





Chapter 3 -How can anti-corruption authorities meaningfully engage young people?

Chapter overview

Guiding questions:

- ➔ Do anti-corruption authorities constitute enabling environments for meaningful youth engagement?
- → How do anti-corruption authorities operationalize meaningful youth engagement?

Key points:

- ➔ Anti-corruption authorities interested in starting or improving their efforts in youth engagement should proceed in three phases:
 - 1. Strengthen institutional readiness for meaningful youth engagement (chapter 3A)
 - 2. Develop youth-engagement activities at the operational level (chapter 3B)
 - 3. Monitor and evaluate efforts to continuously learn and improve their meaningful youth engagement (chapter 3C)

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3A. Organizational level: ensuring institutional readiness

1. Components of readiness: institutional enablers

To successfully implement meaningful youth engagement, the internal staff capacity and institutional structures, policies and processes, and the engaging environment of an organization must meet certain conditions. The presence and quality of these components, called "institutional enablers", define the readiness of an agency to meaningfully engage young people.

An overview of the 13 institutional enablers, arranged according to the five themes of meaningful youth engagement, is provided in table 3 on the next page. While by no means exhaustive, this list guides anti-corruption authorities to build their capacity and experience by describing how the enablers enhance their readiness for meaningful youth engagement.¹⁷ The meaningful youth engagement journey should be undertaken within the context of the local environment for youth engagement, with the goal of engaging in a meaningful and safe manner with young people.

¹⁷ See annex II for a detailed description of the 13 institutional enablers.



Table 3: Components of organizational readiness formeaningful youth engagement: institutional enablers

Meaningful youth engagement theme	Institutional enabler	Objectives
Diversity and inclusion	 Stakeholder analysis Participation plan 	Identify youth groups, including marginalized groups, and understand their views and the barriers impeding their engagement. Establish institutional "go-to" youth networks and representatives of marginalized youth groups.
Engagement- enabling environment	 Dedicated funding for youth engagement Formal youth-engagement contracting mechanisms Staff knowledge on meaningful youth engagement processes Youth safeguarding 	Strengthen the readiness of anti-corruption authorities to support and sustain meaningful youth engagement efforts; ensure institutional procurement and partnering mechanisms are youth-friendly; allocate adequate resources (funding and staff) and ensure appropriate youth-friendly accounting systems to encourage meaningful youth engagement; and undertake anti- corruption authority staff assessments and training in meaningful youth engagement. Ensure safe spaces for youth inputs to be made and taken seriously, without the threat of retribution or discrimination.
Intergenerational collaboration (or partnerships)	7. Anti-corruption authority- youth partnership plan	Pursue shared-value partnerships to ensure meaningful youth engagement benefits for both anti-corruption authorities and young people by arriving at a common goal, leveraging resources and networks and making use of other contributions from both parties.
Quality youth participation	 Youth mobilization Youth-engagement structures Youth-friendly materials and capacity support 	Create quality participation opportunities for young people to act as more than passive recipients of anti-corruption authorities' interventions, and balance this with a realistic understanding of what they can do, given their backgrounds and abilities. Mobilize young people as volunteers, interns, partners and leaders in anti-corruption work, with designated roles in planning, design and implementation. Formalize institutional structures to regularly convene or continuously engage young people (e.g. a youth consultative or advisory group).
Youth empowerment	 Youth capacity building Youth (reverse) mentorship programme^a Adult stakeholders skilled in youth engagement 	Provide opportunities for the personal development of young people (young professional staff, interns, volunteers, etc.) and for the development of their ability to affect change in their communities. The work of anti-corruption authorities with young people and the achievements of young people should be recognized, celebrated and shared with the wider anti-corruption authority and youth communities. Ensure adult staff at anti-corruption authorities have the skills to constructively engage young people.

^a (Youth reverse) mentorship programmes are mentoring programmes where a junior youth colleague or external youth partner mentors someone more senior. Therefore, the mentorship relationship is reversed, acknowledging that young people have something to pass on to more senior staff.

The nature and importance of each institutional enabler depends on the contextual environment, as well as the size and function of the anti-corruption authority. It is not necessary for anti-corruption authorities to acquire a minimum level of all institutional enablers before starting youth-engagement activities. Nevertheless, there are three key aspects of anti-corruption authority institutional readiness that require special attention:



Dedicated funding of youth-engagement activities (institutional enabler 3) to ensure adequate funding and effective flexible administrative expenditure mechanisms



Youth safeguarding (institutional enabler 6) to ensure that adequate processes create a safe, respectful and inclusive environment for youth engagement



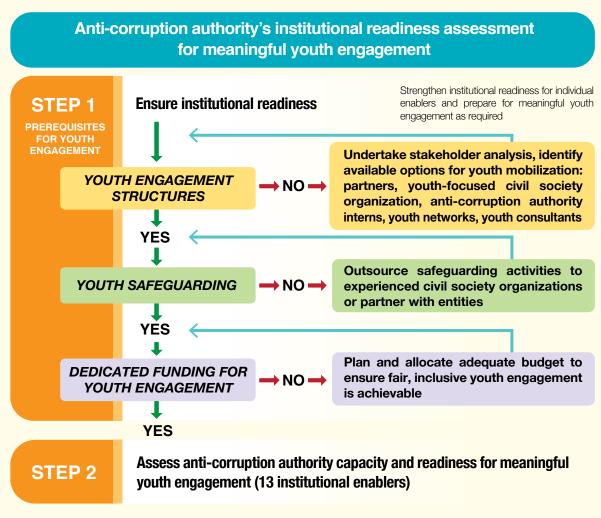
Youth-engagement structures (institutional enabler 9) to mobilize young people, ensuring the participation of young people in decision-making at all levels and early dialogue and consultations, as collaborators and/or partners

These three institutional enablers are considered prerequisites, meaning that anti-corruption authorities must ensure that they are in place before embarking on their meaningful youth engagement journey.

2. Assessment of institutional readiness

A clear plan for initiating or deepening youth engagement, following meaningful youth engagement principles, should be drawn up. The participation of young people in this exercise from the outset will significantly assist anti-corruption authorities. Initially, agencies are likely to come up short in terms of some aspects of good practice in meaningful youth engagement. However, in most cases, they will still be able to implement youth engagement to some extent and their operations will benefit from it.

Once a youth engagement plan has been defined, anti-corruption authorities need to assess their internal institutional mechanisms as well as staff capacity and experience of meaningful youth engagement. In the institutional readiness assessment, the institutional enablers should be reviewed as illustrated below:



See: Anti-corruption authority-meaningful youth engagement readiness assessment and guidelines on how to assess and ensure readiness



The institutional readiness assessment consists of two parts:

Step 1: Ensuring essential institutional readiness – reviewing the three key institutional enablers (prerequisites) and, where needed, strengthening the elements that constitute these enablers to a minimum level before commencing youth-engagement activities.

Step 2: Assessing institutional readiness – reviewing all 13 institutional enablers. The result of this exercise is an appraisal of the overall capacity and preparedness of anticorruption authorities to engage young people meaningfully. Specific guidance on assessing each enabler individually and arriving at an overall result for anti-corruption authorities is provided on the <u>web portal of this policy guide</u>.

Anti-corruption authorities need to customize both the list of institutional enablers and the level of requirement appropriate for their local context. This should include external considerations (e.g. registration requirements of youth-led civil society organizations and the availability of a local university with active anti-corruption classes) that may determine the ease or complexities of engaging young people. An understanding of the local contextual environment for meaningful youth engagement and the extent and depth of youth empowerment and engagement with similar government agencies, the private sector, academia and civil society will help anti-corruption authorities in designing an appropriate meaningful youth engagement approach.

This approach can be used by both inexperienced anti-corruption authorities (with a low level of institutional meaningful youth engagement readiness) and more experienced agencies (that already engage young people but wish to improve the quality of meaningful youth engagement in their operations). In both cases, the goal is to aspire to a high level of institutional readiness. Small anti-corruption authorities and those with little youth-engagement experience may need to outsource the review to consultants.

The results provide anti-corruption authorities with a qualified understanding of their strengths and weaknesses for undertaking meaningful youth engagement. This is the basis for defining a clear pathway, including measures and approaches to be taken to improve capacity and to meaningfully engage young people. This might include a requirement to take on specific support in areas of weakness or to proceed with caution, through partnerships or by outsourcing key tasks, while strengthening internal capacities to improve meaningful youth engagement readiness.



RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

Anti-corruption authorities should commission an institutional readiness assessment for meaningful youth engagement – either internally or with support from experts, depending on their level of internal capacity and skills to engage young people.

The results of this assessment determine the level of capacity at an anti-corruption authority and provide the agency with a specific plan on how to improve it, including what measures to be taken before engaging young people in a meaningful way.

This assessment is the basis for anti-corruption authorities to engage young people as part of their operations (see chapter 3B). The assessment should be repeated periodically as part of a monitoring, evaluation and learning process (see chapter 3C).

3B. Operational level: integrating meaningful youth engagement into the work of anti-corruption authorities

Anti-corruption authorities with a sufficient level of institutional readiness (chapter 3A) can integrate meaningful youth engagement into their operations (i.e. programmes, projects and knowledge work) through four steps. This process is described in this section.

1. Overview of the operationalization process

The Theory of Change approach is commonly applied by anti-corruption authorities for programming. The United Nations defines the Theory of Change as "a method that explains how a given intervention, or a set of interventions, is expected to lead to specific development change, drawing on a causal analysis based on available evidence".¹⁸ It is a commonly used method for designing, monitoring and evaluating complex programmes that affect long-term social change in all sectors around the world, including the work of anti-corruption authorities.

In broad terms, the Theory of Change describes in logical steps how action leads to results as follows:19

Theory of Change steps

Anti-corruption authorities perform activities as part of their programmes

The activities produce **outputs** (direct short-term results)

The outputs lead to **outcomes** (medium-term results)

The outcomes contribute to the **impact** (long-term goal)

Examples of action/results

Youth hackathons for innovative apps are held

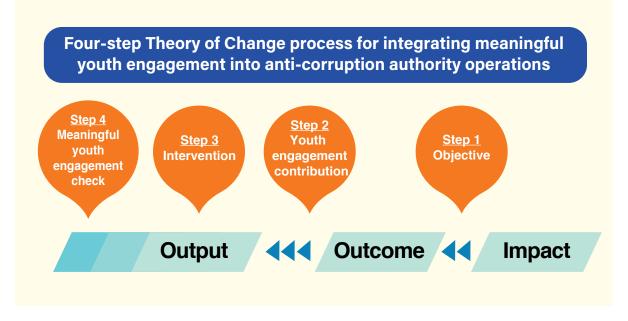
Apps for monitoring public procurement are developed by young people

Transparency of procurement processes and bidding decisions strengthens ability to hold public officials accountable

Lower levels of public officials engaging in corrupt activities in the procurement process

¹⁸ United Nations Development Group of Latin America and the Caribbean, "Theory of Change concept note" (October, 2016), p.4.

¹⁹ This is a simplified version. While the implementation of activities and resulting outputs are under the direct control of anticorruption authorities, the medium- and long-term results (outcomes and impact) will be achieved only if the assumptions underlying the Theory of Change hold true. For more information, see United Nations Development Group of Latin America and the Caribbean, "Theory of Change concept note" (October 2016), p.4; CHR. Michelsen Institute, U4 Issue No.8 – How to monitor and evaluate anti-corruption agencies (2011); CHR. Michelsen Institute, U4 Issue No.6 – Theories of change in anti-corruption work (2012); and CHR. Michelsen Institute, U4 Issue No.8 – Methods for learning what works and why in anticorruption (2013). Anti-corruption authorities can apply the Theory of Change in order to integrate meaningful youth engagement into its operations – in the same way the concept is applied in other fields. It starts with the long-term goal (impact) and develops the logic backwards in four steps, as shown in the following chart:



- → Step 1. Define the objectives of the anti-corruption authority: determine the programme impact and define the outcome(s) the anti-corruption authority is pursuing
- → Step 2. Specify the youth-engagement contribution: working with young people, establish broadly which youth activities can support the achievement of anti-corruption authority outcomes that have been identified
- → Step 3. Design the detailed intervention approach: co-design detailed youth activities and define how these will be implemented
- → Step 4. Meaningful youth engagement check: ensure that the interventions defined in step 3 meet the requirements for meaningful youth engagement

To operationalize meaningful youth engagement effectively, anti-corruption authorities and young people need to work together from the start of the journey. The early establishment of youth-engagement structures by anti-corruption authorities (institutional enabler 9, which allows agencies to regularly bring together or continuously engage young people) ensures that agencies have young people available to consult and take advice from during key planning and design decision points throughout the participatory meaningful youth engagement process.

Four-step operationalization process

STEP 1: DEFINE THE PROGRAMME OBJECTIVE

Guiding question:

What are anti-corruption authorities trying to achieve within the context of the programme?

The objectives of anti-corruption authorities are to prevent, detect and combat corruption. In many countries and territories, the fight against corruption is part of the Government's strategic objectives, and in the national context, the anti-corruption authority is a key stakeholder of, if not the leading institution for, driving anti-corruption efforts.

In the first step, anti-corruption authorities must be clear on how programmes connect to their own objectives (e.g. as defined in their annual plans) and to their higher-level strategic priorities (e.g. national development plans or national anti-corruption strategies). Ensuring anti-corruption authority operations are aligned with their strategic objectives is good practice. The design of any Theory of Change must start with the pursuit of the long-term objective: the impact that anti-corruption authorities wish to contribute to. Experience shows that alignment of operations with strategic goals is a significant challenge for many anti-corruption authorities around the world.²⁰

Result of step 1

Anti-corruption authorities have clearly defined and formulated what their programmes are meant to achieve (outcomes) and how they are aligned to their higher-level strategic objectives (impact).

The programme outcome(s) is the basis for integrating meaningful youth engagement into the work of the anti-corruption authorities in the next steps.

²⁰ United Nations Development Programme, Strategic Programming for Anti-Corruption Agencies – Regional Guidance Note for ASEAN (Bangkok, 2022).

THEORETICAL EXAMPLE

Step 1

Under the National Development Plan, value for money in public procurement has been defined as a strategic objective of the country or territory.

Based on its own research and data analysis, the anti-corruption authority has identified the frequent collusion of public officials and bidders in public tenders as one of the main problems in the public procurement process. Increasing the transparency of the process will make it more difficult for collusion to be hidden from the public, reducing the likelihood of it happening and lowering the level of corruption in this area.

Result of step 1: the anti-corruption authority defines the following components of its Theory of Change:

- ➔ Impact: value for money in public procurement (a strategic objective of the National Development Plan)
- → Outcome: higher levels of transparency of public procurement procedures
- Note: To simplify the presentation of the four steps and to explicitly describe the meaningful youth engagement activities, this example has been purposely chosen for an outcome that does not have young people as direct beneficiaries of the outputs/outcomes.

STEP 2: SPECIFY THE YOUTH-ENGAGEMENT CONTRIBUTION

Guiding question:

What youth-engagement activities will support the achievement of the outcome(s)?

While anti-corruption authorities clearly see the benefits of working with young people, it is critical to ensure that the engagement is effective and efficient by specifying the precise type of youth contribution and the role(s) of young people (see chapter 1B). The key is to be clear about how engaging young people will contribute to anti-corruption authorities achieving the outcome(s) identified in step 1. Integrating meaningful youth engagement into the pursuit of the objectives is recommended by defining how young people can support this achievement. Involving young people in co-designing this step is considered good practice in meaningful youth engagement and is likely to lead to more appropriate, sustainable youth-engagement interventions.

There are two approaches to helping generate ideas on how young people can and should contribute to achieving anti-corruption authority outcomes. They are not mutually exclusive but overlapping. Considering both of them will yield the best results:

- 1. Anti-corruption authority perspective: How can young people support the anti-corruption authority in achieving its goals and meeting its challenges? This approach is based on the challenges anti-corruption authorities are facing (see chapter 2A). It bears the inherent risk of non-youth-centered results, because it identifies youth-engagement options based solely on the challenges of the anti-corruption authorities. It is better suited for justifying the concept of youth engagement for anti-corruption authorities than for identifying pathways for implementing meaningful youth engagement in their operations. A programme of youth-engagement activities to strengthen some of the specific meaningful youth engagement institutional enablers (see chapter 3A) may also result from this approach, which in itself may be a valuable contribution to the meaningful youth engagement journeys of anti-corruption authorities.
- 2. Youth perspective: What is the added value that young people bring to the table to help anti-corruption authorities achieve their outcome(s)? This approach focuses on objectives that anti-corruption authorities pursue, adding explicit consideration of the role of young people and their potential to add value to the work needed to achieve the objectives. It is a youth-centered approach and appears better suited to identifying options for youth engagement that are meaningful, as it considers the interest of young people and makes better use of their unique attributes, if they are brought into the project cycle early.

Civil society, including young people, has a genuine interest in issues that directly affect their communities and their well-being. Experience shows that in the fight against corruption, citizens can be mobilized to contribute to activities affecting them personally. Consequently, there are fewer civil society organizations dedicated to anti-corruption work, but many more advocating for the rights and needs of communities and groups in areas that have a more visibly direct impact on people's livelihoods, such as health, water and education.²¹

It is important to note that the decision on suitable programme interventions does not solely rest on meaningful youth engagement considerations. Anti-corruption authorities need to define the appropriate activities and outputs that will achieve programme outcomes, with or without the engagement of young people. However, youth engagement remains a crucial component, especially when anti-corruption authorities are mandated to involve young people. Where youth engagement is not an appropriate component to deliver specific anti-corruption outcomes, it is best not to force youth engagement into a programme as it may have a negative impact on the anti-corruption authorities and the young people involved (e.g. risks related to tokenistic participation).

There are cases where anti-corruption authorities pursue objectives explicitly targeting young people as beneficiaries. The mandate or other strategic documents of anti-corruption authorities may include youth as an objective (for example, awareness-raising of anti-corruption among young people and anti-corruption education programmes).

Alternatively, youth engagement may also be reflected in national anti-corruption strategies.²² In such cases, this strategic guidance may help to specify the type and extent of good practice in terms of youth-engagement contributions (for example, recognizing youth as a partner for carrying anti-corruption messages to local communities or promoting youth empowerment and education programmes).

Even when young people are the beneficiaries of an anti-corruption programme, the four-step approach should be followed, because incorporating meaningful youth engagement components will very likely be highly valuable. In fact, research confirms that engaging young people can be particularly helpful when anti-corruption authorities work on the education, sensitization or awareness of young people.

²¹ CHR. Michelsen Institute, U4 Practice Insight 2022:2 – Civil society monitoring in the health sector (2022)

²² In our survey, most anti-corruption authorities that were responsible for their national anti-corruption strategy confirmed that youthengagement components were included in these documents (see chapter 2A).



Result of step 2

An expansion of the Theory of Change that incorporates on a conceptual basis which specific youth-engagement activities are integrated and will foster the achievement of programme outcomes.

THEORETICAL EXAMPLE

<u>Step 2</u>

In step 1, the anti-corruption authority defined the outcome as "higher levels of transparency of public procurement procedures". It has now identified two ways to achieve this outcome: contracting authorities can make information available or the public can request information from them. Electronic tender systems are a common example of the former and requests for information by citizens or civil society organizations of the latter.

Working with their youth advisors and partners, the anti-corruption authority has determined that the added value of young people is:

- → They will support technology-driven solutions, such as an electronic tendering system, analysis of big data and the development and testing of business intelligence tools, to address the lack of available high-quality data.
- → They will mobilize their peers to request information on procurement in their communities, such as requesting procurement plans and monitoring the publication of tenders, to increase the level of transparency.

In order to achieve higher levels of transparency of public procurement procedures, the anti-corruption authority can organize hackathon, which can bring some tech-savvy young people together for giving ideas in developing the electronic tender systems. In addition, due to the constraints on technical and financial resources, the anti-corruption authority may, at the initial stage, focus on the transparency of public procurement procedures at the local level.

STEP 3: DESIGN THE DETAILED INTERVENTION APPROACH

Guiding question:

How should young people be engaged to achieve the outcome(s)?

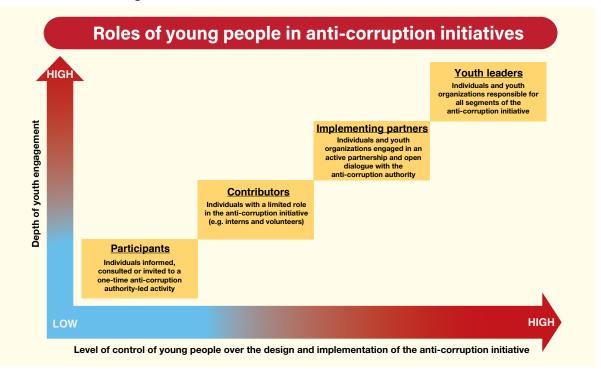
The anti-corruption authority defines the approach and designs corresponding activities (interventions, projects and programmes) based on the contributions identified in step 2 that young people will make. This step should again be co-designed with young people.

1. Role of youth

To decide the detailed role young people will play, there are two key factors that should be considered:

- → Depth of engagement: this refers to the nature of and level of commitment expected from anti-corruption authorities and young people, as well as the frequency and intensity of interaction.
- → Level of control that young people possess over the design and implementation of anticorruption initiatives (activities and outputs).

Depending on the degree to which these key factors apply, youth engagement in anti-corruption initiatives can be categorized in four roles as follows:



Note:Adapted from UNESCO, Meaningfully engaging with youth - Guidance and training for UN staff (Paris, 2019).

Deeper engagement may include regular coordination with young people and their greater involvement in the design, planning and implementation of activities. Conversely, a lower level of engagement will likely entail ad hoc touchpoints and involvement in carrying out one-time tasks (e.g. participating in a consultation).

Lower levels of depth and control limit the ability of young people to significantly contribute to the success of initiatives and vice versa.

Delivering an anti-corruption training programme in a high school: an example of the different roles held by young people

Depending on the levels of depth of engagement and control over design and implementation, the following four scenarios are examples of the different roles that young people can play in the delivery of an anti-corruption training programme in a high school:

1. Participants: students receive training on anti-corruption that is delivered by an anti-corruption authority officer.

2. Contributors: an intern or a young professional from an anti-corruption authority delivers a training programme, which was designed by adult anti-corruption authority officers, to the students.

3. Partners: a youth organization is engaged by an anti-corruption authority from the onset of the training programme concept work and youth consultants undertake stakeholder focus-group discussions and youth-capacity surveys prior to co-designing the curriculum with anti-corruption authority staff. Young people help in the implementation of the training programme, working as trainers and facilitators and leading a post-training youth-capacity survey and evaluation.

4. Leaders: a youth-led civil society organization organizes its own training, including design and delivery (at the high school), funded by a donor agency. They invite the anti-corruption authority to cooperate and contribute to the activity by reviewing and co-designing the curriculum and delivering some of the sessions of the training programme. The training programme is advertised on social media and in the press as a joint activity between the anti-corruption authority and the civil society organization.

It is recognized that in anti-corruption authority operations there may be various groups of young people involved in different roles: in all four scenarios, the high school students receiving training are participants. In programmes where young people are beneficiaries, employing meaningful youth engagement principles leads to implementation solutions with young people involved in multiple roles, which is recommended because these types of projects work best.

The implications of the role of young people in meaningful youth engagement are the first consideration for anti-corruption authorities. An overview of these roles and their appropriateness for different aspects of anti-corruption authority work is provided in table 4.

Table 4: Roles of young people in the work of anti-corruption authorities

Role of youth	Who initiates the activity?	When are young people engaged?	What activities can young people do?
Participants	Anti-corruption authority	During implementation of a programme	 Anti-corruption initiatives with limited opportunities for young people to contribute directly to the outputs. Examples: Roll out of anti-corruption education programmes, tools and methodologies Organizing public consultations for an existing policy, strategy or programme
Contributors	Anti-corruption authority	At distinct stages of a programme	 Anti-corruption initiatives that have clearly identified gaps that young people can fill with their knowledge, skills and networks. Examples: Development of anti-corruption public materials Conducting anti-corruption community or school sessions Developing legal briefs and supporting evidence gathering
Implementing partners	Anti-corruption authority and youth organization(s)	As early and frequently as needed	 Anti-corruption initiatives that young people co-found, co-plan, co-design, co-implement and co-govern. Examples: Mobilizing youth advisory groups or boards to support anti-corruption authorities, and/or organizing roundtable discussions, policy dialogues and similar intergenerational events Providing additional self-funded support to anti-corruption authorities as they implement a programme with young people, taking advantage of new opportunities as they arise
Youth leaders	Young people or youth organization(s)	Throughout the project cycle	Anti-corruption initiatives that young people design, implement and manage themselves. In doing so, they demonstrate how they can positively contribute to anti-corruption outcomes by leveraging their capabilities, passion and other strengths. Examples: • Designing, raising funding and implementing a stakeholder analysis and an anti-corruption survey in a local community to contribute to an awareness-raising programme of an anti-corruption authority



How are young people engaged?

Young people are brought together or invited to participate in activities. No involvement before or after is expected from participants.

Young people are mobilized as volunteers, interns or consultants. They participate in one or several stages of an initiative. They do not have direct influence over decisions relating to the initiative or activity.

Young people have greater ownership as they work with anti-corruption authority staff to run the initiative together. This typically entails working with youth groups or youth-led organizations with an interest in anti-corruption work.

As a partnership, young people are enabled to work with anti-corruption authority staff members as equals and to influence the direction of the joint initiative, leveraging their attributes (energy, innovation, communication skills, etc.) to the full.

These activities may involve cost sharing or third-party funders for youth engagement.

Young people are responsible for all segments of the initiative, from planning, implementation to monitoring and evaluation.

In this role, young people need anti-corruption authorities to play a facilitating role to enable youth-led action that focuses on advising, providing spaces and resources, giving information, reinforcing capacities and establishing links with other stakeholders.

These youth-engagement activities may be funded by third parties.

2. Type of activity

Depending on the content of the contribution of young people, the types of activities are defined (chapter 2B) as "voice", "insight" or "action". Each of these activities can support the functions of anti-corruption authorities in different ways. To successfully integrate youth engagement into their work, agencies must agree with young people what activity young people are expected to implement and what anti-corruption authority function this should support.



3. Definition of activities - menu of options

Based on the two key criteria (the role of young people and the type of activity), anti-corruption authorities can define the activities that young people can help achieve the outcome considering their circumstances and context. Defining activities, including the outputs (direct results) that they produce, completes the process of specifying the logical steps of the Theory of Change.

The practical examples identified in our research can serve as a "menu of options" for inspiration – an overview is provided in table 5. For additional material, including practical examples of the roles of young people and types of activities undertaken, see <u>the web portal of this policy guide</u>. Over time, and in the context of their local environment, anti-corruption authorities will build up a series of activity options for youth engagement in which they gain institutional experience and, as a result, they will form valuable long-term relationships with the young people and youth-focused civil society organizations that they have worked with.

Table 5: Types of youth activity and their integration into the functionsof anti-corruption authorities

Anti-corruption	Type of activity			
authority function	Voice			
Prevention	 Gather input and feedback to inform and garner support for preventive measures Hold focus-group discussions with young people and gather their constructive feedback (voices) Organize roundtable discussions with community youth and anti-corruption authority public officials to hear the voices of young people and discuss issues of interest (e.g. quality of service delivery, public procurement processes) 			
Law enforcement	 Report corrupt activities or other suspicious incidents Young people submit cases using whistle-blowing channels Consolidate anonymous reports (voices) from young people and communities on suspicious activities and violations of codes of conduct by public officials 			
Public outreach and awareness- raising	 Gather and disseminate information on corruption challenges and anti-corruption measures Hear the voices of young people in local communities and schools through roundtables, dialogues and anti-corruption competitions Mobilize youth networks to disseminate anti-corruption information and campaigns across local communities 			
Education	 Stimulate dialogue on anti-corruption educational concepts Engage through educational social media accounts on an anti-corruption platform to hear young voices Organize intergenerational information sharing and listening events (e.g. policy dialogues, seminars, workshops) led by young people in local schools to hear the voices of students 			
Regulation and policymaking	 Gather input and feedback to inform and garner support for anti-corruption regulations and policies Organize youth-led peer-to-peer feedback sessions in local communities to disseminate and solicit feedback on new anti-corruption regulations and policies Mobilize community youth advisors to collect and communicate youth voices in intergenerational decision-making, policy and programme design forums 			



Insight	Action
 Generate data and knowledge to design or improve effective preventive measures Conduct policy research and co-develop studies and data analytics to support prevention programmes at anti-corruption authorities Conduct research (e.g. surveys) on how to engage community youth stakeholders in preventive work 	 Support (plan, design, implement) preventive measures Design apps, platforms and tools to monitor and promote transparency and accountability of government officials and programmes Form community action groups to request information on public projects and bids
 Generate data and knowledge to support effective law enforcement Conduct desk reviews and data analysis research on malpractices Assist anti-corruption authorities in the design and sharing of law enforcement surveys across young communities 	 Support the implementation of activities that strengthen law enforcement Monitor the administration of sanctions to violators Develop apps, platforms and tools for data and analytics to support evidence-gathering for suspicious activities and cases
 Generate data and knowledge on public awareness and priorities of citizens Support anti-corruption authority monitoring of social media scraping and analysis of data to collect insights on public awareness of anti-corruption initiatives Collect feedback on and analyse the quality of public services 	 Support implementation of public outreach and awareness activities Run social media public awareness campaigns on anticorruption issues linked to anti-corruption authority initiatives (partners) Create and run anti-corruption youth clubs and ensure routine collaborations with anti-corruption authorities
 Generate an understanding on effective ways of integrating anti-corruption concepts into education curricula Explore and pilot non-formal and interactive pedagogies for teaching anti-corruption in young communities Develop manuals, tools and other materials for public youth-education programmes 	 Support design and delivery of anti-corruption education programmes Organize youth leadership training sessions (including youth camps) in anti-corruption and recognize young anti-corruption champions Provide internship and volunteering opportunities for young people as part of anti-corruption authority initiatives
 Generate data and knowledge on corruption challenges and effectiveness of regulations and policies Run youth-led futures scenario planning for new anti-corruption regulations and policies needed to improve the environment Mobilize youth as researchers and data collectors to support the monitoring and evaluation of anti-corruption policies 	 Support the drafting of effective anti-corruption regulations and policies Use youth-led design-thinking methods to gather inputs to inform new policies Mobilize youth interns and young volunteers to lead a community fair on anti-corruption policy and regulations

4. Narrative: description of the Theory of Change

To complete the Theory of Change, anti-corruption authorities add a narrative that provides the full picture of the intervention and conducts a check to ensure that the Theory of Change holds together going forwards in logical steps:

- Activities produce outputs
- Outputs lead to outcomes
- Outcomes contribute to the impact

Should the check indicate that there are gaps or more suitable options, anti-corruption authorities can restart step 3.

In addition to the definition of the activities, the narrative describes how they will be implemented. For instance, if the activity is defined as "a workshop for a civil society organization working with young people", the narrative describes how this will be implemented: who will plan, design, implement and assess the workshop and who funds, administers and manages procurement and organizes schedules and timelines, as well as other pertinent considerations for the workshop. This detailed description of the approach and methodology is key to understanding the youth-engagement contribution (step 2) and is the basis for assessing whether the activity, and how it is to be implemented, meets the requirements of meaningful youth engagement (step 4). In line with good practice, the description would include a concept note that details the meaningful youth engagement mechanisms, outlines the terms of reference and lays out the implementation schedule and a detailed cost plan.

As part of the programme design, anti-corruption authorities should ensure their documentation includes an assessment of compliance with meaningful youth engagement principles. A simple and straightforward approach is to include details for each activity and output, documenting alignment with each of the five meaningful youth engagement themes, in the programme concept note. Good practice also includes checking that adequate resources are available and that timelines are realistic. Young people should be actively engaged in this planning and design process.

It is important to note that this is a very simplified description of developing a Theory of Change (for the purposes of the present guide). There are additional components, not specific to meaningful youth engagement, required for designing a Theory of Change for an anti-corruption authority's programme. These include but are not limited to the definition of inputs (budget, workload, etc.), a timeline and assumptions that must hold true for the Theory of Change to work, as well as performance indicators, including their baseline values and data sources. Other issues to be considered in the application of a Theory of Change in the context of anti-corruption and anti-corruption authority's work include assumptions, indicators and attribution.²³

Result of step 3

Completion of the Theory of Change in the form of interventions (activities and outputs) designed to engage young people in the work of anti-corruption authorities and a detailed description of the interventions (narrative).

Good practice is the creation of a comprehensive concept note, including details of the meaningful youth engagement mechanisms and an outline of the terms of reference.

²³ See CHR. Michelsen Institute, U4 Issue No.8 – How To Monitor and Evaluate Anti-Corruption Guidelines for Agencies, Donors and Evaluators (2011); and CHR. Michelsen Institute, U4 Issue No.6 – Theories of Change in Anti-Corruption Work (2012), p.14, for details on a complete Theory of Change and guidance on its application to anti-corruption work and the work of anti-corruption authorities.

THEORETICAL EXAMPLE

Step 3

As a result of step 3, the anti-corruption authority has co-designed activities with youth interns and volunteers from local "go-to" youth networks. On this basis, the agency defines youth-engagement activities to support the achievement of outputs to support the programme as follows:

Output 1: Project administration strengthened

- → Activity 1: Anti-corruption authority interns to assist in the co-design of detailed activities and the provision of implementation support and monitoring. The interns will also mobilize the agency partner "go-to" youth network members who have specific skills and an interest in joining an inclusive youth advisory board comprising representatives from across the project area. Board members will receive transport allowances and stipends for periodic inputs.
- → Activity 2: Anti-corruption authority interns to undertake field-level stakeholder analysis and co-design a youth-engagement participation plan with the anticorruption authority team and selective youth advisory board members.
- → Activity 3: Anti-corruption authority interns to support the agency project officer and procurement team with civil-society-organization contract terms of reference, procurement and the implementation of hackathons and three design initiatives.

Output 2: Procurement awareness and community participation increased

- → Activity 1: The civil society organization is contracted to work with local youth networks for community mobilization across three districts and twenty villages. Stakeholder analysis and awareness surveys are undertaken to inform the design of projects to support awareness and monitoring of public performance. Youth ambassadors in each of the twenty villages to be trained and mobilized.
- → Activity 2: Work to be carried out with three high schools to establish anti-corruption clubs and to assess training needs, working closely with youth networks at the local level and the anti-corruption authority training team to pilot a school-based anti-corruption youth training programme (This activity will be further discussed on pages 70-71).

Output 3: Access to public procurement information increased

- → Activity 1: Young people are invited to join a hackathon to compete for three prizes of \$10,000. They must design an electronic tendering system (for village grants), software that analyses big data or business intelligence tools.
- ➔ Activity 2: The hackathon winners support the anti-corruption authority's project management team in monitoring the youth-engagement components of the three design initiatives and help mobilize local young people to test the web-based procurement tools.



Guiding question:

Do the activities (and outputs) meet the requirements for meaningful youth engagement?

While intentions to engage young people are often genuine, implementation can be tokenistic. As a result, young people are involved without being meaningfully engaged. Therefore, in this final step, anti-corruption authorities should assess whether their chosen approach will promote meaningful youth engagement. The bases for this step are the meaningful youth engagement themes (see table 1) and the programme description (e.g. the concept note) that details how the activities and outputs comply with these themes. This section describes the principles for reviewing each of the five themes, followed by a theoretical example. More details on how to conduct this meaningful youth engagement check can be found on <u>the web portal of this policy guide</u>.

Theme 1: Diversity and inclusion

One of the challenges in youth engagement, as identified in the focus-group discussions with youth leaders was the risk of excluding certain young people in favour of "elite" youth who have access to financial resources and/or socio-political connections, thereby excluding marginalized groups. There was a perception that the work of anti-corruption authorities was more likely to involve individual young people with the "right background" (e.g. specialized knowledge of law and public administration) and that anti-corruption authorities miss out on engaging other young people with atypical skillsets and non-traditional qualifications who could have been mobilized to support them in other ways.

It is also important to highlight the challenges faced by persons with disabilities. Research shows that persons with disabilities experience corruption because of the power imbalance that exists between them and those who care for them²⁴ – i.e. cases involving the embezzlement of funds originally intended to benefit persons with disabilities and cases of extortion and bribery during the process of acquiring disability certificates and accessing other entitlements. Barriers also exist between persons with disabilities and their ability to report acts of corruption, both in terms of reporting mechanisms not being fit for their needs and in relation to a lack of special protection mechanisms. This shows that persons with disabilities can be severely and disproportionately affected by corruption.

Another group that is disproportionately affected by corruption is women. While there is no evidence to show that women are more or less corrupt than men or vice versa, in the United Nations Office on Drugs and Corruption (UNODC) publication entitled *The Time is Now: Addressing the Gender Dimensions of Corruption*, it is highlighted how corruption affects men and women differently across the world because of the power imbalances between women and men that exist in many societies and that are maintained by social norms and widespread sexism.

²⁴ Chr. Michelsen Institute U4 Anti-Corruption Resource Centre, *Corruption and the equal enjoyment of rights for persons with disabilities*, U4 Helpdesk Answer, 29 April 2022.

It is fundamental to look at intersectional dimensions of diversity within the youth group to apply a truly inclusive approach. It is important to ensure that any young person, especially those disproportionately affected by corruption, can contribute to addressing corruption. Diversity and inclusion should be promoted through an approach that is suitable for all groups. This should take into account intersectional considerations in relation to young people, including race, ethnicity, religion, disability, gender and sexual orientation. As explained above, the cost of participation might be higher for these groups and they may face additional barriers to accessing opportunities. Examples include:

- Anti-corruption authorities that are aiming to work with schools in communities characterized by lower household incomes need to take into consideration the cost to a young person when participating in volunteer anti-corruption activities rather than doing a job or caring for their family.
- ➔ In communities with major gender inequalities, young women may not always volunteer if activities clash with their care and home responsibilities, if events occur at night or if they must travel alone.
- → When planning activities with young persons with disabilities, organizers need to consider which tools, approaches and facilities are appropriate.
- ➔ Participatory youth-focused stakeholder analysis has identified anti-corruption authority's diversity-and-inclusion requirements in relation to which meaningful youth engagement is being considered.

RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

Anti-corruption authorities should provide equal opportunities for young people from different backgrounds with varying levels of access to opportunities for engagement. The agency strategy should ensure that the young people who are engaged not only represent the communities being targeted but also that these communities can participate in these activities, given their circumstances.

Guidance on how to assess compliance: check whether a significant portion of engaged young people come from different demographic backgrounds and from marginalized groups.



Theme 2: Engagement-enabling environment

Environments matter, especially in making good on intentions to promote meaningful youth engagement. Fostering an enabling environment for meaningful youth engagement has two facets:

- ➔ Organizational readiness as an institution to engage young people, including having the resources, staff capacity and technical knowledge in relation to meaningful youth engagement.
- → Availability of safe spaces for young people to make inputs and for these inputs to be taken seriously, without the threat of retribution and discrimination.

These have been extensively discussed in chapter 3A.

RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

To foster an engagement-enabling environment, anti-corruption authorities should focus on strengthening the readiness of the organization to support and sustain meaningful youth engagement efforts and to guarantee the safety and security of the young people they engage.

Guidance on how to assess compliance: Determine whether there is strategic alignment of youth-engagement activities, ensure that systems and processes are updated to support youth engagement, and ensure that sufficient resources (including financial and human resources) are available for staff to carry out youth-engagement activities. Identify whether a youth safeguarding policy and/or processes exist that are adequate for youth-engagement initiatives.

2

Theme 3: Intergenerational collaboration (or partnerships)

Fighting corruption requires anti-corruption authorities and young people to invest concerted effort in working with each other. One way of fostering such cooperation are shared-value partnerships, which refer to a form of collaboration that is mutually beneficial to young people and anti-corruption authorities. This is achieved when both parties can harness the strengths of the individuals or groups that are involved so that collaboration yields returns for all of them.

For example, anti-corruption authorities can consider involving an intern or junior/young staff in drafting anti-corruption policies. The agencies benefit from including a youth perspective during the early stages of such a process and from the added value of their research and communication skills. In turn, young people acquire skills and gain experience related to policy development, learn from adults they work with and feel they are contributing to something important.

RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

Anti-corruption authorities should consider strategies that support collaborations where young people and adults equally contribute to a common goal and benefit from each other.

Guidance on how to assess compliance: Review existing ways of collaborating with young people and determine whether there are clear benefits to such initiatives, to both the young people engaged and the organization.



Theme 4: Meaningful youth participation

Anti-corruption authorities should create appropriate opportunities for young people to participate across different stages of an initiative and ensure that young people understand why they are being engaged and how their inputs will be used.

Treating young people as "extra bodies" to fill up a room or to comply with a requirement without considering whether young people are contributing to the work of an organization can disempower them and threaten the reputation and credibility of the agency in the eyes of an important and often large portion of the population that they serve. In fact, the risk of tokenistic participation can have a negative impact on the interest of young people in joining anti-corruption initiatives. In other words, if young people perceive that they are being used, they are less likely to trust the sincerity of the opportunity and are more likely to choose not to participate and not to trust that anti-corruption authorities can have an impact in their communities.

The core principle underpinning theme 4 is that the opportunities for young people must be relevant to anti-corruption work, sustained and aligned with their capabilities.

RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

As a way of avoiding tokenistic participation, anti-corruption authorities should create opportunities for meaningful youth participation where young people act as more than passive recipients of agency interventions. This should be balanced with a realistic understanding of what young people can do to help achieve agency objectives, given their backgrounds and abilities.

Guidance on how to assess compliance: Determine whether young people are performing other roles besides being participants in anti-corruption activities (i.e. interns, volunteers, consultants, partners and initiative leaders). Assess whether structures are in place for youth engagement to be regularly practiced.

Theme 5: Youth empowerment

Youth empowerment occurs on three levels and while these levels are distinct, they are mutually reinforcing, resulting not only in the personal growth of the young people that are engaged but also community and societal changes. For example:

- → Personal development: As a result of their involvement in anti-corruption initiatives, young people will acquire confidence, knowledge, skills and networks, which can contribute to their growth. The deeper they are engaged in anti-corruption activities, the greater the opportunities for personal development. For instance, while a youth participant will gain new knowledge of anti-corruption concepts by joining a school-based training programme, a youth volunteer or intern who helps organize such an event will acquire competences related to project management, event organizing and stakeholder engagement. Having experienced the benefits of this approach, these young people are more likely to become advocates of youth empowerment as adults and in their careers, potentially becoming torchbearers in their organizations.
- → Community-level change: Young people whose personal development is triggered through engagement in anti-corruption initiatives are likely to be inspired to act on their new knowledge to affect change. This can take the form of them becoming more involved in related programmes and activities (for instance, signing up to volunteer) or leading their own initiatives in their communities.
- → Societal transformation: Increased social capital results from the personal development and the community-level change that engaged young people have undergone and initiated. Within their own spheres of influence, young people gain a stronger voice and can inspire others, work more collaboratively with stakeholders and increasingly participate in constructive discussions with stakeholders and policymakers.

RECOMMENDATIONS FOR ANTI-CORRUPTION AUTHORITIES

When co-designing activities for youth engagement, anti-corruption authorities should be intentional in creating opportunities for young people to become empowered in the programmes. A good practice is to get input from young people on what these opportunities could look like. Be mindful that higher levels of empowerment (i.e. community-level change and societal transformation) may not necessarily occur within the lifetime of the initiative.

Guidance on how to assess compliance: Where benefits have been identified for young people resulting from the intergenerational partnership with an anti-corruption authority, assess how these contribute to the three levels of empowerment.

THEORETICAL EXAMPLE

Step 4

To ensure that activities supporting the establishment of anti-corruption clubs at three high schools (activity of output 2 on page 62) comply with meaningful youth engagement principles, anti-corruption authorities could proceed as follows:

1. Diversity and inclusion

Check that a significant portion of engaged young people are from different demographic backgrounds and marginalized groups.

Result: Stakeholder analysis requires that a minimum of 40 per cent of anti-corruption club officials should be women and that marginalized groups have reserved committee positions for representation. Anti-corruption awareness and training publications must be made available in national and local languages and website and discussion forums materials must include sign language translations. Anti-corruption club amenities and events must be accessible for young persons with physical disabilities and include provisions for young persons with intellectual disabilities.

2. Engagement-enabling environment

Check that systems and processes are adequate to support youth engagement, sufficient resources are available for staff to carry out youth-engagement activities and an adequate organizational youth safeguarding policy is in place.

Result: Schools and youth representatives jointly engage a youth-focused consultant to co-develop standard operating guidelines for anti-corruption clubs, with anti-corruption authorities providing two years of start-up funding and long-term institutional commitment to partner regularly with anti-corruption clubs. Establish safeguarding procedures for anti-corruption clubs, with regular independent audits funded at least annually.

3. Intergenerational collaboration

Check existing ways of collaborating with young people and determine whether there are clear benefits, including to both the young people engaged and the anti-corruption clubs.

Result: With oversight from the anti-corruption authority, anti-corruption clubs implement an intergenerational participation plan to ensure that their activities are properly targeted and contribute to meeting key corruption challenges in the community.

4. Youth participation

Check that young people are performing other roles besides being participants in anticorruption activities and that structures are in place for youth engagement to be regularly practised in the organization.

Result: Young people add value in their roles by ensuring anti-corruption clubs foster active youth participation and contribute to better public services. Part of the long-term organizational participation plan should be the identification of routine intergenerational anti-corruption monitoring activities related to key areas of public services that affect young people.

5. Youth empowerment

Check that the benefits that young people gain from the intergenerational partnership contribute to the three levels of empowerment: personal, community and society.

Result: Young people in anti-corruption clubs are empowered through developing time-bound training programmes for club members (personal), establishing formal links with school boards of governors and parent-teacher associations, building links to local government bodies identified through stakeholder analysis (society) and developing community awareness campaigns in key anti-corruption thematic areas (community).

Result of step 4

The meaningful youth engagement check confirms that the chosen approach meets the requirements of meaningful youth engagement. Further details can be added to the initiative concept note to ensure meaningful youth engagement and to set baselines for meaningful youth engagement monitoring, evaluation and learning.

Should this check of the selected activities and outputs indicate that there are concerns regarding the meaningfulness of engaging young people, anti-corruption authorities should carry out step 3 again.

3C. MONITOR IMPLEMENTATION, EVALUATE SUCCESS AND LEARN FROM EXPERIENCE

As a result of the inherent difficulties of assessing anti-corruption work, monitoring, evaluation and learning continues to be one of the core challenges for anti-corruption authorities, especially the measurement and evaluation of the effectiveness and impact of interventions. There is a consensus in the international anti-corruption community that evidence-based measurement of corruption and anti-corruption work is key to assessing the performance of anti-corruption authorities. However, a comprehensive and practical framework that can serve this purpose has yet to be developed.

According to the guidance provided in the present guide, youth engagement should be integrated into the work of anti-corruption authorities to make them more effective without changing their overall objectives. In other words, anti-corruption authorities engaging young people do not change their objectives relating to the prevention, detection or reduction of corruption. Meaningful youth engagement is a means to this end, helping anti-corruption authorities achieve their anti-corruption goals more effectively. In terms of the Theory of Change, the youth-engagement components are added on the level of activities and outputs, without changing the outcome and impact levels.

An adequate assessment of the success of such youth engagement would require a resultsbased evaluation that compares the work of anti-corruption authorities with youth engagement to their work without youth engagement. However, such an endeavour is too complex and resource intensive considering the current body of research available and the limited monitoring and evaluation capacity of many anti-corruption authorities, both in terms of technical know-how and financial resources. Additionally, a lack of data adequate for evaluations inherent in the work of anti-corruption authorities limits the value of such an exercise.

Therefore, anti-corruption authorities should focus on monitoring their youth-engagement efforts by designing appropriate indicators and selecting data sources. In addition to the general requirements of monitoring key performance indicators,²⁵ the following considerations can strengthen efforts in relation to monitoring youth-engagement activities and outputs:

Focus on meaningfulness: The careful design of key performance indicators can support meaningful engagement. It is important to assess meaningful youth engagement to ensure that tokenistic or checkbox type activities and outputs are not used as indicators. Examples of potential indicators for meaningful youth engagement categorized according to the roles of young people in the work of anti-corruption authorities and to the five themes of meaningful youth engagement are provided on the web portal of this policy guide.

²⁵ For example, that they should be specific, measurable, achievable, reasonable and time-bound (SMART), and contain neither the direction nor target value of what is being measured.

Consider benefits of engagement for communication: Engaging young people is an opportunity for anti-corruption authorities to benefit from the current prioritization of the topic at the national and international levels. Key performance indicators and the data that anti-corruption authorities produce should be designed so that they can be used for publication and communication. Directly incorporating external indicators (for instance, from the Sustainable Development Goals framework) or explicitly linking anti-corruption authorities' key performance indicators to them will help agencies demonstrate their work in a positive light.

Data sources: Internal data for monitoring are within the sphere of influence of anti-corruption authorities by definition. This data consists of administrative data or direct results of agency operations that describe activities and outputs related to youth engagement. Key performance indicators that are affected by other institutions or events should be avoided to ensure that anti-corruption authorities control the narrative of their youth engagement. External national data sources, such as national statistics, complement the internal data of anti-corruption authorities. External indicators, in particular international governance indicators, rarely provide data and information useful for monitoring or evaluating the work of anti-corruption authorities because of the methodologies applied.²⁶

Learning from experience: In addition to the justification of the use of resources and the confirmation of successful work, learning is one of the main reasons to conduct monitoring and evaluation. Our research indicates that even though this is a widely accepted recommendation, many anti-corruption authorities provided little in the way of evidence of a structured and institutionalized approach to proactively identifying lessons learned and using them to improve their work. Instead, efforts to learn from success or failure are conducted in an ad hoc and unstructured manner. Therefore, anti-corruption authorities should explicitly integrate a learning component into their monitoring and evaluation efforts, both in general and for meaningful youth engagement in particular. Identifying lessons learned and building on past youth-engagement initiatives with positive or negative results will improve efforts over time. This helps anti-corruption authorities on two levels: to create or enhance institutional mechanisms (organizational level) and to design and implement successful youth-engagement interventions (operational level).

²⁶ United Nations Development Programme, *Strategic Programming of Anti-Corruption Agencies*.



Periodically review institutional readiness: To ensure that anti-corruption authorities meet the necessary standard to meaningfully engage young people, it is recommended that agencies assess on a regular basis their institutional enablers and the extent to which these have been present and are considered sufficient. An initial institutional readiness assessment, undertaken as part of a strategic youth-engagement work planning exercise, should be followed up with annual monitoring of recommendations. Additionally, a full institutional reassessment after three years, or after an appropriate interval, to ensure that good feedback is provided to anti-corruption authority management is recommended. The review can be undertaken with participation and feedback from agency staff and "go-to" youth networks and partners.