAMME EVALUATION REPORT
Adequacy and quality of available resources ................................................................. 86
Cost efficiency .................................................................................................................. 87
Programme cost effectiveness ......................................................................................... 88

Chapter Nine: Stakeholder Analysis ........................................................................... 89
Stakeholders interviewed ............................................................................................... 89
Relations with other agencies ......................................................................................... 90
Suggestions from stakeholders to improve the programme ............................................ 91
How to improve adolescent-led initiatives ....................................................................... 95

Chapter Ten: Programme Sustainability ...................................................................... 99
OPT report in programme sustainability ......................................................................... 100
Tapping new funding sources ......................................................................................... 104

Chapter Eleven: Conclusions and Recommendations .................................................. 105
What the Programme has achieved .................................................................................... 105
Setting the recommendations in context .......................................................................... 105
Programme monitoring & evaluation .............................................................................. 106
Four Possible Future Directions ....................................................................................... 108
1. Deepening Programme Impact ..................................................................................... 108
2. Extending Programme Reach ....................................................................................... 115
3. Emphasising Some Objectives at the Expense of Others ............................................. 118
4. Changing focus to achieve programme sustainability .................................................. 119

Conclusion ..................................................................................................................... 123
Attachment 1: Matrix of recommendations for each country and UNICEF Regional Office . 124

Part IV: Evaluation’s Objectives, Context and How it was Conducted .......... 126

Appendix 1: Evaluation’s Terms of Reference, Evaluation Objectives and Context ...... 127

Evaluation objectives ...................................................................................................... 128
What a good evaluation should aim to achieve................................................................. 129
The context shaping the programme ............................................................................ 131
Appendix II: How the Evaluation was Conducted......................................................... 133
The data collection ........................................................................................................ 134
How focus group participants were selected............................................................... 136
Stakeholder interviews ................................................................................................. 136
Attachment 1: Programme profile based on available statistics.................................... 138
Attachment II: Programme activities............................................................................ 140
Participatory action research ........................................................................................ 142
Adolescent-led initiatives.............................................................................................. 143
Inward and outward focus of initiatives ...................................................................... 145
Impact of undertaking an adolescent-led initiative ..................................................... 145
Attachment III: Programme activities by Country ...................................................... 146
Attachment IV: Objectives of Phases I & II, and summary objectives ......................... 147
Part V: Country level results for the survey of programme participants - in a separate document
Acronyms

ADAP  Adolescent Development and Participation
ADI   Adolescent-led initiative
CBO   Community based organisation
CRC   Convention on the Rights of the Child
GAPAR General Administration for Palestinian Arab Refugees
HIV/AIDS Human Immunodeficiency virus
ILO   International Labour Organisation
LMC   Local Management Committee
M&E   Monitoring and Evaluation
MDG   Millennium Development Goals
MEHE  Ministry of Education & Higher Education, Palestinian Authority
MENA  Middle East and North Africa Region
MICS  Multiple Indicator Cluster Survey
MOFA  Ministry of Foreign Affairs, Norway
MoYS  Ministry of Youth & Sport, Palestinian Authority
NGO   Non-government organisation
NOK   Norwegian kroner
oPt   Occupied Palestinian Territory
PA    Palestinian Authority
PAR   Participatory Action Research
PTA   Parent & Teacher Associations
ToR   Terms of Reference
SPSS  Statistical Package for Social Sciences
UN    United Nations
UNDP  United Nations Development Programme
UNICEF United Nations Children’s Fund
UNRWA United Nations Relief and Works Agency for Palestine Refugees in the Near East
US$   United States dollar
VOY   Voices of Youth
Executive summary

The overall target group for the programme is Palestinian adolescents aged 10 to 18 years who are living in oPt and in refugee camps in Jordan, Syria and Lebanon. The programme’s two overall objectives are reflected in its title: making Palestinian adolescents ‘agents of positive change’; and promoting an environment which fosters peace and reconciliation. This evaluation focuses only on Phases I and II of the programme which took place between November 2004 to November 2007.

Programme objectives

The specific objectives for Phase I, which ran for a year, were to: provide safe spaces promoting skills development; provide appropriate life skills training for adolescents; undertake action research to support adolescent-led initiatives; and develop leaders who can mobilise other adolescents for community action. Phase II over two years emphasised not merely providing safe spaces but also enabling adolescents to participate in managing the safe spaces. Also emphasised in Phase II were undertaking action research to support adolescent-led initiatives and undertaking initiatives to improve communities. Also added were the objectives of enhancing capacity adolescent capacity to realise their potential; support for networking among adolescents; and the need to coordinate with other organisations working with adolescents.

The expenditure on the programme for these first two phases was just over US$ 1 million. This evaluation is based on data collected in June and July 2009. This information relates to programme impact, relevance of the activities, assessments of its efficiency and cost-effectiveness, and relations with other stakeholders such as UN agencies, NGOs and governments. The evaluation also identifies the factors that could make the programme sustainable.

Evaluation methodology

The main data sources for the evaluation are the first-hand assessments provided through face-to-face interviews with those involved in the programme. A survey based on a random sample of 100 programme participants in each of the five countries/regions was the main instrument used to assess nature and extent of programme impact. Semi-structured face-to-face interviews with programme operators, partner agencies, parents and other community members provided information about programme strengths and weaknesses and suggestions for improvement. Separate focus group discussions with programme participants and parents addressed the issue of whether the programme’s activities are relevant to their perceived needs.

The evaluation is a retrospective one, based on recollections of activities that took place in the past. However, as the programme is still operational, with many of the stakeholders readily available, this was not a major constraint.

Impact

In general, the evaluation results show that programme impact has been large and extensive. The results of the data collection provide evidence of self-reported behavioural change on the part of the programme’s adolescent participants, their parents, and of wider beneficial effects.
on the community and programme partners. Tables ES1 and ES2 report the evaluator’s assessment of the programme’s performance in relation to its overall objectives and specific programme objectives. The rating is based on a five-point scale, with 5 the maximum score.

The evaluation results show that the programme has been successful in not only providing safe safes and recreational opportunities for adolescents. More importantly, the programme has changed how community-based organisations such as women’s centres and sports clubs, governments and UN agencies view young people. They are no longer merely ‘seen but not heard’ or, even in some cases, viewed as a threat. Palestinian adolescents are now more likely to be seen by the community, governments and UN agencies as agents in their own right who can be engaged with as partners. The main vehicle the programme used to achieve this new image has been through a series of adolescent-led actions which sought to improve the lives of adolescents and in their wider communities.

However, the evaluation also has found, in terms of the programme’s overall objective of promoting peace and reconciliation, that more needs to be done. Survey results suggest that only half of the programme participants are more focused on the need for peace and reconciliation, and more tellingly, only three-in-ten participants have engaged in peace initiatives in their community. The programme’s role in imparting skills in conflict resolution and promoting opportunities to apply these skills has varied between countries. In Lebanon, particular emphasis has been given to imparting these skills as part of life skills training.

### Table ES1: Summary of main evaluation findings: assessment of achievement of programme’s overall objectives

<table>
<thead>
<tr>
<th>Overall programme objectives</th>
<th>Rating*</th>
<th>Successes</th>
<th>Threats</th>
<th>Scope for improvement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palestinian Adolescents: Agents of Positive Change</td>
<td>4.5</td>
<td>More holistic approach to the needs of adolescents accepted by key stakeholders</td>
<td>Narrow focus on adolescent vulnerabilities &amp; the need to protect</td>
<td>Need to build on this theme through all activities</td>
</tr>
<tr>
<td>Towards an Environment Promoting Peace and Reconciliation</td>
<td>3.5</td>
<td>Up to half of programme participants are more focused on peace &amp; reconciliation</td>
<td>Only three in ten participants have engaged in peace initiatives in their community</td>
<td>Scope to focus on this theme more in life skills training &amp; other activities</td>
</tr>
</tbody>
</table>

* Rating based on 1=performed very poorly, 5=performed very well

**Did the programme meet its objectives?**

The evaluation generated a huge amount of data from a variety of sources. Table ES2 summarises these findings in relation to the programme’s Phase I and Phase II objectives. For each objective, the evaluator’s assessment provides a reason for the successful element, a threat to achieving the objective and scope for improvement. The rating refers to the evaluator’s assessment of how well each objective was achieved, based on a five-point scale, with 5 the top score.
<table>
<thead>
<tr>
<th>Specific programme objectives</th>
<th>Rating*</th>
<th>Successes</th>
<th>Threats</th>
<th>Scope for improvement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Provide safe spaces</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>promoting skills</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>development</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3.5</td>
<td>Many friendly spaces created free of many of the constraints of home &amp; school</td>
<td>Access to space dependent on continued funding</td>
<td>Need to make arrangements permanent</td>
</tr>
<tr>
<td></td>
<td>4.0</td>
<td>Parental acceptance for daughters of safe spaces outside home &amp; school</td>
<td>Involvement of parents variable between centres and often only partial</td>
<td>Need to engage with parents better, even in Jordan</td>
</tr>
<tr>
<td></td>
<td>2.0</td>
<td>Programme reach up to one in four of eligible population</td>
<td>More vulnerable not included eg school dropouts</td>
<td>Need to change activities to meet needs of the more vulnerable</td>
</tr>
<tr>
<td></td>
<td>4.0</td>
<td>Role of facilitators key to engaging with adolescents</td>
<td>Facilitator skills neglected</td>
<td>More exchanges between facilitators at country level needed</td>
</tr>
<tr>
<td></td>
<td>4.0</td>
<td>Remedial education in oPt well accepted by participants</td>
<td>Selection of slow learners not systematic</td>
<td>Need to measure outcomes in Phase III to see who benefits &amp; how much</td>
</tr>
<tr>
<td></td>
<td>3.5</td>
<td>Sporting activities are a prominent feature of the programme</td>
<td>Sporting activities valued by participants less than other activities</td>
<td>Scope to add more value to sporting activities by linking with campaigns</td>
</tr>
<tr>
<td><strong>Provide appropriate life</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>skills training for adolescents</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3.5</td>
<td>Most received life skills training</td>
<td>Effectiveness of peer educators needs more attention</td>
<td>Scope to include other basic life skills eg conflict resolution, financial literacy</td>
</tr>
<tr>
<td></td>
<td>2.0</td>
<td>Lack of attention to post school options</td>
<td>Focus on reproductive health weak due to parent concerns</td>
<td>Need to engage with parents more to address their concerns</td>
</tr>
<tr>
<td></td>
<td>2.0</td>
<td>Valuable research skills imparted</td>
<td>Need for better integration in some cases between action research &amp; adolescent-led initiatives</td>
<td>Scope to improve research depth to provide social map of adolescents</td>
</tr>
<tr>
<td><strong>Undertake action</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>research to support adolescent-led initiatives</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>4.0</td>
<td>A range of issues identified from important to the trivial</td>
<td>Lack of systematic process for identifying the most suitable issues to focus on</td>
<td>Scope to make good use of simple social marketing tools</td>
</tr>
<tr>
<td></td>
<td>3.0</td>
<td>Use of evidence enhanced status of adolescents as advocates</td>
<td>Research often too limited in scope &amp; method to have long-term impact</td>
<td>Scope to develop key indicators to monitor change in situation</td>
</tr>
<tr>
<td></td>
<td>3.5</td>
<td>Strongest expression</td>
<td>Danger that key issues</td>
<td>Need for planning,</td>
</tr>
</tbody>
</table>
Emergence of new programme focus

The programme itself changed during the period under evaluation. Its starting point was to help vulnerable adolescents to survive and cope with a system that was clearly responding poorly to their needs. However, as the self-esteem of programme participants increased, with their acquisition of new capacities, tools and opportunities, the programme itself developed a different locus, process and orientation.

Addressing priority issues

How far did the programme activities address priority issues? Adolescents and parents in the focus group discussions identified key problems and ranked them in order of their importance. The problems that received first and second priority ranking from each of the groups are listed below in Table ES3. The comparison of the high-priority problems and programme activity shows that the programme, considered as a whole, did respond to many of the issues of concern raised (see Table ES3). However, the programme responses are often limited to one country or are yet to be implemented. This comparison shows that more needs to be done to transfer the appropriate response from one or two locations to all locations.
Table ES3: Comparison of the top two priority problems identified by focus group discussions of Palestinian adolescents and parents with programme activities, actual and potential, all countries

<table>
<thead>
<tr>
<th>Priority problem</th>
<th>Actual programme activity</th>
<th>Potential programme response</th>
</tr>
</thead>
<tbody>
<tr>
<td>General living conditions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>High population density of the camps; poverty and low level of the public services.</td>
<td>Participatory action research (PAR) &amp; adolescent-led initiatives in Lebanon in particular</td>
<td>Undertake social mapping of camp households to record access to services and special needs planned for Lebanon 2009</td>
</tr>
<tr>
<td>Pollution and lack of hygiene in the camp (waste dumps exist in between the houses)</td>
<td>Participatory action research &amp; adolescent-led initiatives in some camps</td>
<td>Conduct cross camp campaigns with focus on attainable and measurable goals</td>
</tr>
<tr>
<td>Difficult financial situation due to poverty and unemployment; No jobs after education.</td>
<td>Issue not addressed as no explicit targeting of early school leavers (drop-outs)</td>
<td>Add new module on employability in Jordan to life skills training in each other location</td>
</tr>
<tr>
<td>The negative attitudes people outside the camp have towards the population in the camp.</td>
<td>Connections to the wider society in Syria being fostered. Some trips part of programme activities</td>
<td>Make more and better connections to peers in wider society</td>
</tr>
<tr>
<td>Fear and psychological difficulties.</td>
<td>Psycosocial training in Lebanon</td>
<td>Provide psycosocial training for adolescents &amp; agency staff in Gaza in particular</td>
</tr>
<tr>
<td>Low-quality education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Educational problems at schools (e.g. large number of students in classrooms, dropouts);</td>
<td>Remedial learning (RL) component in oPt. In Jordan, Lebanon &amp; Syria, RL provided but not funded by programme budget.</td>
<td>Incorporate directly or indirectly into UNRWA education system &amp; PA Ministry of Education schools thru joint actions</td>
</tr>
<tr>
<td>Lack of understanding between parents and adolescents</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of understanding/dialogue between parents &amp; adolescents, esp with females; 'Family and in-school violence against young females; Early marriage; Family restrictions on females movement.</td>
<td>Extended workshops for parents in Jordan; intergenerational dialogue in Lebanon; local management committees in oPt include parents, conflict resolution skills in basic life skills training in Lebanon &amp; Syria</td>
<td>Need to: extend workshops for parents to all countries; make special arrangements for fathers, eg, venue &amp; speakers; include adolescents in intergenerational dialogue</td>
</tr>
<tr>
<td>Lack of awareness of youth issues</td>
<td>PAR &amp; Adolescent-led initiatives in some camps focus on youth issues</td>
<td>Cross camp campaigns needed with focus on attainable and measurable goals</td>
</tr>
<tr>
<td>Need for education and cultural centres for adolescents</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of cultural &amp; educational centres for adolescents for adolescent boys who are marginalised &amp; spend most of their time in streets in addition to smoking problem.</td>
<td>Adolescent friendly spaces address this need for a minority of adolescents only, with a predominant focus on those in school</td>
<td>Expand the programme by extending its reach from existing centres, adding new centres &amp; targeting vulnerable groups more</td>
</tr>
<tr>
<td>The problem of Internet and the</td>
<td>Tried to address this in Jordan</td>
<td>Set up a Facebook site for the</td>
</tr>
</tbody>
</table>
Putting the recommendations into context

This evaluation is not able to offer a simple set of recommendations for the programme in individual countries, except in relation to programme evaluation. This is for three reasons. First, the evaluation relates only to Phases I & II of the programme. This means that the information and analysis reported here does not take into account the changes made to the programme in its third phase. These changes already underway will affect whether a specific recommendation arising from how the programme operated in Phase I and II is needed or how it is framed. Second, the evaluation was not asked to refer to nor was it briefed on UNICEF MENA strategy for adolescent participation and development. This will shape the specific form that the recommendations will take in relation to the future direction of the programme.

Third, a single list of recommendations would imply that the programme should proceed as it now is and that the only changes needed are small and incremental. This would miss an opportunity to discuss and agree on more fundamental changes if these are deemed desirable. Many of the possible changes that the evaluation could suggest depend on the future direction the donor, UNICEF and other stakeholders want the programme to take. It is not appropriate for this evaluation to propose any one direction, as each depends on an assessment of a range of factors external to this evaluation. These include available future funding, the scope for closer cooperation with other agencies and governments and, not least, UNICEF’s own future strategic direction in relation to adolescent development and participation.

So the recommendations from this evaluation are placed within the context of four futures scenarios. Possible future directions for the programme are to: deepen the programme’s impact; extend its reach; consolidate an emerging focus; and/or reorient the programme to make it sustainable in the long-term. However, to make it easier for UNICEF country and regional offices to identify what recommendations might apply to them, a matrix is provided in Attachment I at the end of last chapter, linking the recommendations to specific countries and the UNICEF MENA Regional Office.

Future scenario 1: deepening programme impact

The first scenario focuses on placing more emphasis on promoting peace and reconciliation; getting more out of life skills training; enhancing the skills of programme facilitators; getting out of the closed world of the refugee camps; engaging more with parents; and getting more out of adolescent-led initiatives. Under this direction for the programme, recommendations are also made on how to make remedial learning in oPt more effective. These include measuring outcomes; targeting only slow learners; making use of a contract of remedial learning, and working toward a system-wide response.

Future scenario 2: Widening programme impact

The second proposed scenario seeks to extend the programme by working out who has missed out; and developing a social marketing plan to ensure that all adolescents have an opportunity to participate. Recommendations also focus on extending the programme reach for parents; and
offering specific ideas for marketing the programme to parents. An important element of extending programme reach is to target out-of-school adolescents and develop activities tailored for them such as assessing their post-school options. Efforts also need to be made to counter the prevailing pessimism of parents and the community about their young people’s future prospects.

**Future scenario 3: Consolidating and repositioning**

A third scenario is to consolidate the programme’s theme of ‘agents of positive change’. This can be done by strengthening those activities that build-up adolescent capabilities and foster opportunities based on these. It would also involve changing the emphasis on other programme activities such as sports and cultural activities that are less well connected to this theme. This could be done, for example, by adding more value to sports activities by better integrating them with exercises in team building, and training in conflict resolution and peace promotion.

**Future scenario 4: Addressing programme sustainability**

Finally, the fourth scenario addresses the fundamental issue of programme sustainability. This scenario assumes that UNICEF may not see as a desirable long-term option the oversight of a stand-alone programme based on time-limited external funds. UNICEF may also decide not to continue to support the current form of programme with its predominant focus on school students as its main strategy for meeting the needs of vulnerable Palestinian adolescents. This scenario looks at recommendations for embedding the programme’s main innovations in ongoing institutions. In particular, the options for remedial learning are discussed, reflecting its large scale and importance in terms of raised community expectations. The strengths and weaknesses of two options are discussed: integrating remedial learning into the school system or continuing to run remedial learning from separate centres.

Other recommendations based on this scenario focus on the need to develop a sustainability strategy for Phase IV of the programme. These refer to encouraging each centre to charge fees for some activities, the setting up a Palestinian National Youth Fund in each country and the need to seek support from the private sector by identifying and proposing corporate partnerships.

**Need to monitor progress and provide feedback**

In terms of programme evaluation, it is recommended that a set proportion of the programme budget, such an 0.5 per cent, should be allocated to cover the cost of putting in place a programme monitoring and evaluation system. These funds should be used to not only support the collection and recording of the data. Funds are also needed to build the capacity of programme coordinators in each centre to analyse the data and produce simple reports for their own benefit.

Measures of progress are essential not merely for accountability purposes. They are also needed to ensure that all stakeholders are motivated to maintain a high standard of performance. This evaluation has demonstrated the value of participant and stakeholder surveys for assessing satisfaction levels. This feedback, however, is needed for each centre to ensure that satisfaction levels remain high, and to seek out causes where they fall over time or are lower than other centres.
Proposed programme impact indicators

Indicators of programme impact are needed. One set of proposed indicators concern peace and reconciliation. Following practice elsewhere, it is proposed that four outcome indicators be adopted. First, the programme encourages participants to take up initiatives for peace working on their own. Second, that programme activities contribute to ways to address grievances that underlie conflict. Third, participation in the programme enables young people to resist violence or manipulation to violence; and fourth, that participation in the programme increases the security of young people and their community.

Another proposed impact indicator for the programme is the Millennium Development Goal related indicator: the Palestinian youth (aged 15 to 24 years) literacy rate for each country and refugee camp. Three programme impact indicators available from existing data sources on Palestinian adolescents are: the primary school completion rate; the transition rate to secondary school and the net secondary school attendance rate. Five other impact indicators are not available from existing data sources but should be are: the middle secondary school completion rate; the senior secondary school completion rate, the post-school jobless rate for 15 to 17 and 18 to 19 year olds, the rate of under age 19 pregnancies, and knowledge of how to prevent HIV/AIDS among young people people aged 15 to 24 years. Indicator of programme reach are also needed. One proposed indicator is a time and age-specific programme participation rate based on a definable geographical catchment area such as a refugee camp. Another proposed programme reach indicator is the male-to-female ratio for specific age subgroups of programme participants.

Need to share results and provide a follow-up action plan

It is recommended that the results of this evaluation be distributed to all stakeholders in Arabic in summary form. This report back should also include a coordinated response from UNICEF in the form of an action plan to show how and by when it will respond to the evaluation results. A follow-up process also needs to be set up within UNICEF to report progress on the aspects of the programme that have been improved, changed or added.
Part I: Programme Objectives & differences between countries, Lessons Learned & Good Practices and Conclusions and Recommendations
Chapter One: Programme objectives & differences between countries

Programme objectives and how they have changed over time

Every evaluation must start with careful attention to the programme’s objectives: what are they and have they changed over time? The four objectives of Phase I and II of the Programme are described in Table 1.1, along with summary objectives. It is important to note how programme objectives evolved. The initial focus was on getting the programme started from scratch and demonstrating whether the concept could work. The funding for Phase I was only for one year and it was not clear that it would continue as the funding source was an unexpected leftover of funds within the Norwegian Foreign Ministry. So the main activities for the start-up of the programme were ‘creating adolescent friendly spaces, and capacity building of staff working with adolescents and building partnerships and networking’.

Phase II was planned with a two-year time horizon, building on the lessons from Phase I. One lesson from Phase I was that ‘many of the existing youth facilities were run by the adults, with little participation from adolescents’. The second lesson was that ‘most of the youth centres reach a small number of adolescents – many do not have access for the most vulnerable group’. It was acknowledged that more needed to be done to encourage adolescent participation in these centres and to reach out to other adolescents not initially included.

Table 1.1: Phases I and II Objectives and summary objectives

<table>
<thead>
<tr>
<th>Phase I objectives</th>
<th>Summary objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Adolescent friendly spaces promoting life and livelihood</td>
<td>Provide safe spaces promoting skills development</td>
</tr>
<tr>
<td>life and livelihood skills are created and/or improved;</td>
<td></td>
</tr>
<tr>
<td>1.2 Adolescents are equipped with psychosocial competencies and</td>
<td>Provide appropriate life skills training for adolescents</td>
</tr>
<tr>
<td>life skills that empower them and enable them to deal positively</td>
<td></td>
</tr>
<tr>
<td>with their everyday challenges;</td>
<td></td>
</tr>
<tr>
<td>1.3 The capacity of adolescents and youth structures to design</td>
<td>Undertake action research to support adolescent-led initiatives</td>
</tr>
<tr>
<td>programme and advocacy initiatives and to network is strengthened;</td>
<td></td>
</tr>
<tr>
<td>1.4 The capacity of young facilitators and leaders to mobilise</td>
<td>Develop leaders who can mobilise other adolescents for community action</td>
</tr>
<tr>
<td>and organise other adolescents for community action is</td>
<td></td>
</tr>
<tr>
<td>strengthened.</td>
<td></td>
</tr>
</tbody>
</table>

2 Anne Skatvelt, former UNICEF Representative, Jordan, personal communication, 25 August, 2009
4 See Note 12, p 7.
<table>
<thead>
<tr>
<th>Phase II objectives</th>
<th>Undertake action research to support adolescent-led initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 A knowledge management culture is established, whereby there is a systematic process of creating, capturing, storing and sharing knowledge about adolescents, their needs and aspirations, and how to meet those needs.</td>
<td>Provide safe spaces</td>
</tr>
<tr>
<td>2.2 Safe spaces (centres, clubs, groups, schools, homes, streets) meant for adolescent development and run by adolescents are established and/or strengthened.</td>
<td>Enable adolescents to participate in managing the safe spaces</td>
</tr>
<tr>
<td>2.3 Adolescent-led initiatives result in adolescents equipped with skills for planning and conducting activities that shape communities’ living environment, and adolescents equipped with the ability to decide their future for themselves.</td>
<td>Undertake initiatives to improve communities and capacity of adolescents to realise their potential</td>
</tr>
<tr>
<td>2.4 Networks are established to support adolescent linkages and coordination and cooperation of adolescent friendly organisations and activities.</td>
<td>Support networking among adolescents</td>
</tr>
<tr>
<td></td>
<td>Coordinate with other organisations working with adolescents</td>
</tr>
</tbody>
</table>


The Phase II programme in the West Bank and Gaza also included a remedial learning component. Remedial learning is also provided in Jordan, Lebanon and Syria but it was not funded from the programme budget. The programme in Syria funded a small number of English and computer classes. UNICEF oPt, using evidence about students’ low scores in Arabic and math in national exams in both UNRWA and PA schools, identified the need to make remedial education a major component of the programme. A proposal was requested from the Tamar Institute of Community Education with a focus on adolescents at high risk of dropping out of school due to low academic achievement.

---

5 A programme coordinator in Jordan noted that the centre now receives a grant to offer remedial classes for orphans and those with special needs, in English, mathematics, Arabic, biology, physics and chemistry.

Lessons from Phase I

Two important lessons from Phase I were recognition of the importance of parents in the lives of adolescents and the need to put more emphasis on adolescent-led initiatives.

_During implementation, it has been learned that the parents play a critical role in the life of adolescents. Therefore, it is also important to involve adolescents and their parents in the process of project planning and implementation. This helps in securing support from the family, and community and in creating the environment where adolescents, especially girls, can play an active role in social life._

It was also found that ‘adolescents need something tangible, more than training in life skills’.

_They need a purpose and direction and opportunities to take part in matters that affect their life. They should be provided with space to undertake activities they consider important for them, to think and plan in their own way, implement it together with their peers. They should be involved from the beginning till end._

This assessment led to placing more emphasis in Phase II on participatory action research and adolescent-led initiatives. The first component generated data about Palestinian adolescents so they could use the data to advocate for better conditions. The second component fostered adolescent involvement as ‘active citizens in their communities by developing their skills and creating opportunities for them to undertake activities that bring positive change in their life and in their communities’.

The other lesson from Phase I was an acknowledgement that UNICEF needed to do more to build its and others capacity in-country and intra-regional in adolescent programming. This included both expertise in working with adolescents, and in encouraging adolescents to develop their skills to help each other.

Funding

The first Phase received a total of 2 million NOK, amounting US$ 295,369 programmable funds which were allocated directly to the four UNICEF Country Offices, with equal amounts to Jordan, Syria and Lebanon and a nearly a third more to oPt (see Table 1.2). The UNICEF MENA Regional Office monitored the programme and provided support. In Phase II, the two
annual financial contributions in 2006 and 2007 were received of US$ 357,895 and US$ 388,138 respectively. The country allocations differed slightly, as shown below in Table 1.2. The lower proportional allocation to oPt reflected the fact that other donor funds were used to expand the programme. These allocations do not reflect the differences in the size of the target population and are discussed further below in the section of programme reach.
Table 1.2: Funding per programme phase and country allocations

<table>
<thead>
<tr>
<th>Country</th>
<th>Phase I 2005 USD</th>
<th>Phase II 2006 USD</th>
<th>Phase II 2007 USD</th>
</tr>
</thead>
<tbody>
<tr>
<td>oPt</td>
<td>95,995</td>
<td>95,000</td>
<td>106,138</td>
</tr>
<tr>
<td>Jordan</td>
<td>66,458</td>
<td>80,000</td>
<td>94,000</td>
</tr>
<tr>
<td>Syria</td>
<td>66,458</td>
<td>77,000</td>
<td>94,000</td>
</tr>
<tr>
<td>Lebanon</td>
<td>66,458</td>
<td>80,000</td>
<td>94,000</td>
</tr>
<tr>
<td>Regional</td>
<td></td>
<td>25,895</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>295,369</td>
<td>357,895</td>
<td>388,138</td>
</tr>
</tbody>
</table>

Target group

The overall target group for the programme is Palestinian adolescents aged 10 to 18 years who are living in oPt and in refugee camps in Jordan, Syria and Lebanon. More specific target groups of adolescents were not identified. However, the UNICEF report on Phase I emphasised that:

*The marginalised must not be forgotten. It is still all too easy to include adolescents who already have some advantages, can already do public speaking, can easily travel, etc. Adolescents in vulnerable locations, with vulnerabilities such as disabilities and domestic abuse should be targeted*.\(^\text{12}\)

The 2007 performance agreement between UNICEF Jordan and the Community Development Centre (CDC), an independent NGO delivering the programme, stated that Objective 2 was:

*To encourage the participation of adolescents including adolescents with disabilities in various activities that promote their development and empowerment.*

*Opportunities will be provided for the adolescents including adolescents with disabilities to participate in various workshops that enhance their knowledge and skills to lead a healthy lifestyle and be actors of change in their communities*.\(^\text{13}\)

The same agreement also stated that the creation of safe spaces was to benefit adolescents with disabilities:


\(^{13}\) programme Cooperation Agreement between UNICEF, the United Nations Children's Fund and Community Development Committee (CDC), Zarqa Camp; Ref: PCA/JDN-09/07; 13 May, 2007 – 13 February, 2008; p 13.
These safe spaces will also accommodate the needs of adolescents with disabilities especially in Hussein and Sukhneh camps where no centres are available from them. These adolescents usually go to schools and rehabilitation centres outside the refugee camp. For them this would be the first place in their neighbourhoods where they will be integrated with their peers and gain a normal social life style.\textsuperscript{14}

In Phase II, in oPt, a more specific target group was identified as male and female adolescents aged 13-17 in the most deprived areas in the West Bank at high risk of dropping out of school due to low achievement, in addition to the teachers and parents in these communities.\textsuperscript{15} The proposal proposed focusing on girls and boys in schools that have high drop-out rates.

The UNICEF Palestinian programme in Lebanon also funds remedial education in the youth centres it supports in the Palestinian refugee camps. In Al Beddawi Camp, for example, UNICEF funds 12 teachers at USD $200 a month to teach two hours a day for five days a week during the school year.\textsuperscript{16}

**Partnerships**

An important feature of the programme has been work in partnership with other partners in delivering its activities. The final report for Phase I noted:

\textit{UNICEF has worked in close collaboration with UNRWA, national authorities, local and international NGOs, and children, adolescents and young people in all countries. Innovations in bringing the local community into project activities have also been tested and found to be very effective in creating an enabling environment where children and adolescents can take active part in making decisions on matters that affect their life.}\textsuperscript{17}

The UN agency whose activities the programme most overlaps with is UNRWA. The UNICEF proposal for Phase II emphasised that

\textit{UNICEF will continue to work in close collaboration with UNRWA in each of the four countries. Collaboration includes joint activities, training for UNRWA staff in working with adolescents, action research through UNRWA schools, UNRWA and other community-based centres.}\textsuperscript{18}

**Fostering Networks**

Phase II objective 2.4 highlights the importance of establishing networks to ‘support adolescent

\textsuperscript{14} See Note 20, p 14.
\textsuperscript{16} Interview with management committee, Palestinian Youth Centre, Al Beddawi Camp, Lebanon, 9 July. 2009
\textsuperscript{17} Note 9, p 5.
\textsuperscript{18} Note 17, p 13.
linkages and coordination and cooperation of adolescent friendly organisations and activities'. This involves building up existing partnerships or setting up new ones with UN agencies, national authorities and NGOs involved in adolescent programming. It also includes giving parents, community members and social workers further knowledge and skills to create a supportive environment for adolescents.19

Promoting networking also refers to enabling adolescents themselves to share lessons learned participating in the programme. This includes opportunities for visits between countries to share experiences, work plans, and issues of concern. Another opportunity for networking is to link programme activities with related UNICEF activities at country level in Jordan and Syria, where Palestinian adolescent programming can be coordinated with national-level programming.20

**Donor perspective on the programme’s objectives and evaluation**

The evaluator put a series of questions to a representative of the donor, the Norwegian Ministry of Foreign Affairs, who provided the following responses. On the reasons the donor originally funded the programme, the representative noted that the programme objectives defined in the programme document coincide fully with Norwegian policies on the use of its development budget to support children, adolescents and Palestinian refugees. Also noted as important was a basic confidence in the professionalism of the UNICEF system.

In response to a question about whether the original context for funding the programme has changed over time, the donor noted that no observed changes in context had taken place which are contrary to programme objectives. On the contrary, it was noted that the relevance of the programme as such and the experience with the first two phases helped pave the way for the donor to fund a more expanded third phase.

In response to a question about whether the donor has been happy with the progress reports provided by UNICEF, it was noted that the progress reports are satisfactory. However, it was also noted that financial reports are submitted late, but this is accepted by the donor as a feature of UNICEF’s accounting and auditing system.

In response to a question about what type of information or assessment in particular the donor is looking to the evaluation to provide, the following was provided:

```
Our basic idea behind us launching the idea of having an evaluation study done is about control and learning. Learning both for UNICEF and ourselves. Questions that seem important for us would be:

- Are funds efficiently spent?

- Is the institutional collaboration between the country offices and the regional office governed by healthy routines?
```

19 See Note 21, p 9
20 See Note 21, p 9.
Given that the funds for Palestinian refugees are limited, is it useful to channel funds through UNICEF and not directly through the UNRWA core funding?

Our (non confirmed) assumption is that we expect it is justified to have a contract with UNICEF, despite the fact that it might be administratively more efficient to handle funds aimed at Palestinian adolescents through the UNRWA arrangement.

In the event that UNICEF would want to present a proposal for a fourth phase when the current period is approaching its finalisation; hopefully the evaluation may provide guidance for UNICEF, Norway or possible third parties in the assessment of such a proposal.21

21 Personal communication, Tor E. Gjerde, Senior Adviser, Section for Middle Eastern Affairs, Ministry of Foreign Affairs, Oslo, Norway. 21 August 2009 and 23 November, cited with permission.
Programme differences between countries

The programme differed substantially across its five area locations. These programme differences refer not only what was happened on the ground but also to its core elements. The reasons for the programme divergences between countries are not hard to find. They include: major differences in country contexts, internal administrative arrangements, different names for the programme, emphasis on different objectives, the scale of operation, who implemented the programme, its geographical focus and how the programme beneficiaries were defined.

Differing country contexts

Foremost among the reasons for the programme differences is the fact that only two programme locations, Jordan and Syria, experienced peace and political stability during the initial implementation. This suggests that the programme could be expected to work best in these countries in an environment where peace and stability prevails.

In contrast, the other three locations for the programme, Lebanon, West Bank and Gaza, were disrupted between 2005 and 2007 by major political upheavals and conflict that affected directly how the programme was implemented. For example, the war in southern Lebanon in 2006 and 2007 attacks on Nahr al Bared Refugee Camp showed the need to provide training for professionals in psychosocial skills to support children, including adolescents, caught up in these conflicts. In these conflicts, young people took the initiative to provide support to those displaced by the destruction of Nahr al Bared Camp by helping to set up and work in emergency shelters.

In oPt, restrictions on mobility throughout the West Bank and Gaza during 2005, as well as the ongoing construction of the separation barrier in the West Bank, affected what the programme could do. In 2005, for example, the programme funded the training of 900 adolescent animators for government-run summer camps to conduct activities using the peer-to-peer approach on child rights, drama, theatre, and education activities. Funding was also allocated to train camp management committees and 70 facilitators in evaluation and management skills to be able to evaluate summer camp activities.

The events of 2005 and 2006 in oPt also showed the need to expand the scale of activities in the original proposal by using emergency funds to work with a larger number of youth centres, especially in areas deeply affected by mobility restrictions and ongoing violence. These events also affected the mode of delivery of the programme, from working directly with government to delivering the programme through two national NGOs, discussed further below.

Differing administrative arrangements

Second, the administrative arrangements within UNICEF for implementing the programme differed between countries. In Jordan, Syria and Lebanon, the programme is administered separately from the UNICEF country programme. This created opportunities, such as in Syria, where more innovative approaches could be applied to Palestinian adolescents and then applying the lessons to the country programme. In Jordan, although the country programme and the Palestinian area programme are administered separately, opportunities were taken to share resources developed under the Jordan country programme such as manuals on basic life skills, better parenting between the two programmes. In Lebanon, in contrast, there was no
overlap between the Palestinian area programme and the country programme for Lebanon. In oPt, on the other hand, the country office implemented the programme, which resulted in a number of important differences in the content and scale of the programme in the West Bank and Gaza.

**Different names for the programme**

Third, programme differences are also evident in the way UNICEF country offices used different names for the programme. No UNICEF country office used the official title of the programme: ‘Palestinian Adolescents – Agents Of Positive Change Towards An Environment Promoting Peace And Reconciliation’ in its delivery mode. In Jordan, the programme was known by its Arabic name ‘Hawaite (my identity)’ or alternatively the ‘Adolescent Empowerment Programme’. In Syria, the programme was known externally as ‘Partners in the change towards a better Environment’ and internally referred to as ‘adolescent friendly spaces’ or ‘adolescent-friendly learning space (AFLS)’. In oPt, the programme was known as ‘Adolescent Friendly Learning Centres or ‘Adolescent Friendly Learning Centres Spaces’.

In Lebanon, the programme was run as a series of sub-projects such as the peer education project, participatory action research field study in six camps, psychosocial training for doctors, nurses, social workers and school counsellors, UNICEF supported activities in South Rashidiya camp, the UNICEF library/youth club & safe-play area, Baddawi camp and the UNICEF-supported youth club, Shatila camp.22

**Different objectives highlighted**

These names also reflected the differences in how particular objectives of the programme were highlighted to respond better to local conditions. An important focus of the programme in Jordan has been to provide ‘safe spaces’ for adolescents in UNRWA-funded Women’s Programme Centres. This has involved not only setting up activities in these centres where the focus previously was on serving the needs of married women. It also involved a strong focus on building the capacity of these Centres as community-based organisations to become service providers in the field of adolescent development and participation.23 The programme in Jordan also gave particular emphasis to the role of parents in the lives of adolescents. In response to a request from adolescent participants in the life skills training, programme funding was allocated to enable as many as 1,785 parents to take part in workshops to support adolescents’ participation and to improve their communication with their adolescent children.24

---

22 Lebanon in Presentation on Palestinian Adolescents: Agents of Positive Change: Towards an Environment Promoting Peace And Reconciliation -Evaluation of 4-Country Norway-funded Programme Progress, Status To Date, 27 April 2009, Amman, Jordan

23 “The [programme] focused on activating the existing Women’s Programme Centers which are affiliated to UNRWA to expand their role in the community by including special programs that promote awareness on adolescents’ rights and provide safe spaces for adolescents’ development and participation”. Objective 3 stated: ‘To promote the capacity of local CBOs and services providers in the field of adolescent development and participation’, programme Cooperation Agreement between UNICEF, the United Nations Children's Fund, & Community Development Committee (CDC), Zarqa Camp, Ref: PCA/JDN-09/07, p 12.

24 Resource materials used for the workshops for parents included the ‘Youth Workers Manual on Adolescents Development and Participation’ and ‘Better Parenting Manual for Parents of Adolescents’.
The approach promoted by UNICEF Syria was peer support and training with a strong emphasis on putting adolescents ‘in the front seat’. A pool of over 40 young peer educators, supported by adult trainers, were mobilised to provide training on life skills. Some vocational training, mainly IT and hardware activities, was also organised together with remedial classes for school students. A major early achievement of the programme was seen to be the participatory research undertaken by adolescents in four refugee camps on three subjects: tobacco use, substance abuse and school dropouts. In Lebanon, the recent conflict led to a particular emphasis on training up older peer educators to offer life skills courses that included conflict resolution.

The ‘Adolescent Friendly Learning Centres/Spaces’ in oPt has a multi-pronged focus on remedial learning (Arabic, maths); recreational activities (sports, drama) and life skills. The oPt programme, however, gave a strong emphasis to remedial learning activities, due in particular to the influence of the Tamar Institute of Community Education as one of the two NGOs delivering the programme.

**Scale of operations**

Fourth, the scale of the programme differed greatly between countries. UNICEF in Jordan, Syria and Lebanon relied on the programme’s small budget, relative to the size of the target population, and implemented the programme in five to ten centres. However, the programme in oPt was able to mobilise other donor resources which were substantial. The result was that the programme was able to expand from the 14 centres funded by Norway to 40 community centres at the end of 2007 in the West Bank and Gaza. Additional funding also permitted the addition of remedial learning in Arabic and maths as a major element in the programme.

**Different ways of delivering the programme**

A fifth source of programme difference between countries was the implementation vehicle. In Jordan, UNICEF staff worked through UNRWA-supported Women's Programme centres and their Community Development Committees. This involved funding a range of capacity building management training for the programme coordinators and centre managers. In Lebanon, the UNICEF officer in the Palestinian area programme worked with UNICEF affiliated youth clubs. These are clubs are run as independent entities, under the auspices of the camp popular committees, in camps where the political conditions allow this. In Syria, UNICEF's national partners are GAPAR and UNRWA. However, the programme is delivered mainly through UNRWA-supported Community Development Centres in the refugee camps.

In the West Bank and Gaza, UNICEF oPt contracted two well-established NGOs, Tamer Institute for Community Education and Ma’an Development Centre, to implement the programme separately in different centres. The programme in oPt worked closely with the Ministry of Youth and Sports in providing programme over-sight and in identifying lessons from the implementation of the programme.

**Differing geographical focus**

A sixth difference was geographical focus. In three of the countries, Jordan, Syria, and Lebanon, the focus was on adolescents living in official or unofficial Palestinian refugee camps. This often meant the resources available to the centres where the programme was
implemented were scarce. In the West Bank and Gaza, the geographical focus was broader, including not only refugee camps but also other locations dispersed throughout these two regions. This led to more variability between the implementing centres in terms of their access to local resources.

**Different targets among adolescents**

Seventh, the target beneficiary groups for programme also differed by country and area location. The original programme design focused on 10 to 18 year olds. However, as noted above, the programme documentation also highlighted the need to focus on vulnerable groups of adolescents. In Jordan, as noted above, disabled adolescents were highlighted as one target group. In oPt, 13 to 17 year olds were targeted and particular effort was made to attract low achievers into the programme’s for remedial learning, recreational activities as well as life skills training. In Lebanon, an older age group was included in the programme, as shown by the age profile of the participants in the life skills training workshops, where nearly half (43 per cent) were aged 19 to 25 years. Similarly, over half of the 72 peer educators (57 per cent) trained by the programme were in the same age group.

**Difficulties in generalising**

These differences, therefore, make it hard to generalise about the programme because conditions on-the-ground often vary so much. In many ways, it makes more sense to report the findings of the evaluation at a country or area level as this was where the final form of the programme takes shape, taking into account local needs, conditions and constraints. However, the terms of reference for the evaluation require that a focus on the common elements in how the programme worked across these diverse settings. The aim is to make it possible to compare and contrast the results from each of the five areas to provide valuable insights into what has worked well and what has worked less well.

---

25 ‘The marginalised must not be forgotten. It is still all too easy to include adolescents who already have some advantages, can already do public speaking, can easily travel, etc. Adolescents in vulnerable locations, with vulnerabilities such as disabilities and domestic abuse should be targeted’. UNICEF 2006, Final Report: Palestinian Adolescents: Agents of Positive Change Towards an Environment Promoting Peace and Reconciliation, March, p 8.

Chapter Two: Lessons Learned & Good Practices

Introduction

The purpose of this chapter is to highlight the achievements of the programme by describing the good practices adopted in particular countries. Starting the report of the evaluation results here also helps to give a much better feel for how the the programme worked on the ground before launching into the detailed statistical presentation of the results in Part II.

Eleven lessons learned or good practices are described, from the inclusion of remedial learning in the programme in oPt and Lebanon; the key role of intermediary NGOs of oPt; a new broader vision for host centres in Jordan and oPt; improving communications with families in Jordan and Lebanon; incorporating conflict resolution skills into basic life skills training in Lebanon; evaluating basic life skills training in Lebanon; addressing employability issues in Jordan; a report on a adolescent-led initiative on ‘pollution in the camp’; making good use of systematic research in Lebanon; providing training in psyco-social skills in Lebanon; and achieving programme cross over in Syria. The evaluator’s inability to visit to Syria, made it much more difficult to gather more material on good practices in Syria.

Good Practice 1: Remedial Learning in oPt

The remedial learning component of the programme in UNICEF oPt responds to a major continuing problem the low performance of adolescents in terms of basic literacy and numeracy. UNICEF in 2005 found evidence of the problem of ‘masked or hidden illiteracy’ among school students. It was estimated that 30 to 40 per cent of adolescents had slipped in reading and writing skills two to three levels below their normal grade.

The remedial learning programme coordinator for Tamar noted a number of reasons the schools provided a poor learning environment: large class sizes (40 to 50 students), a difficult curriculum, teachers following the curriculum in a rigid way, strong exam focus, and little or no focus on the needs of slow learners. A Ministry of Education study in 2006 found that low achievement was among the top reasons students left school before completing their studies. Even when the formal education system introduced remedial classes for low-achievers, it followed the same traditional approach with a large student to teacher ratio in the classrooms.

Also school teachers went on strike in 2006, which led to a recognition that community-based learning opportunities were needed. Since then, according to stakeholder feedback, the Ministry of Education has tried to focus on lifting the quality of schooling but it has had problems with implementing change. These problems relate to teacher inflexibility, the lack of space in the schools, political issues, the overly complex curriculum and other restrictions in how schools function.

The remedial learning component was designed by the Tamar Institute of Community...
Education, a NGO, established in 1989. Tamer works in the West Bank and Gaza Strip with children and young people to develop alternatives and supplements to formal education. It works within a framework which focuses on the rights to education, identity, freedom of expression, and access to information.

Our philosophy is centred on the idea that learning environments for children and young people can only be created among youth who are encouraged to read, write, and participate in dialogue while working in small groups united by a common dream and joint aspirations. In order to increase community learning, youth should also be involved in action at the community level, and come out with a tangible end product.

Discussions with Tamar’s programme coordinator, centre coordinators and facilitators suggest that remedial learning has been successful in working from its community base to promote wider change. One way it has done this has been by working through the facilitators who have played a key part in producing that change. Of the 150 facilitators working with Tamar, some 60 per cent are also teachers in the school system. These teachers have benefited from their training in interactive teaching methods and have taken these new approaches back into their classrooms.

The following factors can be identified as key to the success of the remedial learning component:

- guidance from an experienced NGO with a clear vision of what it is seeking to achieve;
- teaching in small groups of 20 students in a non-classroom setting;
- specific focus on the individual needs of students for a specific period (usually two months but could be longer if needed);
- four follow-up meetings with student provided;
- facilitators work as volunteers on a meagre monthly stipend of USD 250;
- facilitators carefully selected for their flexibility, open mindedness, and willingness to encourage participation by students and to use new methods based on ‘learning through action’;
- their training provided by an experienced innovator in community education in interactive teaching methods such as story telling, word games, creative writing to encourage students’ imagination;
- Continuous process for assessing facilitators based on regular meetings between centre coordinators and facilitators each month to discuss and respond to problems;
- Ten area coordinators meet centrally every month for between 4 and 6 hours to discuss problems, share success stories and discuss theoretical approaches; and
- Two-day workshops on key issues to do with improving programme performance for centre and area coordinators

The small class sizes have made it much easier for students to interact with the facilitator. Programme participants have reported that for the first time the teacher listens to us and wants to help us. The training for facilitators has been an important element in the success of the remedial learning. The focus of this training has been on interactive teaching methods.

---

28 From the website of the Tamar Institute of Community Education
including creative writing and expression; and how to communicate with adolescents. Follow up training has included: designing teaching aids; and pre and post evaluation testing to measure improvement in literacy and numeracy skills of low achievers. Facilitators who are also teachers in the school system claim that the training provided by the programme has changed their entire approach to teaching. One facilitator who had been working as a teacher of Arabic for twenty years reported that he had started enjoying teaching again, as he now spent a lot of time preparing teaching aids for low achievers.

Remedial learning is now part of the programme in all 73 adolescent-friendly learning spaces in oPt 2009. Much effort has been exerted in extending the reach of programme’s remedial learning component. This initiative has fostered in the community and at higher levels in the Ministry of Education wider recognition of the poor literacy rates of adolescents.

Starting in 2009, the remedial learning classes now operate from 24 schools. However, according to the Tamar programme coordinator using school buildings for the remedial learning classes is less popular among students as they want to have a space over which they have more control. However, in some traditional settings such as Hebron, it is easier for girls to stay in the school grounds than to travel to a centre to take part in the remedial learning sessions.

**Good Practice 2: Working through two experienced NGOs in oPt**

Delivering the programme through two experienced NGOs has enabled the programme in oPt to operate on such a larger scale with successful outcomes. These NGOs have complementary skills - one focuses on educational innovation through community-based activities and the other has specialist skills in administrative capacity building for community-based organisations. These skills sets have been critical to helping the host centres for the programme broaden their roles and improving their capacity.

The unstable political environment in oPt during 2005-2007, with frequent changes of government, made working with national authorities difficult, especially in relation to the youth sector. The implementation of after-school remedial and recreational activities in youth centres required a concerted effort and a diversity of expertise. UNICEF was only able to achieve this by partnering with both national authorities and civil society organizations. The Ministry of Youth & Sports provided general direction and oversight for the implementation of the programme. Tamer Institute for Community Education and Ma’an Development Centre provided both technical expertise and field capacity to implement the programme.

A working group of all partners chaired by the Ministry met regularly to facilitate overall coordination and provide regular feedback on progress. This forum continues to provide the means for a regular exchange of experiences and information. This UNICEF, government and NGO partnership has improved transparency and accountability of service delivery through continuous monitoring and evaluation. This is done through a periodic (quarterly and annual) peer review of progress and sharing of lessons learnt. This review process has produced a range of suggestions for improvement for successive years.

Two main benefits of the government-civil society partnership can be identified. First, UNICEF has been able through this partnership to address a range of issues facing adolescents, by making good use of the comparative advantage of each partner. For example, in the initial
phases of programme implementation, Ma’an Development Centre and Tamer Institute for Community Education agreed to work together closely. This enabled a merging of the former’s expertise in capacity building/community empowerment with the latter’s expertise in creating and supporting learning environments.

Second, the government-civil society partnership model has also enabled the programme to achieve a wide geographic reach, as each NGO has links with different geographical areas. This geographic spread of the two NGOs made it to expand to 73 adolescent-friendly spaces in 2009. This expansion has allowed the programme to work in every district in oPt, and especially throughout the Gaza Strip.

The Tamar Institute of Community Education been awarded the 2009 Astrid Lindgren Memorial Award, administered by the Swedish Arts Council, with the following citation:

> With perseverance, audacity and resourcefulness, the Tamer Institute has, for two decades, stimulated Palestinian children’s and young adult’s love of reading and their creativity. Under difficult circumstances, the Institute carries out reading promotion of an unusual breadth and versatility. In the spirit of Astrid Lindgren, the Tamer Institute acknowledges the power of words and the strength of books, stories and imagination as important keys to self-esteem, tolerance and the courage to face life.

Ma’an Development Centre was also established in 1989, has offices in Ramallah, Gaza and Jenin and has about 36 staff (2006 Annual Report, p 24). The Centre operates through six units: project development, capacity development and training, community development, agricultural and environmental awareness, accounts administration and admin and logistical support. Ma’an has particular expertise in building up the administrative capacities of NGOs and community-based organisations to lift their effectiveness and sustainability. This is done by increasing their competencies in management, networking and project implementation. Ma’an also has specific programme experience in working with Palestinian youth by enhancing their assets through its youth development and leadership programme. It also works with young people through its entrepreneur development programme.

Sources: Tamar website and Ma’an Development Centre 2006 Annual Report

Good Practice 3: Building local community capacity on oPt and Jordan

Good lessons learned: 1. How to manage with a small amount of money; 2: Proper planning and 3: Time management

Source, Centre manager, Women’s Programme Centre, Jordan

A major indirect benefit of the programme has been to build up administrative and planning capacity of the community-based organisations which are hosting the programme. This applies particularly to the training and support provided for women programme centres in Jordan and the youth and sports clubs centres in oPt.

The programme has encouraged the community-based organisations running the host centres to change from their often narrow focus on male sports or women’s activities by building up their
managerial capacity. Many of the centres have responded well with a broader vision of what they can do on the community and an improved capacity to deliver on this broader vision. For example, one stakeholder in oPt commented that the centre had become ‘a real youth and community centre’, moving from a focus on football, to now including music, table tennis, small gym machines and aerobics for women.

Initial care had to be exercised in the selection of centres to host the programme to ensure that they had some capacity to manage the programme. It was also necessary to make sure that the centre board and manager understood the programme’s objectives and that it was not merely a means for the centre to obtain computers and recreational equipment. The programme has provided a range of different types of training for each centre’s board of directors and the programme’s local management committees. This training has included how to prepare reports, child rights, leadership skills, and management skills such as planning and implementation.

In addition to the training, regular meetings with the centres have encouraged them to network with each other and to maintain the momentum of change. UNICEF oPt held six monthly meetings in 2007 with the host centres with a separate topic for each meeting. These included getting local management committees started, enhancing the partnership between Tamer and the management of the centres, use of assessment tools by facilitators and preparation for the summer activities. Recommendations were made and recorded from each meeting for further consideration.

Another important initiative that needs to be adopted elsewhere is to set up a coordinating committee of all the major stakeholders working with adolescents. In Talibiyeh refugee camp in Jordan, they formed such a committee, comprising the head of schools for boys and girls, head of churches’ council, head of UNRWA (United Nations Relief and Works Administration), head of the youth club in the camp, and four adolescents. This committee meets on a monthly basis. The change in the attitudes on one sports club in Gaza is illustrated by the following success story.

**Success story from Al Nasser Al Arabi Club**

This success story comes from a former centre coordinator and focuses on the administration board as a beneficiary of the programme. This story shows how the programme has helped to change the norms, values and cultural views of adults.

Wafa’ AlGhosain used to work as coordinator in the program during its first and second phases. Wafa’ explained the difficulties she faced when the program started. The new way of learning was an innovation that no one could understand or even agreed with. The administration board of Al Nasser Club was not convinced that the children could learn anything through entertainment activities and games. They were, however, happy with the activities that motivated and promoted the club. The way they used to treat the adolescents in the beginning reflected the traditional relationship between the teacher and pupil. Sometimes they shouted at the adolescents and criticised them in a very hard way. The materialistic way of their thinking was more administration oriented and they did not care much about the new concept of education presented through the program.

The positive results of the programme have convinced the administration board and many other
families from the local community that adolescents can achieve much if we respect them and give them the chance. The significant change in the way they treated the adolescents was amazing. Now they show them great respect and interest in the program activities and the adolescents’ achievements. They are now proud of the many success stories produced by the programme. They send the adolescents to represent the club in several events. They are also proud of the music and folklore group which trains in the club.

The positive effect of the programme is not only targeting adolescents. It also benefits adults who start to change the way they look at the young people. The programme has started to affect the norms and culture of the society by giving more respect and opportunities to young people. This effect is only a start which is expected to be clearer in future when this young generation grow up and apply the techniques they have learnt. It is a cultural change process where the effect can be seen and sustained for a long time.

Source: Gaza researcher: Dr Ahmed Abu Shaban
Good Practice 4: Improving dialogue within families

The centre targeted fathers as decision makers. Out of the 110 parents, 44 were fathers. Workshops for fathers were held in 2 youth clubs. The youth club helped in bringing fathers in as fathers participated in sports activities. Fathers would not accept meeting in the women’s centre. According to the centre manager, there is no way to measure the influence [of these workshops] on fathers, as they only promised to change verbally.

Source: Interview with Centre manager, Baqa’a Camp Jordan

As already discussed above, improved communications with parents was a major benefit that many participants derived from the programme. The programme in Jordan and Lebanon actively engaged with the parents. Parent workshops in Jordan involved a large number of parents, mostly mothers. Programme participants judged them as effective in improving their parents’ understanding of adolescent needs, how to communicate better within families and the importance of supporting adolescent participation in the wider society. However, as noted above, more effort needs to be made to include fathers in this process. Ways need to be found to not only inform fathers about the opportunities available to their children, and overcome their pessimistic views that many have. More active ways need to be explored to engage fathers in how to improve communications within the family, and in how they can support their adolescent children to respond to available opportunities.

Intergenerational workshops in Lebanon

The ‘intergenerational’ workshops in Lebanon were successful in using interactive methods to enable parents and adolescents experiencing difficulties to resolve their problems in a group setting. The workshops took place under the auspices of the camp popular committee. The committee invited families known to be having difficulties to come together, parents and adolescent children, to discuss the issues with other families in a similar situation and to work out how to resolve them. If the matter was too personal, it was dealt with in private session.

The approach used in Lebanon showed the value of joint sessions where both adolescent children and parents, using a skilled facilitator, have the opportunity to resolve issues within families and, by example, within other families in the community.

Good Practice 5: Life skills training in Lebanon

A number of innovative features of the life skills training in Lebanon are worth noting. The training focused on 72 peer educators who them reached over 700 young people in October and November 2007. The peer educator training was 12 days in duration. The training consisted of three elements: technical knowledge, communication and teaching skills, and teamwork skills. Technical knowledge covered information about basic sexual and reproductive health concepts including HIV/AIDS. Importantly, the second key element of the training was a focus on the causes of conflict, its consequences and ways to resolve conflict peacefully. 29

The first innovative feature was the use of explicit criteria to select the peer educators. The use of these criteria resulted in the selection of peer educators who were older in general, with over half aged 19 to 25 years, than the peers they were contacting. The life skills training focused not merely on knowledge about HIV/AIDS but also on how to resolve conflict. Lastly, the peer education project was evaluated to see to what extent those contacted retained the knowledge they were given. The evaluation also provided valuable information about the number of peers each peer educator contacted, the sex, age and education level of the peer educators and the same information on those contacted and views on the effectiveness of the training.

**Selection criteria for peer educators**

The 72 peer educators were selected on the basis of the following criteria: age range from 15 to 25 years, commitment to the goals and objectives of the project, ability and willingness to make the necessary time commitment, interest in working with peers in the Palestinian community, tolerant and respectful of others’ ideas and behaviours, and dynamic, motivated, energetic, trustworthy and discreet.

**Method of working**

The peer educators were asked to work in pairs in order to make their work easier by supporting each other. Male peer educators worked with male counterparts and female educators with their female counterparts. The same sex pairings of peer educators addressed parental concerns and also ensured that the target group members felt comfortable and would participate effectively during the educational sessions.

The communication and teaching skills placed special emphasis on the use of appropriate techniques. Peer educators were taught how to conduct group debates, how to guide the debates as well as how to give clear directions when dealing with a difficult group. Included in the peer educator training was a focus on developing appropriate psychosocial skills to instil in the trainees self-confidence and an understanding of their self worth. Teamwork skills focused on how to work together in conducting ‘peer to peer’ activities in pairs.

**Conflict resolution training**

Negative and positive aspects of conflict were discussed fully. The three different schools for resolving conflicts were presented and discussed: violence is used as a last resort (winner-loser); conflict resolution using violence (loser-loser); and conflict resolution using peaceful means (winner-winner). The three stages of conflict were identified: accepting the conflict; analysing the conflict (defining the parties, causes of conflict and types of power: financial means, physical power, mental power, education and experience, and relationships) and transforming the conflict through use of the techniques: dialogue and negotiation, mediation, arbitration and adjudication; conciliation. Issues addressed in conflict management were: separating affection from logic, separating the person from the problem and separating the position from the needs.

The training was assessed to determine whether the peer educators had acquired the knowledge.
and skills they need to work effectively. A pre-test of the peer educators’ knowledge on both conflict resolution and HIV/AIDS was conducted. This helped the trainer and program coordinator to identify strong and weak points in the training, as well as possible topics for follow-up sessions. Assessment focused on the results of the peer education project trying to measure whether the objectives have been achieved and the impact of the project on the population at large.

The problems associated with ‘peer to peer outreach’ as a method of relaying information on conflict resolution and HIV/AIDS were addressed by strengthening supervision and monitoring. The monitoring system was based on forms on which peer educators recorded the names of the peers reached. At the end of the project, an assessment was made of the feasibility and acceptability of the peer education approach in the Palestinian camps in Lebanon. This assessment noted that the process generated a strong interest and commitment of both the peer educators and the young people who were reached through the project.
Good Practice 6: Evaluating life skills training in Lebanon

UNICEF commissioned an evaluation of the peer education project in Lebanon. The assessment was conducted through interviewing each of the 72 peer educators, and through them information was collected about each of the young people they contacted. The interviews with the peer educators focused on the age, gender, educational background, experience in the social field, his/her membership in the camp youth club, marital status, number of members in his/her family, and information on the newly acquired skills resulting from the peer educators training. Each peer educator was asked to state the number of young people they was able to reach and the home addresses of each peer reached. A response rate of 88 per cent was achieved in the follow-up interviews.

Pre-test constituted the baseline data which was collected before the peer educators began their activities with their peers. Participants were asked to complete, anonymously, a short survey before and after the activity. The follow-up post activity survey included the same questions posed in the pre-test format thus enabling the evaluators to compare results and measure the level of change.

**Impact on knowledge, attitudes and practices**

Half the peers (52 per cent) gave the training they received a rating of excellent and two in five (42 per cent) gave it a rating of good. Nearly every peer (96 per cent) said the training was useful for their daily life. Table 1.3 below show the proportions of peers had acquired new knowledge and changed their behaviour. Most peers had acquired new knowledge about HIV/AIDS. However, very few appear to have changed their behaviour (avoid vice). However, it is not clear whether the respondents understood what this item was referring to. In terms of changed behaviour in relation conflict resolution, the training seems to have been more effective, as seven out of ten peers said they now resorted to more peaceful means of conflict resolution. However, the responses on the other items are low. This may indicate that the training had little effect on changing behaviour or, more likely, it may reflect a poor understanding of what was being asked of them. It is important that projects doing their own evaluation get expertise advice on how to questions and to refine the questionnaire through pilot testing.

<table>
<thead>
<tr>
<th>Life skills</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquired new knowledge on HIV/AIDS</td>
<td>76</td>
<td>85</td>
<td>82</td>
</tr>
<tr>
<td>Acquired knowledge of misconceptions about HIV/AIDS</td>
<td>6</td>
<td>13</td>
<td>11</td>
</tr>
<tr>
<td>Avoid vice (unacceptable behaviour)</td>
<td>5</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Resort to more peaceful methods for conflict resolution</td>
<td>69</td>
<td>70</td>
<td>70</td>
</tr>
<tr>
<td>Participation, cooperation &amp; communication</td>
<td>16</td>
<td>12</td>
<td>14</td>
</tr>
<tr>
<td>Increase self-confidence</td>
<td>17</td>
<td>21</td>
<td>19</td>
</tr>
<tr>
<td>Dealing properly with society</td>
<td>3</td>
<td>11</td>
<td>7</td>
</tr>
</tbody>
</table>

Table 1.3: Life skills acquired by peers contacted by peer educators, male, female and total, per cent of total peers contacted.
Understanding others | - | 8 | 4
Planning | 20 | 8 | 13
N | 191 | 434 | 625

**Good Practice 7: Addressing employability**

As noted above, UNICEF Jordan is now working with Save the Children to pilot test in three camps of a new employability component in the life skills training which will address financial competency as well as employment-related issues.

The pilot testing of an employability component for life skills training in three camps in Phrase III will address a major gap in the programme. Youth volunteers from the three camps, selected carefully based on clear criteria, are to be trained in employability skills. These youth trainers will conduct workshops over four weeks to help young people explore their own aptitudes and potential, how to identify sources of background information and discuss education and career options with their parents. Training will also be provided in financial literacy covering how to set personal goals, make informed decisions, how to budget, how to save and how to use credit. Basic skills in how to manage money as a self employed service provider will also be provided. In an exercise called youth livelihood mapping, young people will be helped to gather, organise, and analyse career opportunities by actively seeking out information on labour market and livelihood opportunities. It is also planned to arrange internships during summer to prove on-the-job work experience and learning opportunity in a private sector enterprise.30

**Good Practice 8: Adolescent-led initiative in pollution**

Adolescents in the largest refugee camp in Jordan identified ‘Pollution in the camp” as their initiative. The municipality does not serve the camp and UNRWA provides 60 workers for the whole camp; which gives 10 minutes per street to be cleaned. The camp is very polluted, as sheep and chicken are allowed to be raised in the small aisles of the camp between houses. As a result of the initiative, recycling of waste products by through separating paper, glass, and rubbish in the camp was started and is still going.

Eight adolescents were trained in research skills, then, four focus groups were held, with 15 participants in each. The participants were asked about the major problems in the camp. Hygiene was the first problem identified. The conclusion was that there is not enough budget to collect the garbage of the camp. Throughout the research, adolescents visited the libraries to collect information on pollution, and what measures were being taken in Jordan compared to the camp itself. They prepared and submitted the final report.

---

Action research activity, Baqa’a camp: ‘Pollution in the Camp’ Initiative

Given the importance of preserving the environment from pollution and its negative impacts on human health and the society, and because pollution is the major problem identified in the Baqa’a camp, the topic of the research was the eradication of environmental pollution inside the camp, with the participation of camp residents and institutions operating inside the camp.

The research team and methodology

The research team consisted of eight adolescents, 4 boys and 4 girls, that were trained to conduct the research. The research adopted the participatory approach when interviewing individuals and the organisations working with the adolescents, as well as the focus groups held. Four focus group sessions were held, two for 30 adolescents (13-17) years old, and two for the parents and the organisations working with the youth. The following questions were asked to the adolescents: What are the problems that confront you in your daily life (family, community, school)? What are the appropriate solutions to these problems? And What are the recommendations proposed to address the problems?

Most of the interviewed adolescents identified pollution in the camp as the major problem facing them. The problem of pollution was discussed with the two other focus groups, the parents and the organisations working with the adolescents, to identify solutions and recommendations to this problem. Thirty parents and organisation workers attended the two other focus groups, and they were addressed the following questions: In your opinion, the problem of environmental pollution in the camp is a phenomenon to be resolved? What are the causes of this problem? To which extent does environmental pollution negatively affect the populations of the camp? What are the recommendations regarding this problem?

Obstacles faced during the research and interviews conducted

Lack of cooperation from some government departments and civil action teams; implementing the research during school hours; and the absence of some invitees to the focus group held for parents and employers in organisations working with youth. Fifteen interviews were conducted with stakeholders from inside and outside the camp, as they explained how they suffered from the waste accumulated next to their houses that result in the presence of animals, rats, and insects, which explain that bad smell and toxic substances. The interviewees also stated that they had been subjected to some diseases and epidemics, such as: skin and respiratory diseases (asthma, itching, and shortness of breath), respiratory diseases and cancers. Five cleaning workers from within the camp stated that the number of workers ranges between 25-40 workers, a small number compared to the population within the camp.

Recommendations

• The transfer the landfill outside the boundaries of the camp.
• Provide non-exposed containers to save the trash
• Transfer chemical plants from inside the camp to outside.
• Provide playing zones for children away from landfills.
• Promote environmental awareness among the population.
• Spread awareness to camp residents on the importance of maintaining hygiene through simple brochures that explain how to get rid of waste.
• Implement cultural events on the phenomenon, to encourage them to find creative ideas to overcome the problem.
• Recycle waste and produce certain materials that can be consumed again.

Source: Consultant’s report, translated by Dina Halasa, Excel Consulting.
Good Practice 9: Good use of systematic research

The participatory action research and the adolescent-led initiatives are a common feature of the programme across all locations. They have considerable potential to improve some aspects of the living conditions in the camps and elsewhere. The topics identified and campaigns mounted on included: environmental improvement (cleaning up rubbish in the camp, raising community awareness about hygiene), issues related to adolescents’ personal life (family abuse, early marriage, safety on the road, smoking and drug abuse) and education (causes of and responses to school drop outs, violence in schools). However, as the section presenting information on the adolescent-led initiatives makes clear, much more can be done to make these campaigns more effective.

However, only in Lebanon was the commissioned research systematic enough to provide a good basis for mapping a camp’s household special needs and access to services. The survey was undertaken against the background of the destruction of Al Bared Camp in mid 2007 which caused a large influx of refugees into Al Beddawi Camp, creating major uncertainty about how many additional people were living in the camp and what their living conditions were like. The survey made it possible to identify the future need for additional school places to cater for the children of the displaced refugees. A social mapping exercise to collect information about the special needs of households and their access to health and other services will be undertaken in 2009-2010, under the auspices of the Camp Popular Committee.

Good Practice 10: Addressing fear and psychological difficulties

Again, in the context of recent major conflict, the programme in Lebanon also funded two-day training workshops for service providers in how to provide better psycho-social support to children. The service providers included community workers from NGOs such as the General Union of Palestinian Women, social workers and school counsellors from UNRWA’s Social and Education Division and health workers from UNRWA’s Health Division. The topics covered: ‘helping distressed children cope’; ‘managing difficult behaviour’; ‘enhancing self esteem’; and ‘stress, coping and trauma’. The training provided to school counsellors was judged to be of particular value for adolescents and schools, especially if they could transfer these skills to classroom teachers. Similarly, the consultant trainer found that both social workers and school counsellors would have a much greater impact if they worked with groups rather than with individuals. Considerable scope also exists to impart these skills to parents and to young people themselves.

Good Practice 11: Achieving programme cross-over in Syria

Palestinian girl students in Yarmouk Refugee Camp in Syria took an important initiative in 2007 when they explained the life skills programme to the school principal who supported the concept. The school is a secondary school affiliated to the Ministry of Education. The school management agreed to dedicate one session per week for the girls to conduct life skills sessions. The Syrian girl students in the school welcomed the initiative and sought to extend the initiative to Syrian students as well. This specific example illustrates the changes taking place at an institutional level between UNICEF, UNRWA, and relevant Syrian government agencies.
The programme in Syria has been able to influence other agencies such as UNRWA to undertake similar activities for adolescents. The programme identified a gap in local expertise on adolescent policy and support, and helped to develop this expertise through research and training. As part of UNICEF efforts to build the capacity of policy makers, 67 staff from GAPAR (General Administration for Palestinian Arab Refugees) and UNRWA were trained on adolescent development and participation.

Through a joint initiative with the Ministry of Health, another 130 UNRWA health clinic staff from 23 clinics were given training in how to improve both access to the clinics for adolescents and the quality of health care they receive. One good indicator of the recognition by a key agency of the special needs of adolescents was UNRWA’s decision in 2008 to create a new youth section within its Social Services Section. The focus of this youth section is on the needs of young people in vocational training centres, schools and health clinics.

In November 2007, a six-day workshop about child participation concepts was organised for policy makers from UNRWA and the GAPAR Social Department. In addition to the 15 senior decision makers from GAPAR and UNRWA, six young trainers from four camps, aged from 18 to 22, were also invited to participate in the workshop. The workshop was presented with evidence of the success of the Adolescent Friendly Spaces and related activities. As a result of the workshop, UNRWA and GAPAR both gave more attention and support to Palestinian adolescent issues.

Another indication of the programme’s influence in generating greater attention to adolescent needs at senior policy levels was the inclusion of adolescents in the consultation process for 2007 Situation Analysis of Palestinian Refugees in Syria. UNICEF undertook this analysis in cooperation with the Syrian Commission for Family Affairs. UNICEF Syria has also been working with government ministries, such as the Ministry of Health, to foster a greater emphasis on adolescent health issues. In 2008, UNICEF, in its dialogue with its Syrian partners, such as the Youth Union and the Red Crescent Society, successfully proposed the programme as a model for addressing the needs of vulnerable adolescents among the Iraqi refugees, newly arrived in the country.

The programme has also fostered within the UNICEF country programme in Syria a greater recognition of the needs of Syrian adolescents. UNICEF has, since 2007, invited adolescents to take part each year in its annual review of operations and its interactions with government partners. An important result of their participation has been a decision by UNICEF Syria to develop its own country programme for youth, modelled on the Palestinian programme. In terms of the office structure, UNICEF has also decided to integrate a focus on adolescents into their three mainstream programme areas. For example, in child protection, the community-based psychosocial support to children and families now has changed to become a more comprehensive system, offering support to adolescents as well.
Part II: Programme Impact

Chapter Three: Programme Impact on Participants

Chapter Four: Programme Impact on Parents

Chapter Five: Programme Impact on Programme Centres

Chapter Six: Programme Impact on Other Stakeholders
Chapter Three: Programme Impact on Participants

Success story from
Future Generations Associations, Gaza

Hala is one of the most active participants in the programme. She was 15 years old when she got married and by 16 years she was pregnant. The physiological changes that she faced at such young age caused her psychological pressure. Hala was mostly depressed because she could not tolerate the big responsibilities of marriage and pregnancy.

The programme tried to deal with her case carefully due to the social difficulties that she may face if she asked for a divorce. They trained her how to adopt herself to the new situation. They trained her about the responsibilities of being a wife and mother. It was a difficult task to put such responsibilities on her at such a young age but she was capable of understanding and dealing with the situation.

Hala’s situation has improved. She now helps other females by making them aware of the health and psychological complications that they can face as a result of early marriage. In one programme initiative, Hala presented herself as model of early marriage problems. She was brave enough to stand in front of other females to talk about her private experiences she suffered as a result early marriage.

This brave initiative of Hala did encourage one of the members of the women association to invite her to work with them in their campaign against early marriage. Hala is doing a great job through this campaign. Hala faced a very difficult situation but she made use of it by helping other females by informing them of the danger of early marriage.

Source: Gaza researcher: Dr Ahmed Abu Shaban

Characteristics of survey respondents

All respondents to the survey claimed, or their interviewers claimed, that they had been participants in the programme at some time between 2005 and 2007. However, in Jordan, Syria and the West Bank, many respondents are also current programme participants. In Syria, 64 per cent of the sample are still current participants, just over half in Jordan (52 per cent) and just less than half of those surveyed in the West Bank (45 per cent) are also current participants.

Surveying current programme participants about programme impact might be expected to increase the size of the impact as they are experiencing the benefits in the here and now. However, a comparison of the responses of current participants with former participants shows only a slightly higher rating for the items used to measure programme impact on participants.31

Age distribution of respondents

31 For the items in Question 9, the overall average rating is 4.1 out of 5 for current participants compared with 4.0 out of 5 for former participants who are no longer in the programme.
The average age of the survey respondents is an estimated 16 years and four months. The sample is evenly matched between male and female adolescents, at the same age level with female respondents only several months younger than the male respondents. The age distribution varies between the locations of the survey (see Table 2.1). The older age profile of the remaining sample from Lebanon stands out with one in five aged 20 to 24 years. In Syria, one in four of the sample are aged 19 years and above and one in three are aged 17 to 18 years. Nearly half of the sample from Jordan is aged 15 to 16 years and another third is in the 17 to 18 year old age group. The sample from Gaza is notably younger than the other samples as four out of five are aged 16 years and under. The West Bank also has a young age group, with over two thirds in the same 16 years and under age group.

Table 2.1: Age profile of the sample, by country, per cent

<table>
<thead>
<tr>
<th>Age (yrs)</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
<th>oPt Gaza</th>
<th>oPt WB</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 to 12</td>
<td>1.1</td>
<td>0.0</td>
<td>0.0</td>
<td>8.0</td>
<td>15.1</td>
<td>5.7</td>
</tr>
<tr>
<td>13 to 14</td>
<td>15.1</td>
<td>1.8</td>
<td>11.9</td>
<td>38.0</td>
<td>34.5</td>
<td>22.6</td>
</tr>
<tr>
<td>15 to 16</td>
<td>44.1</td>
<td>19.3</td>
<td>29.7</td>
<td>40.0</td>
<td>35.3</td>
<td>34.9</td>
</tr>
<tr>
<td>17 to 18</td>
<td>34.4</td>
<td>29.8</td>
<td>32.7</td>
<td>12.0</td>
<td>13.4</td>
<td>23.4</td>
</tr>
<tr>
<td>19 to 20</td>
<td>5.4</td>
<td>28.1</td>
<td>17.8</td>
<td>1.0</td>
<td>1.7</td>
<td>8.9</td>
</tr>
<tr>
<td>21 to 22</td>
<td>0.0</td>
<td>12.3</td>
<td>7.9</td>
<td>1.0</td>
<td>0.0</td>
<td>3.4</td>
</tr>
<tr>
<td>23 to 24</td>
<td>0.0</td>
<td>8.8</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>1.1</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>N</td>
<td>93</td>
<td>57</td>
<td>101</td>
<td>101</td>
<td>119</td>
<td>470</td>
</tr>
</tbody>
</table>

Education profile of the sample compared with total population

In terms of education levels attained, most respondents are still in secondary school and so have not yet completed their formal education (see Table 2.2). However, the education profile of respondents in general and of those not-still-in-secondary school suggests that they are not typical of all Palestinian adolescents. Available data on secondary school enrolments indicate that they vary from a low of 43 per cent of the relevant age group in Syria to 63 and 64 per cent in Lebanon and the occupied Palestinian territories. However, only 14 per cent of the sample has less than a high school education. This proportion also varies significantly between countries. As many as 40 per cent of the sample in Syria has less than a high school education, reflecting the lower progression to secondary schooling in that country. In Lebanon, the proportion of the sample with less than high school education is 15 per cent compared with 6 per cent in Jordan, 1 per cent in Gaza and none in the West Bank sample. The proportion of respondents who are attending university/college or who have graduated is also high for Lebanon (31 per cent) compared with the sample in the other locations (13 per cent in Syria, 4 per cent in Jordan and 1 and 2 per cent in Gaza and West Bank respectively).

32 The average age is only an estimate as one in six of the sample did not indicate month as well year of age. This average age is based on the sample used in this analysis. Those aged 24 years and over have been removed from the Lebanon sample - see Note 3 above.

33 The UNDP’s Palestine Human Development Report 2004 states that 64 per cent of the relevant group in the West Bank and Gaza in 2003 is enrolled in secondary education (Table 5 p 164). The Multiple Indicator Cluster Survey, Palestinian Refugee Camps, Lebanon 2006 reports that the net secondary school attendance rate is 63.4 per cent (Indicator 56). Multiple Indicator Cluster Survey III in Palestinian Refugee Camps and Gatherings in Syria 2006 reports that the net secondary school attendance rate is 42.7 per cent (Indicator 56).
This may indicate a bias in the sample, common in follow-up surveys, where the more successful self select to be surveyed. Or it may reflect a bias in the selection processes for the programme. This bias may have meant that for remedial learning, for example, the absence of quotas for specific groups of disadvantaged such as slow learners, are under-represented. Another bias may be in relation to participatory action research and adolescent-led initiatives, where the selection process may have favoured those with higher levels of education. It has already been noted that this latter bias appears to have operated in Lebanon. Other evidence about the disadvantaged status of respondents is available to assess further whether these biases affected who is involved in the programme.
Table 2.2: Education of level of survey respondents, for those still in school, not in school and total, per cent

<table>
<thead>
<tr>
<th>Education attainment</th>
<th>Not in secondary school</th>
<th>In secondary school</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Did not attend school</td>
<td>0.0</td>
<td>0.3</td>
<td>0.2</td>
</tr>
<tr>
<td>Primary school not completed</td>
<td>6.0</td>
<td>5.2</td>
<td>5.3</td>
</tr>
<tr>
<td>Primary school completed</td>
<td>7.0</td>
<td>0.0</td>
<td>8.3</td>
</tr>
<tr>
<td>High School not completed</td>
<td>12.0</td>
<td>94.5</td>
<td>69.3</td>
</tr>
<tr>
<td>High School completed</td>
<td>31.0</td>
<td>0.0</td>
<td>7.0</td>
</tr>
<tr>
<td>Attending University or College</td>
<td>34.0</td>
<td>0.0</td>
<td>7.7</td>
</tr>
<tr>
<td>Attending a vocational education institution</td>
<td>6.0</td>
<td>0.0</td>
<td>1.3</td>
</tr>
<tr>
<td>Graduated from a post school course</td>
<td>3.0</td>
<td>0.0</td>
<td>0.6</td>
</tr>
<tr>
<td>Graduated from a University or College</td>
<td>1.0</td>
<td>0.0</td>
<td>0.2</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

N 100 363 469

Duration of activities

Most programme activities are of short duration, most often a month or less (see Table 2.3). However, a significant minority of participants stay in the programme for longer periods, in many cases for four months or more. Half the sports activities are for a month or less, but for some participants they last longer, up to four months or more. After-school learning also had a long tail, with one in four of the activities lasting for four months or more. However, half of the learning activities are less than a month. Learning to use a computer is also of an activity of short duration for most participants.

For many, the activities of life skills training, how to be a peer educator, action research and adolescent-led initiatives last only for a month or less. For others, these same activities last longer. In relation to life skills, for example, a third of those who do this training are involved for much longer periods, with over one-in-five participants continuing for three months or more. In one West Bank centre, a programme-funded facilitator ran a two-hour life skills session each week for five months, a length of time she claimed that was needed to address the issues raised by the adolescents.

Table 2.3: Time duration of programme activities, per cent and number of activities

<table>
<thead>
<tr>
<th>Duration (Months)</th>
<th>Sport</th>
<th>After school learning</th>
<th>Life skills</th>
<th>Learning to use computer</th>
<th>Drama</th>
<th>Peer educator</th>
<th>Action research</th>
<th>ADI*</th>
<th>Learning other skills</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 or less</td>
<td>48.4</td>
<td>47.9</td>
<td>68.3</td>
<td>59.0</td>
<td>61.6</td>
<td>63.2</td>
<td>68.3</td>
<td>81.5</td>
<td>75.0</td>
</tr>
<tr>
<td>2</td>
<td>19.3</td>
<td>13.1</td>
<td>9.0</td>
<td>12.0</td>
<td>15.9</td>
<td>10.3</td>
<td>6.3</td>
<td>7.4</td>
<td>12.9</td>
</tr>
<tr>
<td>3</td>
<td>13.3</td>
<td>12.5</td>
<td>10.9</td>
<td>12.0</td>
<td>11.6</td>
<td>12.0</td>
<td>13.5</td>
<td>4.5</td>
<td>8.6</td>
</tr>
<tr>
<td>4 or more</td>
<td>19.0</td>
<td>26.5</td>
<td>11.8</td>
<td>16.9</td>
<td>11.0</td>
<td>14.5</td>
<td>11.9</td>
<td>6.6</td>
<td>3.0</td>
</tr>
</tbody>
</table>
**Identifying programme impact**

**Multiple objectives**

Identifying programme impact requires first of all being clear about what the programme objectives are, both explicit and implicit. The programme objectives have been specified or modified at three different levels. First, the donor has provided a title for the programme. Then UNICEF has defined more specific objectives as the agency responsible for designing and implementing the programme. Finally, those responsible for carrying out the programme at the country or centre level have made their own decisions about what to emphasise, based on their information about adolescent needs and what is suitable for the context and situation.

**The programme as a means of promoting peace and reconciliation**

*Adolescent-led initiative*

<table>
<thead>
<tr>
<th></th>
<th>100</th>
<th>100</th>
<th>100.0</th>
<th>100</th>
<th>100</th>
<th>100</th>
<th>100.0</th>
<th>100.0</th>
<th>100.0</th>
</tr>
</thead>
<tbody>
<tr>
<td>N</td>
<td>368</td>
<td>351</td>
<td>221</td>
<td>166</td>
<td>164</td>
<td>117</td>
<td>126</td>
<td>243</td>
<td>140</td>
</tr>
</tbody>
</table>

The programme title highlights how the programme aims to promote peace and conflict resolution: ‘Palestinian Adolescents: Agents of Positive Change - Towards an Environment Promoting Peace and Reconciliation’. So the evaluation needs to ask whether the programme has contributed to creating an environment that promotes peace and reconciliation. However, this programme title is used only in the reports to the donor and does not appear to have been used in the programme documentation at the operational level. The specific objectives spelt out by UNICEF do not give an explicit emphasis to promoting peace and reconciliation. These are regarded, no doubt, as expected byproducts of providing ‘a supportive and protective environment for Palestinian adolescents ...for healthy development, recreation, protection and participation’ and strengthening ‘psychosocial resilience among adolescents against the impact of prolonged conflict and forced migration’.

In terms of programme content, however, explicit emphasis was given to conflict resolution. This was the case in Lebanon where life skills workshops conducted by 72 peer educators reaching over 700 young people in October and November 2007 had conflict resolution as one of their major themes. Tamar Institute of Community Education provided its facilitators with training in how to deal with sexual harassment and violence. This training was used by an

---


experienced facilitator to offer extended basic life skills training over a five-month period. This enabled female students in particular the space and time to raise and resolve major problems. One example was concern about violent harassing behaviour of a teacher in school. The case of sexual harassment by a member of the extended family was resolved, thus building the girls trust in being able to protect themselves and overcome problems without it becoming a public issue.

So what impact did the programme have in terms of promoting peace and reconciliation? Four questions have been proposed to help answer this question. The Local Capacities for Peace Programme worked with NGOs seeking to promote peace in conflict zones to identify indicators of effective impact. The first question is whether participants have taken up initiatives for peace work on their own. Second, has the programme contributed to the reform or building of institutions that address grievances that underlie the conflict. Third, has the programme enabled people increasingly to resist violence or manipulation to violence. And fourth, has the security of people and their perception of security been increased due to the programme.

These four questions were turned into statements. In Syria, the statement reflecting the fourth indicator was changed from ‘I have been able to help improve security within my community’ to ‘I have been able to help improve safety within my local community’ to respond better to local realities. Survey respondents asked to agree or disagree with the statement as a result of participating in the programme’s activities. The results are presented in Table 2.4 below. Between 6 and 10 per cent of the respondents did not respond to the statements. Non-response was notable in Jordan and Syria, suggesting that these statements were not seen by some respondents in these countries as relevant to the programme. This was confirmed by feedback from Jordan in particular where interviewers reported that they were often queried about why they were being asked about these issues. To give a more complete picture of the response profile, the non-responses have been included in the results reported below.

Table 2.4: Respondents rating of statements related to peace and resolving conflict, per cent and number of respondents for each statement

<table>
<thead>
<tr>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly agree</th>
<th>Non-response</th>
<th>Total</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>[After participating in the activities mentioned in Question 1], I have undertaken other initiatives for peace in my community</td>
<td>15.1</td>
<td>24.9</td>
<td>21.1</td>
<td>23.6</td>
<td>5.7</td>
<td>9.6</td>
<td>100</td>
</tr>
<tr>
<td>[After participating in the activities mentioned in Question 1]I have helped do something about the issues that cause conflict in my community</td>
<td>10.6</td>
<td>24.5</td>
<td>16.4</td>
<td>34.9</td>
<td>6.6</td>
<td>7.0</td>
<td>100</td>
</tr>
<tr>
<td>[After participating in the activities mentioned in Question 1] I have been able to resist calls to violence</td>
<td>7.0</td>
<td>20.0</td>
<td>16.8</td>
<td>43.4</td>
<td>7.0</td>
<td>5.7</td>
<td>100</td>
</tr>
</tbody>
</table>

Half of the programme participants (50 per cent) agreed that they had been able to resist calls to violence after involvement in the programme. Two in five respondents (42 per cent) agreed that they have ‘helped do something about the issues that cause conflict in my community’ as a result of participating in the programme. However, only three in ten (29 per cent) agreed that they ‘have undertaken other initiatives for peace in their community’, and only just over one in four (27 per cent) agreed that they have ‘been able to help improve security within my community’.

The responses to these statements differ between countries. This may be the result of different emphases given to reconciliation and conflict resolution in the country programmes. The differences between countries may also reflect the external conditions facing Palestinians, with refugee camps in Lebanon and the Gaza Strip much more prone to conflict in recent times than elsewhere. More West Bank respondents say they have resisted calls to violence (58 per cent), followed by Jordan (53 per cent) Gaza (52 per cent) and Lebanon (49 per cent). However, only two in five (39 per cent) of respondents from Syria agree that they have been able to resist calls to violence as a result of the programme. The stable situation for the refugee camps in Syria may mean that the risk of violence is much less there and hence the need to resist calls to violence.

Half of the respondents in Lebanon and West Bank agreed that they ‘have helped do something about the issues that cause conflict in my community’ while in Syria, Gaza and Jordan, only between one-in-three and four-in-ten respondents agreed with the statement. Two-in-five respondents from Lebanon and the West Bank have undertaken other initiatives for peace in their community’ (38 and 39 per cent respectively), as a result of their involvement in the programme. In Syria, less than three-in-ten (29 per cent), and in Gaza close to one-in-four (23 per cent) agreed with the statement. In Jordan, only one-in-five (20 per cent) have helped to address conflict in their community as a result of their involvement in the programme. Again, this may reflect the more stable situation in Jordan. In contrast, one in three respondents in Syria (32 per cent) were able to help improve security within their community, as a result of the programme. This compares with lower positive responses of between 24 and 27 per cent of respondents for each of the other countries.

The programme in Lebanon included within its basic life skills training a focus on skills in conflict resolution. The above results on the peace and reconciliation indicators for Lebanon are similar to or slightly better than the results for programme participants from other countries. Half of the programme participants in Lebanon have been able to resist calls to violence as a result of participating in the programme and have helped to do something about the issues that cause community conflict. Two-in-five programme participants in Lebanon have

37 The word ‘agreed’ refers to the combination of the ratings of ‘agreed’ and ‘agreed strongly’. It is noteworthy that unlike the responses to Question 9, discussed below, the responses to Question 10 have only between 5 and 7 per cent agreeing strongly with a statement. On the other hand, the disagree strongly attracted a 7 to 15 per cent response range.

38 These percentages include non-responses as they are significant in Jordan (14 per cent) and Syria (12 per cent)
undertaken other initiatives for peace. After taking into account the more volatile situation in Lebanon, these results suggest that including conflict resolution in basic life skills training has been effective in promoting an environment of peace and reconciliation.

These results suggest that scope exists to increase the emphasis within the programme on conflict resolution. The need to address the issue of conflict in its various forms is obviously great. In addition to highlighting the damaging effects of the conflict generated by the major confrontations in Gaza, the West Bank and Lebanon, focus group discussions also highlighted the damage caused by unresolved conflicts and violence within families, and conflict within communities. The need to provide a greater emphasis in the programme on activities that promote peace and reconciliation is discussed in the final chapter on recommendations.
The programme as a means of fostering healthy development, recreation, protection and participation

Success story
from
Beit Hanoun Women Activity Centre, Gaza

Mohammed used to be very aggressive boy. He was creating many problems for the facilitators, the centre and his colleagues. He used to spoil and destroy all the activities material and equipments. Mohammed used to violate any orders given by the facilitator, teachers at school or a peer educator. He was expressing his low respect for older people. Even the kindly spoken advice by the facilitators was always rejected by him. The same problem was faced by his family at home and teachers in the school.

The program staff analysed Mohammed’s case. They find that Mohammed was trying to seek attention though the violation. It was clear that he was not satisfied with the way the adults treated him as a all boy who can’t achieve anything significant. He was convinced that he can do a lot and thought he was much better than many other boys who take the role of leader in the program activities.

The program staff worked on him through enhancement of his leadership skills. This was done through the program activities. After that, they enabled him to practice the leadership within his group. As young leader he became responsible of protecting the material and equipments. Now he became very polite and responsible person. His family also has reported an obvious positive change that had happened to Mohammed at home and the school.

As noted above, the overall programme objective for Phrases I and II is ‘to provide a supportive and protective environment for Palestinian adolescents (10-18 years) living in oPt and in refugee camps in Jordan, Syria and Lebanon for healthy development, recreation, protection and participation’. As noted above, the evaluation methodology was limited by the absence of baseline data to make a ‘before and after’ comparison. The remedial learning component of the programme is now doing this for the current phase of the programme by testing young people’s literacy and numeracy before and after the intervention. Instead, the evaluation of Phases I & II has to rely on the recall of former participants to say to what extent their behaviour changed as a result of participating in the programme.

Question 9 was designed specifically to provide a measure of programme impact. A series of statements were developed to reflect a range of personal changes resulting from activities provided by the programme. The question was introduced by first asking the respondent what impact has taking part in the programme activities had on you as a person. Respondents were then asked to agree or disagree, on a five-point scale, with each of 16 statements about themselves, their attitudes to their health and reproductive health, and changes to their relationships with their parents, friends and their wider community. The responses to these items are listed in Table 2.5 below, and are ranked according to the proportion of respondents strongly agreeing to the item.

The overall average response for agree or agree strongly with these impact statements is a high 80.5 per cent. This shows that four-out-of-five respondents claim the programme has had or is
having an impact on them. As many as one-in-three respondents agree strongly with these
statements assessing personal impact. By taking part in the programme’s activities,
participants say they have enhanced their personal confidence, self-expression, self-awareness,
optimism about the future and sense of achievement (‘I now feel more confident about myself’;
‘I am able to express myself better about how I feel’; ‘I am able to understand my situation
better’; ‘I see a better future ahead of me’ and ‘I feel I have achieved something’). The largest
effect is the lift in self-confidence with nine out of ten respondents agreeing or strongly
agreeing with the statement that they now feel more confident about themselves.

Girls are more likely to agree that they have better knowledge about reproductive health, more
opportunities for girls and better relations with their fathers, all at a statistically significant
level (0.05). Girls are also slightly more likely to agree that ‘I now look after my health better’,
‘I am able to express myself better about how I feel’, ‘I feel I have achieved something’ and ‘I
see a better future ahead of me’. However, these smaller differences are not statistically
significant at the 0.05 level, suggesting that programme impact on attitudes about self is just as
marked for adolescent boys and as it is for adolescent girls.

Table 2.5: Impact of taking part in programme activities: participants asked ‘do
you agree or disagree with the following statements on a one to five scale, from
strong disagree to strongly agree’, per cent, total number responding for each
item

<table>
<thead>
<tr>
<th>What impact has taking part in these activities have had on you as a person</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly agree</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>I now feel more confident about myself</td>
<td>1.3</td>
<td>1.1</td>
<td>6.8</td>
<td>47.2</td>
<td>43.6</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>I get on better with my mother</td>
<td>1.7</td>
<td>3.0</td>
<td>15.6</td>
<td>40.6</td>
<td>39.1</td>
<td>100</td>
<td>468</td>
</tr>
<tr>
<td>I get on better with my friends</td>
<td>1.1</td>
<td>2.8</td>
<td>8.8</td>
<td>48.3</td>
<td>39.1</td>
<td>100</td>
<td>468</td>
</tr>
<tr>
<td>I see a better future ahead of me</td>
<td>1.7</td>
<td>1.7</td>
<td>8.7</td>
<td>52.9</td>
<td>35.0</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>I am able to express myself better about how I feel</td>
<td>1.3</td>
<td>3.6</td>
<td>10.9</td>
<td>49.4</td>
<td>34.8</td>
<td>100</td>
<td>468</td>
</tr>
<tr>
<td>I am able to understand my situation better</td>
<td>0.9</td>
<td>2.6</td>
<td>9.8</td>
<td>52.1</td>
<td>34.7</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>I feel I have achieved something</td>
<td>1.5</td>
<td>5.1</td>
<td>10.9</td>
<td>49.0</td>
<td>33.5</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>My friends now consult with me and ask me about my opinion</td>
<td>2.4</td>
<td>3.6</td>
<td>14.3</td>
<td>47.5</td>
<td>32.1</td>
<td>100</td>
<td>467</td>
</tr>
<tr>
<td>Others in the community give us more respect now</td>
<td>1.7</td>
<td>3.2</td>
<td>17.4</td>
<td>45.7</td>
<td>31.9</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>I feel I can make a good contribution to my community</td>
<td>1.9</td>
<td>4.5</td>
<td>8.3</td>
<td>53.4</td>
<td>31.8</td>
<td>100</td>
<td>468</td>
</tr>
</tbody>
</table>

As noted above in relation to the responses to the peace and reconciliation issues in Question 10, respondents
were quite capable of using a narrower range of responses if they believed the issues they were asked to assess
justified this.
I feel now that girls have more opportunity to do things | 3.9 7.5 10.7 46.7 31.3 100 467
I get on better with my father | 3.9 5.4 15.1 44.6 31.0 100 464
I now look after my health better | 1.7 3.4 15.2 49.5 30.2 100 467
I am better able to make contact with other young people like me | 1.1 2.6 8.8 57.5 30.1 100 468
I am able to take some action to improve conditions in my community | 2.1 5.1 13.2 51.7 27.8 100 468
I know more about reproductive health issues | 20.4 14.4 19.5 28.9 16.7 100 353

Another important change made by the programme is enabling participants to get on better with their friends. This includes a greater respect from friends who ‘now consult with me and ask me about my opinion’. Improved relations with their parents is another important aspect of the changes produced by the programme. Four out of five say that they get on better with their mother, with a high number, two in five, strongly agreeing with this statement. The effect is not quite so strong concerning relations with fathers. A slightly lower proportion of respondents, three out four, also say that they now get on better with their father although only three in ten strongly agreeing that they do so.

Improved capacity to look after one’s own health (‘I now look after my health better’) is another benefit. However, this for many respondents does not extend to reproductive health. One quarter of the sample were not asked this question as this element of the life skills training was omitted in Syria, at the request of parents. Moreover, for the rest of the sample, a majority of respondents’ could not claim that the programme has improved their knowledge about reproductive health. Over half of the respondents (54 per cent) disagreed with or were neutral about the statement ‘I know more about reproductive health issues’.

The programme has also had a major impact on young people’s relations with their communities. They feel that they now have greater acceptance from their community. They are also more prepared to make a contribution to the community and feel better able ‘to take some action to improve conditions in my community’. Access for girls to more opportunities to do things outside the home is seen as an important benefit of the programme.

These responses on a five-point scale show that the programme impact is not the same for everyone. For one in five respondents on average, programme impact appears to be negligible. On the other hand, only one in three respondents agreed strongly with the impact statements. The variation in response, showing low and high programme impact, offers scope for further analysis. In particular, this analysis can identify key programme characteristics which have had a bigger impact on programme participants. However, before turning to that analysis, the following presents additional information about participants views on the wider impact of the programme, beyond personal changes.
Impact of basic life skills training

Mohammed is a Palestinian adolescent who lives in Jabalia refugee camp. He suffers from medical complications that require him to have a blood transfusion every week. Doctors are not expecting him to survive for long. Mohammed and his family are aware of this fact. Mohammed was very sad and depressed. He had lost the hope and motivation to live his life like other adolescents at his age. His family were also very sad and helpless. They were watching their son in such difficult situation without being able to help him.

Mohammed was brought to the centre by his family to participate in the program activities. The family hoped that he can overcome the depression through joining other adolescents in the life skills activity. In the first period he kept sitting alone and did not show any interest in the activity. This situation has changed gradually by the support and encouragement of the program staff and the other participants.

Mohammed is totally different now. He is the most active member in his group. He comes a long time earlier before the activities start and shows great interest in the tasks of the life skills training. The tasks he achieves shows his special talent and excellent skills. Socially, Mohammed is very popular among his colleagues and very cooperative. Now, he accepts his medical situation with satisfaction, a lot of hope and patience. Mohammed’s family is very proud of him and happy to see his achievements. They are grateful that the program activities could change the life of Mohammed in such a positive way.

Gaza researcher: Dr Ahmed Abu Shaban

Participants who undertook basic life skills training also rate themselves as agreeing strongly with a range of positive attitudes, some of which are not obvious links. The expected outcomes of basic life skills training are evident at a statistically significant level (0.05): ‘I know more about reproductive health issues’, ‘I now look after my health better’, ‘I now feel more confident about myself’ and ‘I feel now that girls have more opportunity to do things’. Those trained as peer educators claim a similar set of changes. These include personal benefits such as better self esteem and self understanding, and better relations with parents. In terms of relations with their community, they now ‘feel able to make a good community contribution’ and been able to ‘help improve security within the community’, which has produced a perception of more respect back from the community in return.

The associations between those who undertook life skills training and attitudes showing better engagement with the community are not just a result of doing basic life skills training. They also reflect the involvement of many of the same participants in learning about action research methods, working out an initiative to do for my community and taking part in a campaign to make changes in my community. The strongest association is with the view that ‘others in the community give us more respect now’. Another strong association is with the statement: ‘I am able to take some action to improve conditions in my community’. This is followed by two key personal benefits: being ‘better able to make contact with other young people like me’ and ‘my friends now consult with me and ask me about my opinion’.

Impact of undertaking an adolescent-led initiative
One of the major innovations of the programme is the adolescent-led initiative. What has been the impact on those working on a community campaign? The following statements are associated at a statistically significant level (0.05) with the group who took part in a community campaign. The biggest effects are that ‘Others in the community give us more respect now’; ‘I am able to take some action to improve conditions in my community’; and ‘I feel I can make a good contribution to my community’.

However, the benefits for the individual are not just in relation to his or her relations with their community. Relations with parents have also benefited greatly from this activity (‘My parents give me now more freedom to spend time in various activities of my choosing’, ‘My parents now allow me to participate in decisions at home’, ‘My parents now ask me about my opinion’, and ‘I get on better with my mother’). As well, for those involved in the community campaign the personal benefits are strong (‘I am able to understand my situation better’, ‘I am able to express myself better about how I feel’ and ‘I see a better future ahead of me’). Other benefits are the opening up of new networks (‘I am better able to make contact with other young people like me’) and changes to traditional attitudes (‘I feel now that girls have more opportunity to do things’).

Are these activities long enough to have an impact?

Participating in programme activities for a longer duration brought more benefits. The longer someone took part in the remedial learning activities, the more likely for them to agree that they felt more confident now, and that their friends now consult with them and ask about their opinion. Another important benefit from a longer period of participation in the programme is more likelihood that ‘my parents now allow me to participate in decisions at home’ and ‘my parents give me now more freedom to spend time with my friends’. Similar benefits can be identified for those spending a longer time in drama activities, with respondents more likely to agree that, in order of importance, ‘others in the community give us more respect now’, and I am better able to make contact with other young people like me’. Other benefits are: ‘My friends now consult with me and ask me about my opinion’, ‘I now feel more confident about myself’, ‘I feel now that girls have more opportunity to do things’ and ‘I now look after my health better’.

The benefits expected from life skills training accrue to peer educators, the longer they are involved in the programme. Peer educators who have been in the programme longer are more likely to agree that ‘my parents now allow me to participate in decisions at home’ and ‘I get on better with my mother’. However, being a long-term peer educator also produces benefits for the community, shown by the statistically significant association with the statement ‘I have been able to help improve security within my community’.

However, for other activities the benefits from staying longer in the programme are less. In relation to the basic life skills training, the only major, but nonetheless significant, benefit is a stronger chance of agreeing that ‘I now look after my health better’. Involvement in sporting activities for a longer duration is associated with only a small number of benefits. For those involved in only one sporting activity, only one positive benefit can be identified. Somewhat surprisingly, this is an association with the statement that ‘I am able to take some action to

---

40 The associations reported here are statistically significant at the 0.05 level of significance

“PALESTINEAN ADOLESCENTS - AGENTS OF POSITIVE CHANGE TOWARDS AN ENVIRONMENT PROMOTING PEACE AND RECONCILIATION” NORWEIGAN FUNDED PROGRAMME EVALUATION REPORT
improve conditions in my community’. The other statistically significant association is with the statement: ‘my parents and I still need help to understand each other better’. For the smaller number who have engaged in more than one sporting activity, other benefits are evident. These are strong associations with the statements: ‘I now feel more confident about myself’ and ‘I see a better future ahead of me’.
Identifying a single factor to show programme impact

A factor analysis was used to identify a single factor that reflected the impact of the programme on the participants. The factor analysis used an unrotated rather than a rotated extraction method to avoid an unnecessarily complex analysis that would have added little value to the final result. A single, arithmetic factor was developed by adding the scores on all the variables together and dividing by the number of variables in the factor, effectively producing a variable with a range of 1 to 5. Some differences were noted for males and females in relation to this factor but these differences were not significant. This is the key dependent variable used in the following analysis and is referred to below as the outcome factor.

The median score for the outcome factor is 4.01 which shows that the overall agreement with the statements about participants’ changed attitudes is high. For the most part, the results show that there are substantial effects on participants across a broad range of items. The sample was then divided into two groups: those scoring higher and lower than the median score. This identifies two groups of participants: one experiencing a high programme impact and the other a low programme impact. Comparing an item’s mean for the high and low-programme impact groups indicates the relative influence of that item on the outcome factor. This is the equivalent of a correlation analysis. A large difference in means indicates that the item is a major programme impact or outcome.

A comparison of means between the high and low programme-impact groups was carried out for all the questions in the survey. The high impact participants have statistically different responses to the low programme-impact participant group on 60 per cent of all the questions in the survey. The following analysis concentrates on the factors that have the largest differences as these have the greatest impact on the outcome factor. Table 2.6 below shows the factors with the biggest differences between means that are statistically significant at the 0.01 level. The Mean2 and Mean1 columns can also be read as the proportion of respondents agreeing or agreeing strongly with the item.

Participant characteristics associated with high and low programme impact

In terms of personal characteristics of respondents, males tend to benefit from the programme a little less than females. This may be due to the higher confidence level that young males already have and so have less to gain from programme participation. There are no differences between high and low programme-impact participants in terms of their age at the time of the survey. The education level of the survey respondents, however, is important. Higher educated respondents tend to gain less benefit from the programme, probably because as high achievers, they already have more self-esteem.

The opposite case also applies. Those programme participants with much lower levels self esteem before the start of the programme also benefit less from programme participation. The personal characteristics more likely to be associated with participants experiencing a low programme impact are being a slow learner and previously experiencing violence or other abuse. Slow learners may benefit less because the remedial courses are too short to have an impact on those with entrenched learning difficulties. Another factor is likely to be the lack of follow-up support, stopping slow learners from building on their initial gains.

Those survey respondents who have experienced violence or other forms of abuse also show
that they gained less benefit from the programme. This is not surprising as they are initially emotionally more fragile. They are likely, therefore, to be more suspicious, stressed, and prone to questioning themselves during the programme. This means that they will take longer show gains or even fail to experience some of the benefits compared with other participants.

Understandably, former participants in Phases I and II of the programme who are still participating in the programme (one third of those surveyed) are more likely to be found in the high programme impact group. Also a statistically significant country/region effect is evident for three countries/regions which is discussed further below.

**Country/region differences**

The differences exist between high and low programme-impact participants in West Bank and Jordan but these are not statistically significant. The programme in Syria has a large gap between high and low programme-impact participant groups which is statistically significant. This may be due to low programme impact ratings from one centre where the programme has since been stopped due to management difficulties.

In Lebanon and Gaza, the participants ratings of the statements in Question 9 show that the programme has had less impact than in other countries/regions. The conflict-prone environment in both these countries have produced a much more challenging environment in which the programme has to operate. There are also specific factors that may have produced the lower ratings for the impact statements. In Lebanon, the programme recruited older, and more highly educated young people to carry out the role of peer educator, and to conduct the action research field survey and adolescent-led initiative components. Two-in-five participants surveyed are attending or have graduated from a post secondary school course compared with only one in twenty of the program participants elsewhere. The former participants surveyed in Lebanon are also much more likely to be in paid work than participants in the other countries/regions. These special characteristics of participants in Lebanon suggest that they already have high self esteem compared with other participants and therefore less likely to say that the programme had a major impact on them.

Based on the lower participants ratings of the impact statements, the survey results show that the programme in Gaza also offered participants there fewer benefits than elsewhere. The operating conditions for the programme In Gaza were notably more difficult due to the lack of supplies and unstable political conditions which affected the operation of some centres. Also the Gaza sample has a large number of self-identified slow learners: two in five of the sample compared with one in ten in the West Bank and virtually none elsewhere. As noted above, some slow learners may have benefited less from the programme as their learning difficulties may be so deep seated that they will take longer to show gains or they may even fail to experience some of the benefits of the programme. The two month average duration of the intervention may have been too short for those with major learning difficulties and the follow-up support back in school may have been inadequate.
Outcomes associated with high programme impact

On student was considered as a "problem" in the school with teachers and peers alike. After participating in this programme, he changed completely and became very cooperative and hardworking student.

Source: Male school principal, Zarqa Refugee Camp

Table 6 lists the main outcomes associated with a high programme impact on participants. The most important programme outcomes are an improved relationship with the participant’s father and mother. Also ranking high as important benefits are the participant’s greater acceptance in the community, a willingness to contribute to their community and a new capacity to act to improve conditions in their community.

There are also important personal benefits for participants as well. These are a sense of personal achievement as a result of participating in the programme, greater hopes about the future, better understanding of their personal situation and more self-confidence. For those participants who had the opportunity to receive information on reproductive health, this was certainly regarded as beneficial. More ability to look after one’s health is another important benefit for high programme-impact participants. Better relations with friends and greater willingness to seek the participants views are major benefits as well. Openness to contact with other young people is also a major benefit.

<table>
<thead>
<tr>
<th>Outcomes associated with high impact participant group (in order of importance)</th>
<th>Mean2</th>
<th>Mean1</th>
<th>Difference in mean</th>
<th>Significant at .05</th>
<th>Actual significance</th>
<th>N2</th>
<th>N1</th>
</tr>
</thead>
<tbody>
<tr>
<td>I get on better with my father</td>
<td>84.00</td>
<td>62.00</td>
<td>22.00</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>Others in the community give us more respect now</td>
<td>86.25</td>
<td>65.00</td>
<td>21.25</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I feel I have achieved something</td>
<td>87.25</td>
<td>66.25</td>
<td>21.00</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I see a better future ahead of me</td>
<td>89.50</td>
<td>68.75</td>
<td>20.75</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I feel I can make a good contribution to my community</td>
<td>87.25</td>
<td>66.50</td>
<td>20.75</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>My friends now consult with me and ask me about my opinion</td>
<td>85.75</td>
<td>65.25</td>
<td>20.50</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I am able to understand my situation better</td>
<td>89.25</td>
<td>69.00</td>
<td>20.25</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I get on better with my mother</td>
<td>87.75</td>
<td>67.75</td>
<td>20.00</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I am able to take some action to improve conditions in my community</td>
<td>84.00</td>
<td>64.25</td>
<td>19.75</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I get on better with my friends</td>
<td>89.75</td>
<td>70.25</td>
<td>19.50</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I now feel more confident about myself</td>
<td>92.00</td>
<td>73.00</td>
<td>19.00</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I am able to express myself better about how I feel</td>
<td>87.25</td>
<td>68.75</td>
<td>18.50</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I know more about reproductive health issues</td>
<td>61.75</td>
<td>43.25</td>
<td>18.50</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>I am better able to make contact with other</td>
<td>87.00</td>
<td>69.00</td>
<td>18.00</td>
<td><strong>p</strong></td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
</tbody>
</table>

"PALESTINEAN ADOLESCENTS - AGENTS OF POSITIVE CHANGE TOWARDS AN ENVIRONMENT PROMOTING PEACE AND RECONCILIATION" NORWEGIAN FUNDED PROGRAMME EVALUATION REPORT
Table 2.7 lists other outcomes strongly associated with the high programme-impact participants. The most important additional outcomes are related to seven aspects of a better relationship with their parents. Next in importance are two aspects of greater community acceptance.

<table>
<thead>
<tr>
<th>Other outcomes associated with high impact participant group</th>
<th>Mean2</th>
<th>Mean1</th>
<th>Differ in means</th>
<th>Significant at .01</th>
<th>Actual significance</th>
<th>N2</th>
<th>N1</th>
</tr>
</thead>
<tbody>
<tr>
<td>My parents now understand me better</td>
<td>83.75</td>
<td>66.00</td>
<td>17.75</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>My parents give me the support I need</td>
<td>86.00</td>
<td>69.25</td>
<td>16.75</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>My parents now ask me about my opinion</td>
<td>83.75</td>
<td>67.00</td>
<td>16.75</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>My parents are now able to help me more</td>
<td>84.75</td>
<td>68.25</td>
<td>16.50</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>230</td>
</tr>
<tr>
<td>My parents now allow me to participate in decisions at home</td>
<td>82.00</td>
<td>65.50</td>
<td>16.50</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>My parents give me now more freedom to spend time with my friends</td>
<td>78.50</td>
<td>62.00</td>
<td>16.50</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>230</td>
</tr>
<tr>
<td>My parents give me now more freedom to spend time in various activities of my choosing</td>
<td>86.00</td>
<td>70.50</td>
<td>15.50</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>230</td>
</tr>
<tr>
<td>People who are important in my community listen to young people like me</td>
<td>65.50</td>
<td>50.25</td>
<td>15.25</td>
<td>** p</td>
<td>0.000</td>
<td>238</td>
<td>232</td>
</tr>
<tr>
<td>People who are important in my community seek out the views of young people</td>
<td>62.00</td>
<td>46.75</td>
<td>15.25</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
</tbody>
</table>

Other outcome factors are associated with the high impact group but are less statistically significant (at the 0.05 level). These factors, except two, are all related to the high programme-impact participant’s greater acceptance by their community and willingness to work for peace in the community. One important outcome factor beside these community-related ones is the participant’s acceptance of parental authority - ‘my parents know what is best for me’.

High impact participants believe they have greater acceptance in their local community. They are more likely to agree with the following statements: ‘young people like me are now accepted better by my community’, ‘my community is good at helping young people like me’, ‘people who are important in my community act on issues raised by young people like me’ and ‘people who are important in my community involve young people like me in decisions that affect me’. High programme-impact participants also agree that ‘girls are able to do more activities in the community’.

The other important set of outcomes from the programme is the greater willingness of young people to engage constructively with their own community. High impact participants are more likely to have undertaken other initiatives for peace in their community. They also have done
something about conflict in their community, have helped to improve security and to have resisted calls to violence.
Factors contributing to high programme impact

### Success story form
**Dar El Shabab for culture and arts**

Ismail is a 13 year old adolescent. He is in the 7th class but he can’t read or write. This fact has affected his achievement ability in all other topics in the school since all the instructions are in Arabic. Even though he was good in other topics he could not understand or write the exams. Ismail used to be very unsocial and lonely. He used to be aggressive when anyone criticised him. The situation was no better at home where the family faced many difficulties when dealing with him.

His mother brought him to the centre to participate in the active learning group to learn the Arabic language. Ismail found it very pleasant to learn the Arabic language through Music and drama. He liked those activities so much and showed great interest in participating. His performance was very good. The facilitators made use of this situation to teach him Arabic in the way he likes. They encouraged him to do more activities and appreciated his achievements. The family was also part of the process by providing him with full support and encouragement.

Ismail’s achievements in the school have improved a lot. The improvement is not only in Arabic language but also in all other topics. Ismail now feels more self-confident and shows respect to the teachers, facilitators and his colleagues. His family is also very happy with the achievements of Ismail and the good relations he has with them in the family.

Source: Gaza researcher: Dr Ahmed Abu Shaban

Table 2.8 below lists the most important aspects explaining the nature of the programme-impact on participants. The most important reasons that participants feel the programme has had a major impact on them are to do with taking part in an adolescent-led initiative, the workshop for parents, their acceptance by centre management and the value of after-school learning. The high programme impact participants are also more likely to have taken on a leadership role in programme activities and to have served as a representative for young people in other ways. They are also more likely to keep in touch with other young people and to use the Internet to do this.

Looking at these elements in more detail, we can see that the high programme impact participants benefited the most from their involvement in a cluster of programme activities related to the adolescent-led initiatives. Learning about action research methods and taking part in a campaign to make changes in their community involvement had the biggest impact on participants. High programme impact participants saw these activities as particularly valuable because they provided information which helped to change the views of people in positions of power and influence in their own community and within UN agencies. They were also more likely to agree that adolescent-led initiatives worked well in meeting its aims and that ‘we were able to identify key issues concerning our lives’.

The second most important element associated with a high programme impact on participants is the workshop for parents because ‘it helped their parents understand their situation better?’ As noted above, improved relations with parents is seen by high programme impact participants as a major benefit of the programme. The third factor explaining high impact are
the remedial learning activities provided by the programme in the West Bank and Gaza. These elements are: ‘after-school learning to improve mathematics’, ‘help with other learning related to school work’, and ‘after-school learning to improve how you read & write’. Less statistically significant but also important was ‘learning about other skills’. These skills referred to learning how to use a computer and learning to do drama. High programme impact participants are also likely to agree with the statement that ‘the teachers for the after school learning were good at the help they gave me’.

Table 2.8: Nature of the impact, in order of importance, associated with high impact programme participants

<table>
<thead>
<tr>
<th>Key factors associated with high impact participant group (in order of importance)</th>
<th>Mean2</th>
<th>Mean1</th>
<th>Diff in means</th>
<th>Significant at .01</th>
<th>Actual significance</th>
<th>N2</th>
<th>N1</th>
</tr>
</thead>
<tbody>
<tr>
<td>This information helped to change the views of people in important positions in our community</td>
<td>80.75</td>
<td>59.25</td>
<td>21.50</td>
<td>** p</td>
<td>0.000</td>
<td>80</td>
<td>38</td>
</tr>
<tr>
<td>Workshop helped parents understand our situation better</td>
<td>84.00</td>
<td>63.25</td>
<td>20.75</td>
<td>** p</td>
<td>0.000</td>
<td>53</td>
<td>45</td>
</tr>
<tr>
<td>Other learning related to school work</td>
<td>55.00</td>
<td>37.00</td>
<td>18.00</td>
<td>** p</td>
<td>0.002</td>
<td>119</td>
<td>142</td>
</tr>
<tr>
<td>Taking part in a campaign to make changes in my community</td>
<td>55.00</td>
<td>37.00</td>
<td>18.00</td>
<td>** p</td>
<td>0.000</td>
<td>236</td>
<td>223</td>
</tr>
<tr>
<td>The Centre management acts on suggestions from young people like me</td>
<td>81.75</td>
<td>63.75</td>
<td>18.00</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>After school learning to improve their mathematics</td>
<td>59.00</td>
<td>42.00</td>
<td>17.00</td>
<td>** p</td>
<td>0.008</td>
<td>119</td>
<td>144</td>
</tr>
<tr>
<td>The Centre management listens to young people like me</td>
<td>85.50</td>
<td>68.50</td>
<td>17.00</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>231</td>
</tr>
<tr>
<td>The Centre is a place where we can discuss important issues</td>
<td>85.25</td>
<td>69.00</td>
<td>16.25</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>232</td>
</tr>
<tr>
<td>Learning about action research methods</td>
<td>47.00</td>
<td>31.00</td>
<td>16.00</td>
<td>** p</td>
<td>0.000</td>
<td>234</td>
<td>219</td>
</tr>
<tr>
<td>Took on role of leader or took charge in some way in the programme activities</td>
<td>60.00</td>
<td>44.00</td>
<td>16.00</td>
<td>** p</td>
<td>0.001</td>
<td>238</td>
<td>231</td>
</tr>
<tr>
<td>Involved in an initiative that arose out of our own action research activity?</td>
<td>33.00</td>
<td>17.00</td>
<td>16.00</td>
<td>** p</td>
<td>0.000</td>
<td>237</td>
<td>231</td>
</tr>
<tr>
<td>The Centre management encourages young people like me to express their views</td>
<td>87.25</td>
<td>71.25</td>
<td>16.00</td>
<td>** p</td>
<td>0.000</td>
<td>239</td>
<td>230</td>
</tr>
<tr>
<td>I stay in touch with young people like me through other means</td>
<td>79.00</td>
<td>63.00</td>
<td>16.00</td>
<td>** p</td>
<td>0.000</td>
<td>140</td>
<td>132</td>
</tr>
</tbody>
</table>

Other elements are less strongly associated with high impact participants. These items have a lower level of statistical significance (0.05 level) due to slightly smaller differences between the means of the high impact participants and the low impact participants. Next in importance is ‘Learning about basic life skills in how to live a healthy and confident life’. Related to this is receiving training as a peer educator. High impact participants also agree with the statements that ‘the quality of life skills workshops in healthy and confident living was good’, and ‘the peer educators who provided the life skills training were good at what they did’. Other important ingredients in producing a high-impact result are the quality of administrative support for the peer educators and learning ‘about basic life skills in how to live a healthy and
confident life'.
Participants place low value on learning to play a sport

Surprisingly, learning to pay a sport as an activity is not as highly valued by participants as the programme’s other activities. It is ranked behind all the elements described above. Further scrutiny shows that learning to play a sport has the strongest associations with the following statements, in order of importance: ‘I get on better with my father’, ‘I now look after my health better’; ‘I get on better with my friends’; ‘I get on better with my mother’; ‘others in the community give us more respect now’ and ‘I see a better future ahead of me’. Unexpectedly, learning to play a sport lacks a strong association with the statement ‘I feel now that girls have more opportunity to do things’. While these are important benefits, participants rate other activities in the programme more highly such as lifting their self-esteem, understanding their situation better, and opportunities to engage with the community.

Evidence from another evaluation

Ma’an Development centre team in Gaza conducted an internal evaluation of the programme at the end of 2008. The process consisted of six evaluation events in different geographical locations in Gaza Strip. Each event consisted of six workshops. The workshops were conducted separately for the six stakeholder groups. These groups were: participants, facilitators, coordinators, local committees, centre boards and parents of participants. The selection of participants for the workshop was performed by the centre coordinator and facilitators. Each workshop included two evaluation activities. The first activity was the open discussion on the programme effects, obstacles faced, and the improvement approaches. Second activity was completing semi-structured questionnaire. The main findings in relation to the positive effects of the programme are:

- The program did provide learning spaces for adolescents
- The behaviours of adolescents have significantly changed.
- The adolescents became capable of solving their problems.
- Decreased the violence level among the participants
- The program introduced a new efficient learning approach.
- The program changed the participants’ attitudes towards Math and Arabic language.
- The adolescents are more self-confident and able to express themselves.
- The program provided improved the level of knowledge for adolescents.
- The participants were involved in planning, execution and evaluation of the program activities. Source: Briefing on the internal evaluation process conducted by Ma’an in Gaza in 2008; translated, & summarised by Ahmed Abu Shaban, Research Consultant, UNICEF Gaza. 09.08.2009
Chapter Four: Programme Impact on Parents

Success story from
Ruwad association for
Palestinian youth

The centre is located in a rural area in the Gaza Strip where village values are still dominant. Parents in this area prefer to keep the children work on the farm rather than letting them take part in any learning or entertainment activities in the centre. Also, they were totally against any mixed activities between males and females, even, at such an early age. Additionally, they believed that girls should not go to youth centres since they are only for boys.

The programme staff and local committee worked hard to change this view. They invited several local key persons such as the local leaders (mokhtars), and the mosque Imam to join their promotional campaign to encourage the parents to send their children to the programme. The coordinator and facilitators also worked hard to solve the problem. They performed several regular house visits to encourage the parents to send their children to the centre. The positive effects of the programme were explained as well as the new educational approaches it uses.

Only a slight change in their views happened in the beginning but in time the situation improved significantly. When the positive effect of the programme started to appear, more and more parents became convinced of the value of sending their children to the centre. Even the number of female participants has significantly increased.

Source: Gaza researcher: Dr Ahmed Abu Shaban

The impact of the programme on parents can be assessed both directly and indirectly. The most direct means was to ask parents and this was done through a small number of semi structured interviews directed at programme stakeholders. These parents were selected as supporters of the programme. Success stories were also collected and some of these were concerned with the impact of the programme on parents. Focus group discussions were held with parents but these were directed at finding out about the relevance of the programme activities for their children.

However, the most comprehensive information of programme impact on parents is the indirect evidence from the programme participants themselves. They were asked to rate a series of statements about changes in their relations with their parents as a result of taking part in the programme.

Programme impact on relations with parents

Table 2.9 summarises the ratings given by survey respondents of a series of statements about the impact of the programme on relations with their parents. About four out of five participants agree with seven of the statements. Some small differences in ratings between males and females exist but there is no consistent pattern in favour of one sex, with the result that the overall average effect shows no difference at all on the basis of sex. This indicates that
relations with parents for both girls and boys had improved as a result of participating in the programme.

Greater freedom to spend time on activities of their choice was clearly the most important way relations with parents had improved, with the highest proportion of respondents who strongly agreed with the statement (two in five or 39 per cent). Other important changes made by parents are: ‘my parents are now able to help me more’; ‘my parents give me the support I need’, ‘my parents now ask me about my opinion’, ‘my parents now understand me better’ and most importantly, ‘my parents now allow me to participate in decisions at home’. An important benefit to parents from their child’s participation is a greater acceptance of parental authority as reflected in the four out of five participants agreeing with the statement ‘My parents know what is best for me’. A slightly lower proportion (7 out of 10) agree that their parents give them more freedom now to spend time with my friends.

However, for a third of respondents, equally divided between girls and boys, more needs to be done to help improve their relations with their parents: ‘My parents and I still need help to understand each other better’. This need for more help may reflect the lack of explicit attention given to relations with parents in the programme in some countries (notably Syria, Gaza and West Bank).

Table 2.9: Participant rating of programme impact on relations with parents, per cent and sample number, all areas surveyed

<table>
<thead>
<tr>
<th>What impact has taking part in these activities had on your parents</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>My parents give me now more freedom to spend time in various activities of my choosing</td>
<td>84</td>
<td>10</td>
<td>7</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>My parents are now able to help me more</td>
<td>83</td>
<td>13</td>
<td>5</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>My parents give me the support I need</td>
<td>82</td>
<td>13</td>
<td>5</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>My parents now ask me about my opinion</td>
<td>81</td>
<td>13</td>
<td>7</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>My parents know what is best for me</td>
<td>80</td>
<td>13</td>
<td>7</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>My parents now understand me better</td>
<td>79</td>
<td>16</td>
<td>5</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>My parents now allow me to participate in decisions at home</td>
<td>77</td>
<td>15</td>
<td>8</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>My parents give me now more freedom to spend time with my friends</td>
<td>70</td>
<td>17</td>
<td>13</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>My parents and I still need help to understand each other better</td>
<td>36</td>
<td>16</td>
<td>49</td>
<td>100</td>
<td>470</td>
</tr>
</tbody>
</table>

The impact of workshops for parents
A mother was very shy and not socially active before the training. She became very active and open and she took part in all workshops and volunteered in the centre. Her 17 year old son changed also and became more active.

Source: Programme supporter, Refugee camp, Jordan

The programme in Jordan made a special effort to include parents. The workshops for parents conducted by the programme in Jordan were a major success for those parents they reached. Just under 1,800 parents, mostly mothers, or community members took part in 20 sessions of 1.5 hours each on adolescent development and participation. These workshops sometimes led to the creation of support groups of mothers to discuss their problems further. A UNRWA Local development specialist in one camp in Jordan noted that ‘mothers became aware of their rights and duties.

This program helped many families to consult with each other [and] parents are now more supportive of their children participating in this program.

A programme supporter in another camp in Jordan noted:

Sexual abuse is the main challenge in this camp. These workshops made people talk about it openly and fight it. Other main problems are early marriages and marriages between close relatives.

As noted above, the programme in Jordan funded a series of 20 sessions of 1.5 hours on stages in adolescent development for 1,785 parents. Did these workshops for parents make a difference in the eyes of the programme participants? Surprisingly, most responses from the programme participants in Jordan are not statistically different from the total population of participants surveyed. However, for the statement ‘My parents and I still need help to understand each other better’, the response for participants from Jordan was notably different (see Table 2.10 below). Nearly two-thirds of participants in Jordan did not believe they still needed help to improve their relations with their parents. Only one in four respondents in Jordan agreed that they still needed help compared with just over a third of all participants. A comparison between the responses for Jordan and the rest of the sample, excluding Jordan, shows a wide gap: with only 42 per cent of respondents not in Jordan agreeing that they do not still need help.

<table>
<thead>
<tr>
<th>What impact has taking part in these activities had on your parents</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>My parents and I still need help to understand each other better</td>
<td>24</td>
<td>11</td>
<td>65</td>
<td>100</td>
<td>94</td>
</tr>
</tbody>
</table>

Table 2.10: Participant rating of programme impact on relations with parents, per cent and sample number, Jordan respondents only

In 2007, these workshops were based on the ‘Service Providers manual for parents of adolescents’, according to the 2007 programme Cooperation Agreement Between UNICEF and the Community Development Committee, Zarqa Camp, the programme coordinator. Ref: PCA/JDN-09/07. The agreement also proposed using other manuals: Youth Workers Manual on Adolescents Development and Participation and Better Parenting Manual of Parents of Adolescents.
However, the similarity in the other responses above concerning programme impact on parents relations with parents between Jordan and the total population suggests that one-off workshops alone are not the key factor in improving relations with parents. A bigger impact on parents is likely to be the continuing availability of the ‘adolescent friendly space’. In Jordan, for example, community supporters of the programme, including religious leaders, played a key part in convincing parents to allow their daughters to participate in the programme’s activities.

**Variable engagement with parents**

Other evidence assembled by the evaluation suggests that the programme in its early stages varied in the effort centres took to involve parents. In some cases, introductory sessions were held to inform them about the programme so that they could encourage parents to send their children. In other cases, more formal workshops were organised on how to improve the communications between parents and adolescents. Parents were also invited to information sessions about general issues such as health and the environment. In some centres, the level of engagement with parents went much further, taking the form of regular meetings to discuss problems within the programme and to outline activities planned for the next month.

Unfortunately, there appears to have been no initial requirement in the programme design to engage with parents. However, the need to engage with parents was immediately evident to programme implementers, once the programme invited girls to participate. Parental resistance was a major hurdle that the programme has faced in all locations. It was usually left to each centre to work out whether to engage with parents and if so, how. In Jordan, the response of the programme implementer, the Community Development Centre, to this initial resistance was threefold. First, they gained the support of respected leaders in the community for the programme, and then set up support committees in each camp to actively encourage parents to send their children to the programme. Parental support was further consolidated by conducting workshops on adolescent development and participation.

In Gaza, and West Bank, efforts were also made to involve parents in the programme. At a programme level in oPt, local management committees have been set up in each centre, with parents as members, as well as adolescents and community leaders. The intention has been to bridge the gap between adolescents, parents and the community and to get the parents involved. At individual centres, efforts were made to involve parents. In Jenin camp, in the West Bank, the participants in the adolescent-led initiative asked for a workshop for parents. This was run by a facilitator from the Tamar Institute and covered the development stages of adolescence. The centre also held an open day for parents to discuss their problems with their children. In Kofur Zeibad club, in addition to a workshop on communication skills, parents participated in workshops about how to plan and implement a project.

In Gaza, in 2007, monthly meetings were held between the local management committee, the facilitators and parents, to discuss the development of the activities and to get their feedback. More specific information about workshops for parents was available for four centres (see Table 2.11 below). The numbers of parents involved varies greatly between the four centres, from a high of 120 in the Women’s Activity Club in the Beach Refugee Camp to a low of 20 to 25 parents in the Al Ruwad Centre. The number of fathers involved in the workshops also varies from about half of the parents in Al Zaitoun Sports Club to a third of the parents in the Al Nasser Al Arabi Sports Club, Jabalia and a quarter of parents in Beach Women Activity Club, Beach Refugee Camp and the Al Ruwad Centre, Khanyounes-Abbasan. The fact that
fathers are represented more in the workshops in the first two centres shows that fathers can be attracted to participate. A key factor in encouraging their greater involvement may be that the venue is a familiar one to them, in centres with a focus on sports.

Table 2.11: Numbers of parents and fathers participating in workshops, in four centres in Gaza Strip

<table>
<thead>
<tr>
<th>Name of centre</th>
<th>Parent workshops</th>
<th>Fathers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beach Women Activity Club, Beach Refugee Camp</td>
<td>120</td>
<td>30</td>
</tr>
<tr>
<td>Al Ruwad Centre, Khanyounes-Abbasan</td>
<td>20 to 25</td>
<td>5 to 6</td>
</tr>
<tr>
<td>Al Zaitoun Sports Club, Gaza City</td>
<td>40 to 45</td>
<td>20 to 25</td>
</tr>
<tr>
<td>Al Nasser Al Arabi Sports Club, Jabalia</td>
<td>45</td>
<td>15</td>
</tr>
</tbody>
</table>

Al Nasser Al Arabi Sports Club in Gaza used the workshops to discuss the programme’s objectives as a way of encourage parents to allow their children to come to the centres. The workshops for parents also covered through documentary films other topics to do with health and the environment. Al Zaitoun Sports Club also used the workshops to introduce the programme and to motivate parents to allow their children to participate. Other seminars were also offered to parents on issues such as water consumption, public health, reproductive health, early marriage, smoking and violence. At Al Ruwad Centre, parents were more involved in the programme, through discussions about problems with programme activities and plans for the next month. In addition, lectures were offered to parents about education and relationships between parents and children. The Women Activities Centre in Jabalia Camp, in addition to encouraging parents to send their daughters to the centre, also discussed with parents program activities, their shortcomings and how they could be improved.

A centre in Syria ran workshops for about 100 parents (including 40 fathers), covering such topics as communication, protecting children from abuse, healthy marriage, women and TV. The result, according to the centre manager, was that adolescents and parents were able to discuss issues with each other ‘very comfortably’, with ‘parents listening to adolescent opinion and respecting it’. Asked to say something about effectiveness of the programme for the parents, the centre manager’s comment was ‘their response is good’. However, when asked to add anything at the end of the questionnaire, the centre manager suggested, among other things, the need for communication courses for parents.

Another centre in Syria also ran workshops for some 200 parents on ‘how to deal with adolescents, how to understand their needs’. They also gave a workshop to parents ‘about drugs and how to recognise a drug addict (eye colour, insomnia)’. The results of the workshops for parents were said to be positive: ‘It improved the relationships between them’ In response to a question about the effectiveness of the Programme for parents, the centre manager noted: ‘they were not included nor invited’. However, parents were included more over time: ‘In the second phase, we interacted more with the parents...they started giving suggestions and we
tried to apply what they asked for’.

Another centre in Syria ran one workshop ‘about how to deal with adolescents’. However, the centre manager noted:

*One of the drawbacks of the programme is that it doesn’t address the parent. Parents thought that the programme changed their children in a negative way. There was a plan for including parents, but nothing happened. ... We should have made workshops for both parents and adolescents.*

Another centre manager in Syria commented:

*Parents were ignored. They should have been included, especially because of the problems that arose between parents and their children.*

As another centre manager in Syria noted, the programme needs to organise activities for parents, dialogue with them and give them more information about the programme, ... ‘forming committees that can tell them about the goals and plans and involve them in the activities’.

**Parental involvement in the management of the programme**

Each centres in oPt was requited to involved parents as well as adolescents in the local committees set up to manage the programme. One centre, Abween Club in the West Bank, held a monthly meeting with parents. Another centre, Zbouba Youth Sports Club, has a programme management committee composed of two members from club management committee, two from the women association, two teachers, two from the parents committee and four adolescents.

Involving parents did not always produce good outcomes from a programme operator’s perspective. In one centre in Jordan, a programme coordinator noted that parents participated in making decisions on how the programme was run, but that their input was seen as negative, as they did not approve of mixing genders in courses. But their role changed over time, ‘as the programme proceeded, parents trusted the programme more’. The more common pattern, in Jordan, however, was not to involve parents in the programme management committee.

**Does the programme only attract the children of amenable parents?**

The interviews with centre managers and programme supporters offered widespread evidence of parental resistance, at least initially. In Jordan, for example, 12 parents initially withdrew their daughters from the programme and it took mothers supporting the programme two months to convince the families that there daughters should continue.

The parents of participants were ‘won over’. However, the process for doing this was haphazard and may have only won over those parents who were more amenable to change. It is not known how many parents have not allowed their adolescent daughters to participate in the programme. The fact that only some type of parents are prepared to respond to an invitation to come to a workshop for them was noted by a former programme coordinator in Syria:
Some parents are busy, not interested, don’t believe in the possibility of change. The parents who come [to a workshop for parents] are those who have more awareness or who have big problems, so they come.

The above descriptions of the highly variable approach to gaining parental support for the programme show the need for a more systematic approach, supported by specific resources to do this. If the programme is to extend its reach beyond a relatively small number of families, who may be more open to the programme, an explicit social marketing strategy will be needed to gain wider parental support, especially from the more traditional households.
Chapter Five: Programme Impact on Centres

Adolescents have now a role to play in the Social Development Centres [in Syria]. They used to be receivers, but now they have a role in planning and discussion circles. There is now more belief in their abilities and that is why they are allowed to participate.

Source: Assistant Director for the Adolescent programme, UNICEF Syria

There was only a consultative committee and it had not much say in decision making. It had only two youth and the other 13 were community leaders. An example of a decision taken by the committee is in the youth-led initiatives. There was nine initiatives submitted and we were asked to choose only three.

Source: Centre manager, refugee camp, Jordan

Adolescent participation in programme decision making

An important programme objective is to give opportunities to young people to take part in making decisions affecting the operation of the programme. A Phase II objective was to establish and strengthen ‘safe spaces (centres, clubs, groups, schools, homes, streets) meant for adolescent development and run by adolescents’.

In the West Bank

In oPt, as noted above, the programme set up local management committees with adolescent members. These committees were meant to comprise five adolescents and five adults (parents, members of centre’s board etc). They received training in how to manage the after-school activities. In 2007, the Tamar Institute provided 30 training hours for 45 local management committee members, including adolescents, to build their capacity to manage activities and to help them connect better with their community. According to one West Bank committee member interviewed, the training they have received has included: communication skills, project management, planning, child rights, how to write reports, building team work and voluntary work. Ma’an Development Centre trained 160 members from 16 local management committees on the topics of child rights, leadership skills, and management skills.

However, the UNICEF Programme Annual Review for 2007 noted the need to conduct a careful selection process for local committees members and it proposed that the Tamer Institute to be involved in the selection process for the committee and in developing its mission statement and guidelines for its operation. It was also proposed that more representatives from teachers, heads of schools and staff from MOEHE be invited to join the committees.

One centre in West Bank has a meeting every two weeks of its local management committee. The committee has eight males and one female member, comprising three members from the club, four adolescents (two females), a member from the municipality, a member from the women society, and two members from the parents’ council. Election of the committee members occurs every two years. A second West Bank Centre has a programme committee

---

consisting of six adolescents (three females), three members from the local community, three school directors, and five members from the parents’ council. A third centre has a programme management committee consisting of 12 members, with two members from the club management committee, two from the women’s association, two teachers, two from parents’ council and four adolescents.

The sustainability study of the programme in the West Bank, undertaken for UNICEF in early 2009, found that all nine centres it surveyed have a local management committee. However, only two of the committees are rated as performing well, five are rated as performing in the middle and two are rated as performing poorly. In terms of adolescent participation, five local management committees have a strong adolescent participation, three centres have committees with a medium level of adolescent participation and one committee has a low level of adolescent participation.43

As noted above, an important aim of the programme in Jordan in Phases I & II was to build up the capacity of the Women’s Programme Centres as community-based organisations to provide services to adolescents. This involved forming management committees in Women’s centres to run the programme and building up the skills of these committees to plan and implement activities. However, this process did not emphasise the need to include adolescent participation in the management committees for the programme. Greater adolescent participation has become a feature of the programme in Phase III. However, there is evidence from the interviews with the centre managers that adolescent participation is limited to membership of an advisory or consultative committee which is separate from the programme management committee. One centre manager described their role in the following way: ‘They are asked to share their opinion. But they have no role in decision making’.

Gaza

All of the four centres with available data reported having some form of adolescent participation in the management of the programme. One centre noted:

> The young people usually participate in the local management committee meetings to reflect the view of their colleagues in the programme. One outcome of their participation was a request from the young females at the local committee meetings to separate boys and girls in programme activities.

Another centre noted that ‘sometimes young people are invited to attend part of the board meeting to seek their views on the program activities’.

> They usually ask the board to provide facilities for activities. Also, they ask to expand some activities and to add new ones (e.g. they asked to increase the number of activities to include English and natural sciences topics.

43 Zamperetti, F; 2009, Assessment Study on Sustainability of Adolescent Friendly Learning Centres project. UNICEF Consultant, Occupied Palestinian Territories, UNICEF MENA, May, p ii.
A centre manager noted: ‘We are open to modify the way services are provided based on suggestion of the young people. This, however, was not [proposed] or suggested by anyone’. However, not all requests can be met. Adolescent representatives asked to add English language classes but this was not done as it was not approved by the programme.

Syria

All of the four centres interviewed in Syria had adolescent participation in managing the programme. In one instance, three adolescents participated in the centre’s management committee. In another case, ten adolescents are on the local management committee for the programme, with some adolescents holding leadership positions on the committee and one is head of the committee. In the case of the other two centres, five adolescents are represented on the programme management committee.

In some cases, this participation has not had much effect. One centre manager said that adolescent participation had changed how the centre has functioned. Nevertheless, adolescent participation was judged to be effective as young people were able to plan and implement activities chosen by them and the adults running the activities listened to the feedback from young people.

They have acquired skills that enabled them to apply a set of activities. We worked together hand in hand. We were partners.

In response to a question about whether young people’s participation in the operation of the Programme can be improved, the following response was given:

Consult them all the time. Assess their needs. We should study their conditions in the camps carefully. When we do this, we can devise a programme that can suit the adolescents better.

In other cases, it has. For example, the administration of the Summer Club was delegated to adolescents three years ago for them to organise most of its activities.

Other forms of involvement included more than merely suggesting appropriate times for activities. They suggest and organise and implement plans. Some adolescents took part in monitoring expenditure by accompanying the accountant. Others organised activities for social occasions such as mother’s day, teachers’ day, Palestinian national celebrations and honouring top students.

Evidence from the programme participant survey

Nearly one in five participants surveyed (19 per cent) had served as a representative of other young people on the management or local committee of the centre. The number of those surveyed who served as representatives varied from 9 per cent in Jordan, to 21 per cent in Lebanon, 20 per cent in Gaza, 29 per cent in West Bank and 14 per cent in Syria.

Programme participants who also served as representatives had positive views about their experiences. They are most likely to agree (at the 0.01 level of statistical significance) that ‘the centre management listens to young people like myself’, ‘encourages them to express their
views’, ‘involves young people in making decisions about how the centre works’ and ‘acts on their suggestions’. The adolescent representatives agreed strongly that ‘young people share responsibility with the Centre management about how the centre works’ and ‘the centre is a place where we can discuss important issues’. They also agree that ‘the centre management wants to help young people as much as possible’ and that ‘the centre is good at giving girls more opportunity to express themselves’. However, they agree a little less strongly with the statement (statistically significant at the 0.05 level) that the centre management has made a big effort to make young people feel ‘at home’.

Centres responsiveness to adolescents

Programme participants offered their assessment of how well centre management met their needs in Phases I & II of the programme. Table 2.12 presents their ratings, in order of strength of agreement, of a range of statements about the impact of the programme on the centre and its management. Nearly all respondents (9 out of ten) agree that ‘centre management has made a big effort to make young people feel at home’, it ‘wants to help young people as much as possible’ and it ‘encourages young people like me to express their views’. This is a strong affirmation of the programme’s success in making the selected delivery arrangements ‘youth friendly’.

However, participants’ lower levels of agreement with other statements suggest that more can be done to improve some aspects of how the centres function. In relation to higher levels of adolescent participation, only two in three respondents agree that ‘the Centre management involves young people in making decisions about how the centre works’ and that ‘young people share responsibility with the Centre management about how the centre works’.

Table 2.12: Participant ratings of statements related to how well centres addressed the needs of young people in Phases I & II of the programme, per cent and number of responses

<table>
<thead>
<tr>
<th>How well did the Centre management meet the needs of young people like you in 2005, 2006 or 2007?</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Centre management has made a big effort to make young people feel at home</td>
<td>89.8</td>
<td>5.7</td>
<td>4.5</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>The Centre management wants to help young people as much as possible</td>
<td>89.8</td>
<td>7.4</td>
<td>2.8</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>The Centre management encourages young people like me to express their views</td>
<td>89.3</td>
<td>4.7</td>
<td>6.0</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>The Centre is a place where we can discuss important issues</td>
<td>84.9</td>
<td>8.1</td>
<td>7.0</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>The Centre management listens to young people like me</td>
<td>84.3</td>
<td>10.2</td>
<td>5.5</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>The Centre management provides a special place for young people like myself</td>
<td>82.9</td>
<td>8.8</td>
<td>8.4</td>
<td>100</td>
<td>467</td>
</tr>
<tr>
<td>The Centre is good at giving girls more opportunity to express themselves</td>
<td>81.2</td>
<td>12.6</td>
<td>6.2</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>The Centre management acts on suggestions from young people like me</td>
<td>76.4</td>
<td>15.7</td>
<td>7.9</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>Young people share responsibility with</td>
<td>65.7</td>
<td>18.1</td>
<td>16.2</td>
<td>100</td>
<td>470</td>
</tr>
</tbody>
</table>
people share responsibility with the Centre management about how the Centre works’. Understandably, these more demanding levels of adolescent participation are difficult to implement and will take longer, with appropriate support, to have a wider impact. More can also be done to encourage centres to act on suggestions from young people. Some scope exists as well to make some centres more youth friendly to reduce the small but significant group of participants who disagreed that ‘centre management provides a special place for young people like myself’ and ‘The Centre is good at giving girls more opportunity to express themselves’.

**Important differences between countries**

The participant survey results show that the West Bank, Lebanon and Gaza did much better than other locations in involving young people in making decisions about how the centre works and in sharing responsibility with the Centre management about how the Centre works. In the West Bank and Gaza, this is, no doubt, due to the structure of the local management committees which included five adolescent members in its ten member structure. The survey results show that three in four participants for the West Bank agree with the statements about centre management consulting them and involving them in decisions. Similar high rating applied to Lebanon and Gaza where seven in ten and two in three participants agreed with these statements. For Syria, the level of agreement with these statements is three in five.

However, in Jordan, only half of the participants agree that they are involved in the decision making process about how the centre works or shared responsibility with the Centre management about how the Centre works. This reflects the fact that adolescents are only invited to take part in programme advisory committees. The advisory committee structure works as seven in ten participants in Jordan agree that ‘the Centre management acts on suggestions from young people like myself’. However, here too there is more scope for improvement in Jordan as well as Gaza and Syria, as participant agreement with the same statement is notably higher in the West Bank (87 per cent) and Lebanon (80 per cent).

In relation to giving girls more opportunity to express themselves, the programme in Lebanon and the West Bank receive the highest ratings, with 89 and 87 per cent respectively of respondents agreeing with the statement that ‘the centre is good at giving girls more opportunity to express themselves’. A lower proportion of respondents, three in four, in Jordan and Syria agree with the statement, suggesting room for improvement in making the programme in these countries more ‘girl friendly’. However, it should be noted that the female respondents’ ratings of the situation girls face in the centre are notably higher, with 88 per cent agreeing compared with 74 per cent of male respondents. Female ratings for Gaza and Jordan are still lower (79 and 83 per cent respectively) compared with the higher female ratings for the West Bank, Syria and Lebanon (94, 92 and 92 per cent respectively).
Community acceptance of young people

The greater involvement of adolescents in the running of the programme within the community centres, in turn, has had a wider effect on community perceptions about young people. Programme participants who had been committee representatives highlighted these changed attitudes on the part of the community by strongly agreeing with the following statements: ‘young people like me are now accepted better by my community’, ‘people who are important in my community seek out the views of young people’, ‘people who are important in my community involve young people like me in decisions that affect young people’, and ‘people who are important in my community listen to young people like me’.

Former representatives also agreed, although slightly less strongly (statistically significant at the 0.05 level), that ‘my community is good at helping young people like me’, ‘people in organisations in the community listen to what young people like me have to say’, girls are able to do more activities in the community, and ‘people who are important in my community act on issues raised by young people like me’. Other benefits of adolescent participation are agreement from the former representatives that ‘my parents respect the role of the UN in our community’ and that ‘people in the UN act on issues raised by young people like me’.

Impact on the community

It is important to note, however, that participants’ do not rate the impact of the programme on the wider community attitudes to young people as strong as the impact on themselves, their relations with their parents or the centres where the programme operated from. Table 2.13 below presents respondent rating of statements related to community attitudes to young people as a result of their involvement in the programme. About three in four agree that ‘young people like me are now accepted better by my community’ and that ‘my community is good at helping young people like me’. The programme can claim some success in changing community attitudes towards girls in allowing them to do more activities, with two in three respondents agreeing. However, the rating for female respondents alone is much higher, with four out of five females agreeing that ‘girls are able to do more activities in the community’ compared with only half of the male respondents agreeing.

Only about a half or less programme participants agree with the last four statements in Table 2.13 below. These responses suggest that young people still face major barriers to community recognition of their needs. More effort is needed to promote young people’s civic participation, starting with more listening, active seeking of views, involvement in decisions and actions on issues identified.
Table 2.13: Participant ratings of statements related to community attitudes towards young people as a result of involvement in the programme, per cent and number of responses

<table>
<thead>
<tr>
<th>As a result of participating in the programme's activities</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young people like me are now accepted better by my community</td>
<td>77.5</td>
<td>16.1</td>
<td>6.4</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>My community is good at helping young people like me</td>
<td>74.1</td>
<td>17.2</td>
<td>8.7</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>Girls are able to do more activities in the community</td>
<td>67.7</td>
<td>18.7</td>
<td>13.6</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>People who are important in my community listen to young people like me</td>
<td>55.1</td>
<td>19.4</td>
<td>25.5</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>People who are important in my community act on issues raised by young people like me</td>
<td>49.9</td>
<td>22.9</td>
<td>27.2</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>People who are important in my community seek out the views of young people</td>
<td>49.1</td>
<td>20.0</td>
<td>30.9</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>People who are important in my community involve young people like me in decisions that affect young people</td>
<td>43.9</td>
<td>24.0</td>
<td>32.1</td>
<td>100</td>
<td>471</td>
</tr>
</tbody>
</table>

UN’s perceived responsiveness to young people

Perceptions of the responsiveness of the UN, which includes UNICEF and UNRWA, to the needs of young people was an issue the evaluation’s terms of reference wanted addressed. The participant survey is one means of seeking information about this issue. This was done by asking young people to rate their agreement or disagreement with a series of statements related to perceptions of the UN and its responsiveness.

Only between 66 and 60 per cent of participants agree that the UN seeks the views of young people, listens to what they have to say, involves them in decisions that affect young people and acts on the issues raised by them (see Table 2.14). These relatively low ratings stand in contrast to the high level of agreement to statements about the UN status in the eyes of the programme participant and his or her parents. These results suggest considerable scope for the UN system to engage better with young people. This applies particularly to specific countries.

Fewer participants in Lebanon and Jordan (44 and 57 per cent respectively) agree that ‘people in the UN listen to what young people like me have to say’. This contrasts with a uniform percentage of 70-71 per cent agreeing with the same statement for the other three areas surveyed. Similar differences in agreement levels between countries held for the other statements related to UN responsiveness to young people, with Lebanon getting the lowest rating and West Bank the highest rating. A particular problem appears to exist with the standing of the UN in Lebanon. Only about half of participants agreed that they or their parents respected the role of the UN in the community.
Table 2.14: Participant ratings of statements related to the perceptions of the UN and its responsiveness to young people, per cent and number of responses

<table>
<thead>
<tr>
<th>Now we would like your assessment of how well UN agencies respond to young people</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>I respect the role of the UN in my community</td>
<td>86.6</td>
<td>7.7</td>
<td>5.7</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>My parents respect the role of the UN in our community</td>
<td>81.2</td>
<td>13.0</td>
<td>5.8</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>People in the UN seek the views of young people like me</td>
<td>66.0</td>
<td>20.9</td>
<td>13.2</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>People in the UN listen to what young people like me have to say</td>
<td>64.9</td>
<td>20.2</td>
<td>14.9</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>People in the UN act on issues raised by young people like me</td>
<td>62.3</td>
<td>24.1</td>
<td>13.6</td>
<td>100</td>
<td>469</td>
</tr>
<tr>
<td>People in the UN involve young people like me in decisions that affect young people</td>
<td>59.8</td>
<td>23.6</td>
<td>16.6</td>
<td>100</td>
<td>470</td>
</tr>
</tbody>
</table>

Responsiveness of community-based organisations to young people

Community-based organisations are seen by about two-thirds of participants as listening to young people and seeking their views (see Table 2.15). However, community-based organisations are also seen as less likely to involve young people in decisions that affect them and to act on issues raised by young people. Important differences exist between countries. Less than half (46 per cent) of programme participants in Syria agreed that ‘people in organisations in the community seek the views of young people like me’ compared with a high of 74 per cent of participants in Lebanon. Only 27 per cent of programme participants in Syria agreed that ‘people in organisations in the community act on issues raised by young people like me’. However, the West Bank had an even lower level of agreement with the same statement (21 per cent). The countries with high levels of agreement with the statement are Lebanon and Jordan (55 and 53 per cent respectively).

Table 2.15: Participant ratings of statements related to the responsiveness of community-based organisations to young people, per cent and number of responses

<table>
<thead>
<tr>
<th>Now we would like your assessment of how well community young people</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Total</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>People in organisations in the community listen to what young people like me have to say</td>
<td>69.4</td>
<td>17.7</td>
<td>13.0</td>
<td>100</td>
<td>470</td>
</tr>
<tr>
<td>People in organisations in the community seek the views of young people like me</td>
<td>63.3</td>
<td>24.0</td>
<td>12.7</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>People in organisations in the community involve young people like me in decisions that affect young people</td>
<td>55.6</td>
<td>26.1</td>
<td>18.3</td>
<td>100</td>
<td>471</td>
</tr>
<tr>
<td>People in organisations in the community</td>
<td>41.3</td>
<td>26.6</td>
<td>32.1</td>
<td>100</td>
<td>470</td>
</tr>
</tbody>
</table>
Part III: Programme operation, relevance and future sustainability

Chapter Seven: Programme Efficiency & Cost Effectiveness

Chapter Eight: Stakeholder Analysis

Chapter Nine: Programme Relevance

Chapter Ten: Programme Sustainability

Chapter Seven: Programme Relevance
The programme is very important. It aims at developing and improving the adolescents personalities. It also aims at entertaining them. I feel that my daughter is safe when I send her to the centre. The programme is filling her leisure time in a constructive way.

Source: Parent, refugee camp, Syria

The programme is very useful and successful. I hope that activities continue because the programme is one of the most successful programmes in UNRWA centres. It was generally accepted by adolescents and community. If adolescents are given the chance to come everyday to the centre, they wouldn’t hesitate. It is the only adolescent friendly place they have. They come freely and happily to the centre.

Funding defines and restricts activities. We have here more that 4,500 adolescents, but we can’t cover more than 50 due to limitation in funding.

Source: Centre manager, refugee camp, Syria

In one of the training courses, after I finished, one of the parents insisted to meet me. He said that they have been trying to treat their child who keeps stuttering for a long time, but they failed. After he attended life skills, his situation improved drastically. He wanted to know what we did so that he continues doing it at home. These are actually situations that [only] need simple solutions, as simple as letting the person talk and express him/herself.

Source: Head Trainer, programme in Syria

The purpose of this chapter is to address the issue of the relevance of the programme’s activities. The terms of reference specified the following questions concerning the programme’s relevance:

- How relevant are the programme activities to programme objectives, to the target group, in the view of parents of programme participants?
- How successful are the programme activities in reaching vulnerable adolescents in the Palestinian camps?
- How far do the programme activities address issues identified by adolescents as a priority?

**Relevance to the programme’s objectives**

The following table format is used to assess the relevance of the programme’s activities to the programme objectives.

| 1.1 Adolescent friendly spaces promoting life and livelihood skills are created and/or improved |
| 2.2 Safe spaces (centres, clubs, groups, schools, homes, streets) meant for adolescent development and run by adolescents are established and/or strengthened. |
In most cases, the adolescent friendly spaces have been provided by getting access to facilities used for other purposes, as in the case of the Women’s centres in Jordan and in one case in Syria; or extending access to adolescent girls within existing facilities used for youth and sport. Insufficient programme funds and the lack of available land to create new spaces or to extend existing spaces dictated this response. Funding was only sufficient to purchase equipment such as computers, printers, digital photo cameras, flip charts, white boards, fax machines, and furniture (as in Jordan).

Considerable focus was placed on learning to play sport, drama and traditional dancing and telling folklore stories. Basic life skills training covered communication skills, decision making, and dealing with peer pressure. Etc. Livelihood skills acquisition was limited to learning basic IT skills in Jordan and Syria. Remedial education was a prominent element of the programme in oPt and was also offered in Lebanon and Syria, but was funded from another source. It is not clear how much access to these facilities in the future will depend on the continuation of funding for programme activities.

Adolescent participation in running the friendly spaces varies from membership of an advisory committee for the programme to membership of the centre’s management committee.

1.2 Adolescents are equipped with psychosocial competencies and life skills that empower them and enable them to deal positively with their everyday challenges;

Most programme participants received life skills training. However the content of the life skills training varied from an emphasis on child rights, healthy life style, child protection and HIV/AIDS prevention, as in Syria, to communication skills, dealing with peer pressure, self esteem, decision making in Jordan. In Lebanon, it also included a focus on conflict resolution. Reproductive health was not provided in Syria, in response to parental pressure. The length of the life skills training also varied from short courses to sessions which extended for up to four months. Who conducted the life skills training varied from peer educators, as in Jordan, Lebanon and Syria to programme facilitators in oPt.

1.3 The capacity of adolescents and youth structures to design programmes and advocacy initiatives and to network is strengthened;

2.1 A knowledge management culture is established, whereby there is a systematic process of creating, capturing, storing and sharing knowledge about adolescents, their needs and aspirations, and how to meet those needs.

A regional workshop on participatory action research was conducted in July 2006 but only 15 adolescents from the West Bank and Jordan attended, as participants from Gaza were not able to attend. One UNICEF staff member from Syria attended as well. OPt and Lebanon undertook different approaches to the form the action research took compared with Jordan and Syria.

1.4 The capacity of young facilitators and leaders to mobilise and organise other adolescents for community action is strengthened.

2.3 Adolescent-led initiatives result in adolescents equipped with skills for planning and conducting activities that shape communities’ living environment, and adolescents equipped with the ability to decide their future for themselves.
Adolescent-led initiatives have helped to change the image of adolescents as passive recipients of assistance to active initiators of change. About 90 adolescents each in Jordan and Lebanon and 21 in Syria organised other adolescents for community action through adolescent-led initiatives. In oPt, in 2007, initiatives implemented included a celebration on Mother’s Day at a home for the elderly and at an orphanage, organising visits to Al Qattan Children’s Centre, organising recreational picnics, cleaning the sea shore and Jabalia Market and painting the walls of the centres. While a small core programme participants gained the most benefits from organising the activities, up to half the programme participants also benefited from taking part in some way in the campaigns.

2.4. Networks are established to support adolescent linkages and coordination and cooperation of adolescent friendly organisations and activities.

Activities undertaken in Jordan where adolescents from various refugee camps in the same country to meet, network and exchange experiences. In addition, one exchange visit was organised for adolescents from Jordan to travel to Syria to network with adolescents in the refugee camps there. In most cases, but not all, links with UNRWA, some government agencies and NGOs at the local level are good. In Lebanon, UNICEF Palestinian Programme & UNRWA Education Department has successfully integrated UNICEF Remedial Education component into UNRWA schools in 2009. However, more needs to be done at the system level in oPt to ensure that major programme activities such as remedial learning in oPt are integrated into the mainstream work programme of UNRWA and Ministry of Education schools.

The strongest expression of the theme of Palestinian adolescents as agents of positive change can be found in the participatory action research and adolescent-led initiative elements of the programme. Five features of these two programme elements stand out, differentiating them from the rest of the programme. First, unlike the other activities run by facilitators, young people themselves have more scope to decide about the content of the activity and how it is conducted. Second, unlike the structured format of activities such as remedial education, sport, drama and folklore, the process involved is much more open-ended with the outcomes undefined. Third, in contrast to the inward focus of other activities, the orientation of the adolescent-led initiatives is outward, encouraging young people to reach out the confines of their centres to engage with their communities.

Fourth, the opportunity for young people to meet and dialogue with community leaders on an equal footing promotes a more positive image of adolescent potential to the wider community compared with child protection tone of the programme’s other activities. Last but not least, young people acquire the tools and encouragement to engage in evidence-based advocacy for change. This has transformed their image from passive recipients of assistance from others to active initiators of change.

The successful implementation of these elements has changed the programme in a major way. As a centre manager in Syria noted:

*At the beginning work was for the adolescents, then at a later stage, adolescents started making useful initiatives for the community.*

This perception was echoed by another centre manager in Syria:
Several major stakeholders expressed their strong support for these elements of the programme. In particular, it was suggested that the programme in the future should promote this direction more, giving more young people the opportunity to take part in these sort of activities.

The changes to the programme have been in terms of its locus, process and orientation. The locus of activities moved from inside the centre to outside, and from only within the camp, village or local area to other locations outside the camp. In terms of process, the change was from ‘taught activities’ into ‘initiatives’, from work ‘for adolescents’ to activities which adolescents initiated. In terms of orientation, the programme has changed from activities focused the adolescent as an individual, to the adolescent as an active member of the community.

In terms of process, the programme has changed, as the former head trainer for the programme and now training consultant in Syria noted:

*The participation of the adolescents was very weak at the beginning. Later on, after we started having a groups of trainers, we moved to the second level, which is from consultation to participation. The adolescents started making suggestions. The third level now is personal initiatives, and my mission now is to see their training needs, what are the main skills that they need at this stage, information, training, enabling skills so that they can make their own personal initiatives.*

In terms of orientation, the programme has also evolved through different stages. In the words of the training consultant, cited above:

*The first [stage] is life skills training which serves as an introduction to help the adolescents to be aware of themselves, set goals, understand their needs and problems and have certain skills. The second stage is to transfer the adolescent from negativity ... to positivity [sic] and effectiveness. The third stage is creativity and independence.*

**Relevance to the target group**

Programme participants respondents were asked: 'Was there another activity you wanted to do but could not?' In Gaza, respondents listed in order of prominence: sport, drama, music, learning how to use a computer, mathematics, folklore and media activity. Only one person nominated learning English as an activity they wanted to do but could not.

Only one in five respondents in Gaza offered suggestions for other activities that the centre could provide in the future. Their responses in order of importance were: ‘provide more space in the centre, address other issues related to the operation of the centre, provide access to computers and the Internet, learn how to be a successful leader, provide other sports such as swimming, tennis, table tennis, or provide other activities such as health awareness, drama,
media, films, aerobics, art and outdoor folk parties.

In the West Bank, one in four respondents said they wanted to play another sport. In one camp, an external trainer was bought in by UNICEF to train the girls in how to play volleyball for girls. However, the activity has stopped, because the centre could not afford to pay for the trainer. Also, conservative and strict parents would not allow their daughters girls to go out at the late hour that the training was available.

One in five wanted to learn English, with males showing a strong preference. Music was an activity that one on five girls wanted to do. Getting access to the Internet was also important, especially for girls. Drama, folklore, drawing/art media activity such as how to make films were also mentioned. In response to a question about suggestions for other activities that the centre could provide in the future, 67 replies to the open ended question were given, offering on average two suggestions. The largest group of suggestions referred to ways to improve centre facilities. These included providing more space, providing better equipment and increasing the number of facilitators. The males in particular highlighted the need for improved facilities at the centres.

Another group of suggestions related to more activities involving drama, media and film-making. Again, males were interested in these activities. Other prominent suggestions related to more access to computers and access to the Internet, the opportunity to play other sports such as swimming, tennis, and table tennis. English language courses, music, and recreational & scientific trips. A request to include music in the programme’s activities was particularly important for girls.

**Focus group discussions**

As requested in the evaluation’s terms of reference, the following section presents evidence from the focus group discussions about whether the programme activities address issues identified by adolescents and parents as a priority. The country researchers were asked to arrange three separate focus discussion groups of 8 to 12 former male and female participants of Phases I & II and of parents. However, in some cases the focus group discussions were mixed and included current programme participants.

The purpose of the focus group discussions was to assess the relevance of the programme’s approach and activities by asking young people and parents what they saw as the most important issues facing them. The discussions sought to find out whether adolescents and parents could identify issues that they wanted addressed but the programme had overlooked or not responded to adequately.

**Key questions**

The question the adolescent discussants were asked to respond to was: ‘How to make camps better places for young people like me’. After brainstorming a list, they were asked to rank the problems in order of priority. They were also asked to offer possible solutions (‘now list in the same way the ideas for making things better’) and the barriers facing the implementation of these solutions (‘now discuss what you think are the forces making things difficult or holding back change? You can cover whatever you think is important such as social attitudes of the community, the physical resources needed, skills needed, etc.’). In the final session, focus
group discussants were asked to say what worked well or did not work well in the centres for young people like you and why. They were also asked to say what could be done to make the activity work better, and what suggestions could they offer for other activities for young people. The parents were asked about the difficulties their son or daughter faces and what they think needs to be done about it. They were then asked about what help they need to understand better the difficulties their child is going through. Finally they were asked how they think UNICEF can help them as a parent in their relations with their son or daughter.

The focus group moderators asked the participants to rank in order of their importance the problems they identified at random. The problems that received first and second priority ranking from each of the groups are listed below in Table 3.1. The issues have been grouped according to four broad categories, without regard to their priority ranking. These areas are general living conditions; problems related to low-quality education; the lack of understanding within families, especially in regard to daughters; and the need for education and cultural centres for adolescents.

Programme activities and priority issues

An important question for the evaluation is whether the programme activities are relevant to these priority problem areas for adolescents. Table 3.1 below outlines in the left column under four headings the first and second ranked problems identified by the focus group discussants. The middle column notes the programme activity that best responds to the issue. The column on the right refers to a potential programme activity that could respond to the problem. The comparison of identified problems with programme activity shows that the programme as a whole did respond to many of the issues of concern raised. However, the programme responses are often limited to one country or are yet to be implemented. The key finding from a comparison of relevant issues identified by the focus group discussions and programme activities is that more needs to be done to transfer the appropriate response in one or two locations to all locations.

<table>
<thead>
<tr>
<th>Priority problem</th>
<th>Actual programme activity</th>
<th>Potential programme response</th>
</tr>
</thead>
<tbody>
<tr>
<td>General living conditions</td>
<td>Participatory action research &amp; Adolescent-led initiative in Lebanon</td>
<td>Social mapping of camp households to record access to services and special needs planned for Lebanon 2009</td>
</tr>
<tr>
<td>High population density of the camps; poverty and low level of the public services.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pollution and lack of hygiene in the camp (waste dumps exist in between the houses)</td>
<td>Participatory action research &amp; Adolescent-led initiatives in some camps</td>
<td>Cross camp campaigns needed with focus on attainable and measurable goals</td>
</tr>
<tr>
<td>Difficult financial situation due to poverty and unemployment; No jobs after education.</td>
<td>Issue not addressed as no explicit targeting of early school leavers (drop-outs)</td>
<td>New module on employability to be added in Jordan to life skills training could be adapted to each other location</td>
</tr>
<tr>
<td>The negative attitudes people outside the camp have towards the population in the camp.</td>
<td>Connections to the wider society in Syria being fostered. Some trips part of programme activities</td>
<td>Need for more and better connections to peers in wider society</td>
</tr>
</tbody>
</table>

Table 3.1: Comparison of top two priority problems of Palestinian adolescents and parents with programme activities, actual and potential, all countries
<table>
<thead>
<tr>
<th>Fear and psychological difficulties.</th>
<th>Pyscho-social training in Lebanon</th>
<th>Pyscho-social training needed in Gaza in particular</th>
</tr>
</thead>
</table>

**Low-quality education**

<table>
<thead>
<tr>
<th>Educational problems at schools (e.g. large number of students in classrooms, dropouts);</th>
<th>Remedial education component in West Bank &amp; Gaza</th>
<th>The lessons gained need to be incorporated into UNRWA education system &amp; PA Ministry of Education thru joint actions</th>
</tr>
</thead>
</table>

**Lack of understanding between parents and adolescents**

<table>
<thead>
<tr>
<th>Lack of dialogue and understanding between parents and adolescents, especially with females; Family and in-school violence against young females; Early marriage; Family restrictions on females movement.</th>
<th>Workshops for parents in Jordan; intergenerational workshops in Lebanon</th>
<th>Need to extend workshops for parents to all countries, include fathers, adolescents; emphasise inter-generation dialogue</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Lack of awareness of youth issues.</th>
<th>PAR &amp; Adolescent-led initiatives in some camps</th>
<th>Cross camp campaigns needed with focus on attainable and measurable goals</th>
</tr>
</thead>
</table>

**Need for education and cultural centres for adolescents**

<table>
<thead>
<tr>
<th>Lack of cultural and educational centres for adolescent boys who are marginalised &amp; spend most of their time in streets in addition to smoking problem.</th>
<th>Adolescent friendly spaces address this need for a minority of adolescents only</th>
<th>Extend the reach of existing centres by expanding the programme</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>The problem of Internet and the access to bad websites</th>
<th>Tried to address this in Jordan but website hacked into and stopped</th>
<th>Set up a Facebook site for the programme &amp; enjoy adolescents to network across the programme</th>
</tr>
</thead>
</table>

**Doing more to reach vulnerable adolescents**

Most of the participant’s in Yarmouk camp are those successful students who came first in their classes. We used to take them out of school to attend workshops.

Source: Programme supporter, Syria

The programme started by selecting only distinguished students. Its difficult but important to reach out to these [other] youth groups mentioned, drug addicts and [those suffering from] sexual abuse are the most widespread problems.

Source: Programme supporter, refugee camp, Jordan

Publicity was not big, many people didn’t hear [about the programme] and were not invited.

Source: Programme supporter, refugee camp, Jordan

It should have ... reached to more people. The programme was not fair (only a handful of youth were involved), it focused on students who are distinguished in school.

Source: Programme supporter, refugee camp, Jordan
As the quotes above illustrate, the issue of limited programme reach was noted by a number of stakeholders. The head of a GAPAR Development Committee in one camp said there was a need to ‘involve more adolescents in the programme’. Another stakeholder declared: ‘We need to include more adolescents so that we can have a better effect’.

Table 3.2 below presents estimates of the programme’s reach. Three estimates of reach are provided, according to the base population used to define the target population in each country. The estimates of programme reach are based on an estimate of the total population of 13 to 17 year olds. However, the official UNRWA figures on refugees refer to those registered as refugees and do not take into account whether the refugees are actually in country or have migrated elsewhere. In the case of Lebanon, an estimate of the in-country refugee population is available and this has been used.

In all countries, the estimates of programme reach should be regarded as orders of magnitude only. They show that roughly that the programme reach is between one in five and one in four of the eligible population. So it seems reasonable to conclude that the programme reaches only a minority of the eligible population. The ratios of participants to the estimated number of 13 to 17 year olds is in column 5 of Table 3.2 below. In relation to West Bank and Gaza, it is 26 and 23 per cent respectively. However, the base population for the West Bank and Gaza is not the correct one for working out programme reach as the geographical focus of the programme was broader than the refugee camps, taking into account that vulnerable adolescents are both inside and outside refugee camps. The programme reach for all registered refugees in the West Bank is 6.5 per cent and 10.7 per cent in Gaza.

Returning to the population of the refugee camps, the programme reach for Jordan is between one in five and one in four of all 13 to 17 year olds in the camps. For Syria, the programme reach is similar. For Lebanon, it is possible to offer a more accurate estimate of the registered refugees living in-country. It is estimated by UNICEF that about 280,000 Palestinian refugees live in Lebanon, of whom about 150,000 live in refugee camps. The estimates show that the programme reached approximately one in five of the refugee population in the camps where the programme was in operation. However, the data on Lebanon presented in Table 3.2 should be taken as a broad estimate only.

Table 3.2: Programme reach: programme participants as a proportion of registered refugees in camps aged 13 to 17 years, registered refugees in country and total Palestinian population in country
<table>
<thead>
<tr>
<th>Area</th>
<th>Total pop</th>
<th>13 to 17 yrs</th>
<th>Participants 2007</th>
<th>Reach: ratio of participants to 13 to 17 yr olds</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>West Bank</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered refugees in camps</td>
<td>193,370</td>
<td>25,718</td>
<td>6,640</td>
<td>25.8</td>
</tr>
<tr>
<td>Registered refugees</td>
<td>762,820</td>
<td>101,455</td>
<td></td>
<td>6.5</td>
</tr>
<tr>
<td>Palestinian population</td>
<td>2,461,267</td>
<td>327,349</td>
<td></td>
<td>2.0</td>
</tr>
<tr>
<td><strong>Gaza</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered refugees in camps</td>
<td>495,006</td>
<td>65,836</td>
<td>15,310</td>
<td>23.3</td>
</tr>
<tr>
<td>Registered refugees</td>
<td>1,073,303</td>
<td>142,749</td>
<td></td>
<td>10.7</td>
</tr>
<tr>
<td>Palestinian population</td>
<td>1,551,859</td>
<td>206,397</td>
<td></td>
<td>7.4</td>
</tr>
<tr>
<td><strong>Jordan</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps</td>
<td>240,094</td>
<td>31,933</td>
<td>8,250</td>
<td>25.8</td>
</tr>
<tr>
<td>Registered refugees in official camps</td>
<td>338,000</td>
<td>44,954</td>
<td></td>
<td>18.4</td>
</tr>
<tr>
<td>Registered refugees in total</td>
<td>1,951,603</td>
<td>259,563</td>
<td></td>
<td>3.2</td>
</tr>
<tr>
<td><strong>Syria</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps/gatherings</td>
<td>162,968</td>
<td>21,675</td>
<td>4,071</td>
<td>18.8</td>
</tr>
<tr>
<td>Registered refugees in official camps</td>
<td>125,009</td>
<td>16,626</td>
<td></td>
<td>24.5</td>
</tr>
<tr>
<td>Registered refugees in total</td>
<td>461,897</td>
<td>61,432</td>
<td></td>
<td>6.6</td>
</tr>
<tr>
<td><strong>Lebanon</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps</td>
<td>100,600</td>
<td>13,380</td>
<td>2,795</td>
<td>20.9</td>
</tr>
<tr>
<td>Registered refugees in official camps</td>
<td>150,000</td>
<td>19,950</td>
<td></td>
<td>14.0</td>
</tr>
<tr>
<td>Estimated Registered refugees in total</td>
<td>280,000</td>
<td>37,240</td>
<td></td>
<td>7.5</td>
</tr>
</tbody>
</table>

**Reaching vulnerable adolescents?**

A number of stakeholders expressed their concerns about the lack of attention given in the programme to recruiting adolescents who were not from the mainstream. In response to a question about any specific groups of adolescents that the programme should do more to get involved, with a listing of five groups, programme operator responded: ‘In the main goals of the programme, they didn’t specify these groups. Some of them responded to the advertisements made and came’.

Another programme operator in Syria noted:
The programme was not prepared to reach all the adolescents in the camp. We focused on school adolescents only.

A former programme coordinator and now consultant trainer noted:

The programme targets school-age children. It needs to be applied on a wider scale, [and to] older ages. We are planning to design with the trainers new activities for people with special needs and school dropouts. We haven’t started applying that yet.

Other stakeholders stated that: ‘the programme should include drop outs, adolescents with disabilities. We need to apply more activities’. Another stakeholder made a very similar comment: ‘the programme should include drop outs, illiterates, adolescents with disabilities. etc and [they] should be given separate and special attention’.

Table 3.3 below shows that nearly one in six in the sample identify themselves as slow learners and/or have experienced violence or other abuse. The slow learners are concentrated in Gaza where they are 40 per cent of respondents. West Bank has 13 per cent of its sample identifying themselves as slow learners. In Jordan and Syria, the slow learners only account for two and three per cent of the sample in those countries, with zero in this category in Lebanon. Only two respondents identified themselves as early school leavers, one in Syria and one in Gaza.

The remedial learning component of the programme in oPt, as noted above in Chapter One on programme objectives, focused on ‘those students falling behind the literacy and numeracy levels of their grades’. The higher proportion of slow learners in the programme in Gaza may be due to two factors. On the one hand, there may be more slow learners among adolescents in Gaza due to the disruptions to their schooling over an extended time caused by the conflict, and specific problems in the schools. On the other hand, the programme in Gaza have have been more successful in recruiting slow learners into the programme.
Table 3.3: Whether respondents have special needs or challenges, proportion cent saying yes, per cent and number of responses

<table>
<thead>
<tr>
<th>Do you have special needs or challenges?</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
<th>Gaza</th>
<th>West Bank</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>I am a slow learner</td>
<td>2.4</td>
<td>0.0</td>
<td>3.0</td>
<td>40.4</td>
<td>12.8</td>
<td>13.5</td>
</tr>
<tr>
<td>I have experienced violence or other abuse</td>
<td>3.6</td>
<td>0.0</td>
<td>8.9</td>
<td>29.3</td>
<td>14.5</td>
<td>13.1</td>
</tr>
<tr>
<td>Other special needs</td>
<td>0.0</td>
<td>0.0</td>
<td>2.0</td>
<td>0.0</td>
<td>3.4</td>
<td>2.0</td>
</tr>
<tr>
<td>I have left school early to earn money</td>
<td>0.0</td>
<td>0.0</td>
<td>1.0</td>
<td>1.0</td>
<td>0.0</td>
<td>0.5</td>
</tr>
<tr>
<td>I am deaf</td>
<td>0.0</td>
<td>0.0</td>
<td>1.0</td>
<td>1.0</td>
<td>0.0</td>
<td>0.5</td>
</tr>
<tr>
<td>I am blind</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>I cannot speak</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>N</td>
<td>84</td>
<td>42</td>
<td>101</td>
<td>99</td>
<td>117</td>
<td>443</td>
</tr>
</tbody>
</table>

The programme did not specify school drop outs as a target group and did not actively seek to attract them. One programme coordinator in Jordan noted that the participants included school dropouts:

> the dropouts took courses but most of them did not continue and went back to work. Some completed [the courses] and are still active - they are [the ones who are] capable of communicating.

Only one per cent of survey respondents in Syria and Gaza indicated that they had left school early. The explanation may be in the following comment from a centre in Syria: ‘At the beginning of the programme we put [together] those who were in school and the dropouts. The dropouts were not comfortable and they dropped out again’.

The proportion of respondents who have experienced violence or other abuse is high in Gaza (29 per cent of respondents). This may refer to domestic violence and abuse but may also refer to the violence caused by armed conflict and the occupation, especially in Gaza. The focus group discussions with adolescents in Gaza highlighted that domestic violence is a major problem for them. The proportions of programme participants identified as having experienced violence or other abuse are significant also in West Bank (15 per cent) and Syria (9 per cent) with Jordan recording four per cent. One quarter of those who say they have experienced violence or other abuse also say they are slow learners.

The implications of the above findings for the programme in terms of identifying more specific target groups among adolescents, and focusing more on relations within families are discussed in the final chapter of this report on recommendations.
Chapter Eight: Programme Efficiency & Cost Effectiveness

They had to reduce costs in order to continue the programme... The programme was already very economic and chose the cheapest way to reach goal.

Source: Centre manager, Women’s Programme Centre, refugee camp, Jordan

The programme is getting more efficient with time. There is now better networking with the camp stakeholders. The project coordinators took many courses and are now more experienced.

Source: programme supporter, refugee camp, Jordan

... they are able to reduce waste in how the programme’s resources are used, and are [now] using resources more efficiently.

Source: Programme coordinator, refugee camp, Jordan

The program was very economic and it was too economic sometimes.

Source: Centre manager, Women’s Programme Centre, Refugee camp, Jordan

[The programme] is becoming more efficient, as the centre can now delegate [work] to 35 adolescents. Now, the centre has better networking with other camps. [It] can now use the facilities of other agencies to implement the workshops even at short notice. Project coordinators have taken many courses and are now more experienced in implementing the activities. Project coordinators meet periodically (they met 9 times this week) to exchange experiences.

Source: Centre manager, Baqa’a Camp, Jordan

We are against carrying out the workshops in the expensive hotels. The natural place for the adolescent is in their camps and local environment - 90 per cent of the budget is for hotel and trainers fees.

Source: A government partner in Syria

Administrative teething problems

Stakeholder interviews revealed a number of teething problems with the administrative side of the programme. One major issue was to do with the long delays in the supply of materials to each centres. UNICEF provided materials supplies (computers, stationary, musical instruments, sports equipment and furniture) directly to the centres. This was to avoid the need for the centres to manage and be accountable for money transactions. Only an advance cash payment of $500 for each adolescent-led initiative was made with a limit of five adolescent-led initiatives for each centre.

Major delays in supply of programme materials

A number of stakeholders raised the issue of delays in materials supplies: ‘the supplies arrive to the centres very late. Sometimes after finishing the activity’. Tamar and Ma’an had to
provide these supplies from their own resources to enable the programme to continue. The Annual Review for 2007 suggested that the materials supplies needs to be ordered by UNICEF at least two months earlier before the start of the activities. The Annual Review also suggested that there was a need to identify the individual needs of each centre first before procuring the supplies and not to buy same items of supplies for all centres.

Particular mention was made of difficulties from 2007 when all purchases had to be made through UNICEF’s centralised procurement system, based on Copenhagen, Denmark. The system was regarded by the implementing NGOs as overly complex in its procedures and specifications. Stationery did arrived up to five months after the start of the project so the NGO has to use its own stationery. Some supplies did not arrive until up to 12 months later, at the end of the project. Some books were delivered two years after they were first ordered. So the NGO had to purchased supplies with its own money, creating a cash flow problem. In some cases, the supplies once delivered from UNICEF were no longer of use.

Particular problems were encountered in getting supplies such as stationery and music equipment through the blockage in Gaza. In 2006, supplies arrived after a six month delay and in 2007 the delay in delivery was over 12 months. These delays caused some centres to withdraw from the programme. It was suggested that funding needed to be more flexible to enable purchases to be made from local suppliers from Gaza, particularly the IT equipment. However, the objection to this is that the materials that have been brought in through the tunnels, many of which have been built with child labour.

Programme does not cover running costs

Another difficulty was UNICEF’s requirement that all running costs for the programme such as electricity had to be met by the host centre. The implementing NGOs were also not permitted to charge for the costs of travel or communication. This requirement was aimed at getting the centres to bear some of the costs of the programme. However, for many centres, especially those in Gaza, this placed a huge burden on them. In the absence of a commitment to the programme, it sometimes led to accusations that UNICEF was getting a ‘free ride’ from the centre for its programme.

NGO partners involved in implementing the programme raised concerns about additional transaction costs of working with a UN agency and UN regulations - ‘a very difficult, very bureaucratic system, very slow’ noted an experienced head of NGO who had worked with many donors. UNICEF did not fund any overhead costs such as transport and communications so these costs had to be covered from the surplus generated by other projects.

Timing of activities

In Jordan, in Phases I & II, most of the programme activities were condensed between July and December, while the period between January and June was not busy at all. Clashes between the timing of activities and exam timetables were mentioned. A UNRWA Field Services Officer noted that programme implementation was inflexible ‘because the funds from UNICEF would arrive suddenly and the centres would feel pressured to implement the activities all together’. One coordinator noted that the centre discussed with UNICEF the fixing the dates of implementation during Ramadan and exams and UNICEF was flexible with the dates.
In Jaramana camp in Syria, it was claimed that there had been a major time gap in the programme:

*Activities should not stop for long time. Sometimes it stopped for 6 month and we thought it was over.*

In Yarmouk camp, in Syria, a peer educator complained that he had not been informed about the reasons that the programme had been suspended there:

*We face a problem because the programme [has] stopped, we can’t do any activities. Why has the programme stopped here? We should have been told why.*

**Lack of a common monitoring system**

In Gaza, in the absence of a programme monitoring system, each NGO partner was left to adopt their own system for managing and reporting activities, with no unified system or procedures. This made it difficult to make any comparison between the NGOs and between regions. More coordination was also needed to tap the respective strengths of each NGO. A shortage of the technical staff in Gaza to handle sensitive psychological matters and difficult education problems was noted. An urgent need to build the staff capacity through technical training was also raised in stakeholder interviews.

**Problem of short-term time horizons**

The NGO partners implementing the programme in Jordan and oPt wanted longer term programming from a strategic perspective, not on a year only basis. One of the NGO partners in oPt suggested that a three-year time period for the programme is needed, providing enough time to plan, implement and finetune the procedures. However, it was claimed that UNICEF only offered contracts of less than a year.

Another concern was expressed at ground level about the lack of flexibility in how the programme was implemented:

*The centre should participate in preparing the work plan of the programme, so that the work plan would be customised [to] the camp’s needs.*

One programme coordinator wanted the opportunity to ‘conduct a survey to see what the needs are’ because ‘the work plan from UNICEF has no room for adjustment’. Another programme coordinator noted that 10 workshops on basic life skills were required by the workplan but not all were needed:

*The centre was obliged to implement all proposed activities. The centre management received the work plan from UNICEF and they did not have a say in it.*

**Approach to assessing programme efficiency**

The terms of reference for the evaluation asked simply ‘how efficient has the programme been in delivering its outputs’. This question will be answered in two ways. Programme participants
as the main beneficiaries of the programme offer their assessment of the efficiency of the service provider in running the activities in which they took part. They also rate the adequacy and quality of the resources such as support and equipment available for the activities. The stakeholders involved in delivering or supporting the programme say how efficiently they think the programme was run.

Programme participants’ assessment of administrative efficiency

Programme participants were asked to assess how well, in an administrative way, did the centre organise the activities they took part in. They were also asked assess the adequacy and quality of the resources provided by the centre. Table 3.4 reports participant assessments of the administrative efficiency of the activities provided by the centre they attended. The five-point scale has been reduced to three ratings. Between 80 and 95 per cent of the participants surveyed rate as ‘well or very well organised’ nearly all of the programme activities listed. The only activity that fall outside this range is ‘learning how to use the Internet’. The lower rating of this activity is due, no doubt, to the fact that most centres did not have Internet access or, if they did, could not afford to pay for sufficient access to meet the needs of participants.

Over nine out ten participants rate as ‘well or very well organised’ ‘other learning related to school work’, ‘after-school learning to improve how to read & write’, and ‘after-school learning to improve your mathematics’. Similar proportions of respondents (9 out of 10) rate as ‘well organised’ the following activities: ‘learning about basic life skills in how to live a healthy and confident life from other young people’, ‘training to be a peer educator’, ‘learning about other skills’, and ‘learning how to play sport’. Also four out of five participants surveyed rate as ‘well or very well organised’ the activities: ‘working on an initiative to do for your community’, ‘learning how to use a computer’, ‘learning about life skills such as reproductive health from other young people’, ‘taking part in a campaign to make changes in your community’ and ‘undertaking action research to identify issues’

<table>
<thead>
<tr>
<th>How well in an administrative way did the Centre organise the activities you took part in?</th>
<th>Well</th>
<th>Satisfactory</th>
<th>Not well</th>
<th>Total</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative quality of other learning related to school work</td>
<td>95.8</td>
<td>3.3</td>
<td>0.8</td>
<td>100</td>
<td>120</td>
</tr>
<tr>
<td>Administrative quality of after school learning to improve how you read &amp; write</td>
<td>94.6</td>
<td>3.9</td>
<td>1.6</td>
<td>100</td>
<td>129</td>
</tr>
<tr>
<td>Administrative quality of after school learning to improve your mathematics</td>
<td>93.0</td>
<td>3.1</td>
<td>3.9</td>
<td>100</td>
<td>129</td>
</tr>
<tr>
<td>Administrative quality of other activities not described</td>
<td>92.8</td>
<td>5.8</td>
<td>1.4</td>
<td>100</td>
<td>69</td>
</tr>
<tr>
<td>Administrative quality about learning about basic life skills in how to live a healthy and confident life from other young people</td>
<td>90.4</td>
<td>8.7</td>
<td>0.9</td>
<td>100</td>
<td>334</td>
</tr>
<tr>
<td>Administrative quality of training to be a peer educator</td>
<td>89.9</td>
<td>7.9</td>
<td>2.2</td>
<td>100</td>
<td>139</td>
</tr>
<tr>
<td>Administrative quality of learning about other skills</td>
<td>89.7</td>
<td>9.0</td>
<td>1.3</td>
<td>100</td>
<td>156</td>
</tr>
<tr>
<td>Administrative quality of learning how to play sport</td>
<td>89.5</td>
<td>5.9</td>
<td>4.6</td>
<td>100</td>
<td>237</td>
</tr>
<tr>
<td>Administrative quality of working on an initiative to do for your community</td>
<td>88.3</td>
<td>10.5</td>
<td>1.2</td>
<td>100</td>
<td>247</td>
</tr>
<tr>
<td>Administrative quality of learning how to use a computer</td>
<td>87.8</td>
<td>9.9</td>
<td>2.3</td>
<td>100</td>
<td>213</td>
</tr>
<tr>
<td>Administrative quality of learning about life skills such as reproductive health from other young people</td>
<td>87.2</td>
<td>11.6</td>
<td>1.2</td>
<td>100</td>
<td>172</td>
</tr>
<tr>
<td>Administrative quality of taking part in a campaign to make changes in your community</td>
<td>83.0</td>
<td>15.2</td>
<td>1.8</td>
<td>100</td>
<td>224</td>
</tr>
<tr>
<td>Administrative quality of learning undertaking action research to identify issues</td>
<td>82.5</td>
<td>15.5</td>
<td>2.1</td>
<td>100</td>
<td>194</td>
</tr>
<tr>
<td>Administrative quality of learning to do drama</td>
<td>81.7</td>
<td>15.1</td>
<td>3.2</td>
<td>100</td>
<td>219</td>
</tr>
<tr>
<td>Administrative quality of learning how to play another sport</td>
<td>81.6</td>
<td>9.6</td>
<td>8.8</td>
<td>100</td>
<td>136</td>
</tr>
<tr>
<td>Administrative quality of just playing sport</td>
<td>79.6</td>
<td>11.5</td>
<td>8.9</td>
<td>100</td>
<td>113</td>
</tr>
<tr>
<td>Administrative quality of learning how to use the Internet</td>
<td>72.1</td>
<td>8.1</td>
<td>19.8</td>
<td>100</td>
<td>86</td>
</tr>
</tbody>
</table>
Adequacy and quality of available resources

Adequate resources for the activities at the centres is also a key element in achieving a high impact. Programme participants were asked whether the programme centre provided ‘adequate resources such as enough support or equipment for the activities it ran’. They were asked to also take into consideration in their assessment the quality of these resources. Table 3.5 below presents a summary of the participants ratings of adequacy and quality, with the five-point scale reduced to three ratings of ‘good’, ‘neutral’ and ‘not good’.

Table 3.5: Participant assessment of the adequacy and quality of programme resources provided, per cent and number of respondents

<table>
<thead>
<tr>
<th>Centre resources for programme activities</th>
<th>Good</th>
<th>Neutral</th>
<th>Not good</th>
<th>Total</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>The teachers for the after-school learning were good at the help they gave me</td>
<td>97.2</td>
<td>1.4</td>
<td>1.4</td>
<td>100</td>
<td>141</td>
</tr>
<tr>
<td>The pens and paper provided by the Centre were good</td>
<td>91.6</td>
<td>2.5</td>
<td>5.9</td>
<td>100</td>
<td>238</td>
</tr>
<tr>
<td>The peer educators who provided the life skills training were good at what they did</td>
<td>91.0</td>
<td>7.9</td>
<td>1.0</td>
<td>100</td>
<td>391</td>
</tr>
<tr>
<td>The help given by the Centre facilitators for the action research activities was good</td>
<td>89.2</td>
<td>7.7</td>
<td>3.2</td>
<td>100</td>
<td>222</td>
</tr>
<tr>
<td>The quality of life skills workshops in healthy and confident living was good</td>
<td>88.9</td>
<td>8.7</td>
<td>2.5</td>
<td>100</td>
<td>404</td>
</tr>
<tr>
<td>The equipment provided by the Centre for the sporting activities was good</td>
<td>88.3</td>
<td>7.3</td>
<td>4.4</td>
<td>100</td>
<td>205</td>
</tr>
<tr>
<td>The equipment provided by the Centre for the after-school learning activities was good</td>
<td>88.2</td>
<td>10.4</td>
<td>1.4</td>
<td>100</td>
<td>144</td>
</tr>
<tr>
<td>The help given by the Centre facilitators to run sporting activities was good</td>
<td>86.9</td>
<td>10.1</td>
<td>3.0</td>
<td>100</td>
<td>268</td>
</tr>
<tr>
<td>The centre was good at encouraging parents to send their children to participate in activities there</td>
<td>85.3</td>
<td>9.4</td>
<td>5.3</td>
<td>100</td>
<td>456</td>
</tr>
<tr>
<td>The support given by management committee of the Centre for programme activities was good</td>
<td>84.7</td>
<td>10.1</td>
<td>5.2</td>
<td>100</td>
<td>464</td>
</tr>
</tbody>
</table>

Again, most programme participants, between 85 and 97 per cent, give a rating of ‘good or very good’ for the adequacy and quality of programme resources such as support and equipment. Programme’s facilitators or teachers clearly did a good job as virtually all participants (97 per cent) are happy with the help given to them in the after-school learning activities. Most participants (9 out of 10) also think that the peer educators who provided the life skills training were good or very good at what they did. The same high proportion of participants rate as ‘good or very good’ the help given by the Centre facilitators for the action research activities and the quality of life skills workshops in healthy and confident living.

Also important in achieving a high programme impact is the administrative support available from the Centre to help participants find the right information and to work together on an initiative to make changes in the community. Most participants judged the supply of materials such as pens and paper, and the equipment provided by the Centre for the sporting activities and after school learning activities as ‘good or very good’. However, programme operators in Gaza, in particular, raised concerns about the lack of materials for the programme.
Cost efficiency

Cost efficiency figures for the programme are difficult to calculate because of the lack of reliable information about the number of participants in Phases I and II, and the length of their time in the programme. However, preliminary figures, based on available summaries of programme activities have been used in Table 3.6 to estimate the cost per programme participant reached in 2007. The programme expenditure in West Bank and Gaza does not reflect the extra funds used from other sources to deepen and extend the programme.

Table 3.6: Preliminary estimates of programme costs per participant, 2007

<table>
<thead>
<tr>
<th>Area</th>
<th>Participants 2007</th>
<th>Funding allocation 2007 USD</th>
<th>Cost $ per person reached in 2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Bank</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered refugees in camps</td>
<td>6,640</td>
<td>106,138</td>
<td>4.8</td>
</tr>
<tr>
<td>Gaza</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered refugees in camps</td>
<td>15,310</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Jordan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps</td>
<td>8,250</td>
<td>94,000</td>
<td>11.4</td>
</tr>
<tr>
<td>Lebanon</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps</td>
<td>2,759</td>
<td>94,000</td>
<td>34.1</td>
</tr>
<tr>
<td>Syria</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme camps/gatherings</td>
<td>4,071</td>
<td>94,000</td>
<td>23.1</td>
</tr>
</tbody>
</table>

These figures for oPt do not reflect the actual funds expended as funds from other sources were used. If a cost of $23,000 per centre, based on 2009 data for the total programme, is applied to 14 centres, the cost per participant in oPt is $14.7. The evaluation of the peer education project in Lebanon in 2007 reported a cost of USD$12.50 per peer educator and peer contact (see Table 3.7). This was based on the following inputs.

Table 3.7: Cost per peer educator trained and person reached

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Peer educators</td>
<td>72</td>
</tr>
<tr>
<td>Receiving training</td>
<td>712</td>
</tr>
<tr>
<td>Total beneficiaries</td>
<td>764</td>
</tr>
<tr>
<td>Total cost</td>
<td>9,800</td>
</tr>
<tr>
<td>Cost per beneficiary USD</td>
<td>12.50</td>
</tr>
</tbody>
</table>

In general, it can be claimed that the reported programme costs do not reflect the real costs of

---

44 The entire 2009 budget for the project is about $2.85 million for 73 centres in West Bank and Gaza Strip. Extrapolating for the costs of facilities, coordination at the NGO and regional level and the training of facilitators and local management committees, the net cost for basic activities at each location is estimated at $23,000 dollars a year.
running the programme because a major component of the costs, staff salaries, is based on a stipend paid to volunteers. Programme facilitators in oPt, for example, earned $250 a month for 48 hours teaching in 2006 and 2007. Programme coordinators were paid more $350 a month for a part-time position.

Programme cost effectiveness

From the perspective of the donor and UNICEF, the programme in Phases I & II has operated in a highly cost efficient way. Considerable cost offsets have been achieved by requiring all centres agreeing to host the programme to pay for any overhead costs such as electricity, building maintenance and the repair and maintenance of equipment provided to the centre. In addition, a major saving in the programme running costs has been achieved through the use of volunteer programme coordinators and programme facilitators.

Do these low operating costs limit the effectiveness of the programme? The evaluation results suggest that the programme facilitators perform their tasks well, having a major beneficial effect on the programme participants. Although some stakeholders think the training for facilitators is too short, and more is needed, there is a consensus that most facilitators do their jobs competently. However, as the comments reported in Chapter Nine, (p 109) show, the payments to facilitators in the form of stipends are seen as being too low. Many programme staff are volunteers by necessity rather than by choice, waiting only for an opportunity to move to higher paid work. Anecdotally, this has resulted in high staff turnover.

The cost effective outcome delivered by the programme in the short term can be justified when testing the programme design. However, in the long term, cost effective outcomes are likely to come at a higher price, for example, in the form of a higher cost to attract and retain skilled facilitators. This effect appears to be working in Phase III in the West Bank where a skilled and dedicated facilitator has moved to full-time work at 96 hours a month at a pay rate. This is four times her part-time rate for 48 hours a month.

Many centres operating under normal conditions have accepted the requirement that they cover programme overhead costs, without it seeming to affect their capacity to host the programme. The only major area of programme activity affected is access to the Internet. Where centres tried to provide access, this created a cost burden that most of the centres could not sustain. The overall costs of hosting the programme do, however, affect some centres. This applies especially to centres in Gaza and to at least one refugee camp in the West Bank (Jenin). The extreme conditions in Gaza make it difficult for centres to find support from their communities to cover the running costs. Some centres had to withdraw from the programme, when they could not provide the materials themselves in the face of the prolonged delay in materials supply. The funding shortfall to cover running costs has caused some centres in Gaza to complain that UNICEF is not paying its way by paying rent for the space being used for programme activities.

A somewhat similar problem exists in the West Bank. Initially, the centres with an openness to the programme’s objectives and stronger management capacity were invited to take part.

45 The Women’s Centre in Jenin believed they had been exempted from paying for their electricity but had just received a major back bill from the municipality, as a result of a change in policy towards the refugee camp.
However, as the programme expanded, centres with less capacity and more opportunistic attitudes (such as wanting to obtain the equipment offered by the programme) have been accepted. A lack of capacity in these newer centres to pay programme overhead costs has required UNICEF to change this requirement for centres to host the programme.

These points suggest that running the programme over a longer time period will incur higher operating costs. The low costs and effective outcomes of Phases I & II may be the result of the newness of the programme, the low asking wage of the programme staff due to their lack of alternative job opportunities and the stronger capacity of the initial centres in the programme to cover costs. These conditions are not likely to hold for the programme in the future.
Chapter Nine: Stakeholder Analysis

In Jordan, the [UNICEF-UNRWA] relationship is based on building on each others’ expertise. UNRWA [in Jordan] views UNICEF as an organisation with a lot of experience in the area of adolescents and the added value of this cooperation is bringing this experience into the services that UNRWA provide (through the women programme centres) ... UNICEF and UNRWA in Phase III [have] started working on improving the quality of education and creating safe and stimulating schools by activating the role of student councils and PTAs.

Source: Adolescent Project Officer, Palestinian Area Programme, UNICEF Jordan

UNRWA worked a lot with teachers to let them send their students to mixed gender workshops. Those teachers now totally changed their perception on mixed gender workshops. It was a smart move to include all institutions in the programme, not only the women’s centre. This will help in sustaining the program.

Source: UNRWA Field Services Officer, Refugee Camp, Jordan

The evaluation’s terms of reference wanted an assessment of how the programme has affected working relationships with major stakeholders concerned with meeting the needs of Palestinian adolescents. These stakeholders include national governments, including relevant education, health and youth ministries and government agencies responsible for Palestinian refugees. Important stakeholders are also other UN agencies working directly with refugee communities such as UNRWA.

Stakeholders interviewed

Semi structured interviews were conducted with the stakeholders listed in the table below. The quality of the information collected varied. In a number of cases, interviews were conducted with more than one person at a time, with a common pattern being three interviews. This makes it impossible to identify to whom to attribute a statement. In other cases, interviews did not keep to the set questions as interesting issues were explored further and more detailed information collected on that issue.

<table>
<thead>
<tr>
<th>Other stakeholders</th>
<th>oPt</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Host centres</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Managers of host centres</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Board members of the host centre</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Programme implementers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme level coordinator</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Centre programme coordinators</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Programme facilitators</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Supporters at ground level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>UNRWA staff in the camp such as social workers</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>School principals &amp; teachers</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>Local community leaders</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
<tr>
<td>UNRWA</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
<td>✔️</td>
</tr>
</tbody>
</table>
The programme itself and its key design features broke new ground for the UNICEF MENA Region. First, the funding from Norway give UNICEF the opportunity to direct more attention to the needs of Palestinian adolescents, in some countries for the first time. While Jordan had an adolescent programme, Syria did not before availability of the Norway funding. Other country offices addressed adolescent issues through a narrow prism such as the prevention of HIV/AIDS.

Second, the programme funding helped to support UNICEF Middle East and North Africa (MENA) Regional Office’s new approach to working with Palestinian refugees, which had recently shifted from a country to an area focus covering four countries. The programme helped to translate the four country area focus into reality.46

Third, around the time the programme began, adolescent development and participation became a separate programme area within the global UNICEF structure. This made it easier for the needs of adolescents to get more attention within UNICEF compared with the long-established programmes. The implications for UNICEF’s internal structure and operations in the region are still being worked through. In Syria, for example, UNICEF, as a result of its experience of working with adolescents through the programme, has decided to place HIV/AIDS prevention under a wider umbrella called adolescent development and participation.47

Fourth, UNICEF MENA Regional office promoted the view that young people are themselves a resource, with their own capabilities and opportunities able to make a strong contribution.48 The perspective helped to ensure that the design of programme itself was innovative because it was based, from the start, on a positive and expansive view of adolescents. This theme also countered the often narrow and negative image of Palestinian adolescents portrayed in the world’s media.49 UNICEF MENA Regional office’s positive and more holistic view of adolescent needs and aspirations affected two aspects of the programme’s design. First, in terms of its processes, the programme sought to engage with adolescents as active partners rather than as passive beneficiaries. Second, UNICEF MENA Regional office placed a strong emphasis on working closely with government, NGOs, service providers, community leaders, and parents to create an enabling environment for this approach to work.50

---

46 Personal communication, Anne Skatvelt, former UNICEF Representative, Jordan, 8 October, 2009
47 Interview, Nibal Kaddoura, Assistant Director for the Adolescent programme, UNICEF Office, Syria
48 Personal communication, Golda El Khoury, former adolescent programme officer, UNICEF MENA, 26 July, 2009
49 Personal communication, Anne Skatvelt, former UNICEF Representative, Jordan, 25 August, 2009
The role of the UNICEF MENA Regional Office has been to monitor the programme and provide support. Unfortunately, the evaluator was unable to obtain a good appreciation of the state of working relationships between the UNICEF MENA Regional office and the UNICEF country offices, as the position of regional Adolescent and Youth Development Specialist had recently been vacated. However, contact was made with the former Adolescent and Youth Development Specialist and information was obtained on the differences in how the programme operated between countries in particular. In an interview with the UNICEF Palestinian adolescent officer in Syria, he noted that the MENA adolescent specialist was helpful in working with them to:

adapt any activities whenever we had any problems. Even the funding country was cooperative. We were able to transfer budget lines easily.

The UNICEF MENA adolescent specialist played an important role in getting the programme started in Syria. This involved visiting the camps, meeting with adolescents and with GAPAR to explain the programme’s objectives. Particular assistance was given with the setting up of the adolescent friendly places, the professional training, needs assessment and the workplan. Teaching materials were based on a manual used in Jordan.

Yearly meetings were held bringing together the UNICEF country officers involved in overseeing the programme. These meetings provided the ‘opportunity to exchange experiences between the four locations, build on existing resources and enhance networking’. However, the evidence suggests that innovative practices in one country travelled to other countries. For example, although the programme in Jordan identified ‘partnerships directly with parents themselves as the key to future activities’, programme involvement with parents was weak in Syria and variable in oPt. It appears that more could have been done by the UNICEF regional office to assist in the transfer of good practices between countries.

Relations with other agencies

Working with other agencies is an important aspect of the programme’s operation. The main agencies the programme works with are: UNRWA in the refugee camps in all countries; with GAPAR, the Government agency responsible for Palestinian refugees in Syria; and the Ministry of Youth and Sport in oPt. The programme’s operation requires regular contact with UNRWA, the main UN agency funding community centres, and running schools and health clinics in the camps. UNICEF-UNRWA partnership was strengthened following the UNRWA Geneva 2004 conference to support fulfilling the rights of Palestinian adolescents and youth.

In Jordan, the partnership between UNICEF and UNRWA offered the ‘opportunity to build on each organisations’ area of expertise to provide enhanced opportunities for adolescents and youth’. A good example of this partnership is the use by the programme of UNRWA

51 Palestinian Adolescents: Agents of Positive Change: Presentation to :Hosts and Donors Meeting Panel on Youth and Healthy Lifestyle, Jumana Haj-Ahmad, Adolescents Project Officer, UNICEF-Jordan Country Office
52 See Note 50
53 See Note 50
supported Women’s Programme Centres. In Syria, three of the four community centres from which the programme is conducted are also UNRWA centres. In oPt, the programme is run from at least one UNRWA-supported Women’s Programme Centre in the Jenin refugee camp.

The programme started as a stand-alone venture and no formal agreements have been made with UNRWA, except in the case of Lebanon in 2009 when the remedial learning classes were transferred into UNRWA schools. In general, the interviews with stakeholders in each country show that the programme and other stakeholders have established good working relationships on the ground. Some centres include camp UNRWA staff on their consultative committee for the programme, as in Talibieh Camp in Jordan. In the West Bank, local management committees include school directors and teachers from the local schools.

**Relations with UNRWA in oPt**

Most centres in each country liaise regularly with UNRWA schools to recruit their students into the programme. This connection, at least in the case of oPt, is aided by the fact that a number of programme facilitators are also teachers in these schools. However, good relations with neighbouring schools is not always the case. In Gaza, for example, some schools were not cooperative and refused to work with the programme. At the agency level, the UNRWA official responsible for education in Gaza said when interviewed that he had not heard of the programme. The lack of a formal agreement in oPt with UNRWA or the Ministry of Education in oPt in the West Bank left it up to each centre to forge their own relationships with neighbouring schools.

**Relations with UNRWA in Syria**

In Syria, the programme has operated through three centres funded by UNRWA and one by the Palestinian Youth Union, directly reporting to GAPAR. The lack of a formal agreement may have contributed to difficulties in managing the coordination between the three agencies: UNICEF, GAPAR, and UNRWA. One government partner at camp level in Syria noted:

*Cooperation between UNRWA, UNICEF and GAPAR is great but lacks documentation, no database, no surveys, no dates.*

For example, differences were evident on approval for the scope of activities to include gender and reproductive health issues. Initially, the programme was set up without consultation with UNRWA personnel in the camps. As the director of the UNRWA adolescent programme noted:

*As an agency, I feel that the first gap lies in the fact that the programme came ready-made. UNRWA was implementing UNICEF plans, not UNRWA’s.*

A UNRWA-funded social worker in every camp was initially told little about the planned activities and was not consulted about the content of the basic life skills training. This, however, has now changed in 2009 as the social worker is more involved now and is attending the train the trainer courses run now for the adolescent trainers. However, UNRWA in time, as a result of being exposed to the programme, accepted the concept of adolescent participation and has established its own adolescents programme. According to the UNRWA director of that
programme:

We now have a programme especially for the adolescents and works with them. They now participate more, make initiatives. We have now internalised the concept of ‘adolescent friendly places’ in the mentality of UNRWA work. It wasn’t there before and I consider this great change.

The UNRWA-funded social worker in the UNRWA centre is now responsible for the programme in every camp and he or she is in direct contact with the adolescents, receives full training and attends every activity. According to the Director of the UNRWA adolescent programme, the arrangements under which UNRWA works with the Syrian Government require that the UNRWA social worker in charge of the centre is also responsible for the programme.

The social worker has a strong wish to be more involved in the programme and activities because they take place in the centre s/he is responsible for.

Relations with UNRWA in Jordan

The absence of a formal agreement at the start between UNICEF and UNRWA about contacts between the programme and the schools in Jordan has meant that in several instances UNRWA schools did not cooperate. A school principal interviewed said he had facilitated the procedure to get the UNRWA's approval for contacts with the school. In one camp, a UNRWA school was not supportive and an official letter was needed for the students to attend the programme. A programme coordinator in another camp commented on the lack of sufficient collaboration with the school in the camp. This is now being addressed, as the quote at the beginning of this chapter makes clear. In Phase III of the programme, UNICEF and UNRWA are collaborating to improve the quality of education and creating safe and stimulating schools.

UNRWA in Jordan has accepted the changed role of the women’s programme centres, from its narrow focus on training in activities like hairdressing and sewing to provider of services to adolescents. UNRWA has endorsed the programme as a model for other centres supported by UNRWA. UNRWA now acknowledges that it has largely left adolescents out its scope of activities. Youth centres in refugee camps in Jordan have not been funded by UNRWA since 1986, according to a UNRWA Field Services Officer, when control of the youth centres was handed to the relevant ministry of the Government of Jordan. However, due to the success of the programme, UNRWA is considering including a youth focus in their general policies, recruiting a youth officer and ‘potentially planning to start giving out grants to the youth’. UNRWA is also seeking partnerships with other agencies to run youth programs.

Suggestions from stakeholders to improve the programme

How to improve programme reach

Improving programme reach was a common request. From Syria came the request to:

Contact all adolescents and give equal opportunities for them to participate in the programme. We should avoid routine and connections when we choose the adolescents. We need to be transparent.
Other suggestions in relation to programme reach were: ‘We need to include all the adolescents so that we can have a better effect’; ‘involve more adolescents in the programme’; ‘It should be spread more widely between adolescents’; ‘activities should reach out for more people in the camp’; ‘spread the programme to all the camps’; ‘reach out to more community leaders’; ‘involve and empower more youth’; increase the number of affiliated centres’; ‘visit schools and encourage students to attend the programme’; and ‘increase the number of centres’. The need for the programme to reach specific target groups was also highlighted:

*Extend the target groups to include children who face difficult social problems. They need special treatment.*

*Adolescents with special needs - slow learners, special physical needs - should be targeted with special workshops for them as it is hard to combine them with the other adolescents. Also, those adolescents with special needs should have specialised trainers.*

*The programme should include drop outs, illiterates, adolescents with disabilities, etc and should be given separate and special attention.*

A following good practice was followed in Syria as a means of ensuring that special target groups were not stigmatised as different:

*Adolescents with learning difficulties and school dropouts were included in the second phase [in Syria]. We made special sessions for them first, then they were integrated with the others.*

**How to improve programme activities**

Suggestions related to programme activities were:

- More physical activities and sports, especially for girls (Jordan stakeholder);
- Extend the activities for ‘long time (one year) applied by the same group’;
- ‘We should focus on the advertisement and announcement of the activities in a better way’;
- Provide ‘professional [training] courses. Try to provide job opportunities’;
- Provide ‘workshops on how to deal with each other without fighting (conflict management)’;
- ‘More meetings and workshops [needed] on drugs, dropping out of school. Need to approach these things in a better way - need to contact school principals, the parents. Need to follow up things’;
- [Give] ‘more attention to sport activities’;
- ‘Sit with adolescents and do needs assessment in coordination with them’;
- ‘More Awareness raising activities on smoking and drugs’;
- ‘More education courses/learning activities’;
- ‘Computer and accounting courses (alRasheed and AlAmeen accounting programmes). Baccalaureate students need more awareness raising activities about how to study. Adolescents need professional development courses’;
- Improve the types and quality of the tools and materials provided by the programme to provide more creative activities;
• Start the program next year in the same date as schools;
• Excursions for orphans; and
• Courses on some illnesses like sickle cell cases, epidemics such as swine flue, how to deal with the disabled. There are statistics available about the number of sickle cell cases, disabled, and those with learning difficulties.

Several stakeholders proposed involving teachers more in the programme.

**How to improve basic life skills training**

In Jordan, a programme supporter noted that where the activities were good they were nevertheless too short.

*The* basic life skills workshop and peer to peer education were successful. *However* time to implement the activities was too limited, they had to cut short the activities.

*We need longer time for the training workshops and more practice.*

Other suggestions to improve basic life skills training were more fundamental:

*We should do needs assessment then start training. The materials we [were given] are lacking. It was ready made and needs to be adapted in a way that meets the adolescents needs. The communication skills [are] theoretical, it needs to be practised.*

*We need to make drastic changes for some activities such as life skills. It needs restructuring and evaluation. Thinking skills are there, but we need to talk about how to improve them [such as] extending and practising the skills.*

*[There is a need to] modify personal skills activities: The skill of detaching oneself, avoiding prejudice and objectivity needs more practice. Need to practice how to understand ourselves better. We need more [training].*

*[Provide training on] crisis management and [how to handle] pressure. This will help students overcome studying pressure. Students also need active studying skills.*

*Include a focus on conflict resolution and the need to be open to other cultures and learn from them: ‘share experiences with other youth who are doing the same’.*

*Special activities with parents to help improve dialogue with their children.*

*[Provide training on] the meaning of being different, the meaning of conflict*

*More on NLP, we want to be updated with the latest on NLP and life skills.*

*More on problem solving and creative thinking*

A number of stakeholders, including peer educators themselves wanted more and better
training as well as a better selection process for peer educators:

Adolescent trainers need more qualifications and training. They need more TOT activities. Trainers should be selected more carefully as some of them have unsuitable personal characteristics. Some of them used to avoid training. Not all adolescents can make good trainers. Unqualified ones don’t deal well with other adolescents and can harm the reputation of the programme.

Several stakeholders thought the length of the training for the peer educators was inadequate.

The workshop to train peer educators should be extended to more than 5 days.

Peer education is effective, but the work shop to train the facilitators that engage in peer to peer education should be more than 5 days.

However, higher level expertise was also needed to deal with the problems encountered. One peer educator from Syria requested training in psychological counselling as ‘the [life skill] activities have to do with psychological matters’. Similarly, another suggestion was to:

provide a psychologist in each centre to provide psychological assistance to some adolescents’ problems. Some special cases were reported like homosexuality and drug dealing where psychological help is urgently needed.

How to improve the training of facilitators

More and better training was often requested as in: ‘Increase the training period for the facilitators and local committees’. Other more detailed suggestions were:

There is an urgent need to spend more efforts in facilitators training to improve their technical as well as training capacities.

The programme administration didn’t adopt the trainers, they actually need follow up and need to continue training.

How to improve the pay and selection process for facilitators

A number of interviewees expressed their concern about the low pay for facilitators. One centre manager asked for an increase in the salaries of the volunteers.

The salaries of facilitators and coordinators should be improved. The job security is also very low.

Increase the salaries given to the facilitators to encourage them to achieve more. US$ 250 monthly is too little.

Another request was to ‘pay the coordinators and facilitators salaries on time’. One programme coordinator noted that her pay is ‘only a small incentive’, asking to increase her salary and those who assist her. A school principal suggested that properly paid staff would do a better job than volunteer facilitators: ‘... have [paid] staff working instead of volunteers so they are more
efficient and productive’.

Several suggestions were made about the selection process for facilitators.

Choosing trainers should be carried in a different way. Trainers should be chosen more carefully because they are supposed to be role model in everything to be imitated.

Improve the selection criteria for selecting the facilitators (interested in the work, experience with children and active learning) [and] concentrate less on the theoretical knowledge.

Another suggestion was for the job descriptions for the facilitators to include house visits ‘because of its importance in achieving the programme’s objectives’.

One stakeholder wanted the programme to provide more diversity and ‘new programmes to improve sports skills, reading skills, creative abilities, writing poetry’. This was said to be necessary because the activities offered were limited and the follow-on activities lacked funding. A number of stakeholders requested English language assistance. Another programme coordinator asked that participants be ‘given certificates at the end of the programme, stamped by UNICEF, to prove their participation in the programme’.

How to improve adolescent-led initiatives

| The local society are glad to see such achievements [adolescent-led initiatives] coming from young people. This activity should be sustained and conducted more frequently. More advocacy to promote the activities is needed. It enables the adolescents to explore real life and motivate their achievements. They gain good new experiences. |

Source: centre manager, Gaza

In Syria, the UNRWA director of adolescent programmes responded to the question of ‘does your agency think there are cheaper alternative ways of achieving the programme's results’ by suggesting that there should be less emphasis on training and more on adolescent-led initiatives.

Training in the programme at the beginning focused on training as an end, not as a means, and this is one of the mistakes of the programme. What may be cheaper is to focus on Youth initiatives which are less costly. The adolescents can start initiatives that has to do with their needs. ... I think that UNICEF pay a lot of money for training and this doesn’t suit UNRWA. If we want to adopt the programme, we can’t pay the money UNICEF is paying. We can’t [afford] the high cost they pay for the training. If we want to train, we train in the camps instead of hotels. An important point is that now we have trainers who we can count on. They have a high sense of belonging to the centre and they live in the camps. They are willing to volunteer...

One centre manager in Syria also commented on how much was achieved for so little an outlay:
The adolescents tried to research a very important topic which is smoking. The methods of work are simple due to little funding, but within the limitations they had they were ... using good research methods.

A centre manager in Jordan noted that the adolescent-led initiative involved only 15 participants, and should have included more. Also from Jordan came the suggestion that life skills should be linked more to the initiatives: ‘Initiatives should be used as a platform to improve the basic life skills’.

Some stakeholders pointed to the danger of tackling important issues at too superficial level, with too few resources. One programme partner in Syria noted:

[We need] more meetings and workshops on drugs, dropping out of school. Need to approach these things in a better way - need to contact school principals, the parents. Need to follow up things.

The lack of resources and local focus means that the only possible initiatives are small. One suggestion was to ‘increase the budget for the initiative programme’.

One-off responses such as one-day clean-up campaigns and the planting of trees in one location could be viewed as mere token efforts. One stakeholder, a father of a participant, wanted the programme to help young people to address more substantial issues in their community. He wanted more professional training for the young people involved on how to make their own projects to help combat poverty and provide work opportunities. Another programme partner suggested that the programme provide ‘workshops on the meaning and concept of volunteering and voluntary work’.

Stakeholders in Jordan raised concerns. One programme supporter complained about the delays in getting a response from UNICEF to the research findings and recommended response.  

Our youth did research about environmental issues in the camp and came up with a plan and sent it to UNICEF, but did not hear back since long time ago and they are frustrated.

This problem of the gap between the research and follow-up action is related to another concern about too much focus on research and not enough action: ‘Initiatives should be actually worked on, not just [produce] on papers’. Other concerns were raised about the small scale of the initiatives run at local camp level with little impact. A major stakeholder saw these small initiatives running the risk of raising young people’s expectations about the need to solve a major problem but then frustrating those expectations. Using small-scale initiatives to address major social issues such as school drop outs, violence in schools, family abuse and early marriage can trivialise these issues. Concern was expressed about the danger of simply raising awareness of the issue at the local level but doing little to solve the problem other than producing and distributing a poster.

A major stakeholder in Jordan wanted the campaigns to be more than ‘plans for one-off activities, they need to be ongoing’. The action research process in Jordan, for example, produced a number of suggestions about the need to improve many aspects of the education system. To tackle these, according to the stakeholder, requires an ‘advocacy strategy’ to follow.
up on the issues identified. Tackling violence in the schools or the family, for example, requires other UN agencies and the community to be fully involved in the campaigns. As part of phase III, UNICEF in Jordan in cooperation with UNRWA has introduced a programme which focuses on enhancing the role of students and parents.

The NGO delivering the programme in Jordan suggested the need for a national campaign with adequate resources. The campaign should work in partnership with other NGOs, and bring in the private sector. Advocacy strategy is needed also at a regional and international level to draw in private sector partners and donors who want a high profile for being involved. UNICEF as a global organisation with a high profile is seen as well placed to leverage corporate social responsibility commitments from large corporate groups such as Arab banks and mobile phone operators. These enterprises have a strong interest in marketing themselves to young people by promoting a message that they are concerned about their long term welfare. Ideas proposed for corporate sponsorship are to offer scholarships to post secondary education (vocational training or university), fund a summer camp, and to underwrite the costs of exchange visits between camps, communities and countries.

Another suggestion made was to encourage enterprises to make it possible for their employees to volunteer to work with young people. Other efforts could be made to promote volunteerism. University students could be encouraged and supported to volunteer to work with adolescents in the camps during their long summer break. However, promoting opportunities for volunteers needs a strategy worked out jointly with other UN agencies and NGOs. Implementing the strategy requires an office and resources.

**Suggestions for engaging parents more**

My daughter was very shy and introverted. After doing some activities in the programme, she became open and better able to discuss and make dialogue with others...I myself sent my daughter as a sort of venture, but through follow-up I liked the activities. I met some parents and told them about the activities. The workshops can establish communication with parents.

Source: Father of a participant, refugee camp, Syria

Feedback from the interviews included the following comments:

- ‘At the beginning of the programme, parents should have been more involved. Fathers should also be more involved’ (Syria);
- ‘The programme needs to work with the parents as well as the adolescents’ (Syria);
- ‘We need to exert more effort to convince the parents and communicate with them. We can go to their houses and keep trying to communicate (Syria); and
- ‘The parents’ workshop needs to be more focused and more intense’ (Jordan);
- ‘We need to extend official invitations [to parents], make interesting workshops, invite them through mosques, through the phone, [use] notices and billboards’ (Syria); and

In response to a question about how to improve the workshop for parents, the following was offered: ‘You can meet with people in every building block or two separately and talk to them about their daily problems. You can make workshops for them’. Other specific suggestions were: ‘more workshops to reach to more parents’, ‘reach out to more parents’, ‘make the event more attractive through incentives’, ‘ask youth to conduct some of these workshops’ and ‘add a
family relationship workshop’.

Three specific suggestions were offered to make the workshops for parents more attractive to fathers and more relevant to their interests and needs:

*There should be a small party for the fathers, during public holidays. Also, the Islamic centre can [invite] the fathers’ council at school. The committee for camp improvement also has an influence on fathers. The Imam is good at advertising the program, people respect him.*

*Time is basic to target fathers. Inviting the fathers and his sons is an option. Or inviting the whole family and making them aware, not through the spoon-feeding method. Also, activities that involve parents [and] their children together can be implemented.*

*Have more capable experts to come. Have the workshop [for parents] on the weekends or in the evenings.*

*Attract parents more to the centre, introducing them to the programme activities. Notices and advertisements about programme activities should be spread everywhere. At the centre and schools gates, at the mayors office, in the market etc.*

**Suggested administrative changes**

Many stakeholders wanted the programme to be more flexible in its design and implementation. One centre manager noted:

*The centre should participate in preparing the work plan of the programme, so that the work plan would be customised [to] the camp's needs.*

Another coordinator said that they would like to conduct a survey to see what the needs are as:

*The work plan from UNICEF has no room for adjustment according the project coordinator in the camp.*

‘Provide the needed materials in time’ was an issue that many centres wanted addressed. A related suggestion was that the supply of materials should be tailored to meet the needs of the activities:

*The supply of materials should be more flexible to provide the suitable material to the different centres. Centres are different in the facilities they have.*

The suggestion from a NGO partner in the West Bank for a three-year planning cycle for the programme was noted in the previous chapter. A centre manager in Syria suggested that better results in terms of costs for delivering the programme could come from being

*...an independent centre for the adolescents where we can provide them with what they need and save a lot on materials and equipment.*
One programme facilitator in Syria wanted regular evaluation to improve the programme:

*The programme should be evaluated at every stage, not every two years because many things may get wrong during this long time.*

Involvement of adolescents in all aspects of the programme was proposed:

*Networking with decision makers in a better way at all levels through dialogue sessions. This is lacking, it happens on the level of administration, but we should include these adolescents.*

Programme sustainability is a major issue that needs addressing. The head trainer in Syria proposed:

*We need to see how the programme can become independent financially. We need self-funding.*

**Other suggestions**

A number of short suggestions were made. For example, a school principal proposed these suggestions: sustain the resources by follow-up and continuous support; add scholarships for higher education; and have stronger publicity and media. Others suggested: more use of Internet and technology; and [provide] more support for financial projects. Several suggestions related to ‘give the youth a part in decision-making; and ‘engage the youth in decision making’. Two stakeholders suggested that ‘university students should be potential targets of the programme’ and that ‘university students who are no longer adolescents should also be involved in the programme, as they have the potential and capability of influencing the community’. Another suggestion from a centre manager in Syria was that: ‘the available cadre now is very bright that is why we should take care of them to support the programme’.
Chapter Ten: Programme Sustainability

At the end of the day, all the activities implemented should go in line with UNRWA objective mandate and adopted policies in Syria and UNRWA.

Source: Chief Field Relief & Social Services programme, UNRWA Syria

Leave UNICEF out of the picture, we are capable of running the programme. UNICEF interferes much more than other donors, they do not allow changes in the work plan. Other donors like USAID would ask the centre to write the work plan and implement it.

Source: Centre manager, and programme coordinator, Jordan

The point is not just implementing, there should be a plan and resources to follow up the programme.

Source: Centre manager, and programme coordinator, Jordan

Introduction

The ToR for the evaluation wanted the following questions answered:

- What measures have the partner organisations taken to institutionalise the programme? Specifically, this refers to identifying what internal reviews have been undertaken in relation to policies and strategies, capacity building of staff, committing resources and budgets for additional activities, fund raising, and any other matters concerning the operation and future of the programme in each country.
- Are the activities and their impact likely to continue when external support is withdrawn, and will it be widely replicated or adapted?

As the Director General of the Ma’an Development Centre, Mr Sami Khader, pointed out, longer term funding to ensure sustainability is a problem for everyone in oPt, from individuals, families, NGOs like Ma’an Development Centre to UN agencies such as UNRWA and the Palestinian Authority. He suggested that one way to meet this challenge was to develop the capacity to plan better, work out how to mobilise resources and produce proposals. A basic infrastructure is also needed such as financial systems, documentation of processes backed by appropriate software.

The evidence presented in this evaluation shows that the programme in Phases I and II has demonstrated proof of concept. Prior to the programme, the needs of adolescents had been neglected badly. This was due in part to the lack of facilities for them to come together outside the home and school. It was also due to the lack of recognition by parents and others in the community of the need to open up community facilities such as Women’s Programme Centres and Sports Clubs to activities that provide opportunities for all adolescents to participate. Providing external funds for the stipends for coordinators and facilitators to run activities was an essential part of opening up these facilities. However, as with all external funding, the danger is of creating a dependence, especially as many of these facilities in refugee camps in particular struggle to survive without any reliable alternative sources of funding.
This parental and community recognition of the need and value of providing friendly spaces and services to adolescents now exists for the most part and the ‘teething’ problems with the programme have been resolved. The challenge now is for UNICEF to use the evidence of the programme’s success to gain support from other stakeholders such as UNRWA in the refugee camps and the Ministry of Education in oPt. With this support, major stakeholders should agree jointly to a sustainability strategy based on commitments to longer term funding from new sources. How this could be done is outlined in the final section to this chapter. First, however, it is necessary to consider what ensuring sustainable involves and how existing centres are faring. The following section discusses the only internal review undertaken by UNICEF of the sustainability of operation and future of the programme.

**oPt report in programme sustainability**

UNICEF oPt commissioned in early 2009 a study of the sustainability of the Adolescent Friendly Learning Spaces in the West Bank. The study used a participatory approach, working closely with those involved in the programme at every level. Data was collected through semi-structured interviews with key stakeholders, focus group discussions with members of local management committee members, parents, facilitators and adolescents and field visits to nine youth clubs.

The study’s main focus was the question of whether the activities implemented by the programme likely to continue after donor funding has been withdrawn. In consultation with the programme’s key stakeholders, UNICEF, Ministry of Youth and Sport, and the NGOs implementing the programme, the consultant developed five criteria for assessing sustainability. These are:

- Social and cultural sustainability: evidence that the Adolescent Friendly Learning Centres are supported by their local communities, in such as way that the community will take on responsibility for continuing the programme’s activities after the programme has ended;
- Economic and financial sustainability: evidence that alternative means of covering costs have been identified;
- Institutional and management capacity: the mechanisms are in place such as a local management committee to ensure the future functioning of the activities if funding is available;
- Appropriate technology is available: stakeholders and beneficiaries are able to continue to use the provided equipment and the equipment remains available to them; and
- Policy support and outside institutional support available is available: Adolescent Friendly Learning Spaces are supported by national and local institutions and/or integrated into national policies and local developmental plans.

---

55 See Note 3, Chapter Three: Methodology
The consultant rated each of nine centres in terms of the 14 sustainability sub-criteria based on the five criteria above. The combined ratings for each sub-criterion are presented in Table 3.8 below.
Table 3.8: Rating of nine programme centres on 14 sustainability criteria

<table>
<thead>
<tr>
<th>Sustainability assessment criteria</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional and management capacity</td>
<td></td>
</tr>
<tr>
<td>Local management committee responsibility</td>
<td>2.00</td>
</tr>
<tr>
<td>Institutional accountability</td>
<td>2.00</td>
</tr>
<tr>
<td>Financial capacity</td>
<td></td>
</tr>
<tr>
<td>Running costs covered</td>
<td>3.00</td>
</tr>
<tr>
<td>Co-financial support</td>
<td>0.89</td>
</tr>
<tr>
<td>Voluntary work</td>
<td>1.44</td>
</tr>
<tr>
<td>Socio-cultural sustainability</td>
<td></td>
</tr>
<tr>
<td>Adolescent participation</td>
<td>2.44</td>
</tr>
<tr>
<td>Parent participation</td>
<td>2.00</td>
</tr>
<tr>
<td>Community involvement</td>
<td>2.33</td>
</tr>
<tr>
<td>Gender empowerment</td>
<td>2.22</td>
</tr>
<tr>
<td>Technologies &amp; tools</td>
<td></td>
</tr>
<tr>
<td>Skills for technologies</td>
<td>2.56</td>
</tr>
<tr>
<td>Community use of technology</td>
<td>2.44</td>
</tr>
<tr>
<td>Accessibility</td>
<td>2.67</td>
</tr>
<tr>
<td>Policy support</td>
<td></td>
</tr>
<tr>
<td>Ministry of Youth and Sport directorate support</td>
<td>1.33</td>
</tr>
<tr>
<td>Municipality support</td>
<td>2.78</td>
</tr>
</tbody>
</table>

Table 3.8 shows that ‘programme running costs covered’ is the only sustainability criterion for which all centres receive the highest rating. The other sustainability criteria that the centres score well on are: municipality support, accessibility, skills for technologies, adolescent participation, community involvement and community use of technology. However, the sustainability criteria that the centres score poorly on are co-financial support, support from the Ministry of Youth and Sport directorate and the contribution provided by volunteer workers.

**Major gap identified in terms of financial sustainability**

Table 3.8 also shows that for all centres most obvious need in terms of sustainability is to do more to find funds from other sources. While all the centres studied cover the overhead costs of hosting the programme such as utility costs and the rent for the facilities, this contribution is small compared with the total cost of running the programme in each centre. Centres located outside the refugee camps tend to do much better at getting support from local sources. The Al Shyoukh Club near Hebron was able to obtain support for the programme from the local community, in the form of stationery, foods and drinks for the programme participants. This support came from the better-off households in the village. Local business men usually give an annual donation to support the Centre. The club also charged students a small fee to support the programme.

The fact that every centre received the top rating for covering all of the running costs of the programme suggests that this is a major criterion for being awarded the right to run the programme. Indeed this was a criterion at the beginning, especially where the building is public.
property and no rent is involved. However, in expanding the programme to reach bigger numbers of adolescents through additional centers, it has not been not feasible to find centers that meet this criterion. This is currently a challenge in Gaza and in at least one refugee camp in the West Bank where good centers are at high risk of closing because they cannot pay their rent or electricity bills. Other criteria need to be set as preconditions for accepting programme funds in the future.

All except one of the nine centers studied do provide some additional funding support for the programme, but it is minimal and largely token, earning only one on the rating scale. One centre was rated zero, meaning no funding support was provided at all. A significant in-kind contribution, in the form of volunteer service, is also made by the programme coordinator and facilitators in each center as they are paid only a small stipend for their work. However, apart from covering these overhead costs and in-kind volunteer service to reduce staffing costs, most centers are totally reliant on the programme to cover the costs of the activities.

The study concluded that none of centers hosting the programme are in any financial position to take over the funding of the programme activities: ‘...this financial support does not allow for the possibility of running the [programme] autonomously and other potential resources have not yet been deeply explored’.

Need for better ties to the local community

In terms of social and cultural acceptance, the study found strong parental and adolescent support for the programme. However, this support for the programme needs a better voice to ensure that community support continues. One way to do this is through a more representative local management committee for the programme. Although each center has a functioning committee, the study recommended that its members need to reflect better those directly involved in programme activities. Only two of the centers receive the top rating for their local management committee and two receive the low rating of 1.

Only one center gained the top rating for institutional accountability, with all the rest on the middle rating. In the light of this finding, the study proposed that UNICEF make clearer the responsibilities of the local management committee, the responsibilities of the board of the hosting organisation, and how these two committees relate to each other. The study also found that many adolescent friendly learning centers/spaces do not have a formal link to their local municipality or village council, although informal links exist. So more formal recognition was needed of the role that municipalities and village councils play in supporting the adolescent friendly learning centers - ‘Where this link is stronger, it expands possibilities for the centre’s sustainability’.

The future for the programme

The study found in relation to policy support and links with government that the adolescent friendly learning centers are ‘not specifically included in any general governmental plan’. The study concluded that ‘there is a real need to strengthen the political commitment to activities for adolescents’. One way the study recommended to do this is to establish a closer relationship

---

56 See Note , Executive summary, p vi.
with the Ministry of Education and Higher Education at the national policy level and at the district level. In addition, closer relationships with municipality; as well as the MOYS directorate.

The study concluded that the programme’s long-term future is to be integrated into national policy and institutions. It proposed that UNICEF and the NGOs implementing the programme develop an agreement with Government for a ‘long-term exit strategy of gradual project handover to the local institutional system and the community, allowing a gradual phasing-out of major development assistance’.

Box 1: Recommendations of the oPt Sustainability Study

Institutional and management capacity

Build the capacity of the centres to run themselves independently of the programme’s implementing NGO by:

1. establishing clear definitions of the roles and responsibilities of the Local Management Committees to strengthen ownership;
2. establishing clear linkages with the existing board of the centre; and
3. Provide support training for management staff, manager and finance person, in each youth centre or recruit if not present to oversee the running of centres.

Economic and Financial sustainability

Support each centre to develop and implement a financial strategy or workplan based on potential resources that are more sustainable in nature (income generating projects, structured volunteer program, etc)

Social and cultural sustainability

The study has found that the programme has fostered a good number of informal linkages with the local community as well as participation by those directly involved in the programme, especially by adolescents. There is a need to build on these successes.

1. Strengthen the role of adolescents in local management committees through either increasing the number of adolescents participating in management of centres; or through providing more specialised training.
2. Develop a plan for parents’ participation and more active involvement and contribution

Appropriate technology

- The study’s findings show that most centres have allowed access to the general public. This should be ensured and strengthened; and not restricted to computers.
- Develop a plan for access to resources for all children and other community members (this links with income generating projects, as well as extending the work of the community-based organisation to include other target groups)
Policy Support

Establish linkages between each centre and their respective municipality and Ministry of Youth and Sport (MOYS) directorate by:

- formulating MoUs between the centre and the municipality and/or Ministry of Youth and Sport directorate that define mutual roles and identify the youth centre as an important body in the town/city so it is integrated into municipal plans/budgets – and likewise with MOYS directorate
- Support MOYS to integrate adolescent friendly learning spaces programme into their national annual plans and budgets
- Establish formal linkages between MOYS and Ministry of Education all levels (centrally and at district level) to enable coordination of after-school activities with the formal school system.

Tapping new funding sources

Large private sector companies in the region are potential funding sources for the programme. Local businesses provide some support to programme centres, but it is usually for small amounts and focused on particular events such as summer camps. Considerable scope exists for obtaining funds from large national or regional enterprises to sponsor specific programme activities or special events. The marathons that adolescents organised in the West Bank and Gaza as part of an adolescent-led initiative attracted funding from pharmaceutical manufacturers, Volkswagen-Passat, a consultancy firm and in kind support from municipalities. This funding was raised within two weeks but the main attraction to these sponsors was a high profile event. The marathon drew up to 650 participants.

UNICEF as a high-profile, global organisation is well-placed to leverage corporate social responsibility commitments from large corporate groups such as regional banks, national mobile phone operators and Internet service providers. These enterprises have a strong interest in marketing themselves to young people by promoting a message that they are concerned about their long-term welfare. Specific forms that corporate sponsorship could take are: a national campaign to promote the importance of achieving universal youth literacy, support for the costs of providing training in financial literacy as part of basic life skills training; funding a cross-camp campaign to promote behavioural change, scholarships for post-secondary education (vocational training or university), funding summer camps, or covering the costs of exchange visits between camps, communities and countries. Another form a corporate partnership could take is for an enterprise to encourage their employees to volunteer to work with and mentor vulnerable Palestinian adolescents. A specific recommendation on how to implement this suggestion is included in the final chapter of this report.
Chapter Eleven: Conclusions and Recommendations

What the Programme has achieved

Based on the evidence produced by the evaluation, the programme has been largely successful in meeting its objectives in Phases I & II. The programme started with a focus on carving out ‘safe spaces’ from within existing facilities to provide opportunities for recreational and learning activities. This required not just creating physical space in the cramped living conditions of the refugee camps. It was also necessary to create the conditions that opened up mental spaces in parents’ minds by changing their attitudes to allowing their daughters to participate. This has been a major successful unintended outcome of the programme.

Major lessons from Phase II

The programme in Phase II introduced two elements that gave expression to the programme’s underlying theme - Palestinian adolescent as agents of positive change. Participatory action research and adolescent-led initiatives, led by a smaller group within the programme, had a major impact, not only on themselves and other programme participants directly involved. It also changed the perceptions about adolescents held by the stakeholders involved with programme implementation. Their views changed to seeing them more as active partners rather than as passive recipients of services. Their image of adolescents as largely vulnerable and in need of protection changed. They supported activities which aimed at building adolescent capacity through skills enhancement and to opening up opportunities for them to contribute to their communities through participatory action research and adolescent-led initiatives.

With this change in the views of programme operators, parents and the adolescents themselves, other changes also took place in how the programme functioned. The locus of programme activities moved from inside the centre to outside, and, less commonly, from within the camp, village or local area to other locations outside the camp. In terms of process, the change in the programme was, in the words of a centre manager, from ‘taught activities’ into ‘initiatives’; from ‘work for adolescents’ to activities which adolescents themselves initiated. In terms of orientation, programme operators and parents also saw adolescents less as vulnerable individuals in need of protection and began to view them more as able, as individuals and as a group, to assess their own situation, work out how to respond and to organise themselves to make a significant contribution.

Setting the recommendations in context

The evaluation is not able to offer a simple set of recommendations for the programme in individual countries, except in relation to programme evaluation. First, the evaluation relates only to Phases I & II of the programme. This means that the information and analysis reported here does not take into account the changes made to the programme in its third phase. These changes already underway will affect whether a specific recommendation is needed or how it is framed. Second, the evaluation was not asked to refer to nor was it briefed on UNICEF MENA strategy for adolescent participation and development. This will shape the specific form that the recommendations related to the future direction of the programme will take.

Third, a single list of recommendations would imply that the programme should proceed as it now is and that the only changes needed are small and incremental. This would miss an
opportunity to discuss and agree on more fundamental changes if these are deemed desirable. Many of the possible changes that the evaluation could suggest depend on in which future direction the donor, UNICEF and other stakeholders want the programme to proceed. Possible future directions are: to deepen the programme’s impact, extend its reach, consolidate an emerging focus or reorient the programme to make it sustainable in the long-term.

In place of a specific set of recommendations, four future scenarios are offered, each with a discussion of the options that a particular scenario might suggest. The recommendations have been numbered according to the future scenario they are relevant to. As requested, a matrix of numbered recommendations relevant to and to each country and the UNICEF MENA regional office is provided in Attachment V to this report.

**Programme monitoring & evaluation**

Evaluation is lacking. Evaluation is very slow. We need to measure the impact of the programme. ... It is difficult to measure the social impact, but we should improve it because it has important effect on work.

*Source: Assistant Director for the Adolescent programme, UNICEF Syria*

However, before discussing possible future scenarios, there is one programme area in which the evaluation can make specific recommendations to improve the programme’s systems for monitoring and evaluation. The ToR for the evaluation also asked for recommendations in relation to ‘the evaluation of programme activities’.

**Recommendation 1.1: Set up a simple monitoring system**

The evaluation found the absence of a standardised but simple monitoring data a major limitation on its capacity to answer key questions in relation to cost efficiency and cost effectiveness. This information for each centre on costs, both direct and indirect (eg overheads costs to do with providing the facilities), is essential for centre managers, local management committee and centre boards to work out sustainability options.

A monitoring system should cover the scale of the programme’s through-puts (how many participants are involved for how long), scope of activities taking place and cost (what type of activities, when, for how long and at how much cost, direct and indirect) and progress in achieving outcomes. A simple, spreadsheet-based template could be developed centrally and distributed to all centres with computers or as a form for those that do not. The emphasis in developing the template should be on providing information that the centres can use first and foremost for their own internal assessments of progress and cost structures.

**Recommendation 1.2: Introduce simple progress measures**

Both direct and indirect measures of progress are needed. The direct method of measuring progress is to use the ‘before and after’ ratings of students in remedial learning which is now a feature of Phase III. Indirect progress measures are available through participant and stakeholder satisfaction surveys, as this evaluation has demonstrated. However, it is important for feedback purposes that these surveys be conducted for each centre for specific activities so that this information can be used by the centre itself to address problems if satisfaction levels
decline or satisfaction levels are lower than other centres. The data from this evaluation’s participant survey results for each country/region can be used as a benchmark to assess progress.

A proportion of the programme budget, such an 0.5 per cent, should be allocated to cover the cost of putting in place a monitoring and evaluation system. These funds should be used to not only support the collection and recording of the data, They are also needed to build the capacity of programme coordinators in each centre to analyse the data and produce simple reports.

**Recommendation 1.3: Use widely accepted indicators to show programme impact**

Widely accepted but compact set of programme indicators are also needed. As already discussed, a set of four programme impact indicators in relation to peace and reconciliation have been proposed by a report for the Berghof Research Centre for Constructive Conflict Management, in Germany. According to this report, a ‘peace practice effort ’ is effective by making a significant contribution to the long-range goals of peace, if it:

- causes participants to take up initiatives for peace work on their own;
- contributes to the reform or building of institutions that address grievances that underlie the conflict;
- enables people increasingly to resist violence or manipulation to violence; and
- increases the security of people, based on their perception of security.

An important programme impact indicator related to the Millennium Development Goals is the Palestinian youth (aged 15 to 24 years) literacy rate. This is usually collected as part of the UNICEF’s Multiple Indicator Cluster Survey (MICS) of Palestinian Refugee Camps and Gatherings in each country. Three other relevant impact indicators available from this survey are:

- the primary school completion rate;
- the transition rate to secondary school; and
- the net secondary school attendance rate.

Five other impact indicators concerning Palestinian adolescents which are not available from MICS but should be are:

- the middle secondary school completion rate;
- the senior secondary school completion rate;
- the post-school jobless rates for 15 to 17 and 18 to 19 year olds;
- the rate of under age 19 pregnancies, and
- knowledge of how to prevent HIV/AIDS among young people people aged 15 to 24 years.

Another recommended indicator related to programme reach is the programme participation rate. This is a programme-specific indicator which should apply to a specific age group and defined geographical programme catchment area, such as a refugee camp. The programme participation rate could be expressed as: the total number of programme participants for a
specific time period as a proportion of their relevant age cohort in the refugee camp or other catchment area. It is also recommended that the male-to-female ratio for specific age subgroups also be used as an indicator of programme reach.

**Recommendation 1.4: Distribute the results of the evaluation & provide a follow-up action plan**

It is also recommended that UNICEF distribute the results of this evaluation in Arabic in summary form. This report back should also include a coordinated response from UNICEF in the form of an action plan to show how and by when it will respond to the evaluation results. A follow-up process also needs to be set up within UNICEF to show what aspects of the programme have been improved, changed or added. This follow-up process needs to be accountable to the stakeholders involved in the programme, including the current and former programme participants and transparent in the form of a simple report which can be easily distributed by email and fax.

**Recommendation 1.5: Expand the role of UNICEF MENA Regional Office to promote the adoption of good practice transfer between countries/locations**

More needs to be made of the benefits of operating as a multi country programme in the same subregion. One way to do this is for the UNICEF regional office, through the adolescent and youth specialist, to foster the transfer of the programme good practices to other countries and locations. This evaluation has identified 11 good practices that are, in most cases, limited to one country. This is understandable as the different country conditions and operating arrangements ensure that major differences will occur in how the programme operates on the ground despite the programme’s common objectives. A monitoring and evaluation system will identify these differences and provide the details. However, a champion at sub-regional level is needed to identify the key elements of the good practice that can be transferred to other settings. The champion also needs to promote and support the adoption of the good practice in the new setting by spending time on the ground, ironing out any difficulties that may occur.

**Four Possible Future Directions**

Given that the programme has been successful in meeting its objectives, four future directions for the programme can be suggested. One is to deepen the impact the programme - more of the same but better. Another direction is to broaden the reach of the programme so more adolescents and parents can benefit. A third direction is to refocus the programme by taking resources away from some activities and directing them to activities seen to be more consistent with some objectives rather than others. For example, more emphasis in the future could be placed on building on the theme of ‘agents of positive change’. This could be done by strengthening those activities that build up adolescent capabilities and open up new opportunities. This would also involve or moving away from other activities that are less connected to this theme or adding more value to them to connect them better to the new direction.

A fourth direction for the programme could be dictated by a sustainability strategy. This may require that some successful elements of the programme be transferred to mainstream institutions to ensure ongoing funding. The strategy may also dictate other changes necessary to attract external funding support from new sources such as corporate sponsors.
This chapter uses these four possible future directions to propose a series of recommendations on possible ways the programme could evolve and change.

1. Deepening Programme Impact

   **Recommendation 2.1: Do more to promote peace and reconciliation**

The evaluation results indicate that more can be done to deepen the programme’s impact. An important way to do this is to place more emphasis in programme activities on the objective of promoting an environment promoting peace and reconciliation. This refers not only to adolescents learning how to manage conflict better within their community. Also important areas of potential conflict that need attention are within the adolescent’s home and in relations between Palestinian communities and the wider societies that host/control their camps/localities.

As noted above in Chapter Four on programme impact, half of the programme participants had been able to resist calls to violence after involvement in the programme and two in five respondents have helped do something about the issues that cause conflict in my community. Three in ten programme participants have undertaken other initiatives for peace in their community; and only just over one in four have been able to help improve security within their community. These survey results suggest that there is much more scope for the programme to have a deeper impact on changing adolescent attitudes to peace and reconciliation.

Also noted above, the programme in Lebanon included within its basic life skills training a focus on skills in conflict resolution. The training covered the topics of how to analyse the role of violence in conflict resolution; the role of dialogue & negotiations, mediation, reconciliation; conflict resolution skills, including how to maintain serenity during conflict.

The survey results from programme participants in Lebanon in relation to the above peace and reconciliation indicators show similar to or better outcomes than the result programme participants from other countries. As noted in Chapter Four, after involvement in the programme, half the participants surveyed in Lebanon have been able to resist calls to violence and have helped to do something about the issues that cause community conflict. Two-in-five programme participants in Lebanon have undertaken other initiatives for peace. After taking into account the more volatile situation in Lebanon, these results suggest that including conflict resolution in basic life skills training has been effective in promoting an environment of peace and reconciliation.

Participatory action research and adolescent-led initiatives also provide other opportunities to find effective ways of promoting peace and reconciliation at level of families, communities and within societies. A methodology for doing this is discussed Recommendation 2.7 below.

   **Recommendation 2.2: Get more out of life skills training**

The most widespread programme activity that participants experienced was basic life skills training. The response was a good one, with many seeing it as an important innovation.

---

57 More details of the training provided by the Lebanon-based NGO are provided in Chapter Nine.
responding to their needs and offering new skills. However, its delivery mode, format and content varied considerably from country to country and, in some cases, from centre to centre. Volunteer peer educators, with elementary training themselves, delivered life skills training in Jordan and Syria. In Lebanon, an NGO specialising in peace and conflict resolution, trained an older (over half were aged 19 years and above), more experienced group of peer educators. This included a work-plan for the individual and the project of required activities, responsibilities and goals. These work-plans were used for supervision, monitoring and evaluation. A particular feature of this training has been a focus on peer-to-peer conflict resolution.

In the West Bank and Gaza, programme facilitators delivered the basic life skills training. Where the peer educators did so, the workshops were usually one-off and of short duration. Some complained about the short training: ‘the workshops were very short and there is a need [to have] longer ones’. Some workshops included a large number of participants and lacked effectiveness because of this. One female adolescent in a focus group discussion in Lebanon noted:

\[The \ large \ number \ of \ participants \ [were] \ in \ the \ life \ skills \ workshops. \ This \ could \ be \ considered \ a \ point \ of \ strength; \ however, \ when \ having \ more \ than \ 50 \ participants \ it \ [was] \ so \ difficult \ for \ the \ facilitators \ and \ activists \ to \ handle \ the \ situation.\]

Other focus group discussants asked that life skills activities be expanded to add more, new skills such as emotions management, problem solving, and crisis management. These differences in delivery mode, format and content between countries and within countries should be monitored to work out ways to improve the effectiveness of such a core element of the programme.

**Recommendation 2.3: Enhance the skills of programme facilitators**

A large part of the reason the programme has achieved a major impact with little resources and in a short time is due to the facilitators who run the activities. They have, for the most part, been highly successful in engaging adolescents. A considerable facilitator skills pool now exists that needs to be further fostered and utilised. Resources need to be provided in the next phase of the programme to bring facilitators together for joint training workshops to identify lessons learned, and enhance their skill base by learning new training methods. These training workshops for facilitators should also be used as opportunities to discuss and debate the issues related to the sustainability of the programme and develop ideas for new activities that can attract different funding sources.

**Recommendation 2.4: Do more outside the closed world of the refugee camps**

Another way to deepen programme impact on the existing target group is to help them adolescent more to escape the limitations of the closed world of the refugee camps or the

---

occupied territories. The initial emphasis has been on helping young people to cope better with their situation. It has sought to involve parents, especially mothers, to help improve communications at home. However, relatively little emphasis has been placed on widening adolescents’ relations with the external world. In Jordan, the website, ‘my identity’, was one attempt to give young people the chance to extend their networks to other young people, in other camps and in the wider Jordanian society. But this was website was closed down due to hacker activity and little was done beyond this to encourage adolescents to network with other young people as part of the programme’s activities.

An important theme of suggestions for improvement or additional activities from the focus group discussions with adolescents and parents to need to get out of the camps. One suggestion for additional activities was summarised as: ‘excursions and networking with other camps. Got to [get to] know new places, communication with others’. Other suggestions were: ‘networking with other camps, local and Arab-world wide’; ‘more activities for youth from different camps’. Specific suggestions were:

There is a need for activities (e.g. sport activities) between Palestinian and Lebanese adolescents. This will be beneficial for both groups in different levels.

It would be a good idea to have the activities in several centres and not only one centre. More participants from different areas of the camp will be involved.

Internet access and mobile phones are available to many of the Palestinian adolescents surveyed. Networking opportunities could be greatly enhanced if programme resources, as part of adolescent-led initiative, could be directed at promoting the use of a well-known social networking site such as Facebook to encourage Palestinian adolescents to make contact with each other. The project would also need to develop and promote protocols throughout the programme to ensure that it is a ‘safe space’.

Recommendation 2.5: Engage more with parents

Key stakeholders and a number of focus group discussants in countries other than Jordan want the programme to include parents more. Suggestions for doing this include offering them more information about the programme, involving them in the decision-making processes and extending its activities such as life skills training to them. A manual based on the key elements of the workshops for parents in Jordan is in the process of being developed. This manual needs to be adopted by the programme in all countries. However, new, more interactive elements, drawing on the success of the ‘intergenerational’ workshops in Lebanon, also need to be added to the workshop format. The approach used in Lebanon showed the value of joint sessions. This refer to sessions where both adolescents and parents, using a skilled facilitator, have the opportunity to resolve issues within families and, by example, within other families in the community.

The focus of the workshops for parents in Jordan, according to some parents interviewed, was too general, not intensive enough and too short to have a major impact. ‘Educating parents on the human rights and the importance of promoting the participation of young people’ suggests one-way communication only, with little scope for more active forms of engagement with
parents. These should involve ways to include adolescents in the workshops. One suggestion from Jordan was for young people themselves, with training, to run workshops for parents. This was also supported by a centre manager in Syria who also suggested parallel workshops for adolescents and their parents:

*We should work on both the adolescents and their parents in parallel. We should inform the parents about the results of the programme through meetings and workshops done by adolescents for parents.*

A similar but more specific suggestion to improve the programme came from a training consultant and former head trainer for the programme in Syria:

*Provide] Family life skills that includes both parents and adolescents. I have suggested that since 2006, and started to be apply it in a shy way. Adolescents always complain about a gap they have with their parents.*

Another centre manager in Syria also proposed that the programme in the future give more attention to the relationship between adolescents and parents, proposing a joint workshop for parents and adolescents. Such joint workshops would require a more interactive format so that difficult issues are identified and ways for resolving them worked out together. A model for doing this comes from the programme in Lebanon with its support for inter-generational workshops. These are small gatherings of parents and their adolescent children who come together to discuss as a group issues of concern. Families known to the community as having internal conflicts with their adolescent children are encouraged by respected members of the camp popular committee to participate in the workshops.

The major issue adolescents want addressed in a workshop for parents is improving internal family relations. This is evident from the open-ended responses from the participant survey in West Bank, Gaza and Syria (see Attachment 4, Tables 1A to 1C). The most important issue in each of the three locations is related to ‘how to deal with or understand their children; communications between parents and children’. It is more prominent in Syria, followed by the Gaza and West Bank responses. The issue of improving family relations is not just one that concerns female adolescents. In Syria and Gaza, more males want this issue addressed, although in the West Bank, females far outnumber of males identifying it as an important issue. Other suggested topics are also related to improving internal family relations. In Gaza and Syria, violence in the family comes next, and in the West Bank it is third, behind allowing daughters to participate in centre activities. Health issues, including reproductive health is an important issue that female adolescents want addressed in workshops for parents.

However, the low response for issues such as children’s rights and early marriage may suggest that a more sophisticated approach to engaging with parents is wanted than merely lecturing parents about children’s rights or explaining about development stages of adolescence.

**Recommendation 2.6: Make remedial learning more effective**

Programme participants who experienced remedial learning judged it to be the aspect of the programme likely to have the biggest impact on them. However, there is scope to improve this aspect of the programme in the countries where it operated. The survey results showed that those who identified themselves as slow learners said they benefited less from remedial
learning compared to other participants who did not identify themselves as slow learners. For slow learners, the nature, duration and intensity of the assistance may not have been adequate to produce sufficient improvement in their reading, writing or maths skills.

The original format for the remedial learning was for a schedule of 48 hours per month of after-school sessions to engage 20 adolescents in each of five sessions of Arabic, maths, sports, drama and life skills. Every month a new group of 100 adolescents joined the sessions. However, it is difficult to have a significant impact on literacy and numeracy skills within such a short timeline of 48 hours in a month. So many facilitators continued working beyond the 48 hours with the same group of low achievers in the Arabic and maths classes. However, this practice needs to be made more systematic. It needs to be clear to the facilitator and the student how long they can stay in the programme if they have not attained an agreed standard of competency. A means of doing in the form of a contract of remedial learning is discussed further below in Recommendation 2.6.4.

**Recommendation 2.6.1: Measure outcomes**

Phase III of the programme in the West Bank and Gaza now includes a ‘before’ and ‘after’ assessment of those in the remedial learning component. This practice needs to be extended to other countries where the programme has a remedial component to make it possible to follow-up slow learners who are not responding. These assessment results need to be monitored carefully by the programme at two levels.

At the level of the individual adolescent, this information will make it possible to monitor and help more those starting with the lowest scores. Testing individuals after the remedial learning will show which individuals have improved the least, and therefore, are in need of follow-up assistance. This will require a dedicated function within the programme with responsibility for liaising regularly with the student’s teacher or school remedial education specialist.

The ‘before and after’ assessment results also need to be analysed to see how effective the remedial learning is at the facilitator and centre level. A benchmark level of improvement, such as improved scores for 90 per cent of the students, should be set for each centre. Additional resources should be made provided where a centre or facilitator is falling below this benchmark. At a programme level, issues such as the importance of the duration of the remedial learning, facilitator skills and course content should be part of this analysis to identify where improvement is needed. Extra programme resources will be needed to undertake both types of programme monitoring on a systematic and regular basis.
Recommendation 2.6.2: Need to target slow learners only

The low proportion of self-identified slow learners revealed by the participant survey in the West Bank (13 per cent) suggests that the programme needs to be more systematic about recruiting this target group. Slow learners should be the only group recruited into the remedial learning component. However, to avoid labelling slow learners as a problem group in the eyes of other adolescents, the recruitment process for sports, drama or life skills sessions should be different, and based on criteria that includes both slow learners and others.

The existing process of recruiting slow learners has not been systematic. Some centres have formed close ties to neighbouring schools to identify slow learners. This approach, however, relies on teacher nominations. A more systematic approach would be to first provide all students in the centre’s catchment area with information about the programme, and what it is seeking to achieve. Second, it should invite those students who want to participate to undergo an assessment of their literacy and numeracy and to indicate their attitudes to school and future intentions. The programme should then invite those with the low scores but willingness to improve their literacy and numeracy to participate in the remedial learning component of the programme as well as other programme activities.

Recommendation 2.6.3: Make special arrangements for students with little or no literacy

Separate and extended attention should be given to those who have the lowest literacy and numeracy scores. An experienced facilitator in Jenin pointed out that it takes time to build a positive relationship with a student who has severe literacy problems. Problems with literacy are often linked to a lack of self esteem and there are often major problems at home. It may take up to a year for students with severe literacy difficulties to show real progress. Special methods of teaching are required when the student has little or no literacy. The facilitator is also required to make contact the student’s parents and to work with them closely so they can offer support and help if they are receptive. Liaison with the student’s teacher to develop a joint plan is also a necessary part of the assistance required.

Recommendation 2.6.4: Make use of a contract of remedial learning

This agreement to participate should take the form of an individual contract of remedial learning between the student, the programme and the student’s teacher or school’s remedial teacher. The contract should include information about the student’s literacy and numeracy assessment and how it rates with other students of the same age. The contract should spell out what each party will agree to contribute, including what will determine the student’s length of time in the programme. It should also include the student’s stated commitment to improve his or her literacy and numeracy. The contract of remedial learning needs to also include the follow-up actions that each party will provide, including the student’s own responsibility to seek further help if he or she needs it.

Recommendation 2.6.5: Provide a system-wide response to problem of poor literacy/numeracy among the Palestinian adolescent population

The problem of poor literacy/numeracy levels of Palestinian adolescents is acknowledged by the Ministry of Education in oPt and by UNRWA. It also one of the main factors pushing
adolescents out of the school system. The issue needs to be addressed at a system-wide level. It is recommended that UNICEF MENA Regional Office and each UNICEF country office take the lead in developing a joint strategy with the relevant agencies: the Ministry of Education and the Ministry of Youth and Sport in oPt and with UNRWA for the schools in the refugee camps. Best practices and lessons learnt from the remedial learning component in oPt, especially the use of ‘before and after’ assessments and follow-up monitoring, should be used to draft a system-wide strategy.

**Recommendation 2.7: Work out a strategy to get more out of adolescent-led initiatives**

Another aspect of improving the depth of programme impact is for put more effort and resources into the adolescent-led initiatives. Stakeholders in Jordan raised concerns about the focus of the adolescent-led initiatives on a series of small initiatives run at local camp level which are too limited in what they can achieve. These small initiatives run the risk of raising young people’s expectations about the need to solve a major problem but then frustrating those expectations because the resources provided are meagre. The danger is that major social issues such as school drop-outs, violence in schools, family abuse and early marriage are trivialised. This happens by simply raising awareness of the issue at the local level but doing little more than producing and distributing a poster as a response. Much more needs to be done to ensure that adolescent-led initiatives are adequately supported and promoted and that their impact is real and lasting. One male adolescent in a focus group discussion noted: ‘many solutions to problems were offered, but [the] solutions were not applied’.

A major stakeholder in Jordan wanted the campaigns to be more than ‘plans for one-off activities, they need to be ongoing’. The action research process in Jordan, for example, produced a number of suggestions about the need to improve many aspects of the education system. To tackle these, according to the stakeholder, requires an ‘advocacy strategy’ to follow up on the issues identified. Tackling violence in the schools or the family, for example, requires other UN agencies and the community to be fully involved in the campaigns. Above all, there is a need to work closely with UNRWA to work out how to integrate school-related initiatives into their programmes.

Once the research has been conducted, agreement needs to be reached by adolescents on a cross-camp basis about key issues of substance. A frame of reference is needed for deciding about what issues to address and how to build a wider base of support for a large-scale social marketing campaign. One such frame of reference already highlighted is the value of fostering an environment that promotes peace and reconciliation as a way to deepen programme impact. An important international or national reference point for deciding what issues to focus on for a social marketing campaign are the five youth-related Millennium Development Goals.

Once the frame of reference has been decided on, those involved in an adolescent-led initiative need to apply a more systematic approach to identifying the key issues, using simple tools specifically designed to conduct a social marketing campaign. For example, the issue of deciding on what behaviour to seek to change is complex. Two renowned experts on social
marketing have suggested that at least five criteria need to be considered.59

4. Impact (assuming the target audience adopts the proposed behaviour change, what is the potential impact on the issue the campaign is directed at (eg peace and reconciliation, income poverty reduction or making more progress on achieving the youth-related Millennium Development Goals);
5. Demand (how ready, willing, and able is the target audience to perform this behaviour?);
6. Supply (to what extent are other programs or organisations already working to influence the target audience to adopt this behaviour?);
7. Support (what level of support exists for this behaviour change from within the community and key leaders?); and
8. Organisational match (does the organisation mounting the social market campaign have the expertise and resources to influence this behaviour? Is this behaviour compatible with the organisation’s mission and consistent with its organisation’s values and reputation/brand?).

The selected issues then need to be addressed through a cross-camp campaigns. The campaign should work in partnership with other NGOs, and bring in the private sector. This campaign needs adequate resources for an extended period to have a lasting impact on key issues of concern to adolescents. External expertise in social marketing should also be utilised to help develop the social marketing strategy to underpin the cross-camp campaign. This strategy could be used as the basis for approaching leading enterprises in the private sector to be sponsors.

The adolescent-led initiatives fostered an older group of committed programme participants, now 18 or 19 years olds. In many ways, this group has had the most exposure to the programme and has benefited greatly from this deeper involvement. Their skills are too valuable to lose because they no longer fall within the programme’s 10 to 18 year old target group. The programme needs to have a mechanism for continuing to involve this group of committed young people who have been involved in a range of the programmes activities and who want to stay involved.

2. Extending Programme Reach

Many stakeholders asked the programme to extend its reach so that more adolescents could benefit. Data on programme reach suggests that up to a quarter of adolescents in the refugee camps were able to participate in some way in the programme. The process for recruiting programme participants was usually selected on a ‘first come, first served’ basis. Some stakeholders asked for a more transparent process so that charges of favouritism could be more easily rebutted. Other stakeholders noted that information about the programme was not distributed in a systematic way to all potential participants.

Recommendation 3.1: Work out who is missing out

Many adolescents may not have had a chance to participate in the programme because their

parents did not understand the programme’s objectives or have their concerns met. The resistance of many parents to the programme has been addressed by measures such as parent support groups in Jordan and parent representatives serving on local management committees for the programme in oPt. However, it is possible that the programme participants self-select because their parents are favourable to the programme’s objectives or have been persuaded of the programme’s good intentions. Those adolescents not participating in the programme may be from families have refused their permission to participate because their fears have not been addressed.

A more systematic approach to marketing the programme will require up-to-date information about the number of adolescents in the programme’s catchment area. This information will also need to identify important subgroups of adolescents, as the participant survey did on a self-identification basis. However, extending the reach of the programme’s activities should be done as an activity goal, as each activity may require a different strategy for increasing the numbers involved in that activity.
Recommendation 3.2: Develop a social marketing plan

Extending the reach of the programme requires more systematic information about not only the total adolescent population in the geographical areas the programme operates in but also the households they are part of. A social marketing plan for the programme is needed, based on the following steps.  

3. Conduct a survey in each camp or specific centre catchment area to identify the total potential number of households containing adolescents, collecting information on their geographical location within the designated survey area, gender, age and education status, where they attend school, their leisure activities, and the barriers to participating in the centre’s activities. These should include adolescent and parental awareness of the programme, parents’ attitudes to their children’s involvement in activities at the centre, access to transport, economic condition of the household and other factors. Information should also be sought on whether and to what extent parents are involved in community-based organisations.

4. Use the survey to provide all households with general information about the programme and the activities it runs and its future directions.

5. Analyse the survey results to work out the segments of the target population of households that are more or less conducive to participating in the programme. Further analysis should identify the segments defined as most ‘most ready’ and ‘least ready’ to participate in the programme. These segments should be further described in terms of where they are located, economic condition of household, and nature of the barriers to participation in the programme.

6. Work out ways these barriers to programme participants can be addressed.

7. Prepare an information kit for each segment and subgroups of families, addressing their current level of knowledge, attitudes and practices in regard to what their adolescent children are allowed or not allowed to do and the specific barriers identified.

8. Visit each family with information and visitors tailored to the profile of the family.

Recommendation 3.3: Extend programme reach to more parents

The results of the participant survey show that the workshops for parents in Jordan had an additional beneficial effect on improving communications in the family. The numbers of parents coming to the workshops was small compared with the potential population of parents of adolescents. Community supporters of the programme in Jordan and Syria, including a school principal, wanted the programme to reach out to more parents. In particular, a major shortcoming of the recruitment process for the workshops was the small number of fathers who took part.  

The reason often given for their absence was that fathers were too busy working long hours to find the time to come to a workshop. However, where workshops were held at times and venues suitable for working fathers to attend, attendance increased. In Barqa camp, for example, where a special effort was made to include fathers, their participation was notably

60 The following elements of a social marketing strategy have been informed by reading Philip Kolter and Nancy Lee, 2009, *Up and Out of Poverty: the Social Marketing Solution, a toolkit for policy makers, entrepreneurs, NGOs, companies and governments*. Wharton School Publishing, New Jersey, Chapter 4: ‘Segmenting the poverty marketplace’.
higher than elsewhere. Events such as social gatherings in a sports club on Friday nights with guest speakers such as former football players, successful businessmen and journalists are much more likely to attract fathers. Needless to say, the topics for the talks need to be related to the programme’s objectives and activities.

**Recommendation 3.4: Use different ways to market the programme to parents**

The parents’ focus group discussion in Syria made the suggestion that the programme should organise an annual celebration to honour adolescents’ parents by giving them appreciation certificate and organising trips for them. Another focus group in Syria proposed special trips for trainers and parents. In relation to a question about how to get more fathers to take part in the parents workshop, a training consultant for Syria offered this proposal:

*I suggest increasing the awareness of the parents where they are ... This can be done through visits by the adolescence to the homes. They should have a committee to do these visits. Some of them in [camp name], for example, made visits and offered roses to mothers on mothers day.*

**Recommendation 3.5: Reach out to other vulnerable adolescents**

The programme appears to have focused exclusively on adolescents in school. School drop-outs were identified by a number of participatory action research projects as an important group of vulnerable adolescents and stakeholders wanted more to be done to involve them in the programme. Some early attempts were made by those implementing the programme to include school drop-outs. However, in most cases, they failed to stay in the programme as they felt out of place due to the dominance of school students.

This means that extending the programme’s reach to include school drop-outs as an explicit target group will not have much effect unless special activities are designed for their needs. For example, the range of issues covered in life skills training needs to be broadened to include basic financial competencies such as how to budget, save, borrow money and make effective use of credit access. UNICEF Jordan is now working with Save the Children to pilot test in three camps of a new employability component in the life skills training which will address financial competency as well as preparing first-time job seekers for employment.

**Recommendation 3.6: Focus on post-school options**

The pilot testing of an employability component for life skills training in three camps in Phrase III in Jordan will address a major gap in the programme. Women Centre facilitators are being trained to conduct workshops over four weeks to help young people explore their own aptitudes and potential, how to identify sources of background information and discuss education and career options with their parents. Training will also be provided in financial literacy. This will cover how to set personal goals, make informed decisions, how to budget, how to save and how to use credit. Basic skills in how to manage money as a self-employed service provider or employee will be also provided.

Future participatory action research could collect information about the needs of school drop-outs with a view to incorporating the findings into the design of these activities for this target
group. One idea from the focus group discussions and key stakeholders is for the programme to do more to promote a spirit of volunteerism and to organise volunteer activities. One focus of the action research could be to investigate the feasibility of engaging school drop-outs in a volunteer activity, especially if it is related to providing work discipline skills. Other efforts could be made to promote volunteerism. University students could be encouraged and supported to volunteer to work with adolescents in the camps during their long summer break. However, promoting opportunities for volunteers needs a strategy worked out jointly with other UN agencies and NGOs. Implementing the strategy will also require a project officer, an office and resources.

**Recommendation 3.7: Need to counter parent & community pessimism about future prospects for their young people**

A key role for the programme should be to challenge the pessimism of parents and the community that most adolescents face about their future prospects. This can be done by giving them and their parents access to accurate information about their employment and livelihoods opportunities. The employability module, outlined above, include an exercise called youth livelihood mapping. Young people are helped to gather, organise, and analyse career opportunities by actively seeking out information on labour market and livelihood opportunities, including openings for internships during summer to prove on-the-job work experience and learning opportunity in a private sector enterprise. Action research could also support school drop-outs by mapping out available private sector opportunities in their area as well as potential opportunities to generate income as self-employed service providers.

3. Emphasising Some Objectives at the Expense of Others

The third futures scenario has to do with sharpening the focus of the programme. This evaluation has noted at several points how the programme started with the perspective of service providers helping vulnerable adolescents to survive and cope with a system that was clearly responding poorly to their needs. However, with the addition of some new objectives in Phase II, the programme participants acquired new capacities, tools and opportunities, enabling them to take the lead as agents of positive change. As a result, the centres developed a different locus, process and orientation in how they ran the programme.

**Recommendation 4.1: Accentuate more the programme’s theme: agents of positive change**

This possible future direction proposes that the programme build on the theme of ‘agents of positive change’ to strengthen those activities that explicitly foster adolescent capabilities and open up opportunities. At the same time, this would also require taking resources away from other activities less connected to this theme and directing them to the preferred activities. In concrete terms, this would involve focusing more on participatory action research and

---

61 One of the findings of focus discussion group conducted by Save the Children as part of its market research for ‘Mostaqbaly II Project For Palestinian Refugee Adolescents & Youth Career Preparedness’. Save the Children proposal submitted to UNICEF/Jordan Office, May 2009

adolescent-led initiatives. With more resources, these activities could be run at a more sophisticated level. They could produce more substantial outcomes such as the social mapping or audit of a community or mounting a cross-community campaign that had been carefully designed and planned out.

**Recommendation 4.2: De-emphasising other activities**

The activities that could be allocated fewer resources are sport and drama/folklore/dancing. These activities can be more easily provided by existing facilities such as sports clubs and women programme centres, with relatively little additional resources. The survey of programme participants found that learning to play a sport in particular was not as highly valued by participants as other activities. Although it delivered some valuable benefits to individuals, participants placed a higher value on other activities which conferred benefits of increased self expression and the capacity to contribute to the local community.
Recommendation 4.3: Work out how to add more value to some programme activities

From the perspective of the theme ‘agents of positive change’, sport and drama, folklore and dancing are activities that have a number of limitations. Physically, they keep young people in the centres or in designated locations. The nature of the activity also keeps adolescents focused in on themselves rather than linking them more into the wider community. Finally, the skills acquired in these activities may have little broader applicability other than learning about team work in a play setting.

These limitations could be at least partially overcome if more value is added to these activities. One option is to link sporting activities, for example, to other programme objectives such as giving girls greater opportunities to participate in sport and at a deeper level through competitive sport. Another option is to add value to sporting activities by integrating them with exercises in conflict resolution and peace promotion. A third option to combine sports activities with adolescent-led initiatives such as the promotion of adolescent healthy lifestyles. In the West Bank and Gaza, young people through adolescent-led initiatives organised soccer games to promote female participation in sport. Sporting events can also be used to mount social marketing campaigns, as part of an adolescent-led initiative, to promote behaviour change by ‘walking the talk’. For example, adolescents in Jericho organised a marathon to raise awareness of the importance of a healthy lifestyle and the prevention of substance abuse. Around 300 adolescents and college students participated in the marathon. A fourth option is to train older programme participants as sports coaches as well as life skills trainers. They could learn coaching skills to plan and organise sports activities in conjunction with life skills training sessions, for younger adolescents who are not part of the programme.

4. Changing focus to achieve programme sustainability

A fourth possible new direction for the programme is one dictated by a sustainability strategy. The core funds for the programme are likely to continue into a fourth phase. This offers a breathing space for UNICEF to devise and implement a sustainability strategy that will ensure that the impact of the programme continues, even if its form changes. This strategy may require that the successful elements of the programme are transferred to mainstream institutions to ensure ongoing funding. The strategy may also dictate other changes necessary to attract external funding support from new sources such as corporate sponsors. The following discussion of options is offered on a ‘future scenario’ basis to throw light on what major changes may be needed to make the programme’s activities sustainable.

The following discussion of ways to address programme sustainability concentrates on oPt remedial learning component of the programme in oPt. This is because it is the largest element within the overall programme, is dependent, in its extended form, on precarious funding and its focus overlaps with the mandates of other agencies. However, similar analysis could be applied to the situation in Jordan in terms of whether the programme is absorbed into the day to day operations of Women’s Programme Centres as a UNRWA-funded activity or whether it continues as a stand-alone programme able to tap its own sources of funds.

Recommendation 5.1: Address whether programme is consistent with possible future UNICEF strategy
UNICEF may in the future decide that it does not want to continue to support a largely stand-alone programme as its main strategy for meeting the needs of Palestinian adolescents. Continuing to devote considerable internal resources to overseeing the programme in its current form restricts what UNICEF can do elsewhere in relation to adolescent development and participation. UNICEF may decide, for example, that having shown how to address the needs of adolescents still in school, it wants to do more to help out-of-school adolescents who are looking for work.

UNICEF may see overseeing a stand-alone programme based on time-limited external funds as not a desirable long-term option. UNICEF’s mandate requires it to focus primarily on being an advocate for the needs of adolescents rather than as a long-term provider of services to meet those needs. Continuing to oversee the programme also creates a risk for UNICEF. If or when donor funding ends, and the programme cannot continue, UNICEF’s reputation with the national governments and civil society will be damaged. The role of independent service provider is a function that others, such as competent NGOs, can do just as well, or better. As demonstrated in Jordan, West Bank and Gaza, other managing agents can run the programme well, with less and less need for close supervision by a third party of all aspects of programme operation.

UNICEF’s role is to support activities that complement but do not overlap with the work of other UN agencies or national authorities. UNICEF may decide that, in the interests of better interagency cooperation, a major review is required of the overlap of the programme’s activities in relation to the work of other agencies. This applies, in particular, to the programme’s remedial learning component and the mandates of UNRWA and the Ministry of Education to provide good quality education for all Palestinians. However, the overlap also applies to the programme’s sporting, drama and folklore activities where the Ministry of Youth and Sport in oPt has a mandate to support youth and sport clubs to provide these activities.

**Recommendation 5.2: Making remedial learning an ongoing activity**

Any new sustainability strategy is likely to acknowledge the precariousness of the existing programme in the West Bank and Gaza, especially for maintaining the current scale of operations. The extension of the programme in oPt from the 14 centres funded by Norway to 68 centres has been achieved by tapping available emergency funds, allocated on a year-to-year basis. However, the chances are high that these funds could be redirected in the future, particularly if a new emergency erupts.

**Option 1: Integrate remedial learning into the school system**

This evaluation has presented evidence of the value of the remedial learning component. The key features contributing to its success have been outlined in the chapter on lessons learned. The challenge is to work out how to capture the key components of this success so that they can be used to lift permanently the quality of education in the systems run by UNRWA in the refugee camps in oPt, Jordan, Syria and the schools run by the Ministry of Education of the Palestinian Authority.

As many facilitators are also teachers (60 per cent working for the Tamar Institute are), many successful ingredients of remedial learning could be relatively easily transferred into the school system. The programme in oPt now runs remedial learning sessions in 24 schools after the end
of classes as a programme-funded activity. This responds better to the needs of girls in more traditional settings such as in Hebron, where they can stay in the school grounds rather than have to travel to a centre to take part in the remedial learning sessions. This approach could be taken further and the sessions could be integrated into the schools as part of their normal routine, funded by the UNRWA budget. In Lebanon, as noted above, the UNICEF Palestinian Programme & UNRWA Education Department have agreed to integrate UNICEF’s Remedial Education component into UNRWA schools in 2009.
Option 2: Operate remedial learning from separate centres

However, as the above quote shows, a good case can be made to keep the remedial learning as a separate after-school activity, with a separate budget, separate selection of facilitators and separate ‘before and after’ assessment of students. UNRWA and UNICEF could work together to seek funding from a Special Millennium Development Goal fund to pay for this separate activity to ensure that the MDG targets related to education such as youth literacy and numeracy can be met. It is likely that operating from a separate location is an important feature contributing to its success. According to the Tamar programme coordinator, using school buildings is less popular among many students as they want to use a space over which they have more control.

Operating the programme through the community-based centres has also had another more important benefit. Through the programme's local management committees, the community has an opportunity to accept more responsibility for the quality of their children’s learning. The programme has shown them how to improve their children’s learning in a direct and immediate way that they have control over. The community centres, by continuing to run remedial learning lessons and interacting with the school system, can be a valuable source of external pressure on the education system to lift its performance.

As noted in Chapter Nine, another key to the success of the programme in oPt has been its delivery through two well-established NGOs, one specialising in community education and the other in administrative capacity building for community-based organisations. The intermediary role that these NGOs played needs has been crucial in making sure that the remedial learning is of high quality and is hitting the mark. Their role needs to be included in any longer-term arrangements focused on delivering remedial learning through stand-alone centres.

In Jordan, remedial learning lessons are provided by the Women Programme Centres but are not funded by the programme. They are paid for on a fee-for-service basis. Centres elsewhere need to work out which courses are in high demand and do not primarily serve a designated programme target group such as slow learners. For example, courses in English and computers are likely to be in high demand and do not especially serve the needs of slow learners seeking improved proficiency in Arabic and maths. These courses, therefore, are prime candidates for generating fees.

Those students who designate themselves as slow learners should be eligible for direct funding to enable them to purchase a number of hours of training related to computers or English if they want this training. Again, funds could be sought from a special Millennium Development Goal fund to support the achievement of the education targets, and youth literacy and numeracy in particular.

Recommendation 5.3: Develop a sustainability strategy for Phase IV

All centres hosting the programme need to be made aware of sustainability as an urgent issue

---

63 It is not a given that centre-based remedial learning is always better. One focus group discussion noted that ‘Adolescents felt that they are studying the same things at the school and the centre with no change in the teaching style’ and that there was a need for ‘to change their teaching style and their behaviours towards adolescents’.
of the first priority. It is recommended that UNICEF MENA regional office take the lead in developing in close association with each country office a programme sustainability strategy to be implemented in Phase IV of the programme. As the oPt study proposed, sustainability needs to be defined in a broad way to include building up more community and government support as well as finding other funding sources. The centres and other stakeholders need to foster better internal representation of those involved in the programme, better forms of accountability within the centres, and better links with the local community, municipalities and national agencies. The strategy needs to set out guidelines on what is expected of the centres in terms of sustainability and time lines for achieving this. Performance measures on sustainability should be proposed to assess progress.

**Recommendation 5.3.1: Encourage each centre to charge fees for some activities**

The sustainability strategy should be based on a requirement for each centre, as a condition for continued funding, to commit to seek funds from other sources. To send a clear signal about what this will mean, notice should be given that programme funding for, say, equipment supplies, will be reduced each year in the expectation that the external funds generated by the centre will cover the shortfall. An agreed amount of funds from outside sources for each centre should be negotiated as a key part of a new agreement with the centre.

Charging fees for courses is an option that has to be explored fully. The Vice Minister of Youth and Sport in oPt wants centres to look closely at the activities they offer to see whether they can charge fees for participation. These fees could be paid for by individuals or they could take the form of scholarships, funded by the community or by local businesses. Where courses are in high demand, and do little to serve the needs of a vulnerable target group, fees should be charged. Examples are English language and computer courses. Gym and aerobic classes using programme equipment but not serving the needs of a programme target group should also carry a charge.

The high rating for community use of technology, with five centres scoring the highest rating, shows that most centres allow the wider community to use the computers provided by the programme. This also suggests that there is a strong demand for access to computers for training or general use. However, keeping this access open incurs additional running costs such as extra electricity use and the need for regular repair and maintenance to ensure their continued functioning. Access to the computers could be charged for and run as a separate cost centre or small business within the centre. This cost centre would need to cover its own costs, including a stipend for a supervisor, and pay a fee to the centre. Different charges for using computers for school work and for playing games could be applied. If access to the Internet is provided, this should be charged at a higher rate than the rate charged in nearby commercial Internet cafes. This will stop this service undercutting local businesses providing the same service. It will also show what a fully costed fee for using the Internet should be, based on all the overhead costs.

**Recommendation 5.3.2: Investigate setting up a Palestinian National Youth Fund in each country**

The sustainability strategy should also address the issue of long term funding for the programme’s activities. One way to do this is to propose setting up a Palestinian National
Youth Fund in each country. The main stakeholders should investigate all possible funding sources to set up this Fund. As described in the previous chapter, UNICEF could identify and approach national and regional corporate partners who can provide funds for particular activities. The Ministry of Youth and Sport in oPt could investigate whether and under what conditions donors and the private sector are interested in supporting such a Fund. UNRWA and UNICEF in Jordan, Lebanon and Syria countries should jointly take the lead in approaching donors and the private sector to support such a Fund.  

**Recommendation 5.3.3: Develop a strategy to identify and propose corporate partnerships**

The UNICEF web page on corporate partnerships does not list any national corporate partners for countries in the MENA region. It is recommended that UNICEF commission an international consultant specialising in corporate responsibility to design a suitable strategy for a corporate partnership and to identify potential partners. This strategy should involve a partnership with UNICEF, similar to the international and national corporate partnerships UNICEF has with, for example, the pen maker, ‘Montblanc’ to promote international literacy.

The proposed strategy should be debated within the UNICEF MENA region and its broad outline endorsed as the basis for approaching interested companies. It is proposed that a team of three from UNICEF approach senior management in these companies. The team should consist of the consultant, the UNICEF regional officer working on adolescent programming and the UNICEF Regional Deputy Representative. These meetings can be used to assess the level of interest and to identify the specific conditions these companies would be prepared to invest in youth programmes or a National Youth Fund. The final stages of the process would involve negotiating the terms of a partnership, including the outcome measures that the company could use for internal and external publicity.

**Conclusion**

These four possible directions for the programme all suggest departures from current practice in terms of scale, reach, focus and funding. Deepening the impact of the programme will require fine tuning of a number of successful features of the programme and additional resources. Broadening the programme’s reach will require not only more resources but new activities as well. Emphasising more the theme of agents of positive change will require the adoption of new ways of working. The final scenario, based on the dictates of a sustainability strategy, may offer the biggest challenge as it involves moving away from the certainty of existing programme structures to the uncertainty of devolving the responsibility for running activities to schools or the centres themselves. It also involves entering into partnerships with enterprises to tap new funding sources in the private sector. These partnerships will bring with them new requirements and expectations.

---

64 According to an official in Jordan, UNRWA is said to be trying to initiate partnerships with other agencies such as Save The Children on youth issues
### Attachment 1: Matrix of recommendations for each country and UNICEF Regional Office

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>oPt</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
<th>UNICEF MENA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1: Set up a simple monitoring system</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2: Introduce simple progress measures</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.3: Use widely accepted indicators to show programme impact</td>
<td></td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.4: Distribute results of the evaluation &amp; provide a follow-up action plan</td>
<td></td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.5 Expand the role of UNICEF MENA Regional Office to promote the adoption of good practice transfer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>2.1: Do more to promote peace and reconciliation</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>2.2: Get more out of life skills training</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>2.3: Enhance the skills of programme facilitators</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>2.4: Do more outside the closed world of the refugee camps</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>2.5: Engage more with parents</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>2.6: Make remedial learning more effective</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.6.1: Measure outcomes</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.6.2: Need to target slow learners only</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.6.3: Make special arrangements for students with little or no literacy</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.6.4: Make use of a contract of remedial learning</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.6.5: Provide a system-wide response to problem of poor literacy/numeracy among the Palestinian adolescent population</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>3.1: Work out who is missing out</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3.2: Develop a social marketing plan</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3.3: Extend programme reach to more parents</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3.4: Use different ways to market the programme to parents</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3.5: Reach out to other vulnerable adolescents</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3.6: Focus on post-school options</td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Recommendation</td>
<td>Grade</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------</td>
<td>-------</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.7: Counter parent &amp; community pessimism about future prospects for their young people</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.1: Accentuate more the programme’s theme: agents of positive change</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.2: De- emphasising other activities</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3: Work out how to add more value to some programme activities</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.1: Address whether programme is consistent with possible future UNICEF strategy</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.2: Options for making remedial learning an ongoing activity</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.3 Develop a sustainability strategy for Phase IV</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.3.1 Encourage each centre to charge fees for some activities</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.3.2 Investigate setting up a Palestinian National Youth Fund in each country</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.3.3: Develop a strategy to identify and propose corporate partnerships</td>
<td>✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Part IV: Evaluation’s Objectives, Context and How it was Conducted

Appendix I: Setting the Scene
Appendix II: How the Evaluation was Conducted
Appendix 1: The Evaluation’s Terms of Reference, Evaluation Objectives and Context

Introduction

The programme ‘Palestinian Adolescents: Agents of Positive Change - Towards an Environment Promoting Peace and Reconciliation’ began in November 2004, with funding from the Norwegian Ministry of Foreign Affairs, initially as a pilot programme for one year. After an assessment, the decision was taken to continue the programme, with Phase II starting in January 2006 and concluding in November 2007. The programme is now continuing in its third phase and is expected to be further extended into at least a fourth phase.\(^{65}\)

This evaluation, however, is concerned only with Phases I and II of the programme, encompassing expenditure of just over US$ 1 million. In terms of the programme's life cycle, the focus of this evaluation, therefore, is on its initial implementation and early consolidation, covering both the ‘teething’ problems of setting up a new operation and the insights gained from finding out about what was working well.

This draft evaluation report is based on data collected in five locations/countries where the programme operated: West Bank and Gaza in the occupied Palestinian territories, and in Jordan, Lebanon, and Syria. The evaluation also takes into account the regional initiatives directed from the UNICEF Regional Office. The data collection has followed a standardised process in all countries and area locations to enable an overall assessment of the programme to be made. However, the evaluation shows how the programme varies between countries and area locations, offering a major opportunity to see how these differences offer lessons about what has worked well and what has not. This report, in line with the terms of reference for evaluation, offers an analysis of programme-wide and country-specific findings. More detailed information about results of the evaluation data collection for each country are available from the specific reports produced by each country researcher. A separate frequency count of the responses to the programme participant survey is also available.

Terms of reference for the evaluation and report outline

The key questions that evaluation is required to address are presented below. They relate to the issues of sustainability, relevance, efficiency, impact, cost effectiveness, lesson learned and stakeholder analysis. The following terms of reference also serve as an outline of the report, with all chapters following the same order, except the one on sustainability which is placed as the penultimate chapter.

A. Sustainability

What measures have the partner organisations taken to institutionalise the programme?

Specifically, this refers to identifying what internal reviews have been undertaken in relation to policies and strategies, capacity building of staff, committing resources and budgets for

\(^{65}\) Personal communication, Norwegian Ministry of Foreign Affairs.
additional activities, fund raising, and any other matters concerning the operation and future of the programme in each country.

Are the activities and their impact likely to continue when external support is withdrawn, and will it be widely replicated or adapted?

B. Relevance

How relevant are the programme activities to programme objectives, to the target group, in the view of parents of programme participants?

How successful were the programme activities in reaching vulnerable adolescents in the Palestinian camps?

How far do the programme activities address issues identified by adolescents as a priority?

C. Efficiency

How efficient has the programme been in delivering its outputs?

D. Impact

What impact has the programme had in terms of behavioural change, long and short-term, intended and non-intended, positive and negative, in relation to:

Adolescents: self-esteem, self-confidence, self-expression; achievements; well-being, leadership skills
Parents: perception change; relationship
Community: perception
Partners: evolution of skills and attitudes; changes in policies or procedures

To what extent has the implementation of the programme contributed to the building of capacity of the adolescents involved and created the conditions for adolescents to grow to their full potential & participate in development processes that influence their lives?

What are the social, economic, and environmental impacts of the programme on adolescents, communities and institutions?

E. Cost-effectiveness

Available data on costs incurred are to be collected and costs per outputs calculated.

F. Lessons learned and good practices

The lessons learned and good practices should be documented.

G. Stakeholder analysis

How has the programme affected working relationships with major stakeholders concerned with meeting the needs of Palestinian adolescents. These stakeholders include national
governments, including relevant education, health and youth ministries and government agencies responsible for Palestinian refugees. Stakeholder analysis also includes other UN agencies working directly with refugee communities such as UNRWA.

**Evaluation objectives**

The evaluation has a number of objectives. First, it assesses the programme’s performance against its stated objectives. Second, it gauges the extent and nature of its impact on those involved, and third, compares its activities to the stated needs of Palestinian adolescents. The evaluation also looks at programme costs to assess its efficiency and cost effectiveness. Fifth, it assesses the programme’s effect on other major stakeholders, such as national governments and other UN agencies. Finally, and not least, the evaluation aims to identify the key lessons for future phases of this and similar programmes to improve the lives of Palestinian young people. In this regard, the evaluation is much more than a clinical and detached measurement of impact.

A narrow evaluation focus on programme impact is not warranted. The living conditions for Palestinian adolescents in refugee camps and elsewhere are so harsh that any intervention will have an impact. Recent evidence is not hard to find of the poor and frustrating living conditions of facing young people now living in Palestinian refugee camps, under blockade or foreign occupation. In this setting, a programme designed with care and implemented conscientiously will have an impact, and most likely a large one. If the programme is meeting the real needs of Palestinian adolescents, a more important question for an evaluator is how can more young people benefit? How can scarce resources be better channelled to increase both the depth of the programme impact and its reach. The focus of this evaluation, therefore, is on identifying programme successes and the valuable lessons learned. With this in mind, the evaluation sought to engage directly with the key players involved in the programme to find out from them at first hand what has worked well and how best to extend the most successful elements of the programme.

**Key principles underpinning the evaluation**

The following principles were outlined in the evaluation plan to guide the evaluation.

- Engage with programme implementers to find out how the programme has operated in practice, and how it has changed from its original design in response to its changing context and why;
- Identify what benefits the Programme participants themselves have gained, especially in terms of whether their own capabilities have improved and their access to resources has expanded. This approach involves asking Programme participants about their access to economic, social, political and information-based assets, their perceptions of personal security, and assessments of their current and future prospects.
- Use more than one research method to provide a more complete understanding of the

---

66 A random survey by UNDP of 1,200 young people over the age of 17 years from the West Bank and Gaza in early 2009 found that four out of five young Palestinians are depressed by their conditions. Depression is more marked in the Gaza Strip where 55 percent of young Palestinians say they are ‘extremely’ depressed. Source: Press Release: ‘Palestinian Youth Depressed, Insecure and Increasingly Identify with Islam’, Programme of Assistance to the Palestinian People, United Nations Development Programme, 31 March, 2009
issues under study.

- Commit to making the evaluation results available to all those who participated in the study.
- Ensure that the evaluation will provide information on ways to improve programme performance by seeking a consensus on the key evaluation findings among the key programme stakeholders.

What a good evaluation should aim to achieve

The challenges for a low-cost, good quality evaluation, especially a retrospective one, are threefold. First, data are needed to compile a set of indicators to measure reliably programme inputs, implementation processes, outputs, intended outcomes and other impacts. Information from programme sources is needed in addition to special surveys. The second challenge is to develop a logically sound case to show that the observed changes in outcome indicators after the intervention are in fact due to the programme. This requires showing that the observed changes are not likely to be attributable to other unrelated factors such as programmes organised by other agencies.

The third challenge is to work out, in accordance with accepted statistical procedures, whether a programme has produced the intended impacts and benefited a significant proportion of the target population. This impact assessment should also report on the distribution of benefits among different sectors of the target population and identify the factors which explain differences in the size and spread of the programme impact. Finally a good evaluation should be able to work out what factors are important to the sustainability of the programme’s impact over time.

Programme design flaw: no M & E plan

The original programme design lacked a monitoring and evaluation component. The absence of a requirement on programme operators to collect data relevant to an evaluation has created considerable gaps in the available information on how the programme operated from its inception to the end of Phase II in late 2007. The absence of a common system for monitoring the programme’s main inputs and outputs such as number of program participants for each activity, and their length of involvement in that activity means that it is not possible to work out cost efficiency and cost effectiveness measures at a country level. Data are available for some activities and these are reported in the relevant section before.

Another major problem for the evaluation was in obtaining a reliable list of former participants. As programme operators were not asked to keep records of those who participated for evaluation purposes, the availability of information about the names and contact details of former programme participants was limited or non-existent. In some cases, information about former participants could be collected from the paper records of individual activities and then checked for duplication across activities to compile a list of discrete names. In other cases, such as in Gaza, records relating to the programme in 2006 and 2007 in a number of centres


68 See above
were destroyed by the war or the computers were confiscated or stolen.

Where records of former participants did not exist, efforts were made by centre coordinators’ to identify former participants and compile a list. However, this proved difficult in many cases. In Jordan, Syria and Gaza, a list of current programme participants was used to draw a sample. Although it was claimed that these current participants also had participated in the programme in 2007, it was not possible to check this.

**Why a rigorous impact assessment is not possible nor desirable**

The most rigorous (and costly) impact evaluations use a matched comparison group to measure the net impact of a programme. This methodology is usually proposed when there is serious concern about the expense of the programme. However, where a programme is responding to an obvious need and the funding is relatively small, the case for an expensive impact evaluation is much weaker. The use of a comparison group is difficult to justify if it means denying some people access to the programme.

Another option is to compare programme participants with a similar group in an area where the programme is planned but not yet implemented. This approach requires special surveys of non-programme participants. This also is hard to justify if it takes much needed funding from the programme. Another approach to measuring programme impact is to use a ‘before’ and ‘after’ comparison. This approach is now being used in Phase III of the programme in the remedial education programme where new participants are tested before they start the remedial learning and afterwards.

However, as no baseline survey of programme participants was undertaken at the beginning of the programme, this method is also not available. So without a comparison group or baseline data, it is not possible to produce rigorous estimates of programme effects.  

**Responding to the limitations of a retrospective evaluation**

The main method left, therefore, to gauge programme impact is through the recall of former participants about the effect the programme has had on them. Other important assessments of programme impact in a retrospective evaluation are available from key informants associated with implementing the programme, focus discussion groups using participatory techniques to elicit assessments, and secondary data about the attitudes and behaviour of the target population at large.

The problem with relying on the recall of former participants is that the information could be biased due to memory problems. There is also potential bias from the under- or over-reporting of programme effects to interviewers, based on what former participants may see as socially desirable or undesirable behaviour. Results can also be sensitive to the time period covered and how the questions are formulated. Without other evaluation studies for comparison purposes, it is difficult to know the magnitude and direction of the bias.

---

Information from focus group discussions may be unrepresentative of the total population from which they are drawn. This is due not only to being a very small sample. A focus group also suffers from a self selection bias. People with strong views one way or the other may be more likely to go to the effort to take part, producing an overly positive or negative view of the programme. Group dynamics may produce another bias. In a mixed group, former male participants may dominate the discussion to the exclusion of female former participants. This could result in identifying a smaller programme effect than a focus group composed of all females might.

The use of former participants, and other key informants, as well as direct observation can identify key findings about the nature of the programme impact. However, as noted above, each source has its own limitations in terms of the reliability of the information they can provide. This makes it essential to triangulate available information in a systematic way from two or more independent sources.71

The context shaping the programme

The programme itself and its key design features broke new ground for the UNICEF MENA Region, its partners and for Palestinian young people themselves. First, the funding from Norway give UNICEF the opportunity to direct more attention to the needs of Palestinian adolescents, in some countries for the first time. Some UNICEF country offices, such as in Syria, did not have an adolescent programme before the Norway funding. Other country offices addressed adolescent issues through a narrow prism such as the prevention of HIV/AIDS. The programme funding also helped to support UNICEF Middle East and North Africa (MENA) Regional Office’s new approach to working with Palestinian refugees, which had recently shifted from a country to an area focus covering four countries.

In addition, around the time the programme began, adolescent development and participation became a separate programme area within the global UNICEF structure. This made it easier within the UNICEF structure for the needs of adolescents to get more attention compared with the long-established programmes. The implications of the programme for UNICEF’s internal structure and operations in the region are still being worked through, with moves, in some country offices, to broaden the focus on adolescents to encompass a wider range of activities.

Second, UNICEF’s design of programme itself is innovative because it is based, from the start, on a positive and expansive view of adolescents, as embedded in the programme’s official title: ‘Palestinian adolescents: agents of positive change’. It is based on the UNICEF MENA Region’s view that young people are themselves a resource, with their own capabilities and opportunities, able to make a strong contribution. This theme counters the often narrow and negative image of Palestinian adolescents portrayed in the world’s media. UNICEF MENA Region’s positive and more holistic view of adolescent needs and aspirations affected two aspects of the programme’s design. First, in terms of its processes, the programme seeks to engage with adolescents as active partners rather than as passive beneficiaries. Second, emphasis is placed on working closely with government, NGOs, service providers, community

---

leaders, and parents to create an enabling environment for this approach to work. 72

Appendix II: How the Evaluation was Conducted

The data collection instruments

Five different instruments were developed to collect data for the evaluation. These were a closed options questionnaire (with some scope for open ended replies), three types of semi structured interview schedules and a format for focus group discussions.

Survey of participants

The questionnaire was divided into eight sections. Programme participants were asked in the first section about the programme activities they took part in 2005, 2006 or 2007 and how well the Centre organised the activities they took part in? Sections Two and Three assessed programme impact by asking participants to rate on a one to five scale a series of statements about personal changes and their relations with their parents. Fourth, they were asked to assess how well the Centre management met the needs of young people like themselves. The fifth and sixth sections asked participants to rate a series of statements about the impact of programme activities on their community and on their relations with UN agencies and community-based organisations.

In the seventh section, programme participants were asked about the nature and extent of their contacts with other young people. Finally, information on the key personal characteristics of programme participants were requested: age, education level and current employment status. They were also asked whether ‘they have any special needs or challenges’. The options offered for this last question were: ‘I am a slow learner’, ‘I have left school early to earn money’, ‘I have experienced violence or other abuse’, ‘I am blind’, ‘I am deaf’, ‘I cannot speak’ and ‘Other - please specify’.

Semi-structured interviews of programme coordinators

Programme coordinators in each centre were interviewed. The interview schedule was designed to seek mainly open-ended responses and to allow more flexibility in following up relevant issues revealed in the interview. Information was sought about the nature and extent of the activities funded in Phases I & II. These included whether workshops were offered to parents, details of the participatory action research undertaken and the focus of the adolescent-led initiative.

Other questions sought information about costs involved, the systems and procedures developed, the relevance of activities, whether the more vulnerable adolescents in particular were helped, and how well they thought the programme worked for participants, parents and the community. Programme centre coordinators were also asked about the key lessons from successes and shortcomings, and the good practices adopted. Finally, opinions were canvassed on what how best to address future sustainability and what scope there was for tapping other funding sources such as local and national businesses to provide support.

Semi-structured interviews with partner agencies

The interview schedule for partner organisations was similarly designed to seek mainly open-ended responses. Representatives of partner organisations were also asked questions about the
relevance of programme activities to the needs of adolescents, what other activities merited funding and whether the vulnerable adolescents in particular were helped. Particular attention was given to the partner’s organisation assessment of the value of programme, its flexibility in design and implementation and how the programme might be able to sustain itself when donor funding runs out.

**Semi structured interviews of other stakeholders**

A shorter set of questions were directed at other people, usually from the community who supported the programme. These included religious leaders, former school principals, teachers and social workers. Those interviewed were asked what part they had played in the programme, what they thought the programme did and how valuable they thought the programme was. They were also asked about the workshop for parents, to suggest any other activities that can be added to the Programme and to propose other ways to improve the programme. Lastly, these community supporters were asked to describe any success stories about young people who had benefited from the programme.

**Focus discussion groups with participants and parents**

Focus group discussions were conducted with former participants and the parents of former participants. The format used for each group is to be found in Attachment 1. Former participants were asked to identify a list of key issues/problems they saw as central to their situation. After assigning priorities to the issues, they were asked to say what solutions were needed and what barriers stopped them. The purpose of this discussion was to find out whether the programme had addressed important adolescent needs.

Parents were asked about the difficulties their son or daughter faced and what they, as parents, think needed to be done about to respond to these difficulties. Parents were also asked whether they needed any assistance, in particular from UNICEF, to understand better the difficulties their children faced.

**The data collection**

The evaluation team consisted of an international consultant, Dr Richard Curtain and country researchers in five locations. They are: Excel Consulting Associates in Jordan (Ms Seren Shahin, Ms Dina Halasa and Mr Faris Naimi), Dr Anies Al-Hroub in Lebanon, Dr Ghassan Mansour and Ms Lama Najjoum in Syria; Dr Haleama Al-sabbah in the West Bank and Dr Ahmed Abu Shaban in Gaza. In oPt, the NGO Al-Nayzak provided the young researchers to conduct the interviews for the evaluation.

The methodology was designed to collect information from the key stakeholders about how the programme has worked in practice. Semi-structured interviews were conducted with centre managers, other members of management committees (adolescent representatives, parents and community members), teachers, partner agencies. Focus group discussions were also conducted parents and past participants. Programme impact was assessed through a survey of

---

The international consultant and author of this report would like to acknowledge here the key contribution the country researchers have made, in often trying circumstances, to the data collection for this evaluation.
randomly selected sample of programme participants.

**Participant survey**

It was intended to sample at least 100 programme participants in the four countries where the programme operates to enable statistically reliable results to be presented for each country as well as for the programme as a whole. However, the UNICEF oPt requested a bigger sample to reflect the larger scale of the programme in the West Bank and Gaza. So it was agreed to select a sample of 100 in both Gaza and in the West Bank, and UNICEF oPt commissioned a local researcher to conduct the survey in each area.

**Selection and preparation of interviewers**

The UNICEF country office identified suitable young people as interviewers for the survey and invited them to a workshop. These young people in most cases had been involved in the programme and, in many instances, had received training in participatory action research methods. A greater number of young people than the required number of interviewers were invited to participate in the workshop to give scope to select competent interviewers committed to the task.

The purpose of the two-day workshop in each country was to highlight the skills required of an objective interviewer, to introduce them to the questionnaire, to obtain their feedback on any aspect of the questionnaire that they had difficulties understanding and, where possible, to modify the questionnaire.  

Considerable time was allocated to practice interviewing. Finally, each workshop participant was interviewed and asked if they wanted to do the interviews and whether they were available at the time of the survey. All participants were presented with a certificate addressed to them in person, outlining the competencies the workshop sought to provide and their participation and signed by the UNICEF Representative or delegate.

**Difficulties in identifying the population of former participants**

As noted above, major difficulties were encountered in each location in compiling a list of former participants. Paper records of participants for individual activities were available in some instances. In many cases, information about former participants had to be gathered afresh, inevitably resulting in a partial list. In Jordan and Syria, current participants were included, with the claim that they were also former participants.

**Selecting the sample**

---

74 The international consultant prepared the format for the workshop and with the country researcher conducted the workshop in most instances. In Gaza, a video link was used so that the international consultant could contribute to the workshop. In the case of Syria, the international consultant was unable to participate, due to visa difficulties. The country researcher was able to come to the workshop in Beirut and

75 As the Gaza researcher Dr Ahmed Abu Shaban noted: ‘The poorly prepared participants lists caused delays in the participant survey. It was obvious that the centre don’t have an accurate list of the participants. The lack of contact information for the old participants and the difficulties with reaching them hindered the availability of the respondents for the survey. The centres were asked to report the reason behind the absence of each participant. Modified lists of participants were submitted from the four centres in order to select new randomly selected candidates for the interviews’.
Country researchers were asked to select four of the most accessible programme centres in the largest refugee camps or population concentrations. Accessibility was important to make it as easy as possible for the young interviewers to get to the centres. Where centres were located in large camps which were geographically isolated as in Lebanon and in Syria (Yarmouk Camp), only interviewers from that location were used. The sample interval required to produce this sample size was worked out by dividing the total number of former participants at that centre by the required sample size. A sample of between 35 to 38 per centre was requested to replace non-contactables and no-shows for the interviews. All names on the list of former participants for that centre were numbered, and Excel spreadsheet’s random number generator used to start the selection of the sample. Where more than 25 young people showed up for interview at a centre, they were also interviewed to avoid creating any ill-feeling.

The centres chosen in Lebanon were from Beirut area (Shatila and Mar Elias camps), the south (Rashidiya, Al Hilwa and Al Meya Wa Meya Camps), and from the north (Al Baddawi camp). The centres in Jordan were: Zarqa, Suf, Hitteen and Madaba. The Centres included in the survey in Gaza were: Al-Naser AL-Arabi Sport Club, Beach Women Activity Centre, Dar El-Shabab Centre and the Biet Hanoun Women Activity Centre.
The size and distribution of the final sample is presented in Table 4.1.

Table 4.1: Size and distribution of the sample for the survey of former participants

<table>
<thead>
<tr>
<th></th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
<th>oPt Gaza</th>
<th>oPt WB</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>94</td>
<td>115</td>
<td>101</td>
<td>100</td>
<td>119</td>
<td>529</td>
</tr>
</tbody>
</table>

**Problems with the sample in Lebanon**

In Lebanon, unfortunately the list of former programme participants included a large number of people older than adolescents. This may have been due to the non-availability of adolescents due to a summer camp and the absence of key centre managers during key stages of the survey. These non-adolescents were defined as former participants because they either took part in the programme as volunteers or were beneficiaries of the adolescent-led initiatives such as preservation of environment & planting. In addition, adults were included in some refugee camps in the awareness sessions on unhealthy life styles targeted at adolescents. The intergenerational seminars managed by adolescents from the Shatila & Baddawi youth clubs involved both adolescents and their parents.

A number of survey respondents, therefore, have been ruled out of scope due to their age (24 years and over). Other respondents have been excluded because they were not involved in the main activities of the programme, as shown by the large number of incomplete answers they provided. Accordingly, for the purposes of the evaluation, the size of the sample in Lebanon has been reduced to 57 former participants.

**Conduct of the interviews**

Interviews of former participants were conducted in person. The interviewers in many cases were former programme participants and so were able to relate easily to those being interviewed. The interviewers operated, at least initially, in pairs until each interviewer had sufficient experience to interview alone. Male interviewers interviewed male participants and female interviewers interviewed female participants.

**How focus group participants were selected**

Three focus group discussions, one each for male and female participants and one for parents took place in four areas. However, due to the greater role played by workshops for parents in the programme in Jordan, another additional focus group for parents, mainly mothers, was held there. Where possible, each of focus group discussions was conducted in a separate centre.

The centre management invited people from the target groups to take part. In some cases where more than 12 people came, the centre restricted the numbers to a maximum of 12. In Jordan, the focus group discussions for parents included mothers who had participated in the parents’ workshop, as well as mothers of participants who had not. In Lebanon and elsewhere, adolescents taking part in the focus group discussions were often current participants. Contrary to the guidelines, some of the focus group discussions included both male and female participants.
participants.

**Stakeholder interviews**

Every centre where the programme operated in Phases I & II was visited by either the international consultant or the country researcher in Jordan and West Bank. In Gaza, the country researcher visited all the centres. In Lebanon, the international consultant was able to visit three centres where the programme had been operating. In Syria, the country researcher visited each of the centres operating the programme.

Where available, the programme coordinator was interviewed. In some cases, such as in one refugee camp in Lebanon this was not possible. Other stakeholders were identified by the programme coordinator and invited to offer their assessment of the programme to the evaluator. As well as programme coordinators, interviews were also conducted with executive directors of the centres (Gaza), centre managers, chairs and board members of centres (Gaza, West Bank), religious leaders, other camp service committee members (Jordan), local popular committee representatives (Lebanon), members of NGOs such as the Rehabilitation Centre for Handicapped (Jordan), community-based organisations not involved in the programme such as youth clubs (in Jordan), school teachers and school principals (Jordan), and UNRWA staff working from support facilities in the camps such as social workers and a field social services officer (Jordan). Important sources of information about how the programme worked in practice came from the interviews with programme facilitators (Gaza, West Bank, Jordan, and Lebanon).

The international consultant interviewed the lead programme coordinator in Jordan, the heads of the two main NGOs implementing the programme in the West Bank and Gaza, project managers responsible for the programme in the West Bank and Gaza (via video link) and other officers of these NGOs involved in programme delivery. An important aspect of these interviews was to collect success stories about young people who had benefited and other beneficial effects on participants’ families and the wider community. This was followed up in Jordan and Gaza in particular where the country researchers were also to collect more detailed information to flesh out the leads given to them in the stakeholder interviews.

International consultant conducted partner agency interviews with UNRWA Health and Education divisions at senior level in Lebanon. The country researchers interviewed senior official in the UNRWA Education Division in Gaza and UNRWA field services officials in Jordan. The international consultant interviewed senior officials from the Palestinian Authority’s Ministry of Education and Ministry of Youth and Sport.
Attachment 1: Programme profile based on available statistics

<table>
<thead>
<tr>
<th>Inputs &amp; outputs</th>
<th>oPt</th>
<th>Jordan</th>
<th>Lebanon</th>
<th>Syria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programme Name</td>
<td>Adolescent friendly learning spaces</td>
<td>My identity</td>
<td>UNICEF supported youth centres</td>
<td>Partners in the change towards a better Environment</td>
</tr>
<tr>
<td>Safe spaces</td>
<td>(14) 68</td>
<td>9</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Inputs: Teachers funded</td>
<td>42 + 32</td>
<td>?</td>
<td>?</td>
<td>56</td>
</tr>
<tr>
<td>Inputs: peer educators</td>
<td>300</td>
<td>236</td>
<td>130</td>
<td></td>
</tr>
<tr>
<td>Inputs: training of school counsellors, teachers, UNRWA staff</td>
<td>350</td>
<td>236</td>
<td>130</td>
<td></td>
</tr>
<tr>
<td>Inputs: other resources funded</td>
<td>Six computers per centre, furniture</td>
<td>Computers, printers, digital cameras, flip charts, fax, furniture</td>
<td>?</td>
<td>Computers, printers, DVD players, cameras, Internet access</td>
</tr>
<tr>
<td>Outputs: Adolescents trained</td>
<td>3,840</td>
<td>3,500</td>
<td>992</td>
<td>1,000</td>
</tr>
<tr>
<td>Outputs: adolescents accessing safe spaces</td>
<td></td>
<td>1,550</td>
<td>3,000</td>
<td></td>
</tr>
<tr>
<td>Outputs: Training for members of management committees</td>
<td>820</td>
<td>90</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outputs: Parent workshops</td>
<td></td>
<td>1,785</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outputs: Number of adolescents involved in adolescent-led initiatives</td>
<td>120 (in 2007)</td>
<td>90</td>
<td>90</td>
<td>21</td>
</tr>
<tr>
<td>Outputs: Number of centres involved in adolescent-led initiatives</td>
<td>22</td>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outputs: Number of initiatives</td>
<td>67</td>
<td>6</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Outputs: Number of adolescents reached by initiatives</td>
<td>5,000</td>
<td>4,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outputs: adolescent networking</td>
<td>Study visit for adolescents from Jordan to Syria Palestinian refugee camps in 2007</td>
<td>50 NGOs + 8 libraries</td>
<td>Participation in UNICEF workshops</td>
<td></td>
</tr>
<tr>
<td>---------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
<td>-----------------------</td>
<td>---------------------------------</td>
<td></td>
</tr>
<tr>
<td>Outputs: cooperation with other agencies</td>
<td>Interagency working group meets quarterly</td>
<td>Cooperation with UNRWA in field services</td>
<td>Cooperation with UNRWA in delivering remedial learning</td>
<td>Collaboration with UNRWA &amp; GAPAR</td>
</tr>
</tbody>
</table>
Attachment II: Programme activities

The activities undertaken by the survey respondents are listed in Table 4.2 in order of take-up. Most participants undertake more than one activity. Remedial learning, for example, is usually combined with sport, how to use a computer and basic life skills training. Another set of activities includes basic life skills training combined with learning about action research methods, working on a community initiative and taking part in a community campaign. Training to be a peer educator is often combined with remedial learning and working on a community initiative.

Basic life skills training is the foundation training provided to over 80 per cent of those surveyed. The other main activities are learning to play sport (football and volleyball mainly), learning about drama, and learning how to use a computer. Also prominent among the activities are ‘working out an initiative to do for my community’ and ‘taking part in a campaign to make changes in my community’. Smaller but still significant groups become peer educators and/or learn about action learning methods. Only two in five learned about reproductive health because this activity depended on getting local support. In Syria, UNICEF decided not to include this component in these early phases of the programme to avoid potential controversy.

Where remedial learning is provided (West Bank and Gaza), half of those surveyed in oPt had participated. Learning to use the Internet applied to only a few participants because the centres often did not have access to the Internet or the funds to pay for a connection.

Table 4.2: Programme activities undertaken by participants, in order of importance, all countries/areas, per cent of all total respondents per activity and number of respondents

<table>
<thead>
<tr>
<th>Type of activity undertaken in programme</th>
<th>Total %</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>Learning about basic life skills in how to live a healthy and confident life</td>
<td>81.3</td>
<td>455</td>
</tr>
<tr>
<td>Working out an initiative to do for my community</td>
<td>51.7</td>
<td>458</td>
</tr>
<tr>
<td>After school learning to improve their mathematics</td>
<td>49.8</td>
<td>263</td>
</tr>
<tr>
<td>Learning how to play sport</td>
<td>47.6</td>
<td>462</td>
</tr>
<tr>
<td>Learning to do drama</td>
<td>46.7</td>
<td>458</td>
</tr>
<tr>
<td>Taking part in a campaign to make changes in my community</td>
<td>46.2</td>
<td>459</td>
</tr>
<tr>
<td>After school learning to improve how you read &amp; write</td>
<td>45.5</td>
<td>264</td>
</tr>
<tr>
<td>Other learning related to school work - please specify</td>
<td>45.2</td>
<td>261</td>
</tr>
<tr>
<td>Learning how to use a computer</td>
<td>44.7</td>
<td>459</td>
</tr>
<tr>
<td>Learning about life skills such as reproductive health from other young people</td>
<td>41.5</td>
<td>366</td>
</tr>
<tr>
<td>Training to be a peer educator</td>
<td>40.7</td>
<td>459</td>
</tr>
<tr>
<td>Learning about action research methods</td>
<td>39.1</td>
<td>453</td>
</tr>
<tr>
<td>Learning about other skills</td>
<td>36.2</td>
<td>450</td>
</tr>
<tr>
<td>Other activities not described</td>
<td>30.3</td>
<td>294</td>
</tr>
<tr>
<td>Learning how to play another sport</td>
<td>26.2</td>
<td>461</td>
</tr>
<tr>
<td>Just playing sport</td>
<td>21.8</td>
<td>455</td>
</tr>
</tbody>
</table>
Gender balance in the activities has been achieved in many of the activities. This is the case for the organised sport, basic life skills, drama, working on a community initiative, action research methods, learning to use a computer, taking part in a community campaign, training to be a peer educator, and after school learning in mathematics where the differences in males and female numbers are not statistically significant. The programme offered girls in particular the chance to play sport - half of those who undertook sports activities through the programme were girls. The most important female sports activities are football, volleyball and basketball.

However, in some activities, a greater gender imbalance is evident. In relation to ‘just playing sport’ and learning to use the Internet, more males have undertaken these activities (43 females to 58 males and 41 females to 59 males, respectively). The opposite bias in favour of females applies to after school learning to improve how reading & writing (61 to 39) and learning about reproductive health (57 to 43).

**Difference in activities between countries/areas**

However, this list of programme activities in total hides major variations between countries and regions. As Table A1 in Attachment 1 shows, for example, that basic life skills is an activity that between eight or more out of ten participants undertook in Syria, Jordan and the West Bank. However, it is much less prominent as a programme activity in Lebanon and Gaza where less than half and 7 out of ten participants respectively undertook basic life skills training.

Working out an initiative and taking part in a community campaign was much more prominent an activity in the West Bank than elsewhere. The opposite was the case for the Gaza participants who are the least likely to have worked out an initiative and to have taken part in a community campaign. These differences in programme emphases with countries/areas are discussed further below.

Major differences exist between countries in the proportion of participants playing sport. Lebanon, Jordan and Syria record between one in five and one quarter of their participants learning to play a sport. However, for West Bank it is four out of five participants and for Gaza, it is two out of three participants learning to play a sport. In West Bank and Gaza, a high proportion of participants, three in five, said learning to play sport was very well organised. This compares to between one in five and one in three participants from the other three countries giving the same high rating for how well learning to play a sport was organised.

---

77 The participant survey in Lebanon has several problems. The level of non-responses to the activity questions is high, from 19 to 43 per cent of those surveyed. However, more importantly, the age distribution of the respondents is unlike the other countries/regions surveyed, with 45 people in a sample of 117 aged 24 years and above. The sample includes older peer educators (mean age 23.6 years, standard deviation (SD) 7.6), those involved in learning about action research methods (mean age 27.4 years, SD 9.3) and taking part in a community campaign (mean age 25.7 years, SD 10.8). So it was decided to limit the sample to respondents aged less than 24 years of age to ensure that only participants who could have been adolescents between 2005 and 2007 are included. This reduced the sample size in Lebanon to 73. In addition 16 respondents were removed from the sample due to a large number of non-responses to most questions, indicating that their participation in the programme was very limited. This smaller sample of 57 is used for all subsequent analysis.
In Jordan, sports activities for girls were started, such as volleyball, but have not been continued due to lack of funding. A lack of focus on sports activities may be due to the lack of playing spaces available to the programme. This was confirmed by one centre manager/programme manager who commented that ‘sports activities are not implemented for girls, as there are no closed spaces for that’. The failure to make additional efforts to find available space for sport, for example in the yards of nearby UNRWA schools, may, in part, reflect the limitations of operating the programme from Women’s Programme Centres where there is little or no tradition of playing sports.

**Participatory action research**

The programme design envisaged these elements as a two step process in each centre with the action research preceding the adolescent-led initiative. The first element, participatory action research, was initiated by a workshop in July 2006 organised by the UNICEF Regional Office which provided training in action research methods for 15 adolescents from the West Bank and Jordan, four adult partners and a UNICEF staff member from Syria. The participatory action research in Jordan, Syria and Lebanon was conducted through a small group of young people chosen from active programme participants in each centre. In the West Bank, young researchers were recruited via newspaper advertisement. UNICEF country offices commissioned an external consultant to provide this group of young people training in action research methods and to support them in designing and conducting research into the needs and priorities of their peers and/or the wider community. The research phase was followed by reporting the findings to local community leaders.

In Jordan, the action research methods were used to identify the needs and priorities of their local communities and peers in six refugee camps and bring these needs to the attention of community leaders. About 90 adolescent researchers made contact with 900 adolescents. The priority issues identified by this process included violence in schools and at home, school drop outs and child labour. The research methods used were focus group discussions which identified the key problems faced by adolescents, the main reason for the problem, proposed solutions. The researchers organised discussion sessions with policy makers and parents to highlight these concerns.

In Lebanon, a participatory action research field study was carried out by a group of UNICEF youth club members in Al Beddawi camp, under the guidance of the Palestinian Central Bureau of Statistics and Natural Resources, Technical Manager Youssef Al Madi (October 2008). The study mapped the economic and social conditions of the camp and identified the Palestinian NGOs active in the camp. The team of adolescent researchers compiled a comprehensive registry of all dwellings and other facilities in six geographical sectors, listing all households and residents living in the residential units of every construction. The team also surveyed all other facilities according to their economic activity, name of facility and its owner(s).  

---

78 The survey of the dwellings noted the type of construction, its condition, its purposes (residential or work, or both), how many households lived in the dwelling, the number of persons in each household, sex, age, marital and educational status of household member for each geographical sector. Also noted was the status (active, closed temporarily or permanently), of the facilities used for economic and social purposes, when they were founded, ownership, nature of social or economic activity, & number of workers in the facility. The survey also worked out
In Syria, action research was undertaken by adolescents in four camps and focused on three topics: tobacco use, substance abuse and school dropouts. The results of this research were presented to key decision makers such as school directors and media officials in the camps. In these presentations, they used high-status forms of evidence such as survey data and official statistics to make their case. They also used high-status means of presenting the evidence such as a powerpoint presentation with pictures.

In the West Bank, Al-Nayzak, an NGO specialising in extracurricular education, was commissioned by UNICEF oPt to carry a pilot action research project in 2007. This was not funded by the programme. Advertisements were placed in the media and some 120 adolescents were selected from those who applied. This group was trained in research methodology, with university researchers presenting on social, scientific and environment issues. The group carried out research and prepared posters of the results. A panel of experts awarded prizes for the best presentations. The best presentation of results was on water quality in Nabliss.

In 2008, the same NGO, Al-Nayzak, using some funds from the programme, trained a larger group young people in how to undertake action research, focusing on their own communities. Some 350 adolescents were chosen from 695 active young people from adolescent friendly learning spaces in oPt in both the West Bank (250) and Gaza (100). These young researchers were equipped with the skills needed to investigate issues such as the harmful effects of smoking and drug abuse, illiteracy among adolescents, early marriage as well as water quality and global warming. The results of the action research were documented and 1,000 booklets as well as 1,584 posters on adolescents’ issues of concern were printed and disseminated. Arising from this research, two national campaigns have been undertaken or are planned; one on the need for a clean environment and the other on domestic violence. It is intended that the adolescent-led initiatives in the centres will be lined into these national campaigns.

**Adolescent-led initiatives**

It was intended that young people would develop their own initiatives based on the priority list of issues identified by the action research. However, in a number of cases, the adolescent-led initiatives were conducted without the prior research. This was the case in Gaza, West Bank and in some centres in Jordan. In other instances, centres were waiting for approval from the UNICEF country office as to which issues they could address in an adolescent-led initiative.

In the case of Jordan, the adolescent-led initiatives included reaching out to their peers with new information and skills, improving the infrastructure of their schools or neighbourhood, undertaking voluntary work at the home for the aged or at the orphanage. One initiative used mentoring to help students to get to school on time and to identify those who were thinking of leaving school and offered them support. Other adolescent-led initiatives addressed the issues of ‘I am a teenager’, school dropouts, family abuse, early marriage and tobacco abuse.

In Lebanon, the adolescent-led initiatives were separate from the action research component. In the 2007 emergency in Lebanon, the following activities were all undertaken by adolescents under the supervision of one UNICEF staff member:

- the size of the economically active population, the employment and the unemployment rates of the economically active population.
• Action Research undertaken to collect statistical data & needed information on the influx of displaced population from Nahr al Bared camp;
• Establishment of safe-play areas at Baddawi camp for Nahr al Bared Camp for the displaced population;
• Distribution of bottles of potable water for children below four years of age, hygiene kits, family kits, health & emergency kits, recreational material by scouts & youth using special cards;
• Implementation of children’s activities at UNICEF youth club & library at Baddawi camp for displaced children;
• In cooperation with UNRWA, provided transport for over a thousand displaced students living in Baddawi camp to continue their school year at four UNRWA schools in Tripoli; and
• Setting up adolescent-led initiatives on cleanliness/hygiene campaign & recreational activities targeting displaced families in four UNRWA schools in Baddawi camp and eight Government schools in the periphery of Baddawi camp for four months. These initiatives were led by 90 adolescents who identified ways to improve daily life in the four main refugee and produced ideas for a range of initiatives. These included preserving the environment through tree planting, camp cleanliness campaigns, and awareness of how to make proper use of water and how best to remove garbage.

In Syria, there was a direct link between the action research and the adolescent-led initiatives. In Syria, action research leading to adolescent-led initiatives focused on smoking and drugs with campaigns such as ‘Smoking: why smoke, what is its effect?’. In another camp, the focus of the adolescent-led initiative was on school drop outs. There programme participants surveyed households to find out the number of young people who had dropped out of school. They visited 300 homes and found that there was 32 dropouts who left school for different reasons such as parental pressure, did not like school, or poverty. They worked out ways to try to attract drop-outs back to school.

In the West Bank and Gaza, in the centres where the Ma’an Development Centre conducted the programme, the adolescent-led initiatives concerned the environment, education and sports related. In relation to the environment in Jenin Camp, in the West Bank, for example, the initiative mobilised young people to clean up the rotting rubbish when funding was no longer available for street cleaners. The campaign also focused on improving hygiene in the camp. This included monitoring and advising on keeping animals in the home, and the disposal of used medicines.

Other initiatives included campaigns about early marriage, communicable diseases and smoking as well as environmental improvement such as cleaning up the streets, distributing garbage containers and planting trees. One initiative by organising trips gave the opportunity for young people to exchange their experiences with their peers from other areas. One such trip exchanged ideas about the effects of living close to the separation wall in the West Bank.

An initiative which focused on addressing community needs involved young people undertaking voluntary work such as helping the disabled, and visiting homes for the elderly in Ramallah, Jenin and Jericho. A particularly innovative initiative involved training adolescents in film making to produce small films. Topics for the films included the harmful effects of vandalism on public goods and the treatment of people with HIV. The latter consisted of interviews with three HIV persons, two men and a woman and was judged to be a highly
effective way of discussing the issue. These films were shown in sports clubs and other venues and were followed by discussion on the film’s main messages.

The adolescent-led initiatives in the West Bank also set up sports tournaments which were conducted within and between clubs. This activity was led by adolescents and evaluated by them. A prominent example of this was the marathon young people organised in the city of Jericho as part of an awareness raising campaign to promote a healthy lifestyle and the prevention of substance abuse. Around 300 young people participated in the marathon. The use of a sporting event by an adolescent-led initiative to promote female participation in sport is illustrated by a success story from Gaza of a 15 year old girl who had never played any kind of sport and thought that sport was only for males. An adolescent-led initiative organised a female marathon. She joined in with her friends and came fourth in the marathon. After this achievement, she has became very active in sport activities.

### Adolescent-led initiatives in Gaza

During the first and second phases of the programme the budget for adolescent-led initiatives was small. It was only 12 per cent of the budget currently used for adolescent-led initiatives. This resulted in a narrow range of initiatives, with only a small number of adolescents attracted to participate in designing and implementing the activities. The participant survey suggests that up to 30 per cent of programme participants took part in the initiatives.

Stakeholders interviews indicated the positive effects of the adolescent-led initiatives. The reported statements of centre managers and coordinators indicated the significant positive impact of the initiatives on adolescents, parents and the local communities. Even when the budget and levels of participation were relatively low, managers stated that adolescent-led initiatives were very helpful in motivating adolescents to participate in community concerns. They also improved the adolescent’s skills in planning and implementing several activities. This has positively affected their personality and self-confidence. Initiatives have also positively affected the community through the fruitful efforts that adolescents did to participate in solving community problems. Additionally, the community traditional view of the adolescents’ role in the community started to change. Adolescent-led initiatives provided excellent promotion for the programme and the community-based organisations where the programme activities take place. The initiatives encouraged parents to send their children to participate in programme activities.

Such promising effects of adolescent-initiatives activities encouraged the programme to increase their budget. As stated by programme coordinators from both partner institutions, the participant numbers have significantly increased when more money was spent and a wider range of topics were applied through the initiatives. The wide range of topics attracted more adolescents among programme participants as well as from non-programme participants.

Source: Gaza researcher Dr Ahmed Abu Shaban

### Inward and outward focus of initiatives

In general, the initiatives could be classified into two broad types of activities - those that are focused on meeting the needs of the young people themselves and those that fostered linkages...
between adolescents and their communities. As one centre manager in Syria noted:

_The programme is teaching the adolescents how to deal with the local community - how to improve things in their community (smoking, drugs, how to behave in the community)._ 

In many ways, the range of activities undertaken by the adolescent-led initiatives reflect how the programme itself has changed. It has shifted over time from its starting point which was to help vulnerable adolescents to survive and cope with a system that has been responding poorly to their needs. As the self-esteem of young people increased, with their new capacities, tools and opportunities to take the initiative, the programme itself started to change. As one centre manager noted: ‘The activities were inside the centre, then it extended outside the Centre’ with campaigns to combat smoking, holding a cleanliness day, mother’s day activities and planting trees. Another centre manager in Syria noted that the activities have shifted to outside the camp with an exchange visit to Jordan and visits to other camps.

**Impact of undertaking an adolescent-led initiative**

As noted in Chapter Four on the programme impact on participants, the effect on those involved in working on a community campaign is significant. The biggest effects are that ‘Others in the community give us more respect now’; ‘I am able to take some action to improve conditions in my community’; and ‘I feel I can make a good contribution to my community’. Another benefit is the opening up of new networks (‘I am better able to make contact with other young people like me’).
Table A1: Programme activities, by country/area and total, per cent of all total respondents per activity and number of respondents

<table>
<thead>
<tr>
<th>Type of activity undertaken in programme</th>
<th>Total</th>
<th>N</th>
<th>Jordan</th>
<th>%</th>
<th>Lebanon</th>
<th>%</th>
<th>Gaza</th>
<th>%</th>
<th>West Bank</th>
<th>N</th>
<th>Syria</th>
<th>%</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>Learning how to play sport</td>
<td>47.6</td>
<td>462</td>
<td>23.4</td>
<td>94</td>
<td>22.9</td>
<td>83</td>
<td>69.0</td>
<td>100</td>
<td>80.5</td>
<td>118</td>
<td>24.8</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Learning how to play another sport</td>
<td>26.2</td>
<td>461</td>
<td>8.5</td>
<td>94</td>
<td>13.3</td>
<td>75</td>
<td>38.0</td>
<td>100</td>
<td>50.0</td>
<td>118</td>
<td>7.9</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Just playing sport</td>
<td>21.8</td>
<td>455</td>
<td>4.3</td>
<td>94</td>
<td>27.2</td>
<td>81</td>
<td>26.0</td>
<td>100</td>
<td>36.3</td>
<td>113</td>
<td>15.0</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Learning how to use a computer</td>
<td>44.7</td>
<td>459</td>
<td>47.9</td>
<td>94</td>
<td>14.9</td>
<td>74</td>
<td>11.0</td>
<td>100</td>
<td>81.5</td>
<td>119</td>
<td>43.6</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Learning how to use the Internet</td>
<td>12.9</td>
<td>456</td>
<td>36.2</td>
<td>94</td>
<td>4.5</td>
<td>67</td>
<td>3.0</td>
<td>100</td>
<td>11.8</td>
<td>119</td>
<td>5.0</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Learning to do drama</td>
<td>46.7</td>
<td>458</td>
<td>46.8</td>
<td>94</td>
<td>11.0</td>
<td>73</td>
<td>54.0</td>
<td>100</td>
<td>41.5</td>
<td>118</td>
<td>59.4</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>After school learning to improve how you read &amp; write</td>
<td>45.5</td>
<td>264</td>
<td>17.9</td>
<td>78</td>
<td>40.0</td>
<td>100</td>
<td>60.2</td>
<td>118</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>After school learning to improve their mathematics</td>
<td>49.8</td>
<td>263</td>
<td>9.7</td>
<td>72</td>
<td>39.0</td>
<td>100</td>
<td>72.3</td>
<td>119</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other learning related to school work - please specify</td>
<td>45.2</td>
<td>261</td>
<td>14.1</td>
<td>71</td>
<td>41.0</td>
<td>100</td>
<td>57.6</td>
<td>118</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Learning about basic life skills in how to live a healthy and confident life</td>
<td>81.3</td>
<td>455</td>
<td>90.4</td>
<td>94</td>
<td>44.7</td>
<td>76</td>
<td>69.7</td>
<td>99</td>
<td>84.0</td>
<td>119</td>
<td>94.9</td>
<td>98</td>
<td></td>
</tr>
<tr>
<td>Learning about life skills such as reproductive health from other young people</td>
<td>41.5</td>
<td>366</td>
<td>55.3</td>
<td>94</td>
<td>74.7</td>
<td>95</td>
<td>25.3</td>
<td>99</td>
<td>23.7</td>
<td>118</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Learning about other skills</td>
<td>36.2</td>
<td>450</td>
<td>26.4</td>
<td>91</td>
<td>27.5</td>
<td>80</td>
<td>49.5</td>
<td>99</td>
<td>34.2</td>
<td>114</td>
<td>39.6</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Training to be a peer educator</td>
<td>40.7</td>
<td>459</td>
<td>56.4</td>
<td>94</td>
<td>25.7</td>
<td>74</td>
<td>36.0</td>
<td>100</td>
<td>49.2</td>
<td>118</td>
<td>27.7</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Learning about action research methods</td>
<td>39.1</td>
<td>453</td>
<td>27.7</td>
<td>94</td>
<td>36.4</td>
<td>77</td>
<td>16.0</td>
<td>100</td>
<td>60.5</td>
<td>119</td>
<td>54.0</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Working out an initiative to do for my community</td>
<td>51.7</td>
<td>458</td>
<td>53.2</td>
<td>94</td>
<td>50.6</td>
<td>79</td>
<td>30.0</td>
<td>100</td>
<td>74.0</td>
<td>119</td>
<td>45.5</td>
<td>101</td>
<td></td>
</tr>
<tr>
<td>Taking part in a campaign to make changes in my community</td>
<td>46.2</td>
<td>459</td>
<td>33.0</td>
<td>94</td>
<td>50.6</td>
<td>83</td>
<td>26.0</td>
<td>100</td>
<td>62.7</td>
<td>118</td>
<td>56.0</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Other activities not described</td>
<td>30.3</td>
<td>294</td>
<td>34.6</td>
<td>78</td>
<td>50.0</td>
<td>84</td>
<td>35.6</td>
<td>45</td>
<td>23.8</td>
<td>80</td>
<td>25.0</td>
<td>48</td>
<td></td>
</tr>
</tbody>
</table>
Attachment IV: Objectives of Phases I & II, and summary objectives

<table>
<thead>
<tr>
<th>Objectives of Phase I of the Project</th>
<th>Summary objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Adolescent friendly spaces promoting life and livelihood skills are created and/or improved;</td>
<td>1. Provide safe spaces</td>
</tr>
<tr>
<td>1.2 Adolescents are equipped with psychosocial competencies and life skills that empower them and enable them to deal positively with their everyday challenges;</td>
<td>3. Provide training for adolescents and parents</td>
</tr>
<tr>
<td>1.3 The capacity of adolescents and youth structures to design programme and advocacy initiatives and to network is strengthened;</td>
<td>4. Undertake action research resulting in adolescent-led initiatives</td>
</tr>
<tr>
<td>1.4 The capacity of young facilitators and leaders to mobilise and organise other adolescents for community action is strengthened.</td>
<td>5. Promote adolescent networking</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objectives of Phase II of the Project</th>
<th>Summary objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 A knowledge management culture is established, whereby there is a systematic process of creating, capturing, storing and sharing knowledge about adolescents, their needs and aspirations, and how to meet those needs.</td>
<td>4. Undertake action research resulting in adolescent-led initiatives</td>
</tr>
<tr>
<td>2.2 Safe spaces (centres, clubs, groups, schools, homes, streets) meant for adolescent development and run by adolescents are established and/or strengthened.</td>
<td>1. Provide safe spaces</td>
</tr>
<tr>
<td>2.3 Adolescent-led initiatives result in adolescents equipped with skills for planning and conducting activities that shape communities’ living environment, and adolescents equipped with the ability to decide their future for themselves.</td>
<td>2. Enable adolescents to participate in the management of the safe spaces</td>
</tr>
<tr>
<td>2.4 Networks are established to support adolescent linkages and coordination and cooperation of adolescent friendly organisations and activities.</td>
<td>4. Undertake action research resulting in adolescent-led initiatives</td>
</tr>
<tr>
<td></td>
<td>5. Promote adolescent networking</td>
</tr>
<tr>
<td></td>
<td>6. Improve cooperation with other organisations</td>
</tr>
</tbody>
</table>