

**Evaluation of  
Child and Youth Participation  
Initiatives in UNICEF Mozambique**

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## ACRONYMS

CAPP	-	Communication, Advocacy, Participation, & Partnerships
CBO	-	Community-based organization
CDJ	-	Conselho Distrito a Juventude
CNJ	-	Conselho Nacional de Juventude (National Youth Council)
CPJ	-	Conselho Provincial de Juventude (Provincial Youth Council)
CFS	-	Child Friendly School
C4D	-	Communication for Development
CPAP	-	Country Programme Action Plans
CRC	-	Convention on the Rights of the Child
CYP	-	Child and youth participation
CYPP		Children and young people's participation
DR	-	Documents review
FGD	-	Focus group discussion
FO	-	Focused observation
FORCOM	-	Foro Radios Comunitarias
GTO	-	Grupo de Teatro do Oprimido (Theatre of the Oppressed)
KAP	-	Knowledge, attitude, practice
ICS	-	Instituto de Comunicação Social (Institute of Social Communication)
KII	-	Key informants interview
MINED	-	Ministry of Education
OECD- DAC	-	Organization for Economic Cooperation and Development - Development Assistance Committee
RM	-	Radio Mozambique
RENSIDA	-	Rede National do SIDA
TVM	-	TV Mozambique
UNICEF	-	United Nations Children's Fund

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## **Executive Summary**

The Evaluation of Child and Youth Participation Initiatives supported by the Government of Mozambique and UNICEF was undertaken to inform the thrusts of child and youth participation in the next country programme cycle.

The study evaluated five interventions in four provinces and five districts: Child-To-Child Media Programme in Radio and Television (C2C Radio and TV); Participatory Child Rights Clubs in Schools (School Clubs); School-Based Communication (School Theatre); Youth participation initiatives in the Conselho Nacional de Juventude (CNJ) and Conselho Provincial de Juventude (CPJ); and Community-Based Communication (Mobile Units – MU, and Grupo de Teatro do Oprimido – GTO).

The projects in the study sample were chosen to represent a combination of characteristics: income, urban/rural residence, regions, Child Friendly School (CFS) and non-CFS districts, high and low UNICEF investment. Qualitative research strategies were employed to gather information to examine child and youth participation (CYP) in five roles of children: assessment and analysis, articulation and advocacy, planning, action and monitoring and evaluation, and to gauge project CYP achievements using five criteria: effectiveness, relevance, impact, efficiency and sustainability. Information gathering from participants and adult implementers also revealed features and processes of initiatives that conduce to genuine and meaningful participation or lack of it.

The most important lesson from the evaluation is the confirmation that for genuine and meaningful participation to occur in initiatives and projects, certain conditions must be present: a project design that consciously and deliberately open up spaces for child and youth participation; participation spaces that are appropriate to the age and / or evolving capacities of participants; and buy-in by implementers of CYP concepts, principles and practice, including attention to equity and protections risks for children.

The degree of success in generating child participation and impact was related to the satisfaction of the above conditions exemplified by project features and processes conducive to CYP. Child participation and impact were effectively generated by the C2C programmes in radio and television, initiatives that likewise highly met the first two conditions. Less child participation and impact were found in school-based projects (school clubs and theater), which are also weaker in all three conditions. Involvement by young men and women in youth council advocacy has issues of quality and content; they are expected to engage in evidence-based advocacy for which they currently do not have the capacity. The C4D community theater created little participation spaces for youths while the C4D mobile unit produced child and youth participation of symbolic nature. The C4D mobile unit in particular did not create space to accommodate child participation in its already well-established project design. For all projects, meeting the third condition is vital.

### **CYP in C2C and school-based interventions**

The evaluation found that the discrete CYP projects, C2C radio and TV and School Clubs and Theatre, produced genuine child and youth participation with positive impact on the children and adults around them, specifically their parents. Of the initiatives, the C2C in radio and television created the most participation spaces and produced the largest impact on the children, their peers and adults in close proximity. It is also from this initiative where the most impact on children and adults were found.

The projects created most space for participation in action or activity implementation followed by planning (also of actions or activities). There is less participation in articulation and advocacy and monitoring and evaluation, and even much less in assessment and analysis. Children in C2C radio and TV are active in all roles although weaker in the last two. In the school club and school theater projects, CYP generally started and ended in implementing activities. Thus, the opportunities for child and youth participation in the different roles can be further improved especially in the school-based initiatives.

There are sub-optimal aspects of the practice of child participation found in the evaluation.

The first relates to the weak participation in the assessment and analysis role. To begin with, adult implementers limited the children to a list of topics for the programs (in C2C radio and TV) or outright, adults chose the topics for the children's activities (in school clubs and theater). In addition to contradicting key principles of CYP, the danger of "formatting" of children arises. In the case of the school clubs and theater the evaluation found little other activity in actual CYP practice to compensate for the children's missed opportunity to assess and analyze for themselves, given that participation in both articulation and advocacy and monitoring and evaluation roles was also weak.

Second in C2C radio and TV programs, and to a less extent in school-based activities, many children consciously kept away from issues and topics that they believe will offend adults and authorities, asking "safe" questions to avoid potential confrontation. Conscious conflict avoidance probably stems from children's own learned perceptions of social norms on adult-child interactions or made known to them by adults. What is remarkable is the form that the acceptance of the role takes: self-censorship. The matter deserves attention. Not only is it likely that somewhere in the story there are unintended curtailment of children's rights; it is also society's loss when children perspectives cannot make their full contribution.

Third, CYP appears largely confined to project participation spaces. The evaluation team observed that teachers followed CYP practice while in school clubs but reverted to authoritarian roles when they entered the classroom, a non-CYP project environment. It appears that while discrete CYP projects might successfully seed concepts and practice in CYP environments, the concepts and practice do not automatically permeate other spaces of children. Long-term sustainability of gains critically depends on the buy-in of CYP principles, concepts and practices by teachers and school management. If the dichotomy remains unaddressed, the danger is that even short-term CYP gains could get eroded as a result of spillover of the influence of the authoritarian adult-child interaction model from the classroom to the CYP projects.

Lastly, equity issues in the coverage of CYP were not fully recognized by the project implementers. Certain groups were involved (district center dwellers, school achievers, students in higher year levels); others were not (children from remote areas, those with low grades, those in lower year levels, children with disability). Implementers attributed the bias to logistical insufficiency but without expressed recognition that the situation is sub-optimal. Moreover, in the C2C radio projects, greater access to resources including mentoring largely determines the quality of children's performance, favoring children in district center stations. In the youth councils, the notable dominance of males remains. On a positive note, in general neither age nor gender appeared to affect the participation assignments given to the children in initiatives for young children.

Thus, while genuine participation and impact were generated by the C2C and school-based projects, there were aspects of participation where CYP achievement had been sub-optimal.

### **CYP in the youth councils and C4D initiatives**

The objective of the youth council, another youth participation project, is advocate for youth concerns in public programs and policies. The overall conclusion of the evaluation is that the councils have some success in mobilizing youths but much work needs to be done to improve the quality and content of participation. For that matter, the councils are found weak in all other participation roles and in the rest of the evaluation criteria.

The youth councils are overwhelmed by organizational and administrative problems and disheartened by the perceived adult biases against the councils. There is a deeper challenge: they are expected to mobilize the Mozambican youths on issues that affect them and practice evidence-based advocacy for youth concerns in public policies and programmes. It is evident that they have not been sufficiently engaged in the first and that they lack capacity for the second. In fact, the authoritative assessment is that there is a severe skills gap among the leaders and members in responding to their roles. Tremendous potentials for youth participation through the councils exist but they need assistance in developing capacity for evidence-based advocacy.

The C4D mobile units and community theatre are both well-performing communication initiatives; both are non-CYP projects on which belatedly CYP intentions were added without adjustments in their designs. Children's participation in the mobile units consisted of providing back-up attraction to the core project activities, while children in the GTO have very limited implementation role. The result is children's participation of symbolic nature. There are also protection risks identified by the evaluation. Piggybacking CYP goals on the projects with already built-in non-CYP objectives, set processes and resource limitations failed to stimulate genuine child and youth participation. If keeping CYP intentions in C4D projects without sacrificing the core objectives will be considered, there is a need to review the project designs for effective integration of CYP.

### **CYP and UNICEF internal processes**

Many sub-optimal CYP outcomes would have been discovered early by a results-based monitoring and evaluation system. Current indicators simply track whether quantitative targets have been reached. While helpful, it does not permit an assessment of how genuine CYP was occurring and what substantive issues were affecting participation. The more obvious examples of the second are the inability of C4D programme to meet child participation objectives, the considerable weakness of child participation in many roles except implementation of activities, and the existence of child protection risks in several projects, among others.

Consistently in all projects, the evaluation found that adult implementers have not received orientation on the evolving principles, concepts and practice of CYP and do not have manuals and guide materials, including the Minimum Code of Conduct in Consulting and Working with Children. The lack of CYP orientation is a plausible explanation for the sub-optimal results including 'formatting', and the lack of attention on child protection risks in some projects, among others.

A drawback that some UNICEF Mozambique staff already recognized is that CYP is not a key result area (KRA) in the previous and current five-year programmes. Treating CYP initiatives as discrete projects, and not as a key result area leads to many missed opportunities

for advancing CYP across sectors, internally in UNICEF and in Government. A challenge facing UNICEF Mozambique is how to mitigate the disadvantage of the CYP under the current arrangement.

The findings of the evaluation support the continuation of the CYP projects and a redesigned C4D for the CYP add-on. In addition, the quantitative targets set in the 2007-2011 CPAP have been mostly achieved. Any broader expansion, however, should take into account issues in sustainability. There are major factors to consider: (i) the formulation of a national strategy and plan for CYP; and (ii) improvement of the fiscal health of the nation. A national strategy and plan for CYP will enhance the potential for success of expanded projects and take advantage of potential synergies among related undertakings. However, the CYP programme would likely require further assistance at least in the medium term.

### **Recommendations**

To reiterate, the findings of the evaluation support the continuation of the CYP initiatives and the redesign of the C4D projects to better integrate the CYP component. The actions below are recommended. The first requires immediate attention; the rest in this section can be implemented in the first half of the new five-year programme.

- i. Address the child protection issues identified in the evaluation.
- ii. Build capacity among project personnel at all levels for child and youth participation. An indispensable action is the orientation of all CYP and project implementers on the guidelines, principles, theory and practice of CYP.
- iii. With implementation partners, review the logistics, administrative, and financial issues affecting the projects and identify measures for immediate implementation. For the school-based initiatives, the findings on the N'Weti projects point to areas to further enhance the new MINED school club experience.
- iv. Review the youth council initiatives, identifying measures to help leaders and members gain capacities for evidence-based advocacy of youth concerns. At the same time UNICEF must advocate with the Government of Mozambique, the UN and the donor community for the development and financing of an effective livelihood and employment programme that would also benefit the youth.
- v. If keeping the CYP objectives in C4D projects will be considered, review the design of the mobile units and GTO for guidance on effective integration of CYP, explicitly setting realistic child participation expectations and improving synergies with C2C projects.
- vi. Integrate the progress on the five roles of children, impact, equity and protection in the monitoring system of the CYP projects. The current level of monitoring does not permit an assessment of progress and substantive issues affecting participation. Use a periodic audit as a constant reminder of CYP principles, objectives, and project accountabilities.
- vii. Revisit the prospects for sustainability of the projects as an aid to long-term-planning and for setting realistic expectations. Given the recurrent fiscal deficits, a broader financial support base needs to be developed; a short to medium-term plan needs to be defined.

Others recommended actions to improve overall CYP are found in Chapter 7.

# 1 INTRODUCTION

## 1.1 Background and Context

Mozambique has a young population. Of the estimated 22.9 million people in 2011, about 10.6 million are below 14 years of age and 6 million are between 15-24 years old (UNFPA estimate). The youth has been an active part of the country's history, sacrificing side-by-side with adults for freedom and nationhood in the liberation movement. Harnessing the positive energies of millions of young people is vital for sustained development and peace. It is a challenging obligation: the current fiscal crisis in Mozambique affects everyone but as the recent food riot demonstrated, the most vocal are the young people.

There are compelling reasons why the state and other duty bearers must support child and youth participation. One, children and young people's participation is a right enshrined in the 1989 UN Convention on the Rights of Children to which Mozambique is a signatory.<sup>1</sup> Two, child participation contributes to the development of multiple skills required in their development and future roles as adult citizens. Three, the benefits of participation are immediate - on the children themselves, adults around them, their communities and on the quality of the programmes they help shape. The positive impact of participation is increasingly recognized by adults, diminishing biases against young people involvement.

Child participation is an ongoing process of expression and active involvement in decision-making at different levels in matters that concern themselves. Issues relating to children's own evolving capacity, experience and interest play a key role in determining the nature of their participation.<sup>2</sup> Because inevitably children and adult spaces overlap, it is fundamental that involved adults subscribe to child participation rights and the protection young people are entitled to while exercising those rights. Engendering adult awareness and acceptance that children are effective partners in advancing specific social objectives is indispensable in the promotion of meaningful children and young people's participation. Genuine participation is informed and willing involvement including of children who are differently-abled and those at risk, in any matter relevant to their interest or concerning those interests either directly or indirectly. Genuine and meaningful participation results when children are engaged in purposeful, instead of decorative, involvement that gives them the ability to shape both the process and outcome and enhances their position in conversations with adults.

The fifth Focus Area of the UNICEF's 2006-2013 Global Medium-Term Strategic Plan is *Policy Advocacy and Partnerships for Children's Rights*. One key result area is institutionalized participation of children and young people in civic life with two organizational targets: (a) establishment of national child and youth policies that advance positive and holistic child and adolescent development and (b) institutionalised young people involvement in policy development and community life and improvement in their capacity to participate in decision-making processes.

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<sup>1</sup>One of the fundamental rights of children is participation. "Children have the right to take part in discussions on matters that affect them. They have the right to be heard and their views seriously considered" (UN CRC 1989). According to UNICEF "Participation represents the right of rights holders, including children, to demand their rights and to hold duty bearers to account. Rights holder participation and duty bearer accountability are complementary parts of a human rights-based approach, which develops the capacity of rights holders to claim their rights and of duty bearers to meet their obligations to respect, protect and fulfil human rights in society."

<sup>2</sup> O'Kane, C. (2004), p.2.

UNICEF Mozambique's 2007-2011 Country Programme Action Plan (CPAP) included a participation component under the Social Policy, Advocacy, and Communication programme committed to:

- Strengthening young people's participation in community dialogues with local authorities, leaders, parents and teachers.
- Sensitising stakeholders to involve children and young people in local and national discussions.
- Supporting youth associations to voice their concerns publicly and share their ideas with the Government and agencies of civil society.
- Supporting the expansion of the national child-to-child media programme.

UNICEF Mozambique's efforts to promote meaningful and sustainable child and youth participation (CYP) encountered both successes and challenges examined in the following chapters. Before proceeding to the findings and recommendations, the current chapter presents the terms of the evaluation, the analytical outline and methodology, and the instruments employed compiled for the interested reader in the Appendices. The presentation outline for the main chapters is found in section 1.5.

## **1.2 Purpose of the Evaluation and Deliverables**

The main objective of the evaluation of UNICEF-supported participation interventions in Mozambique is to inform the thrusts of the child and youth participation in the next Country Programme. The specific objectives as defined by the study's terms of reference are:

- Analyze the accomplishments of the five child participation interventions along five roles that children play in the participatory activity cycle, namely: assessment and analysis, articulation and advocacy, planning, action, and monitoring and evaluation.
- Review the five child and youth participation interventions of UNICEF Mozambique in terms of five evaluation measures, namely: relevance, effectiveness, efficiency, impact, and sustainability, highlighting progress and synergies among them.
- Analyze the extent to which the child participation initiatives advance in the four global categories of child participation, namely: policy making; planning, delivery and monitoring; media and arts; and advocacy and capacity building.
- Identify common challenges, gaps, and strategies to overcome them and draw out lessons from concrete stories of children, parents and coordinators that could inform future planning and programmes.
- Propose recommendations for the next country programme, particularly for the five CYP initiatives and recommendations for UNICEF and the Government in the overall promotion and institutionalization of child and youth participation.

## **1.3 Scope and Focus**

The "Guidance Note on Promoting Participation of Children and Young People" (Chapter Six, Section 15 of the UNICEF *Programme Policies and Procedures Manual*) outlines the result and focus areas, and the principles, considerations, and approaches to participation

interventions. It provided a useful basis for framing the research questions for the evaluation exercise.

As stipulated in the objectives, the evaluation looked into, derived answers from, and described and analyzed the issues pertaining to the five CYP interventions and the five roles children play in development.

### **1.3.1 The five child and youth participation interventions**

- The Child-To-Child Media Programme in Radio and Television (C2C Radio and TV)
- The Participatory Child Rights Clubs in Schools (School Clubs)
- Initiatives for the Youth Councils at Provincial and National Levels (CNJ / CPJ)
- School-Based Communication (School Theatre)
- Community-Based Communication (Mobile Units and *Grupo de Teatro do Oprimido* – MU and GTO)

### **1.3.2 The five roles children can play in the project cycle<sup>3</sup>**

- Assessment and analysis – Identifying unfulfilled rights: participating in establishing the existence and magnitude of a problem and analyzing its causes; participating in research.
- Articulation and advocacy – Claiming of rights: demanding the attention of decision-makers; advocating; petitioning.
- Planning – Identifying solutions and duties: negotiating; making or improving plans.
- Actions – Participating in implementing the solution: fulfilling a role; becoming an actor.
- Monitoring and reporting – Follow-up: monitoring, evaluating, and reporting progress on the implementation of plans and commitments.

### **1.3.3 Evaluation Criteria and Standards**

The evaluation was done based on five criteria: impact, effectiveness, efficiency, relevance and sustainability. These are the criteria used by the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC) in evaluating development assistance. Both the quality and value of children's participation were assessed according to Hart's and Lansdown's minimum standards and principles which the evaluation team loosely combined (*cf* Roger Hart, *Children's Participation: From Tokenism to Citizenship*, UNICEF, 1992, 11; and Gerison Lansdown, *Promoting Children's Participation in Democratic Decision Making*, UNICEF, 2001, 9-10.). The standards specify that:

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<sup>3</sup> Where appropriate the analysis of the five roles of children also included dimensions related to the four categories of participation from policy making, programme planning and delivery and evaluation, participation in media and arts and advocacy and capacity building for an enabling environment for children's participation.

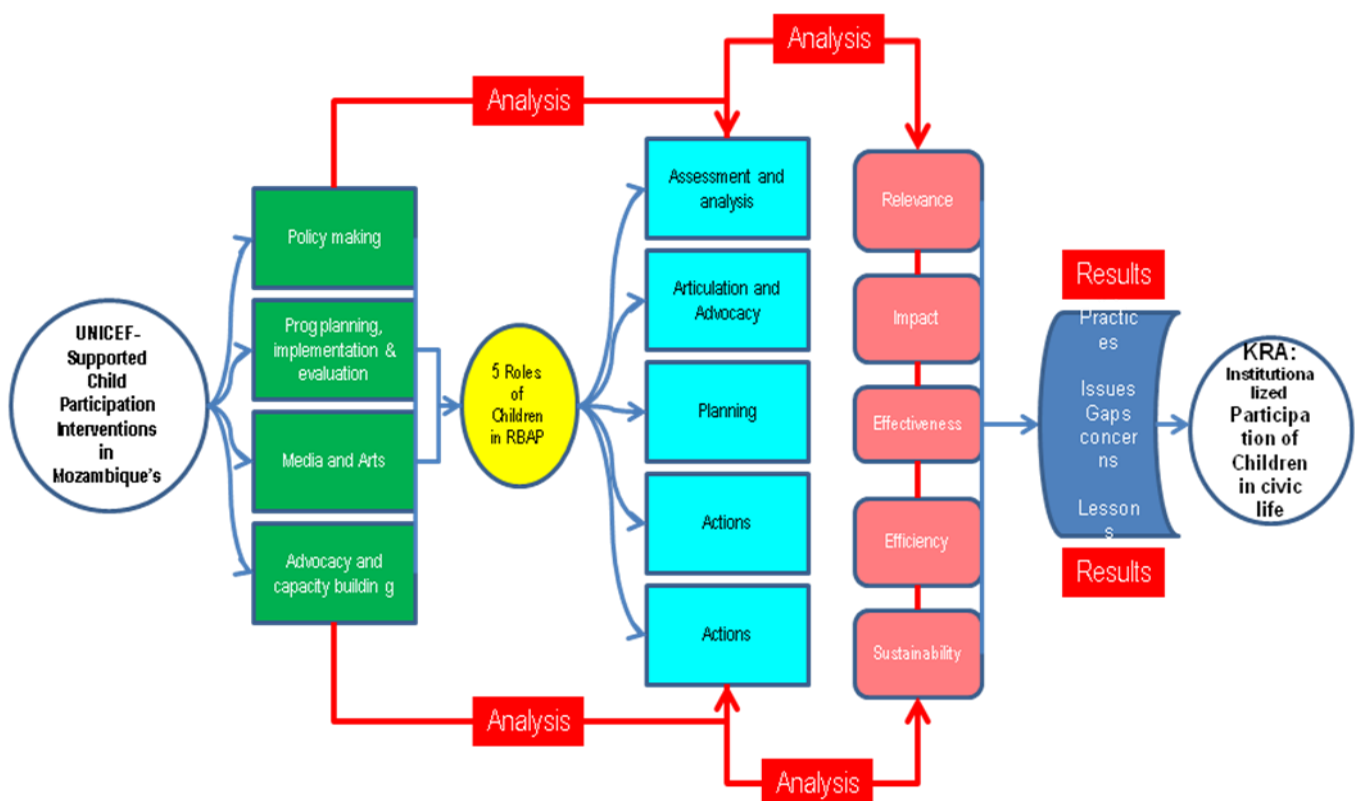
- Children understand the intentions of the project, what it is for and their role in it.
- Power relations and decision-making structures are transparent.
- Children have a meaningful (rather than “decorative”) role, and are involved from the earliest possible stage of any initiative.
- All children are treated with equal respect regardless of age, situation, ethnicity, abilities, or other factors.
- Ground rules are established with all the children from the beginning.
- Participation is voluntary and children are allowed to leave at any stage.
- Children are respected for their views and experiences.
- They volunteer for the project after the project was made clear to them.

## 1.4 Methodology

### 1.4.1 Analytical Outline

The diagram below describes the analytical outline of the evaluation, taking into account the intentions of the evaluation exercise, the agreed procedures, and expected outputs.

**Figure 1  
Analytical Outline**



### 1.4.2 Approaches and Instruments

The evaluation is participative and analytical in both qualitative and quantitative aspects. It employed interactive processes that significantly engaged the stakeholders and those affected by child participation. The aim was for the research team to have a comprehensive, holistic and precise view of the impact of the interventions. The following were observed:

**Stakeholders' participation** – Comprehensive involvement of the stakeholders (children and young people, adults they interact with), particularly in the data collection stage. Attention was given to the impact of children's participation on adult perception of children's right to participate meaningfully, and how the perception affects practice.

**Principles of appreciative inquiry** – Engagement of the subjects of evaluation not only as sources of data but also as proactive participants in the search for answers to the evaluation questions. The report highlighted the positive and notable aspects of the interventions and outlined the innovative practices, lessons learned, implementation issues and challenges that could inform succeeding programming exercises.

**Principles of triangulation** – Use of at least three means of obtaining information and three or more different sources. Triangulation allows for a comparison of research findings across different approaches, types or sources of information, and methods of data collection. The results of the exercises were cross-checked in the evaluation research.

The research team employed a mix of methods to obtain information from three or more sets of respondents:

**Documents review (DR)** – Relevant documents were reviewed: the 2007-2011 Country Programme Action Plan (CPAP), project inception documents, UNICEF Annual Reports, minutes of meetings, monitoring reports, annual reports, mid-term and terminal evaluation reports, relevant studies, and relevant policy papers and publications.

**Semi-structured interviews (SSI)** – Qualitative data were captured directly from interviews with stakeholders, including children, teachers, broadcasters, parents, guardians, and others.

**Key informant interviews (KII)** – Key informants, or persons who could provide deeper insights on specific issues, were interviewed. The key informants were: child leaders in various interventions, programme officers and focal persons in UNICEF and other partner agencies, community leaders, and concerned government functionaries.

**Focus group discussion (FGD)** – Through a structured group process, detailed information (mostly opinion, attitudes and feelings) about particular issues was obtained from homogenous groups of participants. A Portuguese-speaking evaluation team member managed the FGDs.

**Focused observation (FO)** – Also called direct or structured observation, it involved the observation of children's behavior, attitudes, actions, verbal and nonverbal communication as they engaged in group activities, e.g. preparing for a radio programme and school club activities, operating the mobile units in the community, attending class in school. The method obtains data in field situations that are not easily captured by the other tools or techniques.

### 1.4.3 Evaluation Ethics

Throughout the conduct of data collection in the field, the following ethical principles in evaluation were observed: transparency of purpose in data gathering, participant-centered, confidentiality of information where applicable, child-friendly schedule in safe environments, and voluntary participation of informants and interviewees.

#### **1.4.4 Sampling Methodology**

A multi-level, non-probability purposive sampling procedure was employed. From the eight priority provinces and 75 priority districts where UNICEF operates in Mozambique, four provinces and five districts were selected, representing a mix of characteristics (high/medium/low income, urban/rural; Child Friendly School (CFS) district and non-CFS District, high/low UNICEF investment). See Annex for a description of the sampling procedure and the list of the provinces and districts.

Five schools, nine radio stations, and three TV offices in the sample districts and provinces were visited. Each district has one school in the sample and in each of the four provinces, a radio station managed by Radio Mozambique (RM), a national government network, was chosen. Of the five districts only four were found to have a community radio station. One of the four provinces had no children's program produced by children, so only two TV stations were included in the sample.

#### **1.4.5 Profile of Respondents**

A total of 218 children participated in the 17 focused group discussions (FGDs) conducted in six schools, eight child-to-child radio stations, and three child-to-child TV programs. Of these, 130 are girls (comprising 60 percent) and 88 are boys. About 52 per cent of the children have been actively involved in the CYP interventions for less than two years. Twenty young people participated in four FGDs and one key informant interview (KII), of which 15 are young men.

The evaluation team interviewed 26 parents in four FGDs, including 14 mothers and 12 fathers. The 76 adult informants in the KIIs included staff of partners, representatives and staff of government and non-government institutions from national to district levels, and UNICEF staff. Of them, 32 were females and 44 were males.

#### **1.4.6 Data Collection Process**

Data collection was conducted from March to April 2011. The FGDs with children included games and exercises to put the children at ease and encourage them to ask questions, answer honestly, and feel free to say what they wanted. The children were assured that they would not be judged for their answers. The principal investigator documented the discussions while the facilitator conducted the interviews.

#### **1.4.7 Limitations**

The reader is cautioned to bear the following limitations in mind in using the evaluation findings:

- Few districts covered. The three-month period for the evaluation exercise allowed the team to cover only five districts. Although an adequate volume of information was harvested from the sampled districts, a few more would have provided a broader perspective for analysis.
- The lack of specific, measurable, achievable, relevant, and time-bound objectives (SMART) in the five CYP interventions related to child and youth participation and lack of indicators that could guide the review process. The evaluation team therefore used general criteria from current child and youth participation standards that might not have been the prevailing norms at the time the projects were conceived and implemented.
- Children’s perceptions, triangulated with the perceptions of the parents, teachers and coordinators, were the source of information to gauge the effectiveness and impact of child participation in the school and community. The evaluation team believes that the information is valid for the purposes the exercise was commissioned but is not the ideal in evaluation research.<sup>4</sup>

## 1.5 Organization of the Report

The report is divided into 7 chapters. Chapter 1 describes the background, purpose, scope and focus, methodology, analytical framework, data collection process, and the limitations of the evaluation. Chapter 2- 6 describe the interventions and present the findings of the FGDs, observations, and interviews along five roles that children play in the project cycle and the OECD evaluation measures. A discussion section examines the accomplishments as well as the problems and issues observed during the evaluation. The presentation order of the interventions is as follows:

Chapter 2 – Child to Child Media Programme in Radio and TV

Chapter 3 – Participatory Child Rights School Clubs

Chapter 4 – National and Provincial Youth Councils

Chapter 5 – School Theater

Chapter 6 – Community Based Communication Programme

Chapter 7 – Summative Findings, Conclusions and Recommendations

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<sup>4</sup> There are likely overestimates in the assessment of the qualitative impact of the projects on the children and the adults around them. The participation of children in the projects is voluntary. On the average, the more interested and more motivated children whose parents are more disposed to be supportive of CYP endeavors are the ones who join and form the potential pool of interviewees in the evaluation study. Therefore, the study was able to capture at best the “effect” among participants. Moreover, among those who started participation, children who for one reason or another faced greater constraints in staying with the project and thus, are more disposed to fail CYP standards of successful participation might have already dropped out from the projects by the time the interviews were conducted. The potential effect of double selection bias and attrition are unknown in this evaluation. The reader is cautioned to have this limitation of the findings on impact in mind.

## **2. CHILD-TO-CHILD MEDIA PROGRAMME IN RADIO AND TV**

The analysis of the Child-to-Child (C2C) Media Programme is based on interviews with national and provincial staff of *Radio Mozambique* (RM) and *TV Mozambique* (TVM), national staff of *Foro Radios Comunitarias* (FORCOM), and provincial coordinators of community radios. The focus group discussions were conducted with children involved in radio production, and separately with their parents. The focused observation of children engaged in a production of a radio program provided vital information on the actual roles and extent of participation of children in the project.

The provincial and district FGDs, interviews and observations were done in *Radio Cascata* in Namaacha, Maputo; *Radio Parapato* in Angoche, Nampula; *Radio Infantil* in Al Molocue, Zambezia; *Radio Comunitaria Chibuto* in Chibuto, Gaza; provincial RM stations in Zambezia, Gaza, Maputo, and Nampula and provincial TVM stations in Zambezia and Nampula.

### **2.1 What is the C2C project about?**

The C2C project provides Mozambican children and young people an opportunity to express in public their views, opinions and feelings on matters and issues affecting their lives through radio and television media. The programme involves the development, production and presentation of radio and TV segments *by* and *for* children.

UNICEF started support to C2C projects in 2000 in partnership with *Radio Mozambique*, a government-managed public radio station. In the past, children-oriented programs in RM involved children only as guests. In 2005, the programme expanded to community-managed radios to cover children located in the districts, also with UNICEF financing. This was done with *Foro Radios Comunitarias*, a non-government organization supporting community radio stations. In the same year, the concept was brought to the television medium in partnership with *TV Mozambique*, another government-managed media outlet.

The C2C programme has remained at the core of UNICEF's communication for development strategy. In 2007, *Radio Mozambique's* child-to-child program won the International Children's Day of Broadcasting Award for Radio Excellence in recognition of the central role of children in developing, producing and presenting programs.

### **2.2 What can one expect to see if children enjoy their right to participate?**

Children are expected to participate according to their evolving capacities in five roles: assessment and analysis, articulation and advocacy, planning, action, and monitoring and evaluation. The principles of CYP define the steps. Children would select the topics for their programs from issues they consider relevant and of interest to young people and their communities. Then adults in the profession would mentor the children in the research, production of scripts, and presentation. The children and their adult mentors would regularly critique the program presentation, and coordinators would monitor the skills development of children under the C2C programme. The children would have access to all the materials and equipment they need for the programs. The demands of the activities and the environments where they are undertaken would be safe and appropriate for children.

The practice largely followed the above with some important exceptions.

## 2.3 Did this project facilitate the right of children to participate?

### 2.3.1 Children's participation in assessment and analysis

When asked how they decide the topics or agenda discussed in their radio and TV programs, the children in separate FGDs in eight radio and two TV stations across the four sample provinces echoed more or less the same answer: they meet regularly to prepare their presentations and decide the topics for the succeeding weeks or months, depending on the frequency of their planning exercises. Triangulation reveals a bigger role of adults from the national levels, affecting children's participation at the provincial more than at the community level.

In the case of the provincial radio stations of RM, the children described the process of deciding topics as follows: the children in the Maputo Province meet on Saturdays and choose the issue for the program. *"The selection is done by suggestions and by who is on duty for that week."* In the past, they also did interviews in the districts to identify the issues to tackle.

In Nampula, the children select the issues and plan the program according to what they feel are the current and urgent needs. *"We choose the issues according to the present needs. For example, now that the rainy season has begun, we talk about malaria and cholera."*

In Zambezia, children broadcasters discuss and choose the topics for three months; these are then verified and approved by the radio coordinator. The children ask people in the community, in the slums, and the Local Office of the Provincial Direction of Women and Social Action. They also go to agencies like World Vision and Save the Children to gather information on what they do.

In Gaza, the children said they have a calendar that tells what topics to discuss. *"Sometimes we discuss whatever we like. The coordinator supports us if the agenda is important. Last Sunday, we talked about water because it was the International Day of Water."*

The children's responses suggest that they are largely unaware of the process in which the agenda of their programs are set. Interviewed staff of RM in Nampula disclosed that children developed their plans based on a list of topics sent by the RM staff and UNICEF in Maputo, on top of which other topics may be added by the Provincial Chief of Broadcasting and the Provincial Radio Coordinator for children. Moreover, according to the Zambezia Radio Coordinator, a memo from the National RM Office about the topics they need to discuss weekly on the radio arrives every quarter. The topics are then adapted to the needs of the province. These are thus the limits to children's participation in setting the agenda for their media programs that the evaluation team encountered in the provincial stations.

In the community radios, which are outside the ambit of the organized media entities in Maputo, the child broadcasters seem to have more liberty in the choice of topics for their program. In *Radio Infantil* in the Alto Molocue District, children identify the topics based on current happenings in the community. *"Everybody is free to suggest any topic of interest for discussion on the radio. The adult radio coordinator comes in when there is disagreement."*

In Namaacha, the young radio producers decide together the topics to be discussed. *“We choose issues that have something to do with our daily life and not only regarding children and youth, but also related to our community, to our district, to our country and sometimes at the international level. Each one proposes an issue/idea; we brainstorm around the ideas and vote. Decisions on what will be broadcast are taken on a collective basis.”*

With respect to the TV programming agenda, the practice is similar to the provincial radio programming. The agenda is set by the adult decision-makers in Maputo. In Zambezia, the three young TV presenters, all girls, said, *“We do a monthly plan on the issues. The selection depends on what we feel is important, or if we have some commemorative date in that month. Now that we have the rainy season, we talk about cholera. This week, we observe the International Day of Water so water is the theme for our program. We talk about the right to water.”* When asked whose idea it was to tackle cholera, they said, *“It was our idea because it is rainy season now and usually we have cholera in this season.”* As the interview progressed, one of the girls said that they sometimes receive suggestions from TVM HQ in Maputo on issues that need to be covered by all provinces. The information was more forthcoming from a TV presenter over 18 years old in Nampula, who said that the agenda is based on a list of topics provided by TVM headquarters in Maputo and UNICEF. Nevertheless, he also said that they also discuss selected local issues like cholera, malaria, child abuse, child trafficking, proper behaviour, and media influence on children.

**Discussion** - It appears that children’s participation in deciding the topics for their programs goes only as far as identifying local issues that conform to the Maputo-defined agenda and under the supervision of adult coordinators, with children in the district radios having more latitude than their counterparts in the provincial radios. It is notable that the children take ownership of the decisions. The team considered two probable non-mutually exclusive reasons that might explain the perceived ownership: the range of topics is wide enough to sufficiently include the children’s own interests; or in general the children participants are at ages when they have not yet formed strong commitments to issues.

Both explanations might be correct, but CYP institutions including UNICEF should pay particular attention that the second might be correct. While there are some children, notably older, who do take defined positions on issues in radio and TV programming (see Boxes 1 and 2), the CYP programme should take precaution that children do not get “formatted” according to interests that are not necessarily theirs. As latter sections in this chapter indicate, there are issues that specifically relate to and are of interest to the child broadcasters and their listening peers in the community that do not get considered. On the other hand, some subjects which come from the list of topics from the national and provincial delegations are more of general issues that concern the entire community, and probably are not age-appropriate issues that children can handle comfortably by themselves.

Assessment and analysis skills are indispensable for meaningful participation. There are measures that UNICEF can take to provide more training and opportunities for children to enhance such skills, which include identifying issues that affect and are of real interest to them.

### 2.3.2 Children's participation in articulation and advocacy

The children's and the coordinators' description of the work in producing and presenting in radio and TV indicated that the children are engaged mainly in raising public awareness on social issues. The audience, principally children (and some adults) listen to boys and girls talk about health, sanitation, environment, protection and education issues affecting children.

In their radio programs, children invite service providers and local leaders to talk about their work; they also interview local authorities to gather additional information for their radio scripts. In the TV programs, the children invite public servants and local officials as guest resource persons in the discussion of community issues, either in recorded or live programming. The interaction inevitably brings community problems to the attention of the invited local authorities, even if that was not the children's intention. It also brings out a remarkable finding regarding the demeanor of children towards authority figures. The children in Maputo, for instance, admitted that they avoid issues that might touch the sensitivities of local authorities and they are careful not to put resource persons on the defensive. One child said, *"We consider that some issues should not be approached in a direct way. As children, we should not say some things in assertive ways."* He was quick to say though that there was no censorship in their radio production.

Observations of children environments and FGDs with child broadcasters revealed a pattern. In Mozambique, scenes that speak of issues affecting children's health and protection are common. The evaluation team observed, for example, numerous street children begging and sleeping on the pavements in Angoche. A big number of school children in Nampula trod along the highways to and from schools on the wrong side of the streets while speeding cars passed on their blind sides. In Quelimane, there were potholes with stagnant water, perfect breeding grounds for mosquitoes. There were unsanitary conditions in a school in Alto Molócué; paper, candy wrappers and plastic bags littered the school grounds; the toilets were filthy and reeked of urine odor. Many students walked around barefoot. In Maputo, uncollected garbage were scattered on the streets.

Yet, in the sampled provinces and districts, the issues were largely ignored by the children in the radio and TV programs. In the FGDs, the children hardly mentioned the issues until they were asked. In Angoche, the evaluation team asked the young broadcasters if they noticed the high number of street children in the community. One child said they are aware and wondering why the social development office is not helping. However, they said,

#### Box 1 Child broadcaster against child abuse



Rassul was so concerned about stopping child abuse so that when he was given an opportunity to train as a young child broadcaster on January 10, 2010, he grabbed it. It was a date he still remembers. He used to listen a lot to the radio. He had a friend who was a child reporter. He would report about child rights. Rassul's friend took him to the community where he was working as a volunteer advising people on HIV and AIDS, children's education and nutrition.

*"It pains me to see children being beaten by their parents. I think it is important for parents to know that beating a child is a violation of children's rights and it is against the law. If parents continue to beat their children, they will grow up to be beating their own children in the future because they think it is a normal part of growing up as a child. I want beating to stop now so that the so called cycle of beating will stop."*

As a radio presenter, Rassul started talking about child abuse but not in a way that will intimidate the people. *"I talk about this on the radio to make adults realize they have a responsibility to make this world a better place for children. The issue of child abuse is close to my heart because my own sister is a victim of child abuse. I even wrote a poem about child sexual abuse because of her."*

*"I know that we sometimes could be hurting the feelings of older people. I hope they understand that sometimes children have things they know that adult don't. I don't think I am criticizing the parents because what I normally say is constructive."* **Rassul Augusto, 16 years old, Grade 10. Quelimane, Zambézia.**

*“We cannot talk about it. We are afraid that they will be offended if we talk about this on radio.”*

In RM Nampula, the children admitted, *“We do not approach issues that might be sensitive. We do not report on real situations, like teachers who beat their students.”* When asked what it was they were afraid of, they said they did not know. When asked further if there had been a situation where they were threatened by adults, they said *“No.”*

Apparently, children cover issues in radio and TV that are considered of public interest and that are “safe”; that is, they would not invite confrontation with authorities. While they are at liberty to adapt the pre-identified topics to local settings and tackle relevant community concerns, children choose to cover issues that will not offend the adults. The evaluation team found Rassul’s story a rare exception.

Off the air, the children appear more assertive of their rights.

- Gil, 17, who is now in Grade 10, proudly said, *“When children know their rights, they can easily say what they want and what they do not want. When we face a possible abuse, we can say we don’t want it because we are aware of our rights.”* Gil has been a radio presenter for three years.
- Aurelio, 15, Grade 9, has been on radio for only two months but he declared that *“Teachers are now more cautious about maltreating us because they know that we talk about child rights and child rights violations on the radio.”*
- Ana, 15, a TV presenter in Quelimane for five years, shared that her parents now respect her rights. *“My father used to send me to the store to buy beer, but I explained to him that I could not buy beer for him because it is forbidden for us to. I had to be adamant in the beginning but he accepted my reason.”*

**Discussion** - The children make use of radio and TV as communication tools to deliver issues relevant to the community along “safe” parameters. They copy materials from references and ask authorities for more information but the evaluation found no indication that they had been trained to assess the issues against the realities in the communities. The aim of awareness raising, behavior change and adoption of healthy practices did not come out as primary advocacy concerns during the discussion with children.

Bringing important issues to the attention of local authorities transpired in an indirect manner. When interviewing authorities for radio or TV programs, children consciously kept away

#### **Box 2 Children’s radio programme in three languages**

Rachid Francisco Madingue, 15, idolized his brother Abedeningo, who was a child radio broadcaster in a programme designed to promote child rights. He once told his mother, *“One day I will be a journalist. I have always dreamt of being a journalist.”*

Rachid took his dream seriously by joining the radio group in 2005. He is now a producer of a radio programme in Chopae, a local dialect in Gaza. *“My mother is very supportive. She thinks radio is like a school, because I learn many things. My father thinks radio is good for me because of the good changes he saw in me.”*

Radio Coordinator Manuel has nothing but praises for Rachid because of his creative, active, well-behaved manner and good relations with his parents and with his peers. He said that Rachid has taken his dream to a higher level by speaking against child rights violations on radio. Rachid believes that *“the child can suffer psychologically from violence and it is unfair because his future is compromised.”*

To reach out to as many children in the province as possible, *Radio Mozambique* Provincial Station in Gaza airs radio programs for children in three languages. Rachid is a radio producer in this station.

His brother Abedeningo can only be proud of his younger sibling. He now idolizes his younger brother back.

from arguments with authorities. There was an apparent sense of fear of rousing the sensitivities of adults, particularly people in authority, but the children could not explain or refused to articulate the reason for the fear. What is surprising is the form that the acceptance of adult authority takes: self-censorship.

This finding is a cautionary reminder to the host institutions of C2C media. A greater say in selecting the topics and aspects of topics for presentations would enhance children's skills and bring longer-term impact in promoting children's rights and increasing their meaningful participation in society. It appears, however, that Mozambican children have opted for uncomplicated participation and willingly adjusted their attitudes and behavior to avoid perceived conflicts with adults. Children discern what the adults would tolerate and refuse to go against them for fear of disapproval. It will be a disservice to the promotion of children's rights to just let them keep on adjusting and allow the dilemma to perpetuate. UNICEF should examine the situation more closely, and understand the kind of support that children need and receive from adult coordinators in this situation.

### **2.3.3 Children's participation in planning**

The children meet either weekly or monthly to plan for their presentations. Normally they meet on Saturday or a weekday when they are not expected in school. In the meetings, they discuss adaptations of pre-identified program topics or plan the presentation of approved topics of local interest. The children then prepare the plan for the production of the program, specifying tasks and assigning responsibilities for the following activities: collecting data from printed materials from UNICEF and from the web if accessible; interviewing resource persons; script writing; preparing presentation, consulting the coordinator and seeking his/her approval; and finally recording the presentations in a studio. Recording or taping involves the producer, the presenter, and a sound mixer who is normally an adult technician.

Before going into the technical aspects of developing the radio or TV presentations, the children gather information. Radio stations are expected to gather their own materials for the programs; the children are very much involved in the task. Children in Maputo prepare interview questions and travel to the districts to get information on issues. Children in Zambezia interview officials of local institutions and people in the community, while those in Nampula get information mainly from materials provided by UNICEF. Those who have access also get data from the internet.

Interviewing is the most common method used to collect information, especially for programs in community radios. The children in *Radio Comunitaria* in Chibuto interview teachers and the school director on issues related to the school. In the past they also asked the staff of Save the Children, World Vision and FORCOM to speak about their programmes for children.

The children in Nampula's *Radio Parapato* used to go to government offices to get authorities' views on issues affecting children and talked to health officials on topics like malaria. But they have stopped because of the loss of their recorder and the lack of funds for transportation.

Children also participate extensively in the actual preparation of their presentations. In the provincial radio in Maputo, children prepare for four segments in their radio program: the thematic *Aprenda Connosco*, *Clube da Diversão*, and *Nós e a Natureza*, and a local language program, *Ahi Dondzeni*. To facilitate efficient planning, the children are grouped according to

the program segments. Each group is responsible for planning the presentation of their segments.

Similarly in Nampula, each child producer is responsible for writing the script for her/his portion of the program. The adult radio coordinator provides support in improving the script but may not change it. The children's radio program in Nampula is broadcasted in Portuguese and Emakua.

In Zambezia, the children have their own office for their meetings and planning sessions. They use the office during weekdays when they are free from their classes to prepare their presentations for the week. Because they have only one computer to work on, the children take alternate schedules. They have three programmes: *Vamos Brincar e Aprender* for children ages 8-12, *Novos Horizontes* for children ages 13-15, and *Mundo Sem Segredos* for children ages 16-17. These are presented in three languages: Portuguese, Chuabo and Lomwe. The children are grouped by language, with each group having one team leader who serves as the producer. The teams of Chuabo and Lomwe translate the program script from the original Portuguese.

In the community radio in the District of Angoche, this is how the children prepare their radio programmes: *"We plan and produce our own radio programme.... Our chief, Romão leads us in writing the programme based on a template we learned from Tia Sylvia (a trainer from Maputo). We divide the topics among ourselves. Sometimes, Tio Alvis, our coordinator, is there to guide us."* The children prepare the plan every Friday after school even without the programme coordinator. *"Sometimes they get snacks but since February, there have not been any because there was no money coming from UNICEF"*. The team observed Romão and the children actually preparing their plans during the focused observation.

The young broadcasters in Namaacha explained how they prepare their plans: *"We meet after airing our radio program on Saturdays. Each one proposes an issue/idea; we brainstorm around the ideas and vote. Decisions on what will be broadcasted are taken on a collective basis. We distribute tasks democratically, we discuss amongst ourselves who wants to do what, which are, presentation, interviews, and writing stories. There is no role differentiation between boys and girls."*

In the District of Molócué, children said they do everything in the program. *"We choose who will present. Sometimes this is voluntary. We have two editing groups. Those who go to school in the morning work in the afternoon. Those who go to school in the afternoon work in the morning. The assigned presenters read the scripts, then they rehearse, then they record."*

There is little group planning in Chibuto. Most work is done individually and shared with the group. Sometimes the coordinator suggests an issue for discussion. Then, the children individually research on the issue and write the script.

**Discussion** - It is evident that children receive proper training and experience in preparing plans of action that will ensure successful radio and TV programming. The planning tool is a simple and practical guide in their activities and in building their capacity for participatory action. It allows children to work in groups, to share, listen, discuss and organize ideas into a coherent plan. The children take on the responsibility of implementing plans that they develop and own.

One area where children can use assistance from host organizations is information gathering for the programs. The evaluation team notes the unevenness of the ability of children across

geographic areas to access information. Providing documents and reading materials, access to the internet, equipment for interviews, and other needs will facilitate gathering of information.

### 2.3.4 Children's participation in action

Children in radio broadcast work either as a big group or as smaller teams, depending on the number of participants involved and the segments of the programs. In provincial radios, children generally work in clusters according to segments and language used, while in the community radios, they generally work as one big group. Children in Chibuto share plans with the group but work on their presentation plans individually. Whatever the grouping, children take responsibility for implementing the plans they develop.

In all the radio and TV establishments visited, the team noted that the children perform the following roles: data collector, interviewer, planner, scriptwriter, presenter, recorder, listener, evaluator, and sound mixer. The children said they are happy with their roles and the way they are organized, whether they volunteer for them or are assigned by the radio coordinator or team leader. Children in Namaacha aptly described the situation. *"The program group leader decides who does what. But we can also volunteer. We try to make the best of our individual capacities. Usually there is agreement between the leader and the group. When someone is unhappy the issue is immediately solved between the unhappy member, the leader and the group. Usually there is no unhappiness with the roles that are assigned, and we change roles often so everyone has the opportunity to do everything."*

The team observed no major gender issue in the assignment of roles, nor significant differences in the tasks given to boys and girls. However, it was noted that while there were more girls on the radio than boys, the radio broadcasters were mostly boys. On the other hand, all the TV presenters interviewed were girls. They said that boys found the TV medium too "feminine".

Age is a factor in role assignments in TV production but does not seem to present a serious issue. Young people over 18 years old lead in the provincial TV in Nampula. Although the younger participants are free to suggest topics for TV presentation, the oldest one appears to be in command of the group, and also takes on the tasks of TV coordinator, scriptwriter, producer, and assigning the weekly tasks and roles. Younger children are assigned to collect materials and do pre-programme interviews and features.

The case of *Radio Infantil* in Alto Molocue demonstrates that children participants of the C2C value their work immensely. The station used to have a recorded magazine-type of children's radio program but it was stopped for lack of funds. In spite of this, the children continued to meet regularly, waiting and hoping for support to come.

**Discussion** - Children rotate in the different roles in radio and TV production, enabling them to hone skills and take on different levels of responsibility. The children enjoy and highly value their participation in many aspects of production.

In the implementation of plans, the children assume responsibility for the success of their programs, with guidance from the adult radio coordinator. Critical differences were observed between the contexts of the children from the provincial and those from the district/community stations. Children in provincial radio and TV stations receive more

regular mentoring and closer supervision because of the presence of permanent staff in provincial RMs and TVMs. In the district stations, on the other hand, children have to manage mostly on their own because the adult coordinators are usually volunteers who are not always around and who change frequently. The children in the provincial stations also have more exposure to information and easier access to media facilities and sources of materials.

The differences were noticeable during the FGDs. The more closely mentored children from the provincial stations who also have better access to resource materials appeared more motivated, articulate, dynamic and technically better in explaining every step of the program planning and production process. A lesson in another child participation experience is worth mentioning here: adult mentors' time and CYP sponsors' funding are always scarce resources and the need for both is often under-estimated.<sup>5</sup>

### **2.3.5 Children's participation in monitoring and evaluation**

To further improve their skills in radio broadcasting, children hold sessions for analyzing their presentations. They observe and discuss the good points in successful presentations, as well as the errors and needed improvements when the plans did not go very well.

According to the children in Maputo: *"We don't have a regular and systematic evaluation exercise, but after each broadcast we analyze our performances and try to improve on those things that we feel didn't go well on a certain program."* A radio coordinator in Zambezia recounted: *"The children assess their performance but not in a formal way. They used to have a 'control group' who listened to them and made comments. This, however, is no longer practiced."* The children in Gaza described the assessment process in their programs presented in different languages: *"We evaluate each other. If I talk in Portuguese, the other members will listen and see how I do my presentation. I do the same for others who present their programs in other languages."*

The children in Chibuto go a step further: *"While others are on the radio, some are outside the station to observe if people listen and ask them what they think of the program. Then we talk about how to improve the program. Nobody gets hurt because the comments are for the good of the program."*

Likewise, for the TV programs the children assess their own performance in the presentations but do not try to find out whether they are effective in terms of format, clarity of messages delivered, impact of topics discussed, and the like.

**Discussion** - The children's own informal assessment of their presentations seems to be the only type of built-in evaluation in CYP media. Children's participation in monitoring and reporting can be enhanced by introducing them to clearly stated assessment objectives and methods that are systematic but nonetheless appropriate to children, as the small experience in Chibuto seems to lead to. This would require training and more support for the monitoring and evaluation activities.

## **2.4 Is the project efficient, relevant, sustainable and effective?**

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<sup>5</sup> Save the Children (2004 and 2008), p. 8 and p. 25 respectively.

Much of the information about the project's efficiency, effectiveness, relevance, and sustainability were drawn from field interactions and limited data coming from the host institutions. Considerable time was spent on the FGDs and KIIs at the project sites to obtain indications of project performance on the OECD evaluation measures.

The child participation component in the UNICEF Mozambique's 2007-2011 Country Programme Action Plan described the objectives relevant to the C2C projects and the targets for the period ending 2011. As of the mid-2011 internal review of UNICEF Mozambique, the records show that against a target of 1500 child broadcasters for 2011, there are already 1410 C2C radio and TV programme broadcasters of which 350 are under the 11 Radio Mozambique delegations; 1000 under the 50 community radios; and 60 under TVM delegations.<sup>6</sup>

This is close to fully meeting the targets with half a year remaining in the programme period.

The evaluation found the implementation strategy to be efficient in achieving its expansion objectives on pooled resources from the host institutions at the national, provincial and district levels and from UNICEF. UNICEF provides the funding for the technical training of young people in content production, and for the provision of technical equipment and information and education materials. RM, TVM and their local subsidiaries, and FORCOM provide the administrative and logistical support and more importantly, the mentoring and technical supervision of children in actual production and presentation work, as well as the enhancement of children's presentation skills through built-in reviews. They also play a major role in project planning and management and are well-grounded on many aspects of the programme in which the C2C projects are nested. Nevertheless, it would be good to review the institutional responsibilities which have stayed the same since inception, and determine whether a feasible arrangement conducive to ensuring sustainability exists, more especially in the light of mentoring and other resource constraints in community and district radio programming.

Regarding effectiveness, based on the learning and achievement of the child broadcasters, the overall strategy used by child-to-child radio programme has been programmatically effective. The children's technical training and the support and guidance provided by the radio coordinators have been a significant factor, especially in the provincial radios where the RM staff provide regular and close mentoring to the children. The radio coordinators in the districts appeared to be less effective in providing the needed training because of the temporary nature of their engagement and the fast turnover of staff.

The C2C programme also showed its effectiveness in the change in attitude and behavior of people around the children participants as a result of the children's association with the programme. The children's own accounts provided considerable anecdotal evidence that teachers and parents treat them better, knowing that they are aware of their rights and have access to the media.

Nevertheless, certain implementation aspects that can be improved:

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<sup>6</sup> The figures include members of the children's clubs who actively contribute to the production of C2C programmes, either by working backstage, in the development of programme script, or by searching for key information to feed into the programme. (UNICEF Mid 2011 Internal Programme Review)

- Children should be able to express their views and raise topics without fear. For certain, the dilemma needs to be delicately handled and the authorities and adults around the children need to be involved.
- The practice of agenda setting by adults for the radio/TV programs, despite its good intention, does not contribute to the empowerment of children especially older ones nor the development of their ability to decide on matters important to them. While broad agenda setting might have its practical early-stage participation purpose, children should be able to engage in all the participation roles starting from assessing and analyzing why a suggested topic is important to them and their communities up to monitoring achievement of their objectives, and supported with good training.
- Despite television's effective audiovisual format and its allure to children who want to excel in roles especially as presenters, one drawback is that TV programs inefficiently absorb a low number of children participants. Achieving inclusiveness and nondiscrimination in the selection of participants is also difficult because of the rigorous technical skills requirements of the TV medium. Organizers need to think of ways to increase children's participation. For example, a child-audience discussion format may be adopted, where the children in the audience are given opportunity to share ideas and articulate their thoughts and feelings on the issues during the TV program.
- The synergy of the C2C with other CYP projects is currently limited. The incorporation of listening groups in schools under the new school club models is a big and promising step in the right direction.

Radio and TV programming is highly relevant to the exercise of children's participation right. Hugely adaptable to the changing needs and interests of communities and specific listeners, radio and TV are powerful and effective instruments for shaping people's minds, setting social agenda, and molding public opinion and they can reach a large number of people at any one time.<sup>7</sup> Children participants have proven that they can easily access and learn radio and TV programming. People generally look up to popular media personalities as role models, and indeed, some children participants have become such to their peers and younger siblings. In addition to the participation value, children in radio and TV deliver their own relevant child-focused messages in health, nutrition, sanitation, education, protection, and environment.

In Mozambique, both radio and TV are available at the provincial and national levels through *Radio Mozambique* and TVM. Coverage for the suburban and rural areas fall on the less endowed community radios through the national coordinating network, FORCOM, and the Regional Central Nucleus working with FORCOM-managed community associations and private stations. Herein lies one weakness of participation: TV and radio stations are located in centers not easily accessible to children of most disadvantaged families.

Nevertheless, despite the resource constraint on community radios and the limited children participants of the TV, the uncomplicated design and implementation of the innately effective C2C media programme serve to maintain its relevance to the child participation objective.

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<sup>7</sup> Based on the 2007 Census of Population, about 50 per cent of the population has radio sets including those living in suburban areas. Television sets are available to only 10 per cent of the population in cities and urban centers but TV is the medium used by decision makers and those who influence public opinion.

With respect to the sustainability of the projects, however, there are critical issues.

The first is the high turnover of community radio coordinators affecting the mentoring received by children participants. FORCOM describe community radio coordinators as 8-hour a day Monday to Friday volunteers. Pirating by other radio stations is common and there are no provisions for training new recruits. Even trained children drop out to study or work outside the district or because they become over-aged. This is not a problem in the provincial radios where institutional support and resources including paid permanent staff with the technical capacity keep the children's programs well-operating. It is noteworthy that RM has tried involving children in programs before UNICEF support came in.

The sustainability of the project, particularly at the district level, may improve if FORCOM can efficiently deliver its current commitment to the CYP programs and if other community-based organizations can be tapped to expand support to FORCOM. UNICEF's considerable assistance covers the cost of producing, recording and presenting the children's radio programs, providing supplies, snacks, recorder, batteries, transport, and administrative needs. Diversification of funding support ideally through mobilization of local resources would make the community programme more viable.

## **2.5 What is the impact of child participation in radio and TV?**

The biggest impact observed was on the children themselves, particularly in knowledge, skills and attitude, and relationship with family, community and school. The qualitative changes, contributing factors to children's development, are the result of their meaningful involvement in the activities. (See Box 3).

The increased self-esteem and strengthened ability of children to express themselves showed strongly during the FGDs, changes that would have helped them relate better with parents, teachers, and community members. Self-confidence and self-esteem were evident in the children's interactions with the evaluation team, also observed in their interrelations with peers and the radio and TV coordinators during focused observations.

The children's experience in radio and TV provided them with opportunities for social interaction with various types of people, resulting in increased social skills. Social development, according to psychologists, is closely tied up with mental development. Hence,

### **Box 3 A radio programme by children for children**

Weekends are special days for Augusta and six children in the District of *Angoche in Nampula, Mozambique*. While other children their age are playing, working in the fields or in the sea, or doing their homework, Augusta and her friends use their time preparing a radio program. On air, they talk about physical and sexual abuse of children, unwanted pregnancies, early marriages, malaria and other health issues affecting children. The children's radio programs are aired every Saturday and Sunday in Radio Parapato. Although designed for children by children, adults listen to the program as well. The program is a way of providing children with a means to exercise their participation right.

Augusta used to wake up late and did not want to help in the house. After joining other child broadcasters, she has changed as a daughter and as a student. Now she has even improved the way she deals with her classmates and other adults.

*"I felt really good when I was chosen in the child to child radio programme. It has always been my dream to be on the radio."* Augusta said in a timid manner.

There has been no formal analysis of the impact of the child to child radio programme but the children are quite certain that they have been able to express what they feel on the radio and to talk about issues affecting children like them. It also makes them happy to know that there are children in remote areas who listen to their radio programme.

this may have accounted for the observed increase in the children's dedication to study, and their higher marks and better performance in school.

The children shared instances when they had been able to tell their parents and teachers to respect their rights. They are better equipped to protect themselves from abuse and exploitation because they are more aware of their rights, more confident in confronting potential abusers including parents and teachers and they have access to the forum in radio and TV.

Their involvement in radio and TV has enabled the children to engage the community, including community leaders and government authorities, in the discussion of social issues through interviews and data gathering activities, even with the self-censorship. The experience and exposure, combined with increased self-awareness, self-confidence, and ability to work in groups, are necessary in developing skills for active citizenship. Compared with other children, the children who have thus been exposed would be in a better position to understand their social and political contexts.

The children's participation in the radio and TV programs produced an impact not only on themselves but also on the adults around them, specifically on their parents, the radio and TV mentors, and to a certain extent, their teachers. Parents who at first did not want to allow their children to participate gave supportive words after observing their sons and daughters acquire radio and TV skills, social interaction skills, and discipline, and became more focused on their studies. The changes parents perceived in their children involved in radio and TV validate what the children say about the impact of participation on themselves: *"My son is now able to express himself even in front of other people;" "Oscar was always alone before but now more open to interact with others;" "She talks with other families in the neighborhood;" "Good marks in school.;" "She has improved her way of thinking. She can talk very well and I realized it was because of the radio;" "We always listen to her on radio;" "I can see my child behaving well. So I like it;" "I like her to exchange experiences with other children;" "We are happy to have our child in radio. Neighbors are interested as well. When she is not on air, they asked why she was not there;" "Our child talks about child rights on the radio so it's difficult to beat her now. We feel obliged to respect her right;" "There are no differences in the way they are treated in the house;" "She has influenced even her older sisters;" "Able to teach others about child rights;" "She knows child rights very well;" "She used to play only with dogs, now she knows how to deal with people."*

The radio coordinators who acted as the children's mentors and coaches generally observed that children were shy in the beginning, becoming more expressive, more open and active with longer time in the programme. Children learned how to communicate better, developed skills in interviewing local leaders, school directors, teachers, other children and community members. The coordinators usually observed children become better learners, their school performance improved, and they help other less active peers. In some radio stations, children with failing marks are temporarily removed from the roster until they raise their grades to the desirable level.

## 2.6 Summary of findings, conclusions and recommendations

### Child-To-Child Media Programme in Radio and Television

#### Summary of Findings and Conclusions

- C2C generates genuine child participation despite social norms on child-adult interactions. The role of children especially in assessment and analysis and monitoring and evaluation can be further improved.
- Positive impact has been observed both on the children and adults around them. Instances of improved child protection resulted from CYP.
- The children's self-censorship would require further inquiry and deeper understanding by host institutions to be able to address the dilemma in the short-run.
- No significant gender and age differences in child participation were found. However, children from remote areas are left out given the geographical limits of present coverage.
- Very limited synergies currently exist between C2C and other CYP programs. The new model of school club linkages with the C2C needs to be emulated.
- The project largely achieved its stated CPAP objective and targets despite the financial limitations of the host institutions; efficiently run, effective and relevant, but face challenges to its sustainability.

#### Key Improvements Required

- Further increase children's spaces for creativity and leadership in all five roles of children, particularly in assessment and analysis, and in monitoring and evaluation.
- Fill in the knowledge gap of adult implementers on CYP principles and standards.
- Improve children's access to sources of materials.
- Make the program more inclusive to reach children in localities outside the district centers.
- Broaden the support base beyond donor assistance in order to ensure sustainability of the project.

#### Recommendations

- Expand C2C radio to more and farther districts especially where UNICEF is already invested in other programmes.
- Improve children's participation in all the roles by sensitizing adult project implementers on the principles and practice of CYP; install an efficient information system from which CYP participants can easily access materials.
- Identify and promote more synergy among the different CYP/C2C projects. Facilitate institutionalization of synergies to leverage the strength of the C2C for other initiatives and vice versa.
- Build a larger support base among community organizations.

### 3. PARTICIPATORY CHILD RIGHTS – SCHOOL CLUBS

The findings and analysis of the project were based on the interviews of the Executive Director of *N'weti* National Office, teacher-coordinators, community activists and children members of school clubs in the following schools: *Escola Primária Completa do Mugado* in Namaacha, Maputo; *Escola Primária Completa do Parapato*, in Angoche, Nampula; *Escola Primária de Muanamalua*, in Alto Molocue, Zambezia; *Escola Secundária de Nicoadala*, in Nicoadala, Zambézia; *Escola Primária Completa Ngungunhana*, in Chibuto, Gaza.

#### 3.1 What is the school clubs project about?

As a child participation intervention the school club aimed to provide opportunities for children to learn about issues concerning their life particularly health and child rights and to communicate the same to their school mates through the peer-to-peer approach and through *edutainment*, combining education and entertainment. The intervention involved a wide range of activities from development and presentation of plays, dances and songs, to the conduct of discussions and debates to enhance understanding of child rights and other issues, and activities such as door-to-door campaign on child rights and registration of orphans. It also included civic activities like tree planting, cleaning of school premises, physical support to school electrification and the like, as well as games and entertainment for children.<sup>8</sup>

UNICEF started the intervention in 2007 in partnership with *N'weti*, a national organization dedicated to HIV/AIDS awareness and prevention and the promotion of child rights. *N'weti* organized school clubs called *Clube Dos Bradas* under which student members devoted time after school and weekends to conduct activities where they explored issues and solutions to problems confronting children in school and in their communities.

UNICEF supported *N'weti* in producing a package of training modules and manuals on organization and management of school clubs, training of teacher-coordinators and community activists and production and distribution of related journals, pamphlets, education materials, and planning, monitoring and reporting tools. UNICEF also funded salaries and incentives to school club coordinators and activists and supported actual projects of school clubs. *N'weti* produced a regular journal (magazine) for *Bradas*, providing students another forum to discuss topics and issues and share their school club activities.

The club was composed of 12 to 14 year old children, chosen by the teacher/facilitator on the basis of academic performance and active involvement in school activities. Membership per school club was limited to 25-30 children.

A recent evaluation of MINED's implementation of extra-curricular activities found that although operating under the same program, there is no harmonization in school club functioning in various schools resulting in the establishment of school clubs with different objectives.<sup>9</sup> Based on the findings, MINED, with the support of UNICEF among others,

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<sup>8</sup> School clubs have wide choices of activities. Some school clubs conduct theatre performances in addition to other projects. Some school theatre groups also serve as school clubs. A separate analysis of the school theatre intervention is found in Chapter 5.

<sup>9</sup> The features of the new model are described in Section 3.6 of this Chapter based on the Manual Orientador, Clube Escolar E Clube De Radio, Criando Um Unico Espaço Para Toda Criança, a power point presentation, Junho De 2011.

agreed to adopt a revised model of school clubs beginning 2010. For the present evaluation, none of the schools randomly picked in the selected provinces and districts had started CYP under the new model. The school clubs in the sample were all continuation of the previous Os Bradas model.

### **3.2 What can one expect to see if children enjoy their right to participate?**

Based on CYP principles and the five participation roles of children, the members of school clubs were expected to engage in the assessment and analysis of their surroundings and own experiences to identify their most relevant and important rights or violated rights in school or community, and choose the priority topics. With mentoring from the teacher-coordinator they would plan their own projects and set specific objectives, identifying a strategic set of actions and corresponding desired results. The plans would include presenting their concerns and conducting dialogue with authorities or affected individuals. Children would monitor the conduct of their activities, adjusting their planned actions as needed. In addition, they were expected to check whether the desired results and objectives of their activities were achieved as part of their learning. As children performed the different tasks, the teacher-coordinator would be present to guide them as appropriate, make available the needed resources, and ensure the children's safety where they conducted their activities.

### **3.3 Did the project facilitate the right of children to participate?**

#### **3.3.1 Children's participation in assessment and analysis**

When asked to enumerate the topics they have dealt with in their projects in school clubs the students who participated in FGDs mentioned child rights issues, cholera, malaria, girl's education, domestic violence, physical and sexual abuse, and HIV/AIDS. Asked who identified the topics, the children in *Escola Primária Completa do Parapato*, in Angoche explained that *"we talked about health issues, girls' education, and HIV/AIDS which we chose ourselves"*.

In *Chibuto*, children in *Escola Primária Completa Ngungunhana* said, *"We discuss the topics we want to work on like cholera, domestic violence. We get these topics from the news papers, radio. For example, we heard from radio about that one child disappeared because of trafficking. We heard about mothers beating children until they get hurt."* In the FGDs, children are more or less consistent in owning the process of choosing the topics.

However, in a joint interview of the staff of the District Education Office, GTO and *Nyvanyee* (a local CBO associated with RENSIDA) in the District of *Angoche*, the Deputy Director for Pedagogic Management said the following about topic selection: *"The activist decides what the children will do. Sometimes, the school director or the district education officer decides on the issues. Teachers write the play and children rehearse and present."*

The role of adults in the choice of issues to address in the school clubs was confirmed by the teacher-coordinator of *Bradas Club* in *Alto Molócué*: *"I have a plan that includes tree planting, school cleaning and football. We contacted the local registry for registration of orphans. Children also do door to door campaign about HIV/AIDS."*

According to the *N'weti's* Executive Director the children were at liberty to adapt pre-identified topics to local settings or choose the most violated child rights. They were

encouraged to propose topics to be covered by the journal. The periodic journal issued by her agency was the children's main source of information in planning activities in the school clubs. They also use other manuals, posters, pamphlets, and booklets on various health and protection issues which were also produced by *N'weti*.

**Discussion** - Like their counterparts in the C2C media project, the school club members had limited engagement in assessment and analysis of issues of interest to them. Although they professed ownership of the topic selection decision, it was not credible for several reasons. (1) All school clubs covered in the study addressed similar concerns in their activities, e.g., child rights violations such as violence against children including physical and sexual abuse, HIV and AIDS, public health-related problems, education deficiencies and environmental issues. (2) The concerns mentioned are big topics for children to tackle on their own, given age-related level of understanding of issues required in developing and producing presentations on their own or conducting discussions among themselves. (3) The teacher-coordinators admitted their role in the identification of issues.

Evidence from interviews and observations seem to suggest that the children in school clubs confined themselves to the resource materials provided to them. The evaluation infers that the teacher-coordinators had not been effective in instilling the balance between using reference materials and encouraging children to keep eyes and ears open on what was going on around them. Beyond the CYP limiting adult-defined agenda, undue reliance on the *N'weti* materials likewise lessened children's opportunities to develop critical thinking and articulation of their concerns in the school clubs.<sup>10</sup>

### 3.3.2 Children's participation in articulation and advocacy

Asked if they were involved in activities that make people aware of issues affecting them, the student members said that awareness-raising was exactly what they do in their project activities and presentations. They gathered information to inform their peers about the topics. Further probing by the team revealed that the children tackled issues that were considered to be of public interest as long as they would not offend adults' sensibilities – in other words “safe” topics, or delivered in a manner that would not invite confrontation with adults. Interestingly, this is the essence of the response by children in the radio and TV projects. There were indications that in the case of school clubs, adults were behind the decision. In *Angoche*, the GTO staff indicated that sometimes issues raised by children were transformed into a play to bring undesirable practices to attention, such as teachers beating children. This was done in a subtle way so as not to arouse the ire of the adults.

Most club members interviewed said that they were engaged only in disseminating information and mainly about child rights, health issues, and domestic violence. When asked if they were aware of projects for children implemented by government or NGOs in their area which they could discuss in school clubs, most of the children responded that they do not know of such project.

**Discussion** – Some projects in the school clubs were decided by adults, for adults, and delivered by children. Both the agenda setting and the mode of delivery of messages (“in a subtle way so as not to arouse the ire of the adults”) are adult-controlled. In the transition of

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<sup>10</sup> While apparently there was an abundance of reference materials for school clubs, it is to be noted that children in other CYP projects notably the community radios had to make do with very little.

the intervention to the new MINED model, these two considerations, critical and sensitive, deserve the attention of UNICEF and the MINED.

In principle, school club members had at their disposal a variety of creative face-to-face communication techniques to share child rights information with their peers. The students probably broached the most violated rights concern in the school club. However, the school club could be more than a venue – it could have been an excellent starting point for children to prepare to publicly advocate with the school and community leaders for concrete measures and resources to address the specific gaps in the fulfillment of their own rights. But the topics have to be age-appropriate to be manageable and meaningful to the children members and the children audience in school and community. For example, the children can tackle hygiene and sanitation in schools to persuade the school council to provide clean and sanitary toilet facilities. From observations and interviews, even the teacher-coordinators appeared to be unaware of the concept of advocacy and the potentials of children to undertake such in the context of the school clubs. When the team broached the idea of the school club activities influencing the decisions of the school council, the teacher-coordinators said they said they have not thought about it and they had to follow the school club guidelines.<sup>11</sup>

### 3.3.3 Children's participation in planning

Based on FGDs and observations, the team gathered that the school club members were engaged in two types of planning. One was planning their regular activities based on the suggested topics of *N'weti* and UNICEF such as child rights, health issues, domestic violence, and others undertaken through projects including theatre. The children were involved in planning under the guidance of the teacher-coordinator. Some coordinators tended to guide more while others left the activity to the children. The children used a planning tool prepared by *N'weti* to identify their activities, assign tasks to individual members, and plot deadlines.

The children in Chibuto met regularly during the week and weekends to plan their activities and prepare and rehearse their performances. The teacher-coordinator said she made it a point to be present during each meeting and performance. In the specific case of Chibuto, the team actually observed that the children themselves were actively engaged in the planning exercise, as well as with the execution of the activities.



Figure 2 - Members of Bradas Club in Escola Primária Completa Ngungunhana in Chibuto, Gaza seriously engaged in planning their next activity in school.

The influence of adults in school was, however, more evident in Alto Molocue, Namaacha and Angoche.

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<sup>11</sup> This is not to say that children conversations with community leaders and the school council will be a smooth process. Adults are reluctant to engage in dialogues with children. This is the experience with community leaders and legislators in Swaziland, Jordan and in Bosnia and Herzegovina. (UNICEF ADAP 2009).

For example, the teacher-coordinator in Molocue was quoted saying, *“I have plans (for the club) that includes tree planting, school cleaning and football.”* In Angoche, the Deputy Director for Pedagogic Management said, *“The activist decides what they will do. Sometimes it’s the school director who decides on the issues (for the school club)”*.

The other planning exercise involved the preparation of a project plan with a set of activities around a theme which the school club submitted to *N’weti* for review, approval and funding. A teacher-coordinator explained that school clubs were normally asked to prepare activities on the subject of the most violated rights in school or community. When approved, the budgetary support from UNICEF would be transferred by *Nweti* to the school club. In return for receiving support from *N’weti*, the teacher-coordinators submitted standard reports on a periodic basis. The school club was required to implement the project within a quarter of the year.

**Discussion** - The evaluation team observed that the students’ participation in school clubs was pronounced in the planning role. With longer exposure, they would develop technical skills and be better in preparing plans using tools similar to those of adults. Per se these are valuable skills that will also be useful in other aspects of children’s lives.

The level of interaction with adults was substantially different compared with that in C2C: plans prepared by children were reviewed and approved by adults in school (the school director and teacher-coordinator) and externally (*N’weti*) for funding approval. The process unwittingly invited the inevitable intervention by adults in school who might help children to ensure approval of the funding for the school club project, without which children had one less activity to participate in.

Apparently, *N’weti* and the children did not communicate directly and the team did not get the impression that the children understood the requirements for approval of their projects. Age 12-14 might not be the right age for such interaction, in the same way that for their age, developing and producing presentations to communicate with others information and messages on more complex child rights topics might still be beyond their capability. Thus with respect to school projects funded by UNICEF through *N’weti*, child participation was confined to activity planning and implementation.

### **3.3.4 Children’s participation in action**

The other aspect of participation where the children were visibly and actively engaged was in the action-implementation phase of the school club program. In the focused observations conducted in Chibuto, the children in *Escola Primária Completa Ngungunhana* were visibly at the forefront of action where they actually prepared and implemented their plans under the watchful guidance of the teacher-coordinator. (See Box 4).

In the same district, the school club children eagerly shared, *“Some of the activities we do are theatre, debate, singing and games. We sing about child rights and cholera and malaria. Some roles are assigned, and others are volunteers depending on the task. The group decides with the teacher.”*

In Alto Molócué, the children in *Escola Primária de Muanamalua*, specified their activities, *“We cleaned our school, planted trees, and played football. We did door-to-door campaigns on child rights.”* The teacher-coordinator in the same school said *“They (children) follow the*

*planned activities*” She added that if the plan to put electricity in the school is approved and funded, the school club children would be expected to participate by digging the holes and putting up the poles that will carry the power lines to the school.

The members of the *Parlamento Infantil in Nicoadala* pointed out, “*We led some discussions in the classrooms. We also presented a theatre. We talked with our neighbors and family about child rights.*”

The evaluation team noted that the members of school clubs were engaged in different tasks assigned by their leader. There was no role differentiation in the performance of tasks, and while girls in school clubs took the leadership roles unlike in the C2C radio, the reason was that 2/3 of the members were girls and they also happened to be more senior than boys in age and school grade level. In the FGDs, the children said it did not matter whether they themselves chose the specific tasks to do or the tasks were assigned to them.

In Namaacha, the seventh graders dominated the activities of the school clubs while the six graders were left uninvolved, creating an implementation gap when the year was over and the leadership role passed to the unprepared former sixth graders. The same situation happened in Alto Molocue: all student members were two months old in the school club at the time of the interview and did not appear to understand what actions to implement. Another related observation was that the teacher-coordinators were not aware of the importance of a safety and protection policy in school concerning students engaged in school club activities. They said nothing untoward has ever happened to any child as a result of his/her participation in the school club activities.

**Discussion** - In any programme activity with a child participation component, children’s involvement is in general most visible in the action phase; it is also the part children appear to love and enjoy doing most. As observed by the team, the children performed their assigned tasks like a game with a lot of fun. On the other hand, without ensuring a meaningful participation, the project becomes communication of adult-defined CYP messages through children, contrary to the principles of CYP.

### 3.3.5 Children’s participation in monitoring and evaluation

#### Box 4 Small steps, big benefits Child participation in school

One Friday afternoon, thirteen boys and girls were gathered around a table in a small room to plan their school club activity on Saturday. They were deciding how to start the program, what games, songs, and other group exercises they will use and how to end the program. They then agreed who will be in charge of the different parts of the program. Everybody was eager to contribute to the plan. Some minutes ago, the room was filled with loud talking and laughing. Suddenly, they fell serious and focused on the preparation of their plan. Professor Judite was in one corner of the room watching the children and interceding only when they asked her opinion.

The children, ages 10 to 13, are members of the Clube des Bradas - Estrelas Do Amanha (Brada’ Club - Stars for Tomorrow) in Escola Primaria Completa Ngungunhane in Chibuto, Gaza in Mozambique. Bradas Clubs were organized by a national NGO known as *N’weti* in UNICEF-supported Districts to provide children a space to express themselves in school and a structure for organizing school-based activities to advance children’s rights.

Neiva Constacia Carlos Nunzunga, the President of the Club, thinks that there are still many children who do not know their rights. “I want to be able to reach out to them so that they can also tell their parents about their rights.” Neiva is only thirteen years old. But as the club leader, she said she has “learned not to be afraid to reason out with teachers, parents and with other leaders because we have a right to speak.”

The children in school clubs visited by the evaluation team were generally not aware of monitoring and evaluation when they were asked how they review their plans to ensure that they were doing the right things and if they were doing their work right. Only the children in Bradas Club in *Chibuto* reported that they met regularly to talk about the work they did and to plan for follow up work.

There were *N'weti* prescribed reporting forms for the school clubs. In all cases the teacher supervisor accomplishes and submits them to *N'weti* and to district level education offices.

**Discussion** - The school clubs were weak in monitoring and evaluation although there were opportunities for them. The team surmised that even the teachers were unaware of the importance that children learn the skills which was why no encouragement came from them. On the other hand, the teacher-coordinators completed and submitted the required *N'Weti* forms, which are also the basis for the release of their monthly honoraria or incentives.

### **3.4 Is the project efficient, relevant, sustainable and effective?**

The policy that limited the number of children who could join the school clubs to about 25 (the actual number was about 20 pupils per school) resulted in confining membership to good academic performers, leaving many children uninvolved. . Further, only children 10-14 years of age in urban areas or 10 to 16 years old in rural areas could be members. The president of *Bradas* club in Chibuto proudly declared that she was chosen to be a member of the club because she was the smartest in her class. Such design runs contrary to rights-based standards and practice. The efficiency issues in coverage and equity also need to be addressed in improving CYP in school.

There is no doubt that the child rights issues defined by *N'weti* would have some relevance to children. There were indications as well that as far as school concerns were considered, the teacher coordinators did choose topics of local relevance. Moreover, the student participants showed enthusiasm in participating in planning and implementation, suggesting that the topics were not outside of their interests. It was possible that the topics chosen by *N'weti* were broad enough and offered possibility for adaptation by the teacher-coordinators for the children in their locale. This possibility does not mitigate the loss of opportunity for participation by children in assessment and analysis.

The evaluation team found the *N'weti* to be a strong institutional partner with commitment to the project. Unfortunately, the project set up showed heavy dependence on administrative, logistical and programmatic support of an external donor agency making it hardly sustainable.

The school clubs in the *Os Bradas* model were fairly successful in providing child participants spaces for participation. Genuine participation of the school children was visibly strong and genuine in planning and in action but somewhat limited and “formatted” by adults. Opportunities in assessment and analysis, articulation and advocacy and monitoring and evaluation were little or inexistent.

Several design features of the school clubs undermined the level of CYP resulting from the project. The *Os Bradas* model reinforced the authoritarian aspect of the school system inadvertently perhaps, by providing adult-prepared templates, topics and tools in planning, implementing and reporting. This was exemplified by the adult-defined agenda of the clubs,

the adult-fed messages, and the implications of *N'weti* project approval and reporting requirements on CYP practice.

The team observed that the attention of the teacher-coordinators and the implementers involved in the school clubs were on the adult-identified activities, their completion and reporting that the effectiveness of the intervention on creating opportunities for meaningful child participation might have been simply assumed. Moreover, in the interview of the teacher-coordinators and an official of *N'weti*, it was clear that the impact of participation on children was not in their focus. According to a teacher-coordinator, “*I don't monitor the impact of child participation on children. I am not aware of changes among them.*” They missed the very essence of CYP that the activities should be child-driven according to their evolving capacities and must have a positive effect on them.

It is worth noting that while the teacher-coordinators demonstrated CYP-nurturing behavior while they were with the children in the school clubs, the evaluation team observed such behavior disappeared when the teachers went back to the classroom and resumed teaching.<sup>12</sup>

It is not unrelated that the organizers of the project were not mindful of the protection and safety of children while they were engaged in the fulfillment of their participation right. For example, where there should be guidelines on the work environment standards and schedule of activities that would not expose children to potential dangers to their health, education, safety and protection, the evaluation team found none. Stakeholders should get reminded of the inter-dependence and indivisibility of child rights: while projects endeavor to fulfill the participation right of children, other equally important rights of children should not be put in jeopardy.

A development that might address the major weaknesses of the *Os Bradas* school clubs comes with MINED's new model. As part of the UNICEF Mozambique's 2007-2011 Country Programme Action Plan, the harmonized school and radio clubs manual was finalized and rolled out in two Regional Training of Trainers involving the education “*Pacote Basico*” and RENSIDA provincial associations focal points in the Northern and Central Regions. The training focused on participatory techniques, entertainment-education and facilitations skills, and sexual and reproductive health. Guided by *N'weti* and RENSIDA, the trainers subsequently conducted training for over 100 new activists in the seven CFS districts, bringing the number of CFS covered schools up to over 600, involving over 240,000 children in school clubs activities. In 2011 overall the nation-wide school awareness programme covered over 1.4 million children in 2000 schools in 79 districts. School clubs closely linked with radio clubs are progressively being established in all target schools, with initial focus on the CFS districts. UNICEF and MINED need to ensure that the implementation of the new model takes the lessons of the *Os Bradas* clubs into account. Most important is that adult implementors are provided orientation on the core principles and good practices of CYP.

### **3.5 What is the impact of child participation in school clubs?**

The evaluation team found that the children's involvement led to some improvements in their personality, better articulated among child-members of *Bradas Club* in *Escola Primária*

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<sup>12</sup> A hierarchically managed educational system with features like teacher-centered instruction does not conduce to the development of skills and capacities for child participation. This is also the experience in Barbados (UNICEF ADAP 2009, p.18).

*Completa Ngungunhana* in Chibuto, Gaza than any of the other schools visited by the evaluation team: “we became more responsible, more compassionate, and more mature” and “we have a better behavior at school as well as at home.” The school club coordinator said that she witnessed the development and transformation of twenty shy boys and girls to the present active, dynamic and helpful children committed to the promotion of child rights.

Other changes that children perceived of themselves as a result of their participation in school clubs generally clustered along very specific personal behavior and attitude. The children in Chibuto shared how the school club tempered their specific misbehavior: “I was a clown before in a wrong way.”; “I used to speak in a bad way to people. I don’t do that anymore.”; “I used to beat with slight provocation.”; “I used to fight with other children.”

Conversely, the children’s involvement in school club activities conduced to good behavior. The comments from diverse FGDs attest to such changes: “I respect children’s rights.”; “We tell other children to respect their parents.”; “I did not like children before, now I like them.”; “I take care of myself now that I know the importance of personal hygiene.”; “I tell them to respect the younger children.”; “Often I did not respect elders”.; “Often I did not respect elders”.

The school clubs enhanced even more the school performance of members who were already top class performers when they joined the clubs. A child member in Chibuto said, “I improved more in school. Now I get higher grades.”

The FGD with children in Alto Molócué, Angoche and Namaacha, did not yield much information to describe the changes on children currently participating because most of them were fairly new to the clubs. Based on recall, the teacher-coordinators spoke of former members. They were already active, open and expressive when they joined. Progressively they became more responsible as they increased their participation in the school club activities. One teacher said, “They learned to take care of themselves, how to prevent diseases, and to follow hygienic practices. They know how to deal with colleagues and parents.” According to another teacher, “The previous group had good grades, almost all passed their exams.”

The positive impact of participation on the children’s cognitive and emotional development such as what the members of the school club experienced is likewise the result of improved skills and higher self-esteem. This was the same finding among children in participation programs in Tanzania, Nepal, and Guatemala.<sup>13</sup>

### **3.6 The new model of school clubs and the findings of the current evaluation**

The Ministry of Education is aware of the strengths as well as the sub-optimal features of the *Os Bradas* model. Starting 2010, the Ministry adopted a new school club concept under the *Pacote Basico* Programme and as part of the RENSIDA school awareness programme. The focus is on the promotion of life skills in schools and communities.

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<sup>13</sup>, <sup>13</sup>Ibid. UNICEF ADAP (2009), p.16.

Under the new model, one school club will be organized to harmonize all student organizations in each covered school. Coordinating the club (minimum size of 25 students, a boy and a girl from each class) is a team of five catalysts consisting of two teachers (male and female), a school appointed staff responsible for hygiene and health, an external activist and two students. Students' radio listening groups will be organized by the school clubs to expand the coverage of life skills peer-to-peer communication on health and other issues, similar to the "listeners' club" concept in Tanzania. The *Orientation Manual* describes the operation of the school clubs.

Although the new MINED model roll-out has been fast, covering now some 240,000 children nationwide according to reports, none of the sample school clubs included in the evaluation was already operating under the new model. The evaluation, therefore, could only offer the practical lessons from the functioning of the N'Weti model.

Among the features of the new model are: the focus on life skills theme that hopefully would be broad enough to accommodate the children's own topics of interest; the link with radio through the radio listening groups that should expand participation in the school clubs and exploit synergy with C2C programme; the expanded membership to all grades in the new model; broader oversight that includes an external representative and two children; the inclusion of participatory approaches in the training of trainers and activists; and some guides on involving children in the regular planning and monitoring.

Major gaps in the old model remain unaddressed in the Manual of Operations and, hopefully would receive attention from the programme organizers, such as: (1) training of catalysts and other adults involved in the core principles and practice of CYP, including protection standards for children participants and (2) orientation of the involved adults on the practical lessons learned from the previous model.

### **3.7 Summary of findings, conclusions and recommendations**

## **Participatory Child Rights Club**

## Participatory Child Rights Club

### Summary of Findings and Conclusions

- The School Clubs were partially effective in generating genuine participation and impact on children.
- School club members were more active in planning and action; weak in assessment and analysis and monitoring and evaluation.
- School clubs appeared to be too implementation focused, teacher-dominated, and externally driven. The templates for planning, topic selection, and monitoring and evaluation that on the one hand made the work of the children and the teachers easier, inadvertently took away some degree of genuineness of CYP and reinforced the traditional top-down culture of the school system, a feature inimical to CYP.
- The intervention had low efficiency and sustainability owing to low membership and substantial external role.
- Equity issues existed, against children in the lower grade levels and those who were not class achievers. At the beginning of each year, school clubs encountered delays in re-starting because the cohort of previously involved older children graduated. Among the members, grades determined roles in the school clubs.
- There was no difference in observed CYP practice between school clubs in CFS and non- CFS schools nor among districts or provinces evaluated.
- The teacher coordinators were unaware of the need to ensure protection of children involved in CYP.
- The Os Bradas model was partially successful in fulfilling the CAPP's commitment of strengthening young people's participation and in providing a space for children to voice their concerns publicly.
- The clubs were less effective in preparing children to engage in local and national discussions.
- The project contributed to an important milestone: MINED adopted the school club concept with enhancements based on the previous evaluation of *N'weti*

### Key Improvements Required

- Orient and sensitize the catalyst team and adult implementers on CYP principles, standards and practice.
- Ensure that the opportunities for children's participation in assessment and analysis, monitoring and evaluation are consciously created by the catalysts in the new model.
- Given the rapid roll out of the new model, put in place a permanent listening system to detect implementation flaws for timely correction. Genuine CYP must be the standard of the listening/measuring process.
- Monitor the educational reform and other MINED initiatives to ensure that at the very least, classrooms are CYP-friendly spaces.

### Recommendations

- As part of the roll out or as a separate more dedicated effort, orient the members of partner organizations, members of the catalyst team in the school clubs and the next batches of participants of the Regional Training of Trainors on the policy, principles and practice of CYP and on the minimum standards of child protection when working with children.

### **Participatory Child Rights Club**

- Produce appropriate CYP programme communication materials for adult members of the school council, the school management, all teachers and non-teaching staff.
- Integrate CYP training packages into the teacher's curriculum and into the in-service training system. Support the massive training of teacher-coordinators on this training package.
- Develop a scheme that will progressively monitor and evaluate the initial implementation of new school clubs by MINED against the standards of genuine CYP and utilize the results for appropriate programme adjustments.
- In the light of the implementation of the new school clubs as part of the Pacote Basico, monitor the experience of the Child Friendly School Initiative, especially in ensuring that classrooms become CYP-friendly spaces.

## **4. SCHOOL THEATRE**

The analyses of UNICEF's support to school theatre were based on document reviews and information gathered from FGDs with student members of school clubs with a theatre component, community activists and teacher-coordinators involved in school clubs, and key informants in GTO National and District Offices. Further, the team conducted a FGD with members of the school theatre in *Escola Primaria Completa de Coca-Missava* in Chibuto, Gaza to get additional information. There was no opportunity for the evaluation team to observe an actual school theatre performance.

### **4.1 What is the school theatre project about?**

The school theatre is a communication for development strategy into which child and youth participation is integrated, designed to reach children in school and community residents with information and knowledge on a wide range of health, protection, and social issues. The school theatre groups are composed of students who set up drama performances in schools and community public places around the school. Student actors perform stories about social issues and risky behavior to provide children of their age group with sufficient information and skills to make choices in their lives. A dialogue with the audience on messages follows each presentation. The primary audiences are the students and teachers in school and the community residents.

There are two different channels in implementing the school theatre. One is run by the *Grupo de Teatro do Oprimido* (GTO) using an approach called *teatro do oprimido* (theatre of the oppressed) described in detail in Chapter 6. The other is coordinated by community-based organizations associated with *Rede Nacional de Associações de Pessoas Vivendo com HIV/SIDA* (RENSIDA) which use the traditional drama approach. Some school theatre groups also serve as school clubs. Some school clubs also conduct theatre performances. Both are guided by a teacher-coordinator and a community activist who may be part of the GTO or a community-based organization linked with RENSIDA.

### **4.2 What can one expect to see if children enjoy their right to participate?**

If children were to exercise genuine participation in school theatre, they are expected to be involved in five roles that children can play in a rights-based programming cycle, namely, assessment and analysis, advocacy and articulation, planning, action and monitoring and evaluation. Based on their evolving capacity, the children would be engaged in determining what to produce and present in the school theatre and in planning the presentations. They would have a meaningful involvement in the actual play whether as performer or creative technicians.

Together with their teacher-coordinator and/or community activist, they would regularly review their performances to improve their skills and to determine how their message was received. During meetings, rehearsals and actual performances particularly outside school, the teacher-coordinator and community activist would ensure the safety and protection of the children. In the fulfillment of their participation right, the children's health and their attendance in their classes would not be compromised.

### 4.3 Did this project facilitate the right of children to participate?

#### 4.3.1 Children's participation in assessment and analysis

From the key informant interviews (KIIs), the evaluation team found that the children had no participation in determining the topic for a school theatre performance. In general, the teacher-coordinators and the community activists decide what the children will do in the theatre. According to the Deputy Director for Pedagogic Management in the district of Angoche, *"The activist decides what they will do. Sometimes it's the school director or the district education office who decide on the issues."*

Because most of the school clubs also function as the school theatre group, topics depicted in the school theatre are also pre-determined by UNICEF. During the interview, the GTO informant mentioned some of the themes dealt with in the theatre: girls' education including the issues of enrolment and retention, HIV/AIDS, WASH and Malaria. The Chibuto theatre group members say that they take up issues related to child rights such as violence against children, child labor and education. In the case of RENSIDA-assisted school theatres, HIV/AIDS and related topics are the usual subjects in the theatre. In some cases, GTO informants said they consider the themes suggested by the School Council members.

**Discussion** – Compared with the radio and TV communication vehicles that can change topics frequently, deciding on a theatre play subject is more critical because more efforts, resources, time and commitment of those involved go into production and presentations. Adults' groups including UNICEF, teacher-coordinators and community activists therefore understandably take more interest in topic selection for the play.

However, adults can advance child participation even in situations where they have appropriated topic selection and planning for the action to themselves by ensuring that the student members of the theatre group have gone through some minimum participation roles that they can assume with respect to the issues. That is, they have researched, assessed, analyzed and discussed why the topic is important to them, their peers, and their communities. They have participated actively in the post-performance dialogue and have thought about the knowledge and attitudinal change they can expect from their audience as a result of their communication of messages, in addition to keeping track of how their technical and acting skills are developing. The participants say they learn about the topic from the roles they play in the presentation and from listening in the dialogue with the audience after the play. The situation for the children can certainly be improved.

Adults who subscribe to child participation objectives would exercise discretion by choosing issues and topics that are important to students and in which they can identify themselves as part of the solution. In this case, an intervention opens to more participation for children. One concrete example would be a play about how students can help make the school more child-friendly. Another would be a challenge to peers, parents, and caregivers to think about making the community fit for children. The idea is that the topic and presentation would conduce to follow up actions by children in the school club. However, it would take much strategic thinking and advocacy for organizers and serious training for adult coordinators for CYP principles to permeate the attitude, decisions and actions of the adults involved.

### 4.3.2 Children's participation in advocacy and articulation

Whether community-based or school-based, the school theatre provides an opportunity for advocacy and articulation, at least at the awareness raising stage. According to Dulce, 16, who has been in buddies club for two years in *Escola Primária Completa do Mugado* in Namaacha, Maputo, "Through the theatre, we tell parents that it is possible to educate children without beating them." Dulce is the only member of the current school theatre who has an experience in performing, the rest being new members of the group.

**Discussion** - Theatre is an interesting medium of communication because the messages are interwoven into a story where the characters are used as the mouth piece. Children can raise audience awareness and also engage in meaningful advocacy by challenging the audience to come up with community action directly addressing issues presented in the story. To make this happen, the project needs teacher-coordinators and community activists well-trained on the principles and practice of policy advocacy and adept at providing guidance to children in identifying age-appropriate strategies. The evaluation team surmises that the above does not yet describe the teacher-coordinators found in the field and believes that this is another productive area of training for organizers to consider.

### 4.3.3 Children's participation in planning

Planning in a school theatre project involves the preparation of scripts for the pre-determined themes and the rehearsals. Selected children attend trainings and exposures to theatre. Dulce from a Namaacha school club travelled to Maputo to attend theatre training with a community activist named Teacher Sonza who teach acting to school theatre members. In schools covered by GTO, the staffs train teachers and students at the same time under the Theatre of the Oppressed approach.

The community activist from RENSIDA-affiliated groups writes the script for the theatre presentations, or in the absence of an activist, the teacher writes the play. The children, whose role is to give life to the story through acting on stage, are not involved in the script writing.

In GTO, the theatre preparation is different because there is no pre-set written script. The group members brainstorm to get suggestions on tackling the theme. Once an idea is agreed on, the play developed through rehearsals where discussions and improvements continue until a final version evolved. In this manner, children get the chance to contribute their ideas.

**Discussion** – The GTO approach to play development appears to be more effective in generating a meaningful CYP in theatre than that of RENSIDA. There is wisdom, therefore, in organizing a forum for sharing experiences and expertise in doing school theatre.

### 4.3.4 Children's participation in action

The performances of the school theatre are held either inside the school premises or an appropriate place in the community. The primary audience of the plays include students, teachers and the members of the community. In this intervention, it is in the actual performances before an audience that the children members of the school theatre are able to practice their participation role more evidently and strongly.

GTO-guided school theatres such as the group in Angoche make their performance usually in schools or in the community within the ZIP range. Theatre groups assisted by RENSIDA activists, such as the school theatre in Chibuto, present their plays inside their own schools and in selected other schools. The teacher-coordinator in *Escola Primária Completa Ngungunhana* in Chibuto schedules the performances of the children initially through letters to school directors and later, coordinating with them in person. Their performances are usually held on Saturdays. On some occasions, they invite student representatives from other schools to watch the group's performance.

**Discussion** - As in other CYP interventions, the protection of participating children has been a key concern. In both groups, the teacher-coordinators said that rehearsals are normally done after school hours or during weekends inside the school premises. According to the GTO national informants, they had no written or unwritten policy about the protection and safety of children during rehearsals. They showed surprise to be talking with the interviewers about making the rehearsals and theatre performances child-friendly as if it were the first time they heard about it. They said though that it will be difficult to impose a policy because there were *coringas* or animators already existing before GTO came in to provide support.

The GTO informant said that in cases where the children have to travel to remote areas, they get parents' permits. However, parents' permits do not guarantee protection of children; they are really meant to protect the adult guides from legal responsibility should any untoward incident happens while the children are with them. Since the partners interviewed are unaware of the child protection policy, it is incumbent upon UNICEF to make it known and make it a rule for all activities involving children. Coordination between the communication and protection sections in UNICEF should go a long way to ensuring the protection of children as they go about nurturing their skills and playing their roles in the CYP projects.

#### **4.3.5 Children's participation in monitoring and evaluation**

With respect to monitoring and evaluation, the GTO informants and adult guides in the provincial and district levels mentioned checking quantitative targets such as the number of performances conducted, areas reached and estimated audience in attendance. Reaching as many people, schools and districts is important; GTO informants consider it as one of their challenges particularly along UNICEF expectations.

During the FGD, the evaluation team found that the school theatre groups were actually engaged in some monitoring exercises. For instance, as a group including the children, they ascertain the stock of their material against the technical requirements of their play. They assess completed performances in relation to their schedule. Some members are engaged in determining how the audiences react to their performances which the GTO staff said is important in improving the play for succeeding shows if needed. With the exercise, the children acquire some learning not only about the rudiments of acting but also opportunity to develop the discipline for learning from experience and putting the lessons to work.

**Discussion** – The children participate in audience impact assessment whose main purpose is improvement of their play or their own acting skills. These are important activities with important objectives. In addition, improving child participation in the evaluation and monitoring role especially impact assessment can feed back to improved capacity for assessment and analysis, particularly for older children. With the latter, progression to more

meaningful participation in monitoring and evaluation is facilitated. Children would, however, need guidance from adults who along with the children should be trained in age-appropriate monitoring and evaluation activity.

When asked if GTO central office staff were engaged in other types of programme monitoring such as determining the quality of performances in schools and whether the plays presented by different theatre groups are appropriate for children, the informants said “no”. In fact, they added, that their biggest challenge was reaching the theatre groups after giving them training. They said they once heard about a play in which the issue was about multiple partnerships in the context of the HIV/AIDS agenda and that the theme as presented was more appropriate for adults than for children. When asked if they were able to follow up the case, they said no because they had no means to reach the group. Programme monitoring by national partners should also be considered by UNICEF.

#### **4.4 Is the project efficient, relevant, sustainable and effective?**

The intervention is another inherently effective communication strategy because of its capacity to publicly transmit important child-focused messages and other information relevant to the school and community. It also has the facility to reach children and adults alike and the adaptability to school or community settings. Its ability to be inter-active and participatory adds to its effectiveness as a tool for advocacy and social mobilization.

Viewed as a discrete intervention for child and youth participation, the school theatre’s effectiveness is apparent but mixed across the five roles of children. Teacher-coordinators, GTO informants, and the children themselves describe genuine participation in actual performances. The project’s effectiveness as a CYP intervention was also demonstrated by its positive impact on the children (see Section 5.5 for details). However the weak participation in assessment and analysis and monitoring and evaluation diminishes its benefits to their development.

The school theater per se may be considered efficient as far as reaching a large number of people is concerned, with performances that can be repeated to different audiences in different settings. For example as reported by the UNICEF mid 2011 Review of the CPAP, the number of theatre presentations made in Child Friendly Schools alone reach 784 in 104 registered school-based theatre groups in CFS.

There are however no targets to compare the numbers with. Moreover, the participation of children in the school theater is limited to 25-30 children per theatre group, suffering the same limitation of the school clubs. A strategy to broaden the number of children involved in the school theater is needed and there are many ways this can be done. For example the monitoring groups of school theatre performances can be organized to provide more systematic feedback to the members after every presentation particularly for GTO-inspired pieces. Similarly, the experience of the mobile unit “choose your own ending” to theatre plays has the same potential both for participation in assessment and analysis, creative problem solving, and entertainment.

Equity is an issue that needs to be addressed in the intervention, similar to the school club project. According to GTO informants, children are selected by teacher-coordinators or community activists who visit high grade levels classroom sections with high grades students. From the group of children achievers, the dynamic and outspoken ones are identified. The

practice effectively excludes those with lower grades and those in lower grade levels who may have the ability and willingness to join the school theatre. Mixing younger children with higher grade ones might in fact be a better strategy in so far as operational stability is concerned. It would also provide more opportunity for older more experienced children to mentor the younger ones.

Some teacher-coordinators and community activists also appear unenlightened with respect to other forms of exclusion. According to one teacher-coordinator in *Escola Primária de Muanamalua*, in Alto Molocue, Zambezia, “*I select the children from the classes. We do not allow children with problems such as epilepsy to join because if they have an attack it can distract the group.*”

The evaluation team did not get any indication of gender discrimination.

UNICEF Mozambique’s 2007-2011 Country Programme Action Plan included a participation component implemented by the Communication, Advocacy, Participation, and Partnerships (CAPP) Section. The component is committed to strengthen young people’s participation in community dialogues with local authorities, leaders, parents, and teachers and sensitize stakeholders to involve children and young people in local and national discussions. The school theatre is a relevant CYP intervention as far as reaching the CAPP’s goal of involving children in local discussions is concerned. This is particularly true in the GTO approach where a community dialogue happens after each drama presentation. The intervention has yet to make inroads into children advocacy for policies and resources. One way it can materialize is for the school to get local authorities and decision makers to attend performances. Adult coordinators and organizers would then have to ensure that children are ready for the role.

The sustainability of the school theatre is linked to the on-going institutionalization and scaling up of the school club model where the school theatre is expected to be subsumed. Newly implemented at the time of this review, none of the schools in the current evaluation sample had started adoption of the new model. In implementing the new model the agencies responsible would benefit from recognizing the sustainability issues that plagued the school theater as follows:

- Funding issues: salaries of teacher-coordinator and community activist, transportation costs, food and allowances during community presentations, supplies and materials, monitoring expenses, and other incidental expenses. The more remote the location of schools, the greater would be specific costs like monitoring and support of theatre groups, which is the experience of GTO and RENSIDA.
- Mentor / adult guide issues: turnover of teacher-coordinators and retraining of replacements, trained student members moving on to higher education or other pursuits, and inaccessibility of street theatre groups for monitoring and support.
- Scaling up costs: covering as many schools and districts require substantial resources that might not be cost-effective because of the irregular availability and limited time commitment of children. School attendance and studies rightly remain top priority over extra-curricular activities.

#### **4.5 What is the impact of child participation in the school theatre?**

Children’s participation in school theatre has been beneficial to the student members as suggested by the FGDs. The impact of school theatre includes children becoming aware of the issues that are presented in the theatre. The children said that *“the rehearsals they conducted and the actual presentations have made them internalize what they say and hear in the play”*. They even get more insights during the community discussions that follow. This is especially true for school theatre using the theatre of the oppressed approach. As a result, the children themselves have become conversant of malaria, cholera, HIV/AIDS and other issues.

Although neither GTO nor RENSIDA has done any study, the GTO informants think that the audience composed of students in school and different people in the communities benefit from the presentations judging from their reaction to the drama and their participation in the dialogue after the play. The schools and communities are also becoming more aware of the issues discussed in the school theatre, according to the informants, resulting in increased attendance of both boys and girls in school and less reports of child abuse, both of which are related to the topics dealt with in the school theatre. None of the opinions were triangulated.

In the opinion of the GTO District coordinator, student members internalize the child rights learning they pick up in their own child rights advocacy. He mentions the change in behavior of theatre group members towards their siblings. When asked what have been the results of their presentations, without providing specifics the children in *Escola Primária Completa do Parapato* in Angoche said they observed that, *“there were less violence, more children come to school, and there were less early marriages.”*

The evaluation team believes that among the adults interviewed at the national, provincial and district levels, there was little awareness of, and perhaps little attention to the impact of participation among children and youth. In a separate interview with the Deputy Director for Pedagogic Management in the same school in Angoche cited above, he said, *“We don’t follow on the impact that participation in the club has on children. I am not aware of changes on children.”* Although he added, *“Children in the club are now more open and more expressive.”*

The teacher-coordinator in *Escola Primária de Muanamalua* disclosed: *“I don’t have indications” (on impact). I am not sure about their school performance. The previous group had good grades; almost all of them passed their exams.* A GTO informant explained that there is collaboration between the school and the local health office staff but there has been no specific mechanism to monitor changes as a result of theatre presentations on HIV/AIDS, malaria or other health issues. Collaboration with health staff is usually aimed at ensuring that messages embedded in the script of the plays are technically correct.

#### 4.6 Summary of Findings, Conclusions and Recommendations

School Based Theatre
<p><b>Summary of Findings and Conclusions</b></p> <ul style="list-style-type: none"> <li>• It is effective in producing meaningful CYP in action and articulation but weak in generating participation in assessment and analysis, advocacy, and monitoring and evaluation.</li> <li>• The school-based communication strategy is capable of advocacy and social mobilization due to its inter-active and participatory approach and facility to reach children and adults</li> </ul>

## School Based Theatre

alike. It works well in the school or community setting, making it a relevant vehicle for dealing with school and community issues.

- The school theatre participants are older compared to the members of the *N'weti* school club and similarly class achievers. Although agenda-setting is likewise performed by adults, there is less opportunity for adult formatting.
- The equity issues in membership involved exclusion of children with low grades, and those in lower grades – effectively the younger students. The exclusion of the latter affects the smooth operation of the group by shortening the time trained students remain with the group and decreasing the opportunity for older children to mentor the younger ones.
- There is little information on the impact on student members, school mates and teachers and community members of the intervention except for the improved knowledge of members and audience on issues taken up in the play. One notes that the selected student members of the school theatre were already high achievers before they joined the theatre group.
- The school theatre has contributed to achieving some of the CAPP's CYP objectives of young people's participation in articulation and advocacy through the performances and in the implementation of the activities. The extent and depth of the participation can be further improved, however, by more attention to the assessment and analysis and monitoring and evaluation roles.
- Adult coordinators' lack of awareness of CYP concepts and principles contribute to the sub-optimal CYP achieved. Their lack of awareness of protection risks of children is another aspect requiring attention.
- The new MINED model of school clubs would be able to respond to the operational challenges that limited the number of school theaters and membership. It should also pay attention to the substantive weaknesses of the old program that limited meaningful child and youth participation and might have undermined sustainability.
- The CYP and C4D potentials of the theatre in the school and in the communities make the intervention a valuable strategy despite variable results across the five roles of children. The weaknesses are not insurmountable; the theatre must be encouraged to flourish in the new school club model but areas that need improvements should receive attention.

### Key Improvements Required

- Increase the capacity of children involved in the school theatre for assessment and analysis and monitoring and evaluation
- Increase capacity of teacher-coordinators and community activists on CYP concept/principles. Fill in the capacity gap in policy advocacy to optimize debates for both adults and children.
- Review the criteria for membership to address equity, provide more opportunities for mentoring by older children, and improve potentials for smooth functioning of the theatre groups even with the exit of students at completion of a schooling level.

### Recommendation

- Orient the members of partner organizations, teacher-coordinators and key school personnel on the principles, standards and practice of CYP, including attention to issues of equity and protection risks to children participants.
- Identify synergies between the school theatre and other CYP initiatives to facilitate the

## School Based Theatre

children's own access to information related to topics dealt with in the theatre presentations.

- Rigorously monitor the implementation of the new MINED model of school-based CYP to ensure that the benefits and gaps from the earlier projects are fully factored in.

## **5. NATIONAL AND PROVINCIAL YOUTH COUNCILS**

The chapter's findings and analysis were drawn from interviews with the National Programme Coordinator of the National Youth Council (*Conselho Nacional de Juventude - CNJ*), the Deputy Director for Planning of the Ministry of Planning and Development, and the President of the Nampula Provincial Youth Council (*Conselho Provincial de Juventude - CPJ*), as well as from focus group discussions with members of CPJs. The CPJs were: *Conselho Provincial da Juventude de Nampula; Conselho Provincial da Juventude de Zambézia; Conselho Provincial da Juventude de Gaza; and Conselho Provincial da Juventude de Maputo Província.*

### **5.1 What is the youth council about?**

The National Youth Council (CNJ) was established in 1996 by the Government of Mozambique to act as the intermediary between the government and the youth sector. The National Assembly created the council with its own charter to provide the public forum where the youth can ventilate on issues and concerns affecting them, and ensure that their rights are placed at the centre of the political development agenda.

Since 2000, the CNJ has established youth associations at the provincial level, called Provincial Youth Councils (*Conselho Provincial de Juventude - CPJs*), to serve as platforms for youth sector participation and for influence on decision-making processes at the provincial level. Each province can have numerous youth associations; Zambezia, for instance, has about 100. Each district is supposed to have a District Youth Council (CDJ). Not all have as yet created their councils due to budgetary constraints on the part of the CPJs, which are responsible for organizing them. For example, of Nampula's 21 districts, only 16 have district councils.

Duly registered members of local youth organizations across the country elect the officials of the Executive Committees of the National and Provincial Youth Councils. The elected president of the national council sits in the National Assembly while the provincial council presidents sit in their respective Provincial Assemblies. The CNJ with all the CPJ presidents meets three times a year; a national youth convention is held once a year. The youth covers Mozambicans 15 to 35 years old.

The evaluation focused on UNICEF's assistance to the national and provincial councils, covering institutional capacity development, training and advocacy, and the conduct of debates on youth issues and concerns aimed at influencing policy and decision makers. The promotion of child rights formed part of the support of UNICEF, particularly through a partnership called "Youth Promoting Child Rights" in 2007, covering eight provinces.

### **5.2 What can one expect to see if the youth were engaged in genuine participation?**

Genuine participation would mean that youth leaders are aware of their socio-cultural and political environment and are able to identify the specific issues and concerns affecting them. They would have been engaged in discussions with peers on issues and alternative ways of responding to them. They would have been involved in the roles that youth could play in the project cycle: assessment and analysis, advocacy and articulation, planning, action, and

monitoring and evaluation. The government and CYP champions would provide capacity building support to enable the youth members to assess and analyze, plan and implement, effectively articulate and advocate, and monitor their projects and the effectiveness of their work. The Government is also expected listen and engage the youth in development dialogues on their concerns among which are opportunities for the youth especially those who are out of school to have employable skills and other preparations for livelihood.

The youth councils are expected to be the voice of the youths on their issues and concerns, to practice evidence-based advocate effectively with national leaders and authorities on matters that affect them. The expectations should be appropriate to the evolving capacities of youths to respond to them.

### 5.3 Did the project facilitate genuine youth participation?

#### 5.3.1 Youth participation in assessment and analysis

The officers of the provincial councils, CPJs, met by the evaluation team showed low capacity to assess and analyze the situation of the youth sector in the province. During the focus group discussions, they identified issues and concerns that are a popular refrain in any discussion, such as housing, employment and educational opportunities. The evaluation team attempted to facilitate and draw out the social issues affecting the youth from their perspective as a sector. If the council officers also have some of their focus on the general social realities of Mozambican youths, it would have been easy for them to identify and debate on the issues. This was not the case. The youth needed repeated prompting and indeed it was only when the team mentioned drug addiction, alcoholism, risky behaviour, as examples, did they begin to mention related problems such as early marriages, unwanted pregnancy, sexual abuse, out-of-school youth, etc.



Figure 3: Youth Leaders in Nampula in an FGD with the evaluation team.

The council members appeared to be less interested with the assessment and analysis of issues affecting them in their respective provinces than they are with present organizational concerns, such as the administrative requirements of their councils, office space and logistics for operations, which they all spoke about at length.

**Discussion** - The 2005 *Situation Analysis of Youth and Adolescents in Mozambique*<sup>14</sup> commissioned by UNICEF and the Ministry of Youth and Sports enumerated the problems and issues confronting adolescents as identified by both adult and adolescent informants: serious illness/death, being orphaned, sexual abuse, being overworked, early pregnancy, early

<sup>14</sup> Thorpe M. (2005)

marriage, lack of male responsibility, drinking, drugs and violent behavior, jealousy , witchcraft , housing, sanitation and the immediate environment, and lack of sports and youth facilities. Early pregnancy and marriage were more prevalent in the poorest districts. It was surprising that from the litany of problems above, the youth officers of the CPJs could only make reference to unemployment, housing and lack of educational facilities.

Assessment and analysis are basic skills in an effective and productive planning and execution towards a desired change. Positive results in the situation of youth cannot happen without the youth learning how to identify and prioritize their own issues. Robust exercises in assessment and analysis might in the end include the council officers' big issues like unemployment, housing and lack of educational facilities. But along with these, or even before, the youth should be able to identify and discuss important concerns of adolescents, such as early pregnancy and marriage, drinking, drugs and violent behavior, among others – issues which the youth themselves are in the best position to articulate, advocate, search solutions for and act. These are the concerns where youth councils are likely to have some success, and therefore would provide good contexts for developing skills in all the participation roles of the youth.

The observed weakness of skills in analysis and assessment among the members of youth councils would consequently affect opportunities for the exercise of the four other roles of adolescents and youth. The important question to ask, however, is why there had been no visible impetus to improve analysis and assessment in the youth councils. Skills development might be a gap where UNICEF can invest in. A serious review of this major gap is required in the next programme cycle because the CNJ and the CPJs truly offer potentials for involving the youth in national development.

### **5.3.2 Youth participation in articulation and advocacy**

It must be noted that articulation and advocacy is the principal mission of the youth councils. Therefore, this section and that on “Youth participation in action” in section 5.3.4 both refer to youth participation in implementing activities by the council.

To raise issues and concerns for public discussion, the provincial councils organize “debates” to engage provincial government functionaries and other stakeholders in public discussions. The exercise usually ends with recommendations elevated to the “Development Observatories” (OD), in which they are represented. The ODs were set up at the national and provincial levels in 2003 and 2005 respectively, as forums for participatory monitoring of the implementation of the Action Plan for the Reduction of Absolute Poverty in Mozambique (PARPA).

From observations of the members of the CPJs covered during the focus group discussions, it is clear that the youth leaders would have difficulties in effectively advocating for action and resources with the authorities, given their limited grasp of the comprehensive issues affecting the youth. The youth council members have other opportunities for advocacy, specifically through their membership in the Provincial Assembly and their involvement in school and health councils. However, not one of the CPJs related stories of any significant involvement in the forums and the team could not pick up any instance of the youth translating the opportunities into concrete advocacy on any issue.

The evaluation team had opportunities to watch the council in action. The president of one CPJ had a chance to articulate youth issues when he met with the governor. In the meeting, he discussed employment of university graduates and creation of physical conditions for the functioning of the council. In another occasion, the council organized a debate on four topics in one day. No substantive results in terms of agreed recommendations were generated from these occasions.

In another province, the president of the CPJ is still unable to occupy his official seat in the Provincial Assembly, and thus unable to represent the voice of the youth, because he belongs to the opposition political party. He meets his council regularly in his own house or elsewhere.

As the members of the CPJs expressed to the evaluation team, in general the youth feel neglected. The feeling should have given them a strong motivation to speak. But the youth are unable to galvanize themselves and rally their ranks to articulate and lobby effectively for their concerns. It seems that the members and leaders of both national and provincial councils have not yet passed the stage where their administrative and organizational concerns for office space and the like have been met, which hinders them from effectively organizing themselves to exercise their role as advocates and link their issues to action with authorities.

The Maputo Youth Council members think that there is an urgent need for the youth to speak out as one and correct a general social perception about youths: *“...a need to change mentalities. When local governments are approached by the youth, the youth think only in terms of sports and culture as their concerns. In some districts, lands are being distributed for housing but they never saw areas provided for youth housing.”*

**Discussion** - Youth leaders say that the PYC is the voice of the youth. For the moment, the voice seems to echo only the position of the provincial centre and not the majority; the CPJ officials hardly meet with their district level counterparts. Debates are excellent opportunities to lobby for policies, programmes and resources that will benefit the interest of the sector. However, advocacy needs a good grasp of the content and the articulation skills that can be acquired progressively through experience and training. What seemed to be lacking are the tools, capacity and support to build in the youth such skills and content. Without both, the youth would remain only a potent force for changing policy, programme and resource allocation.

An official of the Ministry of Planning and Development (MPD) pointed out that there is a need for the voice of children and young people to be accompanied by evidence and information and that there has been a standing request from MPD for UNDP and UNICEF to support the Ministry in developing capacity for evidence-based advocacy.

A curious observation about the choice of issues that the youth councils are prone to raise is the standard conclusion: the government should address the problem. This is convenient because it puts little responsibility on the councils to organize the solution. The question is what is their role in the improvement of their situation? Compare the issues of youth employment, housing and education with some of the concerns that the councils seemed to have avoided, like early pregnancy, drinking and drugs, delinquency and violent behaviour, young male irresponsibility, among others. The topics in the second set are difficult and time-consuming to discuss, emotionally laden, and controversial. Yet they are the issues where adolescent and youth participation would have been very rich, considering that these are their

issues; they are the main stakeholders. Regardless of the fact that the young people's future might already have diverged, as a group they remain to be in the best position to understand and propose ways to address their own issues.<sup>15</sup>

In a sense, this is the youth council version of “safe” topics. Ultimately and more true in this case, the concerns and issues are the council members' own choice – most likely what they genuinely consider as their own interests. The team assesses that the context for the councils is different from those of the CYP interventions earlier presented, for two reasons: (1) children's interests and pressures change and become more dispersed as they grow older; and (2) some youth council members are apparently already mired in the political life of adults. Although participation in policymaking is their right, the value of youth involvement in politics is the young people's perspective that they bring to the table. Child and Youth Participation programme should seriously consider the implications of the two factors and take measures to safeguard the potential social benefits from the programme.

### 5.3.3 Youth participation in planning

The planning process in the councils, as explained by the president of the Nampula Youth Council, is as follows: The members of the provincial councils prepare their respective plans, and submit them to the national councils for consolidation into the National Strategic Plan of the CNJ. The strategic plan is presented and approved in the annual national convention of youth councils.

All provincial councils visited by the evaluation have ostensibly strategic plans formulated by the executive team and, in some cases, shared with member youth associations. Plans include aspects related to council functioning and activities, like promotion of debates and training of youth associations.

When asked for a copy of their provincial plans, none of the four visited CPJs was able to show one. They explained, however, that most of the priorities in their plans are related to operational and administrative concerns. In Gaza for example, the provincial council members revealed “*We have an annual plan, which is divided into quarterly plans. In the next quarter we have to finish our office and continue to establish the district councils. We prioritized to complete the refurbishment of our office. Another priority is the establishment of CDJs*”. Similar priorities were mentioned by the other councils, except for Maputo Province, which has completed the establishment of District Youth Councils.

According to the CNJ programme coordinator, the CPJs have an opportunity to influence decision making at the provincial council level through their participation in the school council and health council, particularly in designing of plans and projects. Their opinions are sought during the planning exercises as guests and not as members of the council. There were no further details provided when the evaluation team asked how effective the CPJ's participation in the councils had been.

**Discussion** - Anything that the organization envisions to attain begins with planning, which is directly linked to robust assessment and analysis and identification of youth and adolescent

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<sup>15</sup> The youths have a window to their peers that adults do not have; they have valuable insights into what strategies will bring the desired effect in addressing young people's problems. In Uruguay, adolescent peer educators were more effective than the traditional “risk” approach. (UNICEF ADAP 2009, p.15)

concerns worth advocating. If the leaders of the provincial councils were equipped with the required skills for the roles, the councils would have been more effective in promoting meaningful youth participation among their members and in their involvement in the provincial health and school councils. As it is, the inability of the youth councils to expand and strengthen by involvement in issues closer to the concrete problems of youth limits the subsequent opportunities to participate in planning.

#### 5.3.4 Youth participation in action

As in the other CYP interventions, youth participation in the councils is most visible in implementation of activities (including advocacy and articulation in section 5.3.2). The council members in Nampula said they are involved in “*organizing the details of their debates in the promotion of child rights and HIV/AIDS awareness, in facilitating the establishment of the district councils, and in organizing other activities.*” In Zambézia, the team encountered the council members in the middle of preparations for their debate on “*how to create youth participation in school councils, reproductive health, shelter/habitation, and development observatories.*”

In the implementation of their plans, the youth leaders reported no gender or age differentiation in the tasks assigned to members, although the CPJs visited are dominated by young men (79 per cent) occupying 75 percent of the leadership positions. Seventy-one percent of members are in their 20s; the rest are in their 30s. All presidents of the CPJs are the oldest and most experienced. The president of the Gaza CPJ is a woman.

**Discussion** – It is notable that youth councils have few women members and this needs further looking into. According to the CPJs, there are no major participation issues in the councils in the implementation of activities. Youth mobilization is not a problem as well at this stage; the council has substantial membership and conceivably an abundance of energy and idealism. The opportunities lie in the proper channelling of youth energies and enthusiasm into informed advocacy.

#### 5.3.5 Youth participation in monitoring and evaluation

The youth leaders engaged in some monitoring as they went about their work in the council, citing their regular meetings to discuss their plans and progress, although they were not aware of



Figure 4: Youth leaders in Zambezia in an FGD with the evaluation team.

monitoring and evaluation in the technical sense. In Gaza, the council members said: “*We have a regular meeting every 45 days to take stock of what we have implemented of our plan and what we need to change in our planning. We also have a weekly meeting.*”

The Maputo Provincial Youth Council, apparently the most advanced CPJ, seems to be engaged in monitoring more than their own plans: “*We are aware of some programs dedicated to the youth, and we discuss with the concerned institutions the implementation of those programs. If we find any wrongdoing by the programs/projects, through our visits or through the associations, we report to the concerned government institutions. Meanwhile, we,*

*as provincial council officers, are monitored by the member associations, and we have our monitoring procedures, as well.”*

**Discussion** - PYC members did not have training in formal monitoring concepts and processes. However, they do discuss the progress of their plans, usually in their meetings, and evidently recognize the need to review the progress in their planned actions. The challenge is to strengthen the practice and encourage the council members to go beyond merely checking whether activities are undertaken or not as planned, but to go into an assessment of the value to their peers of the completed activities. The potential gain from conducting assessments and simple evaluations of effects and impacts is immense, however crude initially. It might be a way to stimulate critical thinking that could create awareness of the missing element in their projects – the assessment and analysis to identify and prioritize their concerns, and expand their alternatives for solutions.

#### **5.4 Is the project efficient, relevant, sustainable and effective?**

The fact that the National Youth Council is the officially mandated structure, the voice of the youth in Mozambique that could reach and mobilize the youth all over the country through its provincial and district affiliates makes UNICEF’s intervention on youth participation inherently efficient and strategic. The council counts as members all federations of youth associations in the provinces and districts and all youth associations all over the country. The energies of youth associations when harnessed are a potent force in fulfilling the rights of children and youth, including the right to effective and meaningful participation in advocacy and governance.

The CYP project involving the youth is also very relevant because it offers both the catalyst for the public to act and the opportunity for the youth to be protagonists in their own situation. Providing them the space, platform and capacity to take on leadership and articulate their concerns effectively is invaluable for them and the country. Indeed, given the importance of young people in mobilizing for national endeavors required by the problems currently affecting Mozambique, the project has tremendous potentials.

As explained, while the national, provincial and district council members can be organized to participate in debates, the quality of debates and their effectiveness on advocacy and mobilization depends very heavily on the capacity of the youth to assess and analyze, articulate and advocate, plan and implement, monitor and continuously improve their performance. The most important response to the problem is a continuous, well-organized and well-designed capacity building of the youth on these skills. Whatever training they have received so far has not yielded the desired capacities among the youth met in the evaluation.

The conduct of debates has been an effective communication strategy in so far as providing the youth an opportunity to “voice their concerns and share their ideas,” as indicated in CAPP’s commitment. In the same vein, this has successfully involved young people in public discussions. However, from the youth’s sharing of experiences the evaluation team gathered that their participation in the debates is usually limited to the question and answer portion on issues presented by guest speakers, rather than on free and exploratory discussion of ideas, views, opinions and proposals from young people seeking to influence decisions and policymaking processes. According to council members the resulting recommendations from the debates do not translate into concrete actions that will benefit the sector.

Public debates are an example of a relevant and strategic intervention that could have created a significant impact on local governance if the expected results are clear enough. Debate is an instrument for expression and raising awareness, a necessary initial step in policy advocacy work. The debates conducted by the CPJs, however, seem to have fallen short of translating their good intentions into concrete results. For UNICEF support to the strategy to work, the appropriate capacity building and institutional assistance must be part of the package.

The support of UNICEF to the national and provincial councils is pertinent to the CYP objectives in the current CPAP, namely:

- Strengthening young people's participation in community dialogues with local authorities, leaders, parents, and teachers.
- Sensitising stakeholders to involve children and young people in local and national discussions.
- Supporting youth associations to voice their concerns publicly and share their ideas with the government and agencies of civil society.

Based on the Mid Year 2011 Internal Review of UNICEF, the targets set for the five year period 2007 - 2011 were 150 youth associations implementing peer communication initiatives on HIV and AIDS prevention in at least 75 districts in eight provinces and at least 200 children and young people in all provinces participating in local decision-making forums (school councils, community committees and poverty observatories). The progress made so far show good project performance against the targets. The number of youths trained on peer communication for HIV prevention reached 158 integrated in community radio activities (focusing on stigma and discrimination and MCP) in 40 community radios of 8 provinces. The 158 benefited from trainings on radio techniques and development of contents related to HIV prevention, with focus on multiple concurrent partners and stigma. In addition, 190 young people participated in decision-making forums in 8 provinces. Four PARPA briefings were held in 4 provinces involving more than 500 young people from local youth associations.

There is an increased participation of young people in regular government consultation meetings, Development Observatories, consultative committees and school councils at community level. In addition, the PARPA briefings (debates) incorporated some kind of capacity building on how to effectively participate in decision-making forums. The total number of provincial debates supported by UNICEF: 16 debates are conducted, per year, in the 8 targeted provinces; i.e. 2 annual debates per province.

However, there is a need to review how the capacity-building support is organized, its adequacy in terms of coverage, the rollout strategy, and the materials and strategies utilized with the intention of reengineering the package of support into a coherent set of skills-building intervention. The objective is to transform the members of the councils and affiliates into effective mobilizers of their large constituents and articulate advocates of youth concerns with the government. The pertinent question is whether resources for long term capacity building for youth leaders and members of the CNJ and CPJs would come from their own organization or would need external resources. This is a question for the next program cycle.

## **5.5 What is the impact of youth participation through the youth councils?**

When asked about the impact of UNICEF’s support to the CNJ in general, the national programme coordinator of the council said it was difficult to evaluate its impact because there was no baseline data to begin with. He stressed that the impact of youth participation in the youth councils can be seen at the provincial level where activities are conducted but there has been no assessment of the impact of the initiatives.

No matter how few the undertakings have been, the youth members said during the interviews that their participation in the council provided them an opportunity to meet other people, such as the local authorities, which bolstered their self-esteem and self-confidence. Through their community work and involvement, no matter how small, they have gained somehow the respect of the community. They believe that this has changed society’s perception of the youth. Transforming the image of the youth appeared to be a running concern among the four CPJs.<sup>16</sup>

The officers of the CPJs might have internalized what they preach, e.g., child rights promotion and HIV/AIDS. One council member in Gaza said that he has changed his risky sexual behavior. Another member mentioned learning life skills and gaining knowledge on HIV/AIDS. In general, however, most council members could not talk of much impact produced either on them personally or on the community.<sup>17</sup>

Overall the limited impact of the councils’ activities on the goal of involving the youth in a meaningful way in Mozambique point to two most important gaps. They are burdened by unfinished organizational business, the general lack of capacity to mobilize their ranks effectively for problems that affect them and catalyze changes in the public programmes. High unemployment among Mozambique youths is apparently an important variable in youth participation. It is an issue could galvanize, or paralyze, participation. Without a government programme that acceptably addresses the unemployment issue, it is unlikely that youths can be drawn to meaningful participation.

## 5.6 Summary of findings, conclusions and recommendations

National/Provincial Youth Councils
<p><b>Summary of Findings and Conclusions</b></p> <ul style="list-style-type: none"> <li>• Youth councils with mass outreach and constituents are highly relevant groups for CYP. They are also mandated to be the sole organization to speak for the concerns of the youth in Mozambique.</li> <li>• Female youth are not well-represented in the CPJs’ membership.</li> <li>• The councils provide opportunities for participation but youth members and leaders are unable to optimize the space and opportunities due to low capacity for assessment and analysis, articulation and advocacy, and monitoring and evaluation.</li> <li>• The widespread limitations that affect the councils’ role are threefold: (1) the overwhelming</li> </ul>

<sup>16</sup> A 2004 youth profile study revealed that the doubts of adults in Mozambique about children’s participation in decision-making stem from their concern over moral decline and perceived low capabilities of their youth. (UNICEF ADAP 2009, p.17).

<sup>17</sup> Peer counseling is a popular and apparently effective strategy in many countries to engage young people in informational support to other youths on the topic of HIV/AIDS. There are other topics the concept would apply to and the strategy might work to inject some dynamism in Mozambican youth leaders and members. They would need training and probably certification as peer educators.

## National/Provincial Youth Councils

organizational and administrative challenges of setting up their offices and facilities; (2) the lack of capacity for evidence-based advocacy; and (3) the inherent, often unspoken, biases of adults, including those in positions of authority, towards the youth participation.

- The support provided by UNICEF, the government and other agencies to the councils should match the problems described.
- There is a need to review how the capacity-building support is organized, its adequacy in terms of content and coverage and the materials and strategies utilized, with the intention of reengineering the package of support into a coherent set of skills building intervention.
- Despite the limitations, the youth are actively involved in the action arena and they remain a potent force to be harnessed. It appears that they welcome such involvement.

### Key Improvements Required

- Increase in the capacity of youth leaders for assessment and analysis, articulation, evidence-based advocacy and for monitoring and evaluation.
- Increase involvement of youth associations from the districts.
- Increase participation of female youth in the youth councils.
- Address administrative and operational needs of CNJs.
- Strengthen the synergies of youth councils with other CYP projects and the media .

### Recommendations

- Develop a programme to build the capacity of youth leaders in assessment and analysis, policy advocacy, and monitoring and evaluation on a sustained basis. A pertinent question is whether resources for long term capacity building should come from their own ranks or there would be a need for external resources. UNICEF should look at the question
- Link the councils with the C2C and mainstream media to optimize the conduct of debates; publicize their issues and mobilize concrete actions from decision-makers.
- Examine the reasons why females are not well-represented in the CPJs and address the constraints.
- Mobilize government resources and donors for the councils' minimum operational and programmatic goals.
- UNICEF must advocate with the Government, the UN and the donor community to finance and develop a livelihood and employment programme that would include the youth.

## **6. COMMUNITY-BASED C4D PROGRAMME**

The chapter presents analyses of CYP in mobile unit (MU) and community theatre (GTO), two community-based communications for development (C4D) strategies supported by UNICEF Mozambique.

For the mobile unit communication programme, the assessment of child participation was based on interviews of Instituto de Comunicação Social (ICS) staff in Nampula and the whole mobile unit brigade in Gaza. The team conducted focused observations on two MU presentations in the same provinces. The performances held in the evening were attended by about 400 to 500 men, women, and children. A separate interview was conducted with a national officer of the ICS. The team was expected to conduct an interview with child participants in the intervention. In the process of data gathering, it became clear that there are no children in the intervention except for the ones who were part of the spectators and the children contestants in the games.

CYP intentions belatedly added to the mobile unit objectives did not create space for child participation other than as spectators and game contestants in the presentations. Nevertheless, there are potentials for genuine CYP spaces in this well-functioning C4D initiative if some revisions in the design of the project could be introduced to accommodate child participation without sacrificing the project's own core objectives. Understandably the limits of expansion in all other topics are the project's own core objectives and available resources, in addition to the critical CYP buy-in by ICS and the mobile unit team. For what has been missing in the project design, the mobile unit initiative becomes effectively a control in the study. For that reason, the initiative was subjected to evaluation using the same criteria applied to the other evaluated projects.

For the community theatre, implementers recruit young people ages 16 and above in various capacities. The focus group discussion (FGD) for this study was conducted with young people in the 10<sup>th</sup> to 12<sup>th</sup> grades aged 18 to 21. They are members of *Utomy Africa* – a community theatre group in Chibuto. There were several attempts to organize FGD meetings with children involved in community theatre and to observe actual community theatre performances but they were not successful. The participants were not available at the alternative times the team could schedule meetings. Moreover, no performances were scheduled at anytime of the evaluation.

The community theater, another well-functioning C4D initiative, also shows potentials for creating more spaces for CYP in addition to youth participation in the action or activity implementation role in the current projects.

### **6.1 Mobile Unit**

#### **6.1.1 What is the mobile unit project about?**

The mobile unit refers to a discrete (C4D) strategy implemented by a team of trained community mobilizers from the Institute of Social Communication (*Instituto da Comunicacao Social* - ICS) to transmit vital information and messages on child rights, health and education to vulnerable groups in remote communities.

The mobile unit is equipped to present audio-video productions to large community audience on topics like violence prevention, HIV prevention, health seeking behavior, child rights and other community issues. The film presentation is an entry point to engage communities in

participatory debates on the topics. During HIV-AIDS related presentations, a makeshift clinic staffed by trained health personnel provides free and voluntary HIV counselling and testing services.

UNICEF Mozambique supports the implementation of the multi-media mobile unit programme since the late 1980s with the ICS, Provincial Directorates of Health, Education and Culture, Youth and Sports and community-based organizations. The ICS is the public information body of the Government of Mozambique. UNICEF assistance includes the purchase of vans and video equipment, support to capacity building activities and resource materials.

The evaluation found that the project attempted to fit in child and youth participation by involving children in the beginning of the presentation and in the community dialogue that follows. Two mobile unit performances in the districts of Nampula and Gaza were observed for the study.

### **6.1.2 What can one expect to see if children enjoy their right to participate?**

If CYP were to be mainstreamed in community-based communication projects like the mobile unit or community theatre, the children and youth would be genuinely involved at the earliest possible stage of the project. Involvement could be at the point of topic selection or when plans are being developed. They would also be expected to have some meaningful role in age- and topic-appropriate planning and presenting. The adult members would ensure their safety and protection. If their physical presence in the actual performances could expose them to potential dangers or compromise the fulfillment of their other rights, they have to be given safer creative assignments appropriate for their age and evolving capacities, for example in props making, video, sound and music production aspects. The children would provide the mobile unit insights on self-reported and observable changes in their parents' and other adults' behavior with respect to the effectiveness and impact of the messages.

### **6.1.3 Did the project facilitate the right of children to participate?**

#### **Child participation in assessment and analysis**

As gathered in the FGD with the provincial staff of ICS who compose the mobile unit brigade, the staff usually follows a schedule of community visits based on UNICEF targets. They are guided by a pre-planned agenda from their central office but could make changes based on the situation or on more urgent issues in the usually remote and poor communities covered. Previous topics presented were HIV and AIDS, malaria, cholera, violence against women, early pregnancy, importance of testing, treating water, hand washing and child rights. The same topics were mentioned by the ICS staff in Gaza and Nampula.

**Discussion** - The agenda of the mobile units is defined by UNICEF. Nevertheless, the ICS staff could create participation opportunities for children by for example asking them what realities about children they would want their parents, teachers or other adults to know particularly in relation to their rights. The right to speak and the right to be heard could be one such message. The mobile unit could benefit by communicating with other CYP projects to obtain the ideas from other children.

## Child participation in articulation and advocacy

Asked in what way children could have participated in the presentation, the mobile unit implementers' answers: during the question and answer contest on child rights. It was notable that in the evening's presentation watched by the evaluation team, child rights were injected in a memory contest without first explaining what they are. Moreover, discussing child rights in a noisy, fiesta-like atmosphere of the mobile unit gatherings is not conducive to meaningful learning by the audience.

Another space according to ICS staff members was the debate portion after the video presentation. The community debates are open to children to express whatever comments they have on the video presentations. Although it is commendable that children and youth are encouraged to express their feelings and thoughts during community discussions, the evaluation team observed that the children were reticent to speak in front of a huge crowd. In Nampula, for example, the team witnessed how a member of the MU brigade put two unwilling children on the spot to take the microphone and speak during the debate portion of the MU presentation. (See Figure 5.)

Inviting children to speak in a public debate on issues affecting the community could overwhelm children. A community debate may not be an appropriate space for children to speak out if they were not prepared to do so and if adult audiences were not properly oriented on children's participatory right.

**Discussion** - The young children did not appear comfortable speaking in public with the adult audience. The setting and timing of the presentation was also not appropriate: the children were seated in front of the community assembly; it was night time and already dark. They were unnecessarily exposed to the elements and to mosquitoes and malaria, which incidentally was the topic being discussed. If there are messages for the children, there are surely other ways of delivering the same in a more suitable place and time. There are also other creative ways for meaningful child participate in other stages of the mobile unit activities even if they are not in attendance in the actual presentation.



Figure 5: A reluctant boy expressing his point in the discussion portion of the mobile unit presentation in Nampula.

## Child participation in planning

The Mobile Unit brigade usually meets as a team to do the routine task of planning the presentation. There are normally four members in a brigade, all adults: the mobilizer, the debate facilitator, videographer, and the van driver.

Prior to the Mobile Unit's visit, the Director of the Provincial ICS writes to the District head and the leaders of the target locality. The mobile team consults the community leaders to discuss the plan of the presentations, and seeks assistance in ensuring attendance by the community.

**Discussion** - The space will continue to be closed for children in this stage unless the ICS brigade deliberately and consciously creates opportunities for the more advanced children

and youth representatives from the school and the community in the local planning. UNICEF would have to step back a bit in agenda-setting and encourage the mobile brigade to discuss specific child rights topics and plan directly with children.

### **Child participation in action**

The ICS staff in Nampula describe the typical day of the mobile unit presentation. The topic is child rights. *“We start in the morning to make people know we are presenting in the evening. We go around the community to take videos by interviewing people about child rights. We ask the people what they know about child rights and if there are rights that have been violated. We collect video materials, edit and show them during the presentations. Some people take the microphone and discuss comments on the video presentation. We involve local leaders in the discussion.”*

The actual mobile unit presentation starts late afternoon in a vacant lot in the community. In Gaza and Nampula, children sat in front of the community gathering facing the projection screen. The adults sat at the back. The program began with a children’s dancing contest before the actual presentation. The audience was visibly entertained by four groups of 5 girls and boys contestants who danced to adult-oriented music. The audience decided the winners. The prizes: notebooks and other school supplies.



**Figure 6: Children in Gaza dancing to an adult-oriented music before a mobile unit presentation began in Gaza.**

At the back, a tent was set up for a mobile clinic for HIV and AIDS testing. In Xaixai, Gaza, 10 to 12 mothers and a few young people lined up to consult the trained health worker while the presentation was going on. On the day the evaluation team conducted its observation, there was no mobile clinic in Nampula.

Usually, the mobile brigade screens two sets of films: a video on the day’s topic and another taken in the community. In Gaza, the topic was malaria. In Nampula, it was cholera. In Gaza, the “debate” with community leaders was done ahead of filming. In Nampula, the “debate” transpired at the end of the film showing. In both occasions, the people appeared enthused and focused on watching the video and listening to the “debate” which consisted of volunteers from the audience giving comments guided by the facilitator’s questions: what issues were presented, what they understood from the films, how the community can address the identified issues. The discussion was open to children and young people in recognition of their right to participate. In Nampula, two children spoke on the microphone.

**Discussion** - The day after the team observed the MU presentation, in an interview of the whole ICS staff the team learned that involving the children in the beginning of the program was a deliberate way to attract people to the presentation venue. If the strategy were child

participation, the practice would fit the description of “manipulation” based on Roger Hart’s ladders of child participation<sup>18</sup>.

The interviewees said that the children’s physical space in front of the audience, the contests among children, the question and answer game on child rights, and the debates were the spaces provided for child participation. Although probably also entertaining for the children themselves, based on child participation standards they are not meaningful participation but rather either tokenism or decoration<sup>19</sup>.

Recall that there were video interviews taken during the day where purposively children could be engaged to voice their opinions and situations for later presentation to the community. This would have been a good participation space and might have been an opportunity for the mobile unit to discover valuable children’s insights. Most specifically in the case of the child rights topic, separate discussions by children and adults would be a good learning opportunity for the mobile unit and other adults involved in the initiative.

### **Child participation in monitoring and evaluation**

When asked if they engaged in monitoring and evaluation, the ICS Gaza staff mentioned a second visit to the communities as their way of monitoring the impact of their presentations. The ICS staff explained, “*Even without the benefit of research, we saw in some communities that more girls now go to school. Children used to take care of animals, now parents encourage them to go to school. The school directors in places we visited said that there was an increase in school enrolment.*” Asked for a documentation of the observations, they said they were not required to record the exercise. The team also requested for whatever available progress reports; the ICS staff gently refused to share their records.

The mobile unit brigade members in Gaza shared their observations of the second visit to the communities, “*There was a reduction in child beating and that children go to school now.*” There was no mention whether children provided the information in the second visit.

**Discussion** - The mobile unit brigade is not technically engaged in monitoring and evaluation and there is no monitoring plan in place. This is missed opportunity since had there been monitoring records the central office might have discovered the implementation gaps in CYP and acted on them. This is an important activity that UNICEF should emphasize and nudge compliance from implementers.

Helping to gauge the effectiveness and impact of messages on adults especially their parents is clearly a participation space for children.

#### **6.1.4 Is the project efficient, relevant, sustainable and effective?**

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<sup>18</sup> Roger Hart’s ‘Ladder of Participation’ is often used to explain the different approaches and practices that organizations take in involving children, young people and parents in decision making. The lowest level called Manipulation happens when adults use their service users or children, young people and parents or guardians to support causes and pretend that the causes are inspired by young people..

<sup>19</sup> Tokenism describes a situation when users appear to be given a voice, but in fact have little or no choice about what they do or how they participate. Decoration happens when children, young people and parents are used to help or “bolster” a cause in a relatively indirect way, although adults do not pretend that the cause is inspired by young people. These are also based on Roger Hart’s ‘Ladder of Participation’.

For the five year period ending 2011, the CPAP target for the MU and GTO is provide to 4 million people the information and knowledge required to reinforce positive and healthy behavior that enhance their well-being and promote social change. The target area is 80 percent of 75 districts in 8 provinces. As of mid 2011, based on report from the UNICEF internal programme review the Mobile Units have reached some 75 percent of localities in 75 priority districts covering an estimated 4 million people in eight of the eleven Mozambican provinces. It has visited an average of nine communities per month, for approximately two to three days per visit. The strategy somewhat missed the full 80 percent target localities but achieved its objective with respect to number of people – an evidence of its efficiency.

The evaluation team saw the mobile unit's effectiveness in gathering community residents to a discussion on social issues affecting the general public. Relying on audio-visual communication tools and excellent facilitation skills, the MU presentation reached a very good teaching-learning moment for adults who were attentive for the duration of the activity. The intervention is a good model to reach populations without access to media.

As it currently operates, the mobile unit - adult-initiated, adult-planned and adult led - is well-suited for adults, but is definitely not an effective and relevant space for meaningful child and youth participation. It is not as though the messages in the MUs were for adults only and unfit for children. The contents of the intervention, in fact, were useful and pertinent to children's well being. However aside from the absence of participation roles for children, the venue, timing and processes were inappropriate for their age. The performances are in the evening and usually held in an open space, making them inappropriate and unfriendly for children who are exposed to the elements and pose potential risks to their safety and protection.

The defined spaces for children do not conduce to meaningful participation: dancing contests involving children, the question and answer competition on child rights for children competitors, and children in the debate. In the latter, children are unlikely to either influence the topic or dynamics of the activity nor be equal to adults in expressing their feelings and thoughts. There are more suitable place and time for children to deliver the messages to their peers and adults in the community.

In the mobile unit context, roles can be identified where children can meaningfully participate in stages of mobile unit activities without joining the actual presentation.

### **6.1.5 What is the impact of child and youth participation in the mobile units?**

A commendable accomplishment of the mobile unit is bringing the community and their leaders together in a discussion of community issues. The ICS staff in Gaza and Nampula said they made it a point to give community leaders an important role in the actual MU performances to galvanize the community around common concerns.

As earlier mentioned the ICS staff cites the positive impact of mobile unit presentations on parental attitude toward children's education and violence against children based on their own observations: in some communities more girls now go to school, parents now encourage children to go to school, there was an increase in school enrolment, and there was a reduction in child beating. This is a noteworthy impact of mobile unit activities.

Regarding the children, according to the ICS staff the children were happy during the contests; they were given a chance to speak during the debate portion; and they had a chance

to show their knowledge of child rights. When probed on the impact of child participation in the performances, the ICS staff in Gaza and Nampula were not sure about what key results they aim for in children’s involvement in their work. When asked for suggestions to make the participation of children meaningful and genuine in the mobile unit performances, none of the respondents could make any concrete suggestion.

The ICS staff members are not familiar with the concept and practice of child and youth participation and the proper ways of involving children. The positive point is that there seems to be a genuine concern among the staff to learn and an openness to make changes in their operations if given clear directives by their supervisors. The evaluation team also discovered the lack of relevant materials that adult coordinators could use as guide in the promotion and fulfillment of the participation right of children.

### 6.1.6 Summary of findings, conclusions and recommendations

Mobile Unit
<p><b>Summary of Findings and Conclusions</b></p> <ul style="list-style-type: none"> <li>• The Mobile unit is an effective communication for development strategy for the community but is not effective in its current design in creating genuine child and youth participation. It is adult-led and adult-oriented. MUs have not generated genuine CYP.</li> <li>• Adding CYP objectives in a C4D strategy without providing appropriate space and resources for genuine CYP is not an effective way of realizing the right to participation.</li> <li>• In fact it may have exposed children to protection risks under the current experience.</li> <li>• There are untapped ways for child participation even without children’s presence in actual presentations.</li> </ul>
<p><b>Key Improvements Required</b></p> <ul style="list-style-type: none"> <li>• Review, re-think, re-design CYP mainstreaming in the intervention.</li> <li>• Increase knowledge and sensitization of MU staff on CYP principles and good practices and make CYP reference materials available to the mobile unit team</li> </ul>
<p><b>Recommendation</b></p> <ul style="list-style-type: none"> <li>• Redesign the MU, creating appropriate spaces for CYP. One example: use the opening act of MU presentation to showcase children’s talents by video, or present videos of children and adults in discussions on practical application of child rights; explore involvement of children in video production during daytime to enable them to view the community problems from their lenses. The redesign should address the protection risks issue.</li> <li>• UNICEF should support the expansion of the strategy with enhanced CYP aspects.</li> </ul>

## 6.2 Community theatre

### 6.2.1 What is the community theatre project about?

Community theatre refers to a participatory and interactive theatrical performance designed for audiences in urban and rural communities that aims to address specific health, nutrition, education, protection and other social issues affecting children and women.

As a key communication strategy supported by UNICEF, the community theatre transforms social issues into a theatrical moment and uses an inter-active participatory approach where the audience is engaged in the actual performance. As the social issue drama unfolds, at a critical juncture the actors suspend the performance and invite members of the audience to decide how they want the story to end. Will they opt for a positive or a negative change? The ensuing discussion and debate draw the community members to a real or hypothetical decision they or people they know might need to make. The strategy is also known as the *teatro do oprimido* or theatre of the oppressed. The technique is used as a means for raising awareness of communities on social issues, challenging them to explore, analyze and transform social realities towards a desired social change.

The technique is used as a vehicle to bring into people's consciousness certain community issues on health, nutrition, education, protection and other child-related concerns and to provide a space for them to address the issues within a play. Usually performed along street corners, schools and other public places across the country, the community theatre also prompts people to adopt and maintain certain health, education, and protection behaviors. Young people ages 16 and above get to participate in community theatre in various capacities.

The main partner in the project is *Grupo de Teatro do Oprimido (GTO)*, a national community theatre network which began in 2001. Its partnership with UNICEF started with activity-based projects between 2003 and 2006 which was renewed for a larger coverage for 2007-2011.

### **6.2.2 What can one expect to see if children enjoy their right to participate?**

If CYP were to be mainstreamed in community-based communication projects like mobile unit or community theatre, the children and youth are expected to be genuinely involved at the earliest possible stage of the project. This could be at the point of topic selection or when plans are being developed. They are also expected to have a meaningful role in the presentations or performances. They could get involved in monitoring and evaluation of the effectiveness and impact of the mobile unit of the community theatre. Because the settings of the projects can be unfamiliar to children, the adult members should be able to ensure their safety and protection. If their physical presence in the actual performances could expose them to potential dangers or compromise the fulfillment of their other rights, they have to be transferred to safer activities like other creative aspects of the mobile unit or the theatre such as script writing, video production, props making, sounds and music production.

### **6.2.3 Did the project facilitate the right of children to participate?**

#### **Youth participation in assessment and analysis**

Through their lively performances, the theatre groups promote healthy behaviour change on issues such as girls' education, violence and abuse, sanitation and HIV prevention. In Chibuto, the youth involved in community theatre said, "*We tackle themes coming from UNICEF or GTO such as malaria, cholera, sanitation, malnutrition, HIV/AIDS, Child Right, breastfeeding and domestic violence.*" They added that they do no research on the themes. They develop the themes according to their perception and observation of the communities.

In Nampula, the GTO provincial staff said he gets directives from the central office to tackle the same topics such as cholera, malaria and HIV/AIDS.

**Discussion** - As the youth members in community theatre improve their skills in performing and delivering socially relevant messages, it would be useful as well to develop critical thinking skills particularly in assessing and analyzing their situation, the cause and what can be done to change it – all important in advocacy work. There is logic in UNICEF suggesting the topics that community theatre or other CYP interventions will take on. However, more change occurs if the youth are also trained to adopt critical and strategic thinking so that they could identify the critical issues affecting them and advocate for appropriate actions using the theatre as a medium.

### **Youth participation in articulation and advocacy**

Even if there is no ownership of the agenda, youth performance in theatre dealing with important social issues is youth participation in articulation and advocacy as well as action. The GTO officials in the Central Office in Nampula stressed that the approach actively seeks the participation of communities in finding common solutions to their own problems based on real life examples and situations.

**Discussion** - In a country where few people have access to television or radio, community theatre has proven to be a good advocacy tool because of its face-to-face character and coverage. The dialogue between actors and audience towards the end of each play makes for a good community awareness raising technique and stimulation of problem solving ideas. The potential appears huge for, not only child and youth participation, but in general for stimulating community demand for relevant policy reforms or budgetary allocations along children's and youth's concerns.

### **Youth participation in planning**

Based on the FGD, the plans for the community theatre are prepared by a team of two leaders and are presented to members for discussion and approval. Members stressed that they have an opportunity to influence the plans even if they did not initiate them. An example they shared, *“Once we were discussing our “Talents Show” and we did not have enough funds. We were discussing the possibility of reducing the prizes money. One of the members suggested that we put more effort in raising funds instead of reducing the prize money. It was the only voice against reducing the prize money. We decided to follow his advice and succeeded in raising more funds.”*

**Discussion** - In the performing arts, planning ensures that all details are taken care of; neglect of a significant detail could result in immediate feedback from a displeased audience. If the same discipline is applied by children and youth to their everyday lives in their families, school and communities, the children and the youth can be better planned and organized. UNICEF's investment in planning, among other aspects of programme participation cycle will go a long way in the promotion of child rights and child participation.

### **Youth participation in action**

The youth members of the community theatre are visibly engaged in the action phase of the intervention in rehearsals as well as in the actual presentation. Aside from being actors, they

get involved in other creative aspects of the theatre such as sound production, music, props preparation, costume design, and others.

The roles they play are assigned by the director or according to what one member chooses to play. Some of the youth said, *“We enjoy more when we volunteer for a certain role especially when we identify with the character we play.”*

**Discussion** - The youth are more strongly involved in the action phase of the intervention. From their account the repeated messages from rehearsals and presentation facilitate their absorption of the lessons built in the play. Nonetheless their active participation in the other roles will certainly maximize the impact of the intervention to the participating youth. There is some tendency for formatting under the theatre set up for the younger members which will be reduced with reference materials and young people’s opportunities to think for themselves.

### **Youth participation in monitoring and evaluation**

When asked if they were engaged in monitoring and evaluation in community theatre, the youth in Chibuto said, *“We do self-evaluation at the end of each activity. We evaluate how the play went. In the communities we try to observe what has changed on the issues we raised in previous presentations.”* There were no further details provided in this role of children.

**Discussion** - Although the youth members of the community theatre in Chibuto said they were engaged in monitoring and evaluation, they will benefit more if the activity is done in a systematic and sustained manner. It will help them improve their technical performance skills in front of an audience. This is also important for GTO and for UNICEF in determining the extent the presentations have been effective in influencing mindsets and behavior.

### **6.2.4 Is the project efficient, relevant, sustainable and effective?**

UNICEF reported that as of June 2011, GTO community theatre activities promoting girls education and prevention of violence have reached approximately 151, 364 people of which 53, 345 were children in the ZIPs (groupings of schools per locality) of all localities located in the 7 CFS target districts. This is its contribution to the overall target described in Section 6.1.4.

Based on the description by the national GTO officials and GTO field staff, the theatre of the oppressed is another effective vehicle for generating awareness and participation of community residents in the search for information and knowledge on issues affecting the community. The community theatre is efficient, requiring low financial inputs while reaching large groups of population with an effective community communication strategy. Further, it has engendered positive impact on participating youth members.

As far as the CAPP’s commitment to CYP is concerned, the community theatre has allowed youth members to voice out relevant community concerns, sensitize stakeholders to engage in public discussion, and strengthen their participation in community dialogues. There is however a need to strengthen their capacity to advocate and influence local government decisions as well as increase their participation in other roles.

## 6.2.5 What is the impact of child and youth participation in the community theatre?

During the FGD with the youth members of the community theatre in Chibuto, they shared the impact of their active participation in the school theatre. There was a lot of change of behavior shared: *“I used to have many girlfriends, and now I am with only one girlfriend.”*; *“Before joining the group I was violent and addicted to alcohol – now I have stopped all these.”*; *“I was less disciplined and a bit wild – I am more responsible now, and have better performance in school.”*; *“I used to be shy.”*

They noted changes in the way they deal with their parents: *“I used to challenge my parents in everything. Now I learned to respect them.”*; *“I would not discuss issues of sex with my parents – now I am more open and find it easy to talk about issues than before I thought were only adult issues.”*; *“When I am home on certain days, my parents would ask if I don’t have rehearsals.”*; *“My mother attends our rehearsals and contributes her ideas.”*

Because of the positive changes in their interactions with their parents now, the youth members of Chibuto think that they should be able to help promote dialogue between children and parents. They said some children are afraid to tell their parents if something unusual happens to them, such as someone inviting them to go to South Africa, or some people they meet with apparent bad intentions. One member said, *“Some friends are critical; they say we are wasting our time. But the perception is changing. Some of them now suggest ideas for our plays.”* Another member of the theatre added that his experience with the community theatre has made him more creative, more organized, and *“We feel that we are serving our community. We are also more open now. We can speak about socially oriented-topics that others cannot.”*

The community theatre seems to have yielded positive impact among the young members of the group. The evaluation team feels that impact on youth members and their development could have been greater had they been more involved in the assessment and analysis and monitoring and evaluation roles. They could then be more participative in the dialogues with the community. The adult leaders guiding the community theatre and the children need to have a full understanding and appreciation of the concept and practice of child and youth participation in order that an intervention with such a high potential can be of greater service to the community.

## 6.2.6 Summary of findings, conclusions and recommendations

### Community Theatre

#### Summary of Findings and Conclusions

- Community theatre is an effective C4D strategy. It appears to have been partially successful in producing positive CYP impact on the involved young people and their families.
- The impact differed on the different roles of children. Youth are genuinely involved in planning and action, weak in assessment and analysis and monitoring and evaluation.
- CYP can be expanded in aspects of community theatre production such as script writing, props preparation, sound supervision, lighting, among others.
- The intervention contributed positively in achieving the UNICEF CAPP’s goals on CYP.
- There is a need to strengthen the advocacy potentials of the theatre to influence local government decisions that would need improving children’s capacity in assessment and

## Community Theatre

analysis.

### **Key Improvements Required**

- Increase capacity of youth in assessment and analysis and monitoring and evaluation and policy advocacy.
- Increased knowledge and sensitization of MU staff on CYP principles and good practices and availability of CYP reference materials
- Increased capacity of youth to influence local government decisions

### **Recommendation**

- Orient and sensitize GTO staff on CYP principles and good practices and make reference materials on CYP available to them. The training and sensitizing should emphasize the participation of youth and children in all five roles of children thereby maximizing CYP from the community theatres in the future.
- Strengthen the youth's understanding of issues and the capacity to engage in dialog with government and community leaders through easier access to reference materials.
- Support GTO to reach out to more children and youth in remote areas by engaging them to take different roles in the theatre.
- Include design features that will increase synergy between MU and Community Theatre and other CYP projects. Some of the videos that are shown in the MUs can be video of the theatre pieces produced by children and young people.

## **7 SUMMATIVE FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

Chapter 7 puts together the summative findings, analyses and discussions as they relate to the five projects presented in Chapters 2-6, followed by lessons gleaned from the evaluation. The chapter likewise offers recommendations on issues that call for immediate action and those that can be programmed in the next five-year cycle by the agencies promoting CYP.

The most important lesson of the evaluation is the confirmation that for genuine and meaningful participation to occur in initiatives and projects, the following conditions must be present:

- i. a project design that consciously and deliberately open up spaces for child and youth participation;
- ii. participation spaces that are appropriate to the age and / or evolving capacities of participants; and
- iii. buy-in of implementers of CYP concepts, principles and practice, including attention to equity and protections risks for children.

Meeting the conditions was directly and indirectly gauged from children and implementers descriptions of projects processes in response to questions on child participation roles, project impact and effect and observations of implementers' practice in focused observations. Although there are other identified areas for improvements, the C2C projects largely met the first two conditions and possibly have some elements of the third due to their long time association with initiatives for children. The school-based projects partly satisfy the first two conditions and CYP would benefit most from measures to strengthen the third. The youth councils would need a serious re-thinking of strategies to strengthen the initiative in all three conditions, with emphasis on participation spaces that are appropriate to the evolving capacities of participants. The community theatre would benefit from similar strengthening while the mobile unit project would require a re-design if the intention is to keep CYP objectives in the initiative, in addition to ensuring that the other two conditions are met.

The degree of success in generating child participation and impact was conceivably related to the satisfaction of the above conditions. Child participation and impact were effectively generated by the C2C programmes in radio and television while school-based projects, school clubs and theater yielded somewhat less space and impact. Participation in the youth councils has issues of quality and content. The C4D community theater created some participation spaces for youths while the C4D mobile unit produced child and youth participation of symbolic nature.

### **Major findings and other lessons from the evaluation**

- 7.1.1 The evaluation found that the discrete CYP projects produced genuine child and youth participation with positive impact on the children and adults around them, specifically their parents.
  - Of initiatives from the set, the C2C in radio and television created the most participation spaces for young people and produced the largest impact on the children, their peers and adults in close proximity. It is also from this initiative where the most impact on children and adults were found.

- The impact on the young participants ranged from the development of skills required in implementing projects, skills for social interaction, behavior conducive to better school performance, better relationship with adults at home and in the neighborhood, to enhanced capacity to protect their own rights. Both parents and teachers of C2C participants confirm the positive impact that they explicitly attribute to their children's participation in the projects. The importance of the finding magnifies when taking into account that the impact on children is likely to be long-lasting.
- The best impact on adults was among parents who reported a change in their attitude towards their children's involvement in the C2C projects. The finding suggest that while prevalent and ingrained adult biases could affect initial participation decisions, they can be overcome when the effects on children are palpable and valued by adult stakeholders.

*Lesson: Effective CYP can be achieved in program spaces despite adult biases against child participation. Parents are probably good allies of CYP if they can be encouraged to speak out in support of their children's participation.*

7.1.2 The opportunities for child and youth participation can be further improved in the different roles children play in the C2C projects. More opportunities for CYP were created by adult implementers in activity implementation and too little in assessment and analysis.

- The role of children in the CYP projects where participation is strongest is in action or activity implementation followed by planning (also of actions or activities). There is less participation in articulation and advocacy and monitoring and evaluation, and even much less in assessment and analysis. In the school club and school theater projects, CYP generally started and ended in implementing activities.
- Child and youth participation was weakest in the assessment and analysis role.

To begin with, adult implementers limited the children to a list of topics for the presentations (in C2C radio and TV) or outright, adults chose the topics for the children's activities (in school clubs and theater). In addition to contradicting key principles of CYP, the danger of adult "formatting" of children arises. This is a concern in all initiatives. Further, in the case of the school clubs and theater the evaluation found little other activity in actual CYP practice to compensate for the children's missed opportunity to develop their capacity in assessment and analysis, given that participation in both articulation and advocacy and monitoring and evaluation roles was also weak.

*Lesson: While genuine CYP and impact were generated by the projects, viewed from potential participation roles, CYP achievement was sub-optimal. Participation roles are a useful dimension in measuring CYP progress and for alerting UNICEF and adult implementers where substantial participation gains remain untapped and for uncovering unexpected threats to CYP principles.*

7.1.3 In C2C radio and TV programs, and to a less extent in school-based activities, many children consciously kept away from issues and topics that they believe will offend adults and authorities, asking "safe" questions to avoid potential confrontation.

Conscious conflict avoidance probably stems from children's own learned perceptions of social norms on adult-child interactions or made known to them by adults. What is surprising is the form that the acceptance of the role takes: self-censorship. The matter deserves attention from implementers. Not only is it likely that somewhere in the story there are unintended curtailment of children's rights; it is also society's loss when children perspectives cannot make their full contribution.

*Lesson: This self-censorship is an important but probably easily glossed over aspect of children's behavior in the context of exercising their participation rights. It deserves to be understood by UNICEF for its potential implications to the practice of child participation.*

#### 7.1.4 CYP appears largely confined to project participation spaces.

The evaluation team observed that teachers followed CYP practice while in school clubs but reverted to authoritarian roles when they entered the classroom, a non-CYP project environment. It appears that while discrete CYP projects might successfully seed concepts and practice in CYP environments, the concepts and practice do not automatically permeate other spaces of children.<sup>20</sup> Because schools host the biggest concentrations of young people, the potential to advance cost-effective CYP remains greatest in these institutions. However, long-term sustainability of gains critically depends on the buy-in of CYP principles, concepts and practices by teachers and school management. If the dichotomy remains unaddressed, the danger is that even short-term CYP gains could get eroded as a result of spillover of the authoritarian adult-child interaction model from the classroom to the CYP projects.

*Lesson: CYP does not permeate in settings where adults have no models for interacting with children except authoritarian ones. The links - teachers and the school management - are key to the success of school-based child and youth participation. Monitoring the new model of school clubs is vital to minimize the chance that dichotomies in adult-child interactions might work against the promotion of CYP. An even better strategy might be to monitor as well the educational reform under the Child Friendly School Initiative and ensure the success of a genuine child-centered learning that will turn the classrooms into friendly CYP spaces.*

#### 7.1.5 The youth councils' big challenge is how to develop capacity for evidence-based advocacy.

The evaluation found that members of the youth councils (CPJs especially) feel overwhelmed by organizational and administrative problems and disheartened by the perceived adult biases against youth participation. There is a deeper challenge: they are expected to mobilize the Mozambican youth to act on the issues that affect them and practice evidence-based advocacy for youth concerns in public policies and programmes. It is evident that they have not been engaged in the first and that they lack capacity for the second. In fact, the authoritative assessment is that there is a severe skills gap among the leaders and members in responding to their roles. The youth requires capacities to understand complex issues of development and the

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<sup>20</sup> Nevertheless, there is a rare flicker of hope: a teacher interviewed volunteered the information that her involvement in school clubs made her reflect on how CYP can be used in the classroom. There were no follow-up questions on why it was not done.

relationship between governance and results. They require leadership and analytical skills - a tremendous investment in time and resources.

- 7.1.6 The evaluation found that piggybacking CYP goals on projects with already built-in non-CYP core objectives, set processes and resource limitations failed to stimulate genuine child and youth participation and resulted in CYP of symbolic nature. The mobile units and the GTO have no CYP component in the design and did not create the space and resources for it. Children's participation consisted of providing back-up attraction to the core project activities of the mobile units while the GTO activities are confined only to very limited implementation by children.

*Lesson: CYP built in the design of a project has a better chance of achieving meaningful results compared with CYP initiatives piggybacked on projects that already have established objectives, processes and resource limits. A logical requirement for success in the latter is the joint existence of a CYP-accommodating project design, an acceptable allocation of project resources, and adult implementers with adequate knowledge of CYP principles and good practice.*

- 7.1.7 Equity issues in the coverage of CYP were not fully recognized by the project implementers.

- Even in community radio and school club projects where genuine CYP was encountered, certain groups were involved (district center dwellers, school achievers, graduating students), and others excluded (remote rural district dwellers, children non-achievers, those in lower grade levels). Implementers attributed the bias to logistical insufficiency but without expressed recognition that the situation is sub-optimal. Moreover, no project included children with disability as participants and there are no apparent physical arrangements to accommodate them. In another dimension, in general neither age nor gender appeared to affect the participation assignments given to the children.
- In the C2C radio projects, children in the urban setting have greater access to resources including mentoring and are demonstrably more articulate and dynamic. Differences in the quality of performance of children in the provincial and rural districts are largely attributable to access to resources.
- There were no perceived differences in CYP outcomes between CFS and non-CFS districts but this might be due to the limited number of CFSs studied.

*Lesson: Equity is an important dimension of CYP that might get sacrificed in the short-term due to resource constraints but should be monitored to ensure that correcting the state is a priority.*

- 7.1.8 Consistently in all projects, adult implementers did not receive orientation on the evolving principles, concepts and practice of CYP and did not have manuals and guide materials.

In addition, the evaluation found that the implementers were not aware of the Minimum Code of Conduct in Consulting and Working with Children. Child and youth participation was a relatively new concept and CYP materials were yet scanty

when the projects started years ago. Since then, both concept and practice evolved but CYP benchmarks did not keep up: the expectation seemed to be that as long as children were “involved” and “spoke”, satisfactory participation was being generated. At project inception, the focus was to ensure that the usual project requirements were provided. For most of the period, the targets consisted only of numbers of children, clubs, and project units operating in the field. The lack of CYP orientation is a plausible explanation for the sub-optimal results including ‘formatting’, and the lack of attention on child protection risks in some projects.

*Lesson: The orientation of adult implementers on the theory and practice of the rights of children and youth to participate is critical for achieving meaningful child participation, avoiding tokenism and sub-optimal results, and minimizing child protection risks. Without the buy-in to the CYP principles, ingrained social norms on adult-child interactions might undermine even the most well-intentioned, well-constructed project design. Access to key materials on CYP concepts, principles and good practices is vital.*

- 7.1.9 For the safety of child participants, the specific cases of protection risks found in the evaluation are of immediate concern for UNICEF and implementers. Protection issues present considerable threat as they are “potential accidents” waiting to happen. Should they happen, the “discredit” to CYP could have far-ranging negative implications on its promotion. This calls for immediate attention from UNICEF and the project implementers.
- 7.1.10 Many sub-optimal CYP outcomes would have been discovered early by a results-based monitoring and evaluation system.
- The evaluated projects were established when CYP thinking was still at its early stages. In monitoring, the focus of UNICEF and its partners was and had remained essentially on progress indicators, with little attention given to whether genuine CYP was being generated.
  - In support of the CYP targets, UNICEF Mozambique’s 2007-2011 Country Programme Action Plan included a participation component under its Social Policy, Advocacy, and Communication programme implemented by the CAPP Section.<sup>21</sup> The targets are a mix of goals: expansion numbers, objectives to provide children’s spaces and intermediate steps towards their participation. However, the indicators in the annual reports and donor documents simply track whether targets, such as number of community radios with CYP, have been reached.
  - The level of monitoring, while helpful, does not permit an assessment of how genuine CYP was occurring and what substantive issues were affecting participation. The more obvious examples of the second are the inability of C4D programme to meet child participation objectives, the considerable weakness of child participation in many roles except implementation of activities in school clubs and theater, and the existence of child protection risks in several projects.

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<sup>21</sup> The component is committed to the following: (i) strengthening of young people’s participation in community dialogues with local authorities, leaders, parents and teachers; (ii) sensitising stakeholders to involve children and young people in local and national discussions; (iii) supporting youth associations to voice their concerns publicly and share their ideas with the government and agencies of civil society; and (iv) supporting the expansion of the national child-to-child media programme.

7.1.11 Sustainability is a common issue among all five projects. It is important to ascertain even in respect of effective C2C programmes and new initiatives how they can be maintained in the long-run and how synergies could be exploited.

- The quantitative targets in the CYP and C4D projects set in the 2007-2011 CPAP have been mostly achieved. However, a broader expansion of CYP should take two major factors into account: (i) the formulation of a national strategy and plan for CYP; and (ii) improvement of the fiscal health of the nation. An overall national strategy and plan for CYP will enhance the potential for success of expanded projects and take advantage of potential synergies among related undertakings.
- For any major takeoff of CYP projects, the state of government organization and budget will be critical. In 2010, about 45 percent of the country's overall budget was ODA-financed. CYP programme would require further assistance at least in the medium term if the country's high dependence on external funding for operational, recurrent project and development needs continues.

The child space providing the greatest potential for massive dynamic CYP and for generating long-term gains is the classroom and the school. For this reason, low-cost effective education reform and supportive initiatives from the MINED that genuinely place the child at the centre of his/her own education and environment is of critical importance. The new model of school clubs as part of the Child Friendly School Initiative in Mozambique is a promising way forward and should be monitored closely with respect to its contribution to the CYP.

7.1.12 A drawback that some UNICEF Mozambique staff already recognized is that CYP is not a key result area (KRA) in the previous and current five-year country programmes. Had it been the case, a number of gaps and weaknesses might have been avoided:

- The discrete project approach resulted in missed opportunities. For instance, child and youth participation is considered largely the responsibility of the CAPP Section (and its predecessor). Possible synergies with CYP in education, health, water and other sectors were thus missed, and a coordinated plan was not developed.
- Conceivably, the same missed opportunity is mirrored by government counterparts that treat CYP initiatives simply as projects, such as children in the radio and TV and the youth council. CYP as one Key Result Area would have resulted in a major push across sectors and spaces in Mozambique, in leveraged project assets and network, and in the evolution of modalities toward a more coordinated CYP.
- Coordinated sector resources would have served CYP projects and child participants. For instance, a system could be developed to make updated materials available in the web, CDs, print, and other forms for children and young people's CYP activities. A web-based common reference center accessible to children would reduce potentially unsafe field research, generate time saving and minimizing protection risks.
- Treating CYP initiatives as discrete projects, and not as a key result area leads to many missed opportunities for advancing CYP across sectors, internally in UNICEF and in the government. A challenge facing UNICEF Mozambique is how to mitigate the disadvantage of the CYP under the current arrangement.

## Recommendations

The section presents recommendations for improving the CYP projects and C4D projects with CYP objectives and suggests strategies for improving and expanding current efforts beyond the five projects. The first set is borne out of the evaluation. The second integrated suggestions that emerged from discussions with CYP partners during the evaluation process.

### **Recommended actions for the first year of the Country Programme period 2012-2016 to improve the impact of the five CYP/C4D projects**

The findings of the evaluation support the continuation of the CYP projects and the redesign of the C4D projects to better integrate the CYP component and generate meaningful child and youth participation. Recommendation 1 requires immediate attention; recommendations 2 -7 can be implemented in the first half of the new five-year programme.

- i. Address the child protection issues identified in the evaluation. In addition to concrete measures, assign responsibility, and prepare timelines for compliance. Develop a system to monitor compliance.
- ii. Build capacity among project personnel at all levels for child and youth participation. An indispensable action is the orientation of all CYP and project implementers on the guidelines, principles, theory and practice of CYP, in addition to child protection issues. Training and orientation materials can be sourced from UNICEF's *Child and Youth Participation Resource Guide*. The current evaluation can yield case studies of sub-optimal CYP practices and unintended results for analytical problem-solving exercises. The roll out of the new model of school clubs including the training of trainers ideally should combine CYP orientation and sensitization, addressing issues such as safe and appropriate environment and "formatting" by adult implementers, among others. As an input to capacity building, UNICEF can also prepare a comprehensive training and sensitization package on CYP theory and practice for all adults involved in CYP. The package should include (i) Child Protection Policy in CYP and Minimum Standards in Working and Consulting with Children; and (ii) Documentation of Good Practices on CYP in various settings particularly those that have addressed issues and problems successfully. It can be adapted for different trainee audience, revised as new practices and materials are developed, and made available in different formats.
- iii. With implementation partners, review the logistics, administrative, and financial issues affecting the projects, identify measures and secure agreement on concrete solutions. The C2C component in the rural areas can benefit from such a review. For example, a small measure suggested by project implementers and child participants - access to CYP materials through the web, CDs, print and other means - will facilitate and improve the quality of information dissemination and promote safety for child participants. In addition, previous experience with the *N'Weti* projects point to areas for improvement in the new MINED school club.
- iv. If keeping child and youth participation objectives in C4D will be considered, review the design of the mobile units and GTO for guidance on effective integration of CYP, explicitly setting realistic child participation expectations and improving synergies with C2C projects. Assess cost implications against potential CYP contribution

without sacrifice of core C4D project objectives. Test strategies for effect, impact, and for uncovering unanticipated consequences.

- iv. Review the youth council initiative (CNJs and CPJs) to identify measures to help leaders and members gain capacities for evidence-based advocacy. The choice of strategies to build skills and capacities would likely depend on measures of affordable costs against potential effectiveness given the assessed training needs of youth members. A cost-effective one might be, to start with realistic expectations and consider the doable experience in participation of youth in other countries, for example as peer communicators and educators on health and social issues of young men and women. The idea is to practice and strengthen leadership and problem-solving skills, acquire project-related competencies, and build self-esteem and self-confidence in initiatives with achievable success and of great value to their age group. Another alternative might be to provide sustained capacity building workshops for youth leaders in assessment and analysis, evidence-based advocacy, monitoring and evaluation and leadership. Such capacity and attitudinal strengthening takes time, probably the entire five-year period of the Country Programme.

In addition to capacity building, the massive youth unemployment is an important consideration in their participation. UNICEF must advocate with Government, other UN organizations and the donor community for a livelihood and employment programme benefitting also the youth.

- vi. Integrate the progress on the five roles of children, impact, equity and protection in the monitoring system of the current CYP projects, in addition to the current CYP administrative information on quantitative accomplishments. Use a periodic review or audit as a constant reminder to all adults involved of the CYP principles, objectives, and project accountabilities.
- vii. Revisit the prospects for sustainable CYP and C4D projects as an aid to long-term planning and for setting realistic expectations. Given the recurrent fiscal deficits, a broader financial support base needs to be developed for an initiative worth investing into, for which a short to medium-term plan needs to be defined. It would not be an easy exercise but putting the issue on the table is a good start and may bring unexpected positive results.

**Recommendations to improve overall CYP programming in Mozambique beyond the five projects, ideally for implementation in the first half of the 2012-2016 Country Programme along with recommendations ii-vii.**

- viii. Push for a national CYP framework, policy or strategy as part of the currently being developed NPAC. If a stronger move towards a national CYP effort beyond the five CYP projects of CAPP is desired in the next five-year period, a national CYP framework merits attention for its low cost and high potential value since it opens the door for CYP integration in government sectors' priorities and resources. If the sectors have been thoroughly oriented on the principles, theory and practice of CYP, the development of a national framework can take on a new meaning and result in better designed projects that promote and bring genuine CYP. The development of the framework can coincide with the formulation of the NPAC which the MSA is pushing at the moment. UNICEF has allies in this undertaking.

- ix. Organize a national forum for sharing of experiences, expertise and resources on CYP among stakeholders. A national forum with the same objective was organized before but lost steam because the involved entities were busy with their own projects. The interest is back among like-minded institutions in a low investment exchange facility to broaden and accelerate the push for CYP in Mozambique. The MSA is keen to lead the effort. Part of the effort to establish a national forum should be the identification and nurturing of CYP champions at national and sub-national levels, key sectors and key political spaces such as the parliament and the media. The selection could be through a system of low-key enlisting, screening, and try outs before the major public presentation. For maximum leveraging of their influence, CYP champions would need constant involvement and recognition for their commitment.
- x. Support the current efforts to strengthen the Children's Parliament. Highly visible children's participation when done right provides immense benefits to policies and programmes affecting CYP and child rights. The project has the support of MSA, UNICEF and other like-minded organizations such as SCF, World Vision and local NGOs. Documented lessons of child and youth participation in shared political spaces with adults would serve as useful guides in designing and managing interactions of children with the adult parliamentarians. The Children's Parliament can have convenient synergies with other CYP projects. For example, the C2C project can provide media support. Other CYP projects can provide inputs on children and community concerns.

In conclusion, the evaluation team finds that the investments of UNICEF, the GOM and likeminded partners in CYP in Mozambique have been worthwhile. The lessons from children and youth participation and the positive impact of the CYP on the development of participating children and youth as well as on adults around them are assets to future programming.

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## **ANNEX – NOTES ON SAMPLING METHODOLOGY**

### **A. Sampling for FGDs, KIIs and Observations**

Major steps undertaken in the process of arriving at the sample size and list of provinces and districts

- i. Estimate the time requirements for FDG, KII, and FO in each Province
- ii. Review if the sample size chosen yields enough districts and provinces and information source: children and young people, parents, teachers and implementing staff taking into account the sensitivity of participation variables of interest
- iii. Construct the initial list and cross check with key factors such as known poverty situation, intensity of UNICEF interventions (CFS and non-CFS) and geographical representation
- iv. Critique from a logistical perspective, including travel time, accessibility, current weather (flooding) situations
- v. Factor other time requirements of the study and decide on overall feasibility of the selected size and list

### **B. Sample Size considerations**

- Adequate sample size at all levels
- Universe is UNICEF priority provinces and priority districts
- Final choice of provinces should be capable of differentiation between Maputo Province and rest of the country, and between districts where UNICEF support is intensive and those where support is low or average
- Final choice of provinces should include sample from South, North Central Mozambique and Maputo
- Estimate timed required per district to complete required FDG, KII and FOs was 33 hours, excluding travel time, organization of meetings, transcription time, and any follow-up that might be required, equivalent to an average of one district per week. The final decision was on a compromise option of 4 Provinces, 4 Districts or 4 Provinces, and 5 Districts to include the variable of intensity of UNICEF presence.
- Evaluation team took note of the need to include samples from non-UNICEF project areas where the research might find child participation projects flourishing. In discussions with the CAPP team, it was agreed that this cannot be done because of the implication on overextension of time.

### **C. Sampling procedure**

There are no definite hard and fast rules to follow on the sample size for qualitative research such as the current evaluation. The final selection of sample size for the study relied on the specific intentions and focus of the evaluation (i.e. CAPP interventions), the geographic limits based on UNICEF coverage and UNICEF priority areas, the limitations on the units that could provide relevant and useful information, credibility of information sources and content and restrictions imposed by available time and budget.

The selection of samples followed a multi-level, non-probability purposive sampling procedure. In eleven provinces of Mozambique, UNICEF operates eight priority provinces. Of the provinces, UNICEF implements programmes and projects for children in 75 priority districts. The two levels define the sample frame for the exercise.

With the guidance of CAPP Section, the research team identified the four sample provinces and five sample districts following the considerations outlined above. The four sample provinces represent 50 percent of the 8 priority provinces of UNICEF. The 5 sample districts constitute about 7 percent of the total UNICEF priority districts.

#### **D. Final Numbers and List of Study Areas**

Given these choices the scope of the data collection is as follows:

##### **Maputo Province**

District : Namaacha (Non-CFS with High UNICEF Investment)

##### **Gaza Province**

District: Chibuto (CFS District)

##### **Zambézia**

District: Alto Molócué (Non-CFS with High UNICEF Investment) and  
Nicoadala (Non-CFS with Low UNICEF Investment)

##### **Nampula**

District: Angoche (CFS District)

#### **E. Selection of respondents**

Using non-probability purposive sampling procedure, the respondents in the FGDs, KIIs and FOs were drawn. The respondents were children and youth participants, parents and implementers or project officials organizing the child participation interventions supported by CAPP.

##### **1. Child to child media programme:**

- A. Children involved in community radios at the provincial and district levels.
- B. Children involved in community TV at the provincial level
- C. Parents of children involved in community radio.
- D. Radio manager/T V Coordinator
- E. RM staff/coordinator

##### **2. Participatory Child Rights Clubs**

- Children participating in clubs
- School Director, RENSIDA Activist, teacher in charge

##### **3. Provincial Youth Councils**

- Members of the Provincial Youth Councils

- Provincial Director of Youth and Sports

**4. School-Based Communication**

- Children involved in school theatre
- School Director
- Teacher in charge

**5. Community Communication (mobile units, Theatre of the Oppressed)**

- Staff of Theatre of the Oppressed (both school and community-based) and ICS mobile units