

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development
Management

**Analysis of Youth Policy Formulation and
Implementation with a Special Emphasis on Youth
Participation: A Multiple Case Analysis**

By
Rona Ali Ahmed

June, 2019
Addis Ababa, Ethiopia

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Participation: A Multiple Case Analysis**

By
Rona Ali Ahmed

Advisor
Abate Sebsibe (PhD)

A thesis submitted to the Department of Public Administration and Development Management of Addis Ababa University in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy (MPMP)

June, 2019
Addis Ababa, Ethiopia

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Management

This is to certify that the thesis prepared by Rona Ali Ahmed entitled “Analysis of youth policy formulation and implementation with a special emphasis on youth participation: A Multiple Case Analysis”, which is submitted in partial fulfillment of the requirements for the Degree of Masters in Public Management and Policy (MPMP), complies with the regulations of the University and meets the accepted standards with respect to originality and quality.

Approved by Board of Examiners:

_____ Signature_____ Date_____

Advisor

_____ Signature_____ Date_____

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Declaration

I, the undersigned, declare that this thesis is my original work and has not been presented for a degree in any other university and that all sources of materials used for the thesis have been duly acknowledged.

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Name: _____

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Abstract

The FDRE National Youth Policy emphasized the role of youth in determining their own destiny through their active participation in the formulation and implementation of policies and strategies that affect them. Accordingly, the purpose of the study was to analyze youth policy formulation and implementation focusing on the participation of the youth and explore the challenges in the implementation of strategies for youth participation in the policy process. A policy analysis framework was used to analyze the content, the role of actors, and the context of the development of the policy and policy packages and demonstrate the dynamics among them. In addition, youth access and influence on the policy process was analyzed to gauge the progress made in realizing the democratic rights of the youth and their meaningful participation. The methodology used is a multiple case study approach at macro, meso and micro levels to analyze the formulation and implementation processes at various levels of administration. A qualitative approach was used to analyze the research questions in the study. In-depth interviews with key informants, document review and observation methods of data collection were used and in addition served as a way to triangulate the data. A purposive sampling method was used to select and undertake in-depth interviews with a total of 15 Key Informants from both the government i.e the Youth Department at the Ministry, Youth Bureau at Addis Ababa City Government and the youth secretariats in the selected Sub-city and woreda, and the Youth actors comprising of the Ethiopian Youth Federation, Addis Ababa Youth Federation and Addis Ababa Youth Association. The Key Informants were selected for their special knowledge and insights of the policy formulation and implementation processes and different interview guides were used for each organization, group and various hierarchical levels to obtain the data. Findings indicate that most of the progressive strategies for ensuring the meaningful participation of the youth through independent participation of the youth in the policy process, implementing structures and mechanisms forwarded in the National Youth Policy have not been reflected in the subsequent policy packages and there were insignificant changes among the various policy packages. Findings also indicated as one of the challenges in the policy process, the state's influence on the policy environment which limited the participation of the youth to government affiliated national and regional youth federations and associations which are under the shadow of the government as they rely on it for their financial needs which in turn has affected their bargaining power. The government's youth departments at the City government level also face similar issues of capacity which impeded the monitoring and coordination of youth issues and in addition face autonomy issues due to the top-down approach of the federal government. In conclusion, the government has been lagging in ensuring the participation of the youth through the provision of access to the policy process and enhancing the quality of their participation. Strong legal frameworks to ensure the autonomy of the youth organizations and creative ways to reach and involve youth are necessary to safeguard the participation of the youth.

Key words: Youth policy, packages, formulation, implementation, case study

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Acronyms and Abbreviations

AA	Addis Ababa
AACGWCYB	Addis Ababa City Government Women, Children & Youth Bureau
AAWCYAB	Addis Ababa Women, Children & Youth Affairs Bureau
AAYF	Addis Ababa Youth Federation
AYC	African Youth Charter
AAYSB	Addis Ababa Youth Sports Bureau
EUYGP	Ethiopian Urban Youth Growth Package
EYF	Ethiopian Youth Federation
FDRE	Federal Democratic Republic of Ethiopia
GTP	Growth and Transformation Plan
INGOs	International Non-Governmental Organizations
KII	Key informant interview
MoYSC	Ministry of Youth, Sports and Culture
MoFED	Ministry of Finance and Economic Development
MoWCY	Ministry of Women Children and Youth
MoWCYA	Ministry of Women, Children and Youth Affairs
MoYS	Ministry of Youth and Sports
NGOs	Non-Governmental Organizations
NYC	National Youth Council
NYP	National Youth Policy
NYPIM	National Youth Policy Implementation Manual
SNNP	Southern Nations, Nationalities and Peoples
UN	United Nations

Chapter One: Introduction

1.1. Background of the study

The issue of youth participation has started to gain momentum and become a priority in the agendas of most governments especially those with high youth population. Once sidelined by governments and relegated as victims, they have become a force worthy of recognition.

Realizing the need to involve the youth, globally, various UN conventions have promoted the participation of the youth and children since 1989 with the UN Convention of the Rights of the Child and more than twenty years later major frameworks have been adopted addressing youth participation and the exercise of their rights. Ethiopia having ratified major United Nations (UN) conventions on the youth including UN human rights conventions has the responsibility to implement the conventions and safeguard the rights of its young citizens. Accordingly, Ethiopia formulated the Federal Democratic Republic of Ethiopia (FDRE) National Youth Policy (NYP) in 2004 and has been making efforts to respond to the changing times by formulating youth focused strategies, packages and is currently in preparations to embark on the revision of the NYP.

However, having national youth policies and strategies to address youth problems is not enough as its success depends on the way the policies were formulated, the forces that shape the process and content and whether the felt needs of the youth and their voice have been included. Dye(2013,p.6) argues that through the process of policy analysis we can describe public policies and understand them, learn about the causes of public policy, “effects of political institutions, processes, and behaviors on public policies, “inquire about the effects of social, economic, and cultural forces in shaping public policy” and study their consequences by studying their impact.

The policy making and implementation processes have not been without their limitations in terms of access and level of influence of key actors especially the youth actors. Gyimah-Brempong and Kimenyi (2013) citing the *African Youth Report* state “African governments have responded to the challenges of youth, but the challenges facing youth in Africa still persists. There is a need to foster youth involvement in the process of policy formulation and to consider youth issues within a general framework that incorporates regional and global responses” (p.9). They state the

adverse effects of not involving the youth in their working paper *Youth Policy and the Future of African Development*, “the consequences of not fully developing and harnessing youth’s potential could be dire; including significant economic losses, armed conflict, and political and social upheaval and instability—as demonstrated recently by the Arab Spring”(p.2). Additionally, they underline that “youth are more likely to become frustrated because of legitimate grievances, including little participation in decision making”.

Scholars including Walt and Gilson (1994, p.354) stress the need for a significant focus on the role of actors, context and processes instead of just content. It is in this understanding that the author of this research embarked on the analysis of the formulation and implementation processes of the youth policy and its subsequent youth policy packages in order to analyze the context, role and participation of key actors, challenges they face and to inform future policies or the revisions of the existing ones and additionally to provide opportunity for others to learn from the experiences.

This research as one of its primary focus assesses the level of participation and influence of the youth in policy formulation and implementation as it is the democratic rights of the youth as stated in the constitution and the policies. This in turn provides answer whether the stated goals in the NYP and the packages have been implemented i.e. the government has achieved its goal of promoting and ensuring the participation of the youth in the policy formulation and implementation phases.

1.2. Statement of the Problem

It has been more than a decade since the launch of the *National Youth Policy* (NYP) of the Federal Democratic Republic of Ethiopia (FDRE) and the country’s youth has yet to reap the benefits from the hopes and dreams envisioned in the *NYP*. Policy documents indicate that the government has yet to reach its goals in achieving economic, social and political empowerment of the youth. The government’s priorities seemed to focus solely on economic empowerment which by itself and without the active and full participation of the youth, and concerned entities from the society has inevitably failed to register significant divided for the youth and the country as a whole.

Empirical literature on the issue of the policy process in Ethiopia specifically the policy formulation phase is not abundant. However, there are a few notable works

in the area among which Wolde's (2005) dissertation work entitled *A critical assessment of institutions, roles and leverage in public policymaking: Ethiopia, 1974 - 2004* is highly beneficial in understanding the policy environment including youth policies. Another scholar GebreMariam's (2009) whose research focused on the youth and politics in post 1974 Ethiopia aimed at introducing a new way of understanding the youth and analyzing the impact of historical incidents which informed the political understanding of the youth.

Illuminating the policy environment of Ethiopia specifically the policy making process, Wolde (2005, p.ii) identified the key players in the policy process from 1974 to 2004 in Ethiopia. He analyzed the power vested with the ruling parties and their leverage on the process and the content. He describes the "top executive" of the ruling party as playing a powerful role and influencing institutions inside and outside of the government and the policy making process. Here, he describes the role of Leninism and revolutionary democracy ideologies guiding the policy environment and the policies coming out in the last 30 years.

GebreMariam's (2009) work focused on the generational dimension of the political process i.e the former generation's actions and their impact on today's youth. It also sought to analyze the participation of youth in the political sphere from that angle. However, the detailed and comprehensive analysis of the policy making processes from the NYP to the policy packages including the content and their linkages was not the concern of his work. The challenges youth actors faced in the multiple policy formulation processes, the examination of gaps in implementation in each of the cases were also not a theme that was explored in his work. However, it gave a deep and insightful look in the key political actors influencing youth's political participation. The gaps mentioned above in his work are addressed by the current study through the analysis of the youth policies using the policy analysis approach.

Similarly, Gebre-Egziabher et al., (2015, pp.112-114) on their work on the city of Addis Ababa to understand the perception of residents on governance, service provision, development interventions among others and the challenges they face indicated, according to the respondents, that the rights and participation of residents in politics and justice was limited. Political empowerment of the youth in terms of providing the necessary policies, directives and platforms to promote their access to decision making on issues affecting them has been low. GebreMariam (2009) stated that the situation of the political participation of youth is a result of the past and

current decisions and policies made by governments. He adds “the present political behavior of today’s young people of Ethiopia is a result of both their political socialization and their practical experience...the political turmoil after the revolution and the civil war...the 2005 election gave them a practical lesson” (p.36).

Regarding the role of civil societies in this political context, Wolde (2005) emphasizes that the challenges they face including capacity issues and an “inhospitable politico-administrative and legal milieu” and this has contributed to their marginal position in the policy making process. GebreMariam(2009,p.36) with regards to the political participation of youth organizations stated that the limitations in the political participation is not felt by all as there are those youth organizations affiliated with the ruling party who used the opportunity to increase their participation in the country. However, he also stated that in relation with the older generation’s role in political participation, “the young people played their role in numbers wise without a real influence on the outcome”.

In the NYP (MoYSC, 2004,p.50), the role of civil society is limited to undertaking various capacity building activities that enable youth to strengthen their participation. This scant role has a potential to thin out the participation space and affect inclusivity of key actors who have the capacity to carry and share the burden with the government. Lack of a vibrant and numerous Civic societies (CSOs) and youth associations on various economic, political and social sectors reflects badly on the government’s efforts which itself had specifically outlined in the policy to facilitate the participation of youth to work together with the government.

Acknowledging the limited level of participation and space of the platform, former Prime Minister Haile Mariam Dessalegn in the 4th National Youth Conference in September 2016 stated:

Political or civic participation should not only constitute voting. The youth should take the initiative to set up independent associations which would enable them to present their concerns and make the government accountable for its activities. The government would also provide support based on the law.

(Source: Hailu(2016) article in *The Ethiopian Herald* Newspaper)

The Prime Minister added that the youth need to be willing to get organized to have their voice heard in the policy and decision making processes and was cited in the same Newspaper quoted by Hailu (2016) as follows:

It is the absence of such youth association that led some section of the youth to clash with security forces. Had there been such an arrangement the youth would be able to raise their concerns through the association. It is instrumental for developing a peaceful culture of democracy. Democracy and good governance are instrumental to the country's renaissance and the youth should be active in this regard.

The sidelining of the real voice of the youth from deciding on the issues that concern them has had major consequences. In the past, most have been skeptical and have not prioritized the issue of youth. In recent years, the government has realized the need to consider the youth as a priority due to prevailing political contexts. However, there are compelling reasons for prioritizing the issue of youth participation. First and foremost, political participation is a basic democratic right. Articles 29, 30 and 31 of the constitution of the Federal Democratic Republic of Ethiopia (FDRE) state the democratic rights of everyone "to hold opinions, to express them, to assemble and demonstrate with others and to form an association to achieve their cause or purpose". Additionally, Article 43 of the same constitution states that "Nationals have the right to participate in national development and in particular, to be consulted with respect to policies and projects affecting their community" (FDRE, 1995). The Universal Declaration of Human Rights (UN, 1948) of which Ethiopia is a signatory, under its Articles 19, 20 and 21 also states freedom of speech as a basic human right.

The government and its machineries have the constitutional responsibility to promote the vibrant participation of the youth. In the absence of such government efforts, dissatisfaction, lack of trust, lack of ownership, failures of government policies, and a generation without the understanding and practice of democratic values and culture will prevail which will affect the peace and development of a country. Globally, this has been witnessed in many parts of the world and where they have resulted in paradigm shifts from top down to bottom up approaches and to focusing more on the participation and representation of beneficiaries in their own issues as

witnessed in various UN frameworks. This has, of course, been slow in developing countries especially in Africa due to underdeveloped democratic and participatory mechanisms and the situation exacerbated by intermittent violent conflicts. This has a major impact on creating a vibrant civil society and participatory mechanisms to include and entertain various voices and influence policies. In Ethiopia, similar problems are witnessed with regards to the participation of the youth including limited incentives for the youth to organize and pursue its needs and also have the platform for alternative voices to exist.

Despite the lack of focus from the government, the youth over the years had to put pressure on the government. And in the recent past, the government upon pressure from various concerned entities working on youth and agreeing on the importance established the Ministry of Youth, Sports and Culture in 2001. It was mandated to undertake the formulation of a National Youth Policy to facilitate its role to guide, direct, coordinate its work inside its own structures and coordinate youth issues in all concerned sectors.

It is this process that the research has aimed to explore where some hail as a dynamic step and some others as yet another government initiative implemented without the active involvement of key actors. There is a need to explore further the process of policy formulation in the youth sector in Ethiopia and specifically the participation of the youth as repeatedly specified in various youth strategic policy documents such as the youth mainstreaming guidelines in 2014 and 2017. Analysis of the policy process is crucial in understanding the reasons in implementation gaps leading to either policy success or failure. The research emphasizes the need for an increased understanding of the policy process in particular the policy formulation process, the influence of actors and context on the policy packages, and contribute to the limited body of knowledge to inform future policy formulations and implementations.

In particular, the research explores the Youth policy formulation process including the content, the dynamics involved amongst the main actors from the government and Youth associations, challenges encountered in the formulation process and at the implementation level specifically in terms of the government's initiative to have the proper structures, institutions, resources and accompanying legal frameworks to implement the policies and mechanisms stated in the policy to promote youth participation. This study provided a comprehensive view of the policy

processes for the youth sector aiding in the assessment of the changes in policy content, and level of access and influence of the youth actors on the policy process which to the knowledge of the researcher has not been explored in such manner.

Formulating an adequate policy by itself does not guarantee success. What determines its success is its implementation based on provisions made during formulation. This includes the implementation/organizational structures, capacity to implement, resources attached to the policy, meaningful inclusion of youth in designing implementations guides, support to youth councils and structures and mechanisms for monitoring and evaluation etc.

After establishment, the Ministry in charge of youth issues continued to go through various restructurings and had its own Ministry in 2005 as the Ministry of Youth and Sports, later in 2010 came under the Ministry of Women, Children and Youth In 2015 it returned to its previous structure as the Ministry of Youth and Sports. And recently, under the new administration of the current Prime Minister, in October 2018, it went through another restructuring and is now with the Ministry of Women, Children and Youth. The challenge in situating the issues of youth in an environment to better address the issues of youth and coordinate the implementation of the policy has its own grave challenges in fulfilling the promises stated in the *NYP*.

According to the National Youth Policy, *NYP* (MoYSC, 2004), the implementation strategy of the policy emphasizes the establishment of Youth Councils to “coordinate and integrate various youth associations, clubs, movements etc. and serving as a bridging with stakeholders aiming at ensuring the rights and benefits of youth as well as make them fulfill their duties shall be established at federal and regional levels” (p.46). This body is also supplemented by several Federal and Regional inter -Federal committees and Non-Government consortiums to coordinate youth works and avoid duplication.

In addition, the *NYP* (MoYSC,2004, pp.47-51) states the role of the government in implementation which is to direct, coordinate, integrate and build the capacity for the implementation of this policy and work with governmental and non-governmental organizations including youth councils. The *NYP* also dictates the formulation of strategies and programs which are short and also long term to facilitate its implementation. Assessment of the implementation including youth participation will also be done by the Ministry and the regional bureaus.

It is important to note that the *NYP* (MoYSC, 2004, pp.6, 7, 26, 39) had already made provisions for the participation of youth in policy and decision making. The policy sought to enable youth to have meaningful participation in the country's political, social and economic development and democratic process and promote their sense of ownership. This participation was also envisaged to be done through participation in the formulation, implementation and evaluation of the policies, strategies and programs with the needed capacity building to achieve the goals.

The government also has been rolling out Youth Development Packages since 2006 starting with the *Ethiopian Urban Youth Development Package* (2006) and later the *Pastoral and Semi Pastoral Youth Package* (MoYS, 2010). In 2017, the government launched yet another package revising the first one called the *Ethiopian Youth development and Transformation Package* 10 years after the first package. Concurrently, there were also Addis Ababa City Government packages. It is unclear whether the proper consultations and participation of the youth were observed which is what this particular research endeavored to explore.

Despite the above strides made by the government, implementation has been slow as admitted by the government. The youth population continues to grow and is getting disenfranchised as the government continues to catch up with the demands by focusing its vision on unemployment and job creation. Still this is a far cry from the holistic youth development and empowerment that was envisioned in the policy by the government and the youth. This shows a widening gap between stated policy goals and objectives and the implementation of these policy goals. Unless the gaps are studied in a holistic framework of the policy process and the implementation challenges are explored, initiatives being rolled out might have the same fate.

Guided by the above discussions, the following research questions have been identified

- a. How is the National Youth Policy of Ethiopia including the subsequent youth policy packages formulated in terms of context, content, actors and processes?
- b. What is the level of participation (access and influence) of key stakeholders (youth associations) in the formulation and implementation of the youth policy?

- c. Are there significant changes in policy content (NYP and policy packages) over the years/across policies in terms of promoting youth participation in the policy process?
- d. What are the challenges faced by youth actors and the government (Youth Ministry) in the implementation of the policy with regards to promoting youth participation (access and influence) in policy formulation and implementation?

1.3. Objectives of the study

General Objective: To analyze youth policy formulation and implementation processes (with a special focus on the analysis of youth participation in the process)

Specific Objectives:

- a. To analyze the formulation and implementation processes of the *NYP* and subsequent policy packages in terms of their context, content, actors and processes
- b. To assess the level of youth participation(their access and influence) in the formulation and implementation processes
- c. To explore significant changes in policy content (*NYP* and policy packages) over the years (across polices) in terms of promoting youth participation in the policy process?
- d. To identify challenges faced by key players in formulation and implementation of the *NYP* and policy packages at various tiers of government with regards to strategies promoting youth participation (access and influence) in policy formulation and implementation.

1.4. Significance of the study, Justification and Rationale

This research is being done at a point where many stakeholders especially the Youth are calling for a revision of the policy and the government is on the verge of embarking on a process of revising the policy. Since the policy's launch in 2004, there have not been any revisions in line with changes in the country and the situation and needs of youth even though the *NYP* had stipulated that policy revision meetings will be held every 5 years to deal with issues arising during implementation or not raised in the formulation. (MoYSC,2004, p.52).

Whenever the revision may be, there is a need for a research that illuminates the formulation and implementation challenges. Additionally, identification of gaps in the participation of key players as stated in the *NYP* is of utmost importance during

the formulation of the revised *NYP*. If formulation and implementation challenges are not identified and studied, gaps could show themselves time and time again and be a disservice to the beneficiaries- the youth and not to mention the wastage of resources.

The study on the participation of youth is not only significant for planning youth programs but in the development and implementation of national development policies as indicated in the *NYP*. Many researches point that for youth to own the development initiatives and take them as theirs they need to be a part of it and meaningfully participate. Ethiopia relies on its over 30% youth work force to drive the national development with big and ambitious plans enshrined in the *Growth and Transformation Plan I* (GTP I) (MoFED,2010) and *GTP II* (National Planning Commission,2016). The government seems to have realized the importance of the youth and has put the youth at the forefront in integrating youth in all facets at least on paper.

This particular study is significant as various government documents call for a research on youth participation and mostly in the policy process. Among many, both the *National Youth Mainstreaming Guideline* (MoWCYA,2014, p.38) and *National Youth Affairs Mainstreaming Guideline* (MoYS,2017,p.47) clearly emphasize the need for conducting studies on youth participation and leadership in various areas including in youth associations. Moreover, the research is not only timely but appropriately positioned to contribute to the knowledge gaps in formulation and implementation to ensure the effective participation of youth with regards to fulfilling the goals of ensuring the democratic rights of the youth and transforming the stated goals and plans into practice.

Finally, as the research adopts a case study view of the key players in formulating and implementing the *NYP* and the policy packages i.e Youth Machinery from the government side and the Youth Federation and Association side, it gives a comprehensive view of the process and the challenges they are facing in the process. It also gives an insight in the youth development and empowerment strategies with a particular focus on the political and decision making roles stated by the policy and whether there are mechanisms in place to implement them.

This research is hoped to be a good stepping stone, first for implementing agencies all over the country (as the Ministry at the federal level more or less uses the same structures to implement the policy) to reevaluate their mechanisms of/approaches to youth participation in the policy process. It is also beneficial to

researchers interested in youth or any other marginalized section of society, the study will give a comprehensive view of the processes involved in formulating and implementing a youth policy in Ethiopia and its challenges with respect to the issues faced by key players such as the Youth machinery of the government at various levels and the Civic Societies i.e. Youth Federation and Associations .The gaps identified by the author of this study could be studied for a larger application with adjustments on coverage and impact.

1.5. Purpose of this study

The purpose of the study was to analyze and assess the level of participation and inclusivity of various levels of the youth machinery from the government and youth associations and to gauge the progress made in realizing the democratic rights of the youth as citizens responsible for their destiny. In addition, the purpose was to ensure the work continues by addressing gaps in such efforts that might be hindering the effective participation of the youth in the policy process in particular.

Additionally, the study aimed to explore the relation between the policy goals and the implementation of the *NYP*'s strategies for youth participation in the youth machineries of the Ministry's youth department. This is specifically in relation to assessing government's efforts in establishing the necessary structures, frameworks, mechanisms and processes to ensure the implementation of the policy with regards to youth participation in the policy process. The research accordingly identified formulation and implementation challenges to give feedback to implementers and formulators as an input in the policy process. Additionally, it provided an opportunity for other countries to learn from the experiences and add to the literature on lessons learnt.

The purpose ultimately was to analyze access to policy formulation and implementation processes and the forces that shape them and the challenges in the implementation of strategies for youth participation in the policy process.

1.6. Scope, Delimitations, Limitations, and Assumptions

1.6.1.Scope

This research deals with the formulation and implementation of the *NYP* and policy packages at the Ministry, Regional (city government), Sub-city and *woreda*/local levels. The policy formulation aspect of the study covers the identification of key actors, the contexts giving rise to the formulation of the policy

and the packages and the process involved in involving stakeholders (Youth actors) in the policy formulation and implementation processes. Policy formulation in this case study has covered the access and influence over the agenda setting and formulation of objectives and goals.

The study took into account key implementation processes in the operationalization of the NYP such as the establishment of a requisite implementation frameworks, structure and substructures for the promotion of youth participation in the policy process, Human and financial capacity, and legal frameworks for establishing coordinating mechanisms with key stakeholders. Additionally, it explored the relationship, mechanism for engagement with Youth Associations/Federations as stakeholders participating in the implementation of the NYP and their level and area of participation.

1.6.2. Delimitations

As the interest of the research is the Youth structures in the government and the National/Regional Youth Federations, the role and participation of stakeholders such as International and Local NGOs, and government bodies collaborating with the youth ministry were not be studied. The researcher chose to study those who play key roles in the policy process specifically in the formulation and implementation processes. Additionally, given the scope and in-depth nature of the study, studying many stakeholders would have been overwhelming given the time period allocated for the research.

Moreover, an in depth study of the programs, projects undertaken by the youth sector or other sectors on youth were not studied as the concern of the study was primarily on the formulation of the policy and policy packages. The implementation study was limited to the operationalization of the policies and with special emphasis on mechanisms, frameworks and structures for the promotion youth participation.

The *Ethiopian Pastoral and Semi Pastoral Rural Youth Growth Package* (MoYS, 2010) launched in November 2010 is not part of the research as it deals with the rural youth. The study focuses on the city of Addis Ababa.

1.6.3. Limitations

The researcher relied on the good will of the interviewees from the youth departments of the government offices as there was a risk of non-response or biased response. As most interviewees fear retaliation if they disclose challenges in the work

environment and in the implementation. They fear that they might lose their jobs. This is also the case in accessing key documents especially pertaining to minutes of meetings with stakeholders, validation workshop reports, policy implementation and evaluation, program, project and organizational performance etc. In both the government and youth federation cases, the interviewees were assured that their names will be kept confidential and the resource will be used for academic purposes only.

Interview with Regional Youth Associations (Addis Ababa Youth Association, and representatives of the four regional associations Tigray, Oromia, Amhara and Southern Nations Nationalities and Peoples (SNNP)), and additionally, the Youth League of the ruling party, was a challenge as they face the same fears of retaliation. The risk was high as the Federation comprising the above associations is believed to be financially supported and situated in the premises of the government youth administration offices at various levels of government including the *woreda* administrations and the youth centers of the *woredas*.

Since the research's scope covers various documents mainly the *NYP* and the policy packages formulated more than a decade ago from 2004 to 2017, it was a challenge to find multiple key informants who participated in the preparation and formulation of the policy documents. They were either relocated or do not work at the organizations at all and some were unwilling to disclose information for fear of retaliation.

In relation to the above, it was also difficult to gain access to policy documents and workshop reports during formulation etc. One case is the A.A Youth Growth Package of 2006 which was not made available by the bureau at city level. Information was limited to KIIs and other documents referencing the 2006 package. This issue, however, did not affect the goal of the research which is the exploration of the actors and processes involved and thus relied on KIs for this issue.

Mitigating the bias and limitation

The researcher made sure to establish trust beforehand which brought very insightful answers and access to key documents which were crucial for the study. The top down and bottom up approach taken by the researcher to analyze the formulation and implementation process was also immensely useful in revealing areas not raised by concerned/responsible officers who were fearful for their jobs and positions. This

has also increased the reliability of the data collected in positions and mandates similar with one another.

1.6.4. Assumptions

Key Informant Interview (KII) held with participants was assumed to be truthful. Additionally, it was assumed that the qualitative approach used will comprehensively provide answers to the research questions and objectives.

1.7. Nature of the study

This research used a qualitative research methodology. A detailed explanation on this topic is done under Chapter three.

A multiple case (study) analysis approach was used to explore the formulation and implementation processes, access and influence of key actors in the processes at various levels of government and the challenges encountered with respect to promoting youth participation in the policy process.

The structures, mechanisms, processes and frameworks used were explored and analyzed vis a vis stated goals in the *NYP* and policy packages. Here, Key Informant Interviews (KIIs) were used to gain insights into the justifications behind key decisions in formulation or implementation.

A mix of a top down and bottom up approach i.e. hybrid approach for data sampling was used to gain insight both from the high level policy makers and designers of policy and those local level implementers who Lipsky (2010,p.3) calls *street level bureaucrats*. This was also used to increase the reliability of the research as the same questions could be asked to participants about common roles, mandates, insights hierarchically and across similar levels.

1.8. Theoretical base and analytical framework

The study has benefited from and engaged body of works in Policy Analysis, Youth participation models, and the National Youth Policy and associated policy packages to analyze and respond to the research questions. These are discussed in detail under Chapter 2.

1.9. Organization of the study

Chapter One starts with a brief background on the study and sets the study's significance in the context of the problem, its contribution and presents the study's research questions, limitations, and scope of the study.

Chapter Two builds the analytical framework for the study from the policy analysis literature, Youth participation models, and the National Youth Policy.

Chapter three outlines the research methodology engaged for the study and reviews existing research approaches to policy analysis. It gives an explanation on the methodology used to collect and analyze the data.

Chapter Four discusses the findings and provides a response to the research questions guiding the study.

Chapter Five provides a summary of the findings and presents the conclusion and recommendations for policy

Chapter 2

Literature Review

2.1. Introduction

This chapter is concerned with the conceptualization of the policy process providing a literature review on public policy, the policy process, formulation and implementation processes and an in depth review of approaches to policy analysis.

The issue of youth, youth rights, and youth participation models explaining and assessing level of youth access and influence in the policy process specifically in relation to policy formulation and implementation were also discussed. Literature on the policy process and youth concepts provides the theoretical base and conceptual framework needed for the analysis of the Ethiopian Youth Policy.

Additionally, a brief overview is provided on international, regional and national level standards and experiences in national youth policy formulation and implementation to identify gaps in approaches taken to address the issue of youth participation through the formulation and implementation of youth policies globally.

This chapter also provides the theoretical and analytical framework guiding the study. The research has been guided by the Policy Analysis Framework to respond to the research questions raised and is explained as to its relevance to this study

2.2. Defining policy

There are various definitions of policy. Hill (2005) cites Jenkins (1978, p. 15) in defining policy as “a set of interrelated decisions . . . concerning the selection of goals and the means of achieving them within a specified situation . . .” (p.7). The focus of this study is on public policy as defined by Dye (2013) “...whatever governments choose to do or not to do...” (p.3). He also indicates that the government’s activities based on the public policies regulate behavior, organize bureaucracies, and distribute benefits all at the same time.

Birkland (2011) argues the following for the study of policy in his book *An introduction to the policy*:

Understanding the substance of policy, while interesting in its own right, can only take us so far if we are interested in the social scientific aspects of the policy process...equally important with studying the substance of policy is how policy is

influenced and shaped by various political, social, economic and other contexts (p.4).

Dye(2013,p.5) justifying the need for the study of public policy argues that the political science discipline that studies the public sphere and the government is much more than the study of politics as it pertains to “who gets what, when and how?” or the study of governmental institutions or the political processes. It also studies public policies by describing, analyzing and explaining the policy in turn explaining the government’s activities as explained in the section below under 2.3.

2.3. Policy Analysis approaches

Dye (2013) defines policy analysis as “finding out what governments do, why they do it and what difference if any it makes” (p.6). He adds that through the process of policy analysis we can describe public policies and understand them, learn about the causes of public policy, “effects of political institutions, processes, and behaviors on public policies, “inquire about the effects of social, economic, and cultural forces in shaping public policy” and study their consequences by studying their impact.

According to Hill (2005), “some policy analysts are interested in furthering understanding of policy (*analysis of* policy); some are interested in improving the quality of policy (*analysis for* policy); and some are interested in both activities. However, it is often not easy to draw a clear line between ‘analysis of’ and ‘analysis for’ policy”(p.4). He puts the two typologies in Box.1 below, to explain the different kinds of policy analysis based on the works of by Gordon, Lewis and Young (1977) and by Hogwood and Gunn (1981, 1984).

Analysis of policy

- *Studies of policy content*, in which analysts seek to describe and explain the genesis and development of particular policies. The analyst interested in policy content usually investigates one or more cases in order to trace how a policy emerged, how it was implemented and what the results were. A great deal of academic work concentrates on single policies or single policy areas (social policy, environment policy, foreign policy, etc.).
- *Studies of policy outputs*, with much in common with studies of policy content but which typically seek to explain why levels of expenditure or service provision vary (over time or between countries or local governments).
- *Studies of the policy process*, in which attention is focused upon how policy decisions are made and how policies are shaped in action.

Analysis for policy

- *Evaluation* marks the borderline between analysis of policy and analysis for policy. Evaluation studies are also sometimes referred to as impact studies as they are concerned with analysing the impact policies have on the population. Evaluation studies may be either descriptive or prescriptive.
- *Information for policy making*, in which data are marshalled in order to assist policy makers to reach decisions. An important vein of contemporary studies of this kind manifests a pragmatic concern with 'what works', trying to ensure that policy and practice are 'evidence based' (Davies, Nutley and Smith (eds), 2000).
- *Process advocacy*, in which analysts seek to improve the nature of the policy-making systems through the reallocation of functions and tasks, and through efforts to enhance the basis for policy choice through the development of planning systems and new approaches to option appraisal. Much of the academic work in the sub-field of 'public administration' has this concern.
- *Policy advocacy*, which involves the analyst in pressing specific options and ideas in the policy process, either individually or in association with others, perhaps through a pressure group.

Typology based upon ones offered by Gordon, Lewis and Young (1977) and by Hogwood and Gunn (1981, 1984).

Box 1. Typology for policy analysis

Source: Hill (2011,p.4)

The focus of this research is on the third one - *Studies of the policy process*, in which attention is focused upon how policy decisions are made and how policies are shaped in action and is discussed in detail in the following section under 2. 4.

Dye(2013,p.11) describes policy analysis as both an art and a craft constituting of creative imagination to come up with solutions to eradicate societal problems and

on the other hand involving knowledge from various fields such as political science, economics, public administration, sociology, etc. And in undertaking this analysis, he asserts that there is not one model alone that could provide answers to problems and also understanding policies. Dye(2013,p.6) explains that most policies are a mix of various models of analysis and might differ in their views of the causes and consequences of public policies but will provide insights on different aspects of a policy. These include rational models, incremental models, institutionalism, and elite theory among others which will be explained under section 2.5 in detail.

Grindle and Thomas (1989) argue that there are two views that can be used to explain the source of policy or policy change. One of the approaches to respond to this question is the Society-centered approaches that “the causes of decisions made to adopt, pursue, and change public policies lie in understanding relationships of power and completion among individuals, groups or classes in society or in international extensions of class-based or interest- based societies.” The second approach is a state-centered response to understanding or analyzing policy where “the perceptions and interactions of policy elites and the broad orientations of the state more generally.”

The *rational* view of policy analysis asserts that governments should decide based on maximum social gain bringing less costs (Dye, 2013,p.18). Grindle and Thomas (1989,p.219) also argue that under the state-centered approaches are the views of the government actors as rational actors who examine information and choose on the “basis of the decision-makers preferences”. However, due to the costly nature of this process, there were modifications which Grindle and Thomas (1989) indicate that came in the form of *incrementalism* which asserts that “when confronted with the need to change policy, attempt to reduce uncertainty , conflict, and complexity by making incremental or marginal changes over time”(p.220). Dye (2013) also asserts that incrementalism “views public policy as a continuation of past government activities with only incremental modifications” (p.22).

The Elite theory for understanding policy asserts that it views policy as “the preferences and values of a governing elite...policies emanate from the elites not the masses” (Dye, 2013, p.23). Grindle and Thomas (1989) argue the role of policy elites in the context of the state-centered view of understanding policy where as part of the interests of the state, the policy elites play a role in maintaining the hegemony of the state through societal actors. And also “pursue of national development as defined by

policy elites representing particular regimens and the particular interests of regime incumbents in retaining power”(pp.220-221).

In terms of initiating change in policy, Dye(2013,p.25) states that policy elites act only when there is an event that would threaten the political system but otherwise remain incremental. Grindle and Thomas (1989, p.228) argue that issues influencing decision makers depend on the circumstances or the context surrounding the considerations of change. In relation they assert that “shift in circumstance (from crisis to politics as-usual or vice versa) can alter the decision criteria adopted by policy elites by altering the nature of the stakes for change. Importantly, a shift in circumstance can introduce or destroy windows of opportunity for reform (p.228)”.

Dye(2013) describing the dimensions of the study of public policy stated the study of public policy-the description and explanation of the causes and consequences of government activity. This focus involves a description of the content of public policy; an analysis of the impact of social, economic, and political forces on the content of public policy; an inquiry into the effect of various institutional arrangements and political processes on public policy; and an evaluation of the consequences of public policies on society, both intended and unintended(p.6).

In order to study the causes and consequences of a public policy, Dye (2013) offers “the systems model “which “classifies societal conditions, political systems characteristics and public policies and suggests possible linkages between them” (p.8). The linkages pose various questions such as the effects of the key elements on one another.

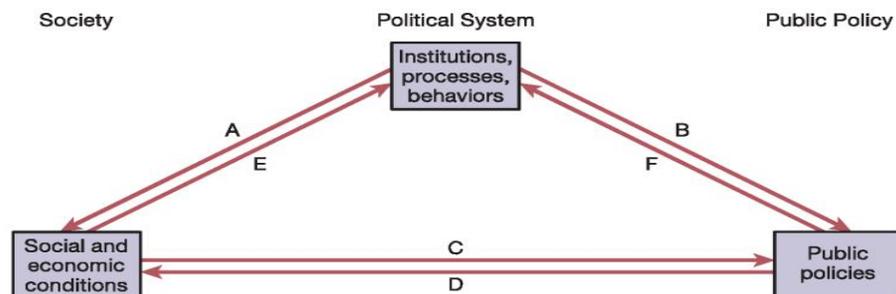


Figure 1. Studying policy, its causes and consequences

Source: Dye (2013, p.8)

Grindle and Thomas (1989,p.213) also provided an analytical model to understand the role of decision makers and explained the linkages between policy elites and the policy making and policy initiation or change. They argued that the elites and the process were determinants for policy initiation or change. In addition, they argued that the circumstances surrounding the initiation or change of the policy, the criteria used to select between viable options and the characteristics of specific policies are all categories that need to be studied to understand the outcome of a policy.

The political economy approach of policy argues that “if policy analysis precedes policy choice, the chances of more effective implementation are greater” (Walt and Gilson,1994, p.360). However, as Grindle and Thomas (1989) argue the political economy approach has not “systematically addressed the role of decision makers and managers in the policy process” (p.215). In addition, they assert that though policy elites shape policy and its implementation, they are still constrained by contextual factors.

Walt and Gilson (1994, p.354) in their work analyzing policy argue that there is a traditional focus on the content of policies and there is a neglect of the actors involved at various levels of government, the processes of formulating and implementing policy and the context that determine the outcome of policies including proper choice of policy options and successful implementation. They argue “policy is not just simply about prescription or description, and nor does it develop in a social vacuum; it is the outcome of complex social, political and economic interactions and contexts” (p.359).

Accordingly, they developed an analytical framework influenced by the political economy approach and going further and elaborating the roles of actors in shaping policy formulation and implementation which could be used retrospectively and prospectively. It includes the context, process, content and actors.

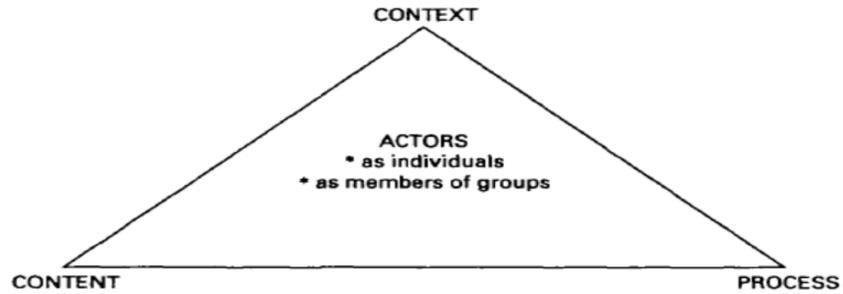


Figure 2. A model for policy analysis

Source: Walt and Gilson (1994,p.354)

Describing this model and its relationships, Walt and Gilson (1994), explain:

Actors are influenced (as individuals and as members of interest groups or professional associations) by the context within which they live and work, at both the macro-government level and the micro-institutional level. Context is affected by many factors such as instability or uncertainty created by changes in political regime or war; by neo-liberal or socialist ideology; by historical experience and culture. The process of policy making (how issues get on to the policy agenda, how they fare once there) in turn is affected by actors, their position in power structures, their own values and expectations. And the content of policy will reflect some or all of the above dimensions (p.359).

2.4. Studying the policy process

Dye (2013, p16) states the view of the process model for analyzing policy which argues that policy is a political activity. The political processes and behaviors of various actors in the political arena to achieve a certain goal which is in this case a policy. The activities of actors such as interests groups, politicians is termed as a policy process and also could be viewed as the Stages model in terms of the sequential execution of the activities.

Justifying the study of the policy process, Hill (2005) explains:

It was appropriate to concentrate on description, to explore the nature of the policy process, to help to ensure that proposals about policy content or about how to change policy should be grounded

in the understanding of the real world in which policy is made. We must continue to try to understand the policy process – however irrational or uncontrollable it may seem to be – as a crucial first step towards trying to secure effective policy making (p.6).

Hill(2005) adds that “people describe because they want to prescribe. Conversely, people who dedicate themselves directly to prescription will always want to root what they have to say in a realistic appreciation of what ‘is’, whether derived from academic studies or from their own practical experience” (p.15). Dye (2013) also recognized that “there is an implied assumption in policy analysis that developing scientific knowledge about the forces shaping public policy and the consequences of public policy is itself a socially relevant activity and that policy analysis is a prerequisite to prescription...” (p.8). However, Dye (2013,p.7) asserted that studying governments’ actions and the causes and consequences of those actions is not exactly dictating how governments should function.

Birkland (2011) cites the works of Clarke E. Cochran who views the study of the policy and policy process as a theoretical endeavor and James Anderson as a scientific endeavor to justify the reasons for the study of public policy and the policy process. He presents their argument of studying the policy process for the purpose knowledge and “to inform practitioners”. Moreover, “the practical and applied study of public policy takes its cues from theory, but seeks more actively to apply those theoretical insights to actual cases of public policy formation, thereby helping theorists improve their theories” (Birkland, 2011,p.12).

Hill (2005) explains the policy process as “essentially a complex and multi-layered one... a political process, but in the widest sense of that term...complex political process in which there are many actors: politicians, pressure groups, civil servants, publicly employed professionals, and even sometimes those who see themselves as the passive recipients of policy”(p.4). On the role of power in the policy making process, Hill (2005) argues:

Any discussion of the public policy process needs to be grounded in an extensive consideration of the nature of power in the state. Any consideration of how the process works will tend to involve propositions about who dominates. Omission of this, in statements about the policy process, will tend to have the implication that there are no dominant elements in the state. That is in itself a

stance on this much debated subject, congruent with the pluralist perspective that power is evenly spread and openly contested (p.13).

Adding on the above, Hill(2005) argues that “this has been widely opposed by views which draw upon Marxist theory or elite theory, which see power as very distinctively structured or which suggest that dominance is very much embedded in the nature of the machinery of the state itself”(p.13). Explaining the various models available, Birkland (2011,p.25) notes that there are various models of the policy process where it is organized in a system of stages or cycles. The textbook or traditional one consists of the issue emergence, agenda setting, alternative selection, enactment, implementation and evaluation. There are various iterations of this model over the years. Various writers studying the policy process also use this to help them analyze the policy process itself as opposed to analyzing for the policy.

Birkland (2011) outlines the criticisms of the stages approach but still admits to its usefulness in studying the policy process. The criticisms included viewing the policy making process in a sequential manner, separating the elements such as implementation from other elements and also this model “does not constitute a workable theory of how the policy process works”(p.27). Hill(2005) concludes that “models of policy stages or policy cycles have been developed to assist comprehension of the complexities of the process of decision making”(p.19). He further explains and adds the importance of power in the policy making process as it gives us insight on “extent to which systems have power distributed in a relatively egalitarian way and about the extent to which power is concentrated or fragmented”(p.26).

2.5. Policy formulation

Dye (2013) describes policy formulation as “the development of policy alternatives for dealing with problems on the public agenda...occurs in government bureaucracies , interest group offices , legislative committee rooms, policy planning organizations or think tanks...”(p.42). Hill (2005,p144) argues that some authors deal with agenda setting, policy formulation and decision making as separate phases while others choose to think of them as part of the same step. He goes to describe the two approaches that embody the differences namely *rational decision making* theory which is prescriptive and a more pragmatic kind which suggest that most decision

making is *incremental* in nature and offers a more accommodating approach to various interests.

Alternatively, according to Sidney (2007) , “in a stages model of the policy process, it is assumed that participants in the policy process already have recognized and defined a policy problem, and moved it onto the policy agenda”(p.79). The policy formulation process, Sidney (2007) argues:

also both expresses and allocates power among social, political, and economic interests. Scholarship on policy formulation takes up a variety of issues. It examines the factors that influence how actors craft alternatives, it prescribes means for such crafting, it examines how and why particular policy alternatives remain on or fall off of the decision agenda (p.79).

Hill(2005) stresses that “agenda setting and aspects of policy formation need to be seen as closely related [and] theories about the former are likely to embody propositions about the latter”(p.172). He argues that *incrementalism* is the dominant approach “which offered an account of what is, but also a more ‘democratic’ model for the messy world of pluralistic politics”(p.172). In addition, Hill argues that rational model of decision making and Kingdon’s agenda setting model also provide approaches to analyze the policy formulation process. The rational model indicates that the process emerges from a democratic political process and as a “response to authoritatively set goals”. On the other hand, incrementalism and one of its most famous proponents Charles Lindblom in Hill(2005,p.147) proposes the “successive limited comparisons which starts from the existing situation and involves the changing of policy incrementally”.

The other is Kingdon as Hill (2005) argues “ is a theorist that moves way from the prescriptive approach and gives ‘toolkit’ – which we can use to explore agenda setting anywhere. He further explains that the three streams- problems, policies and politics – mingle in the ‘soup’”(p.172).However, Hill stated that “the challenge to Kingdon’s model offered by evidence that systems may be more organized than he suggests emphasizes institutional arrangements and the stability of some policy networks and communities” (p.173).

Sidney (2007) argues that “the literature on policy design or formulation as an explicit object of inquiry in studies of policy design and policy tools and also giving attention to work on subsystems, advocacy coalitions, networks, and policy

communities”(p.80). They cite the works of Kingdon (1995) and Birkland(2007) “as classic works on agenda-setting that take up aspects of policy formulation”(p.80).In describing the policy environment, Sidney (2007,p.80),argues citing authors:

These literatures consider the coalitions of actors taking part in (or being excluded from) the policy making process. Identifying these actors, and understanding their beliefs and motivations, their judgments of feasibility, and their perceptions of the political context, goes a long way toward explaining the public policies that take shape (Howlett and Ramesh 1995)

Birkland(2011,p.93) explains that the public policy process has various official and unofficial actors at play and has significant roles to play in the policy making process. Birkland (2011,p.155) further explains the interactions among the various actors through the *policy domain* where there is a competition among players where the country’s political, legal factors influence the policy environment. And in the policy domain, there is the *policy community* consisting of the players in the domain who are knowledgeable about the process and the issues. Hill (2005) cites the advocacy framework approach developed by Paul Sabatier and Jenkins-Smith “to try to refine the way the implementation process is analyzed. This complex theory sees the policy process – from policy inception through to implementation – as involving an ‘advocacy coalition’ comprising actors from all parts of the policy system” (p.73).

2.6. Policy implementation

Dye(2013) defines policy implementation as “... all of the activities designed to carry out the policies enacted by the legislative branch”. The activities include “the creation of new organizations – departments, agencies, bureaus ...or the assignment of new responsibilities to existing organizations”(p.55).Sabatier and Mazmanian (1980) define implementation as “the carrying out of a basic policy decision, usually made in a statute (although also possible through important executive orders or court decisions). Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and, in a variety of ways, ‘structures’ the implementation process”(p.540).

Smith and Larimer cited in Birkland (2011) note, “the implementation process replicates, in many ways, all the challenges of the policy process, starting with problems—in this case discerning intent—through designing tools in a way that those

further down the implementation change will willingly engage in the desired behavior”(p.264). They also add that summarize the stages of the development of implementation studies beginning from the 1960s until the 1970s where the focus was why some policies did not reach their target and used individual policies and the research results were not generalizable.

Birkland (2011) explains “the second era of implementation studies, which began in the mid-1970s, sought to create systematic theories of the policy process that were generalizable to many cases, rather than focused on one or a few cases. As this research progressed, one could discern two separate research approaches” (p.265). Pülzl & Treib (2007,p.89) argued that in comparison to the first era, the second generation focused on theory building and debates on a top-down and bottom up approaches were flourishing. They indicated that the top down approach focused on implementation that is based on hierarchical and centrally designed order while the bottom up approach included the view point of the “street-level bureaucrats” in analyzing implementation.

Birkland(2011,p.265) citing top-down researchers such as Daniel Mazmanian and Paul Sabatier on the factors that bring about successful implementation indicated that among other factors including hierarchies for implementation, they have cited the need for policy designers to recognize the capacity of policy implementers to undertake their work. Capacity according to them “encompasses the availability of resources for an implementing organization to carry out its tasks, including monetary and human resources, legal authority and autonomy, and the knowledge needed to effectively implement policy”. For Birkland (2011,p265), the top-down approach focuses on “creating the proper structures and controls to encourage or compel compliance with the goals set at the top”.

Birkland (2011,p.266) however, notes that there are weakness to this approach as it assumes that there a state government capable of designing policies at the federal level on its own. In reality, designing policies and implementing them successfully requires regional and local cooperation. In addition James Anderson in Birkland (2011) states “legislators, bureaucrats, the courts, pressure groups, and community organizations are all involved in policy implementation. While the focus of implementation may be in one agency, several other actors will have an influence on implementation success or failure”(p.267).

Paul Sabatier cited in Birkland (2011) argues that “the bottom-up approach overemphasizes the ability of the street-level bureaucrats to frustrate the goals of the top policy makers. Street-level bureaucrats are not entirely free agents. They are constrained to act in a particular way based on their professional norms and obligations”(p.268). In addition DeLeon in Pülzl & Treib (2007, p.91) describes top-down approaches as a “governing elite phenomenon” due to their focus on the top hierarchal structure. In order to address the gaps in both approaches, as Pülzl & Treib (2007) put it, the third generation in the form of Hybrid theories emerged with a focus on incorporating the strengths of the top-down and bottom-up approaches.

2.7. Policy formulation and implementation

Dye (2013) defines policy implementation as “the continuation of politics by other means” (p.55). He explains policy making does not end with the passage of a law but rather it shifts to the departments and agencies and commissions of the executive branch. He notes “the bureaucracy is not constitutionally empowered to decide policy questions, but it does so nonetheless, as it performs its task of implementation” (p.55). He emphasizes that there is an ever increasing role of this bureaucratic body and process in the policy making process as the legislative body lacks the time, energy or technical expertise to look after the details of compliance.

Pülzl & Treib (2007), on the relation between policy formulation and implementation argue by citing Winter who “[overcome] the separation of policy formation and implementation” who still embraced the stagist model but focused more on “how characteristics of the policy formulation process (like the level of conflict or the level of attention of proponents) impacts on implementation” (p.96). In addition, Sabatier cited in their argument “stressed the need to view implementation processes (or processes of policy change in general) not in isolation” and proposes his “advocacy coalition framework recognizes that extraneous factors such as external economic developments or influences from other policy fields have to be taken into account as well” (p.97).

In order for implementation to be successful, key items that facilitated its success and anticipating its challenges is necessary through recognition of these issues in the policy design stages as argued by the various scholars. Accordingly, Jann & Wegrich (2007,p.52) outline an ideal process of policy implementation which includes the following core elements:

- Specification of program details (i.e., how and by which agencies /organizations should the program be executed? How should the law/program be interpreted?);
- Allocation of resources (i.e., how are budgets distributed? Which personnel will execute the program? Which units of an organization will be in charge for the execution?);
- Decisions (i.e., how will decisions of single cases be carried out?).

2.8. The Concepts of Youth, Youth rights and Youth participation

2.8.1. Defining youth

According to the UNDP Youth Development Strategy (UNDP,2014,p.9),the UN defines youth as those in the age group of 15 to 24 years and many UN entities working in youth issues such as the UNDP also follow the same grouping. The strategy states that the UNDP including other entities, apply some flexibilities when implementing country based programs although mainly targeting the above target group.

According to Dentad(2009) “the concept of youth is socially constructed rather than biologically determined, meaning that it differs with time, socio-economic development of a society, and even according to whom you ask” (p.14).Accordingly, several countries have target groups that suits their socio-economic and other variables could range even up to 35 years. The African Union launched the African Youth Charter (AU,2006) where it adopted the age group of 15 to 35.

2.8.2. Youth Participation

The term ‘participation’ as used by Hart (1992) refers to “the process of sharing decisions which affect one’s life and the life of the community in which one lives. It is the means by which a democracy is built and it is a standard against which democracies should be measured. Participation is the fundamental right of citizenship”(p.5).Hart(1992) also explains the justification for the involvement of young people as follows:

Young people can design and manage complex projects together if they feel some sense of ownership in them. If young people do not at least partially design the goals of the project themselves, they are unlikely to demonstrate the great competence they possess. Involvement fosters motivation,

which fosters competence, which in turn fosters motivation for further projects (p.5).

As Checkoway (2010) argues, youth participation is about the “power of young people as a group that is usually underrepresented in the political process. It is a strategy by which they are involved in goal setting, resource allocation and program implementation (p.341). In addition, Chekoway emphasizes that it is not always about who is leading the activities but the quality of the youth participation, whether they have effect on the process.

Hart (1992) emphasizes the benefit of genuine participation where young people develop the skills of critical reflection and comparison of perspectives which are essential to the self-determination of political beliefs. He adds that “the benefit is two-fold: to the self-realization of the youth and to the democratization of society” (p.36).

2.8.3. Youth rights

Many argue that a lot more research has been done on children’s rights than youth rights. However, many international, United Nations definitions and resolutions tend to overlap with children and as such are commonly used to address certain issues in both groups. As Hart (1992) emphasizes “Young people’s participation cannot be discussed without considering power relations and the struggle for equal rights. It is important that all young people have the opportunity to learn to participate in programmes which directly affect their lives”. (p.6)

A review of international conventions such as *The Convention on the Rights of the Child* cited in Hart (1992,p.6) have advocated the rights of children through Articles 12 stating that “state Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child...” (p.6).Hart (1992) discusses the limitations of these conventions, however, by stating:

The Convention, being more concerned with protection, does not emphasize the responsibilities which go along with rights. Children need to learn that with the rights of citizenship come with responsibilities. In order to learn these responsibilities children need to engage in collaborative activities with other

persons including those who are older and more experienced than themselves. (p.7)

The United Nations (UN,2016) also in recognition of the situation of youth has been making shifts in the way it deals with youth issues to better deal with problems that affect the youth. This was evident through the adoption the first Human Rights Council Resolution on Youth and Human Rights. The UN hailed the resolution as an “important step marking a transition around the needs and priorities of youth from talking about youth issues to talking about youth rights”.

2.8.4. Models of youth participation and influence

One of the most famous contributions in the study of youth participation is Roger Hart’s model, Ladder of participation or commonly known as Ladder of participation, which was borrowed from a renowned essay on adult participation by Sherry Arnstein (1969) cited in Hart’s work. Hart (1992) has changed the categories in his new Ladder of Participation which is seen below.

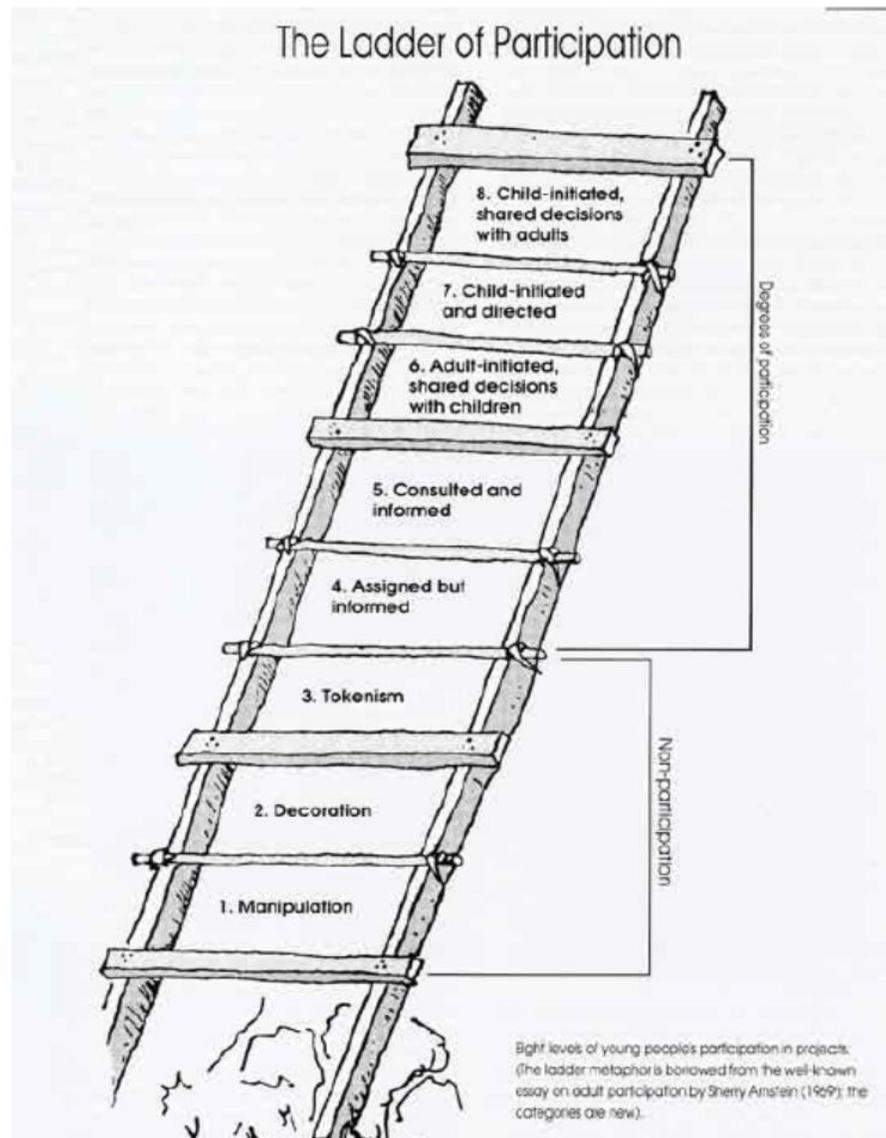


Figure 1 .Ladder of Participation

Source: Children's participation: from tokenism to citizenship, (Hart1992)

Hart(1992) explains *models of non-participation* represented by *Tokenism*, *Decoration* and *Manipulation* and what he calls *mode of genuine participation* represented by Youth initiated shared decisions with adults, youth-initiated and directed, Adult-initiated shared decisions with youth, consulted and informed, and assigned but informed. The researcher has adapted the ladder to suit the age category of the young people being studied as Hart (1992) had already adapted the ladder from an adult participation model. Thus, the researcher has replaced the word 'children'

with ‘youth’ in the ladder to adapt the model to this case study. Hart also addresses both children and youth in his discussions.

Starting from the lowest rungs of non –participation, he describes “*Manipulation* as a form of involvement where adults believe that ‘the end justifies the means’ and involve young people in a situation that they have no understanding of” (p.9). *Decoration*, the second rung on the ladder, is where adults involve youth with little understanding and with no say in organizing or planning. The youth are being used to promote the ideas of the adults and the adults openly take the credit.

The third rung Tokenism “is used here to describe those instances in which children are apparently given a voice, but in fact have little or no choice about the subject or the style of communicating it, and little or no opportunity to formulate their own opinions”(p.9). Under *models of genuine participation* in Hart (1992, p.11), the fourth rung is *Assigned but informed* which is characterized by: 1. The youth understand the intentions of the project; 2. They know who made the decisions concerning their involvement and why; 3. They have a meaningful (rather than ‘decorative’) role; 4. They volunteer for the project after the project was made clear to them”

Consulted and informed is where “Young people sometimes work as consultants for adults in a manner which has great integrity. The project is designed and run by adults, but youth understand the process and their opinions are treated seriously”(p.12) *Adult-initiated shared decisions with youth* “is true participation because, though the projects at this level are initiated by adults, the decision making is shared with the young people” (p.12). *Youth-initiated and directed* is “when caring adults are attuned to the particular interests of young people. We need people who are able to respond to the subtle indicators of energy and compassion in teenagers”(p.14)

2.8.5. Access (participation in) to the policy making process

Holtom et al,(2016) in their work *Key Issues in Developing and Implementing Youth Policy Strategic Documents* have provided a significant body of knowledge in dealing with the issue of youth in terms of promoting the involvement of youth in the formulation and implementation of youth policies across European countries. Best practices in the area are well documented and could be used as a starting point to understand the key issues that youth face all over the world in accessing and influencing policies that affect them especially with regards to youth policies.

Four broad Models of involvement (participation) or access to the policy making processes of National Youth Councils (NYCs) in national youth policy making were identified by Holtom et al(2016,p.12) based on research on the NYCs.

- **Formal collaborative models**, where NYCs were invited to contribute to policy making processes through regular meetings (whose frequency range from monthly to annual meetings) with civil servants and/or politicians
- **More informal or ad hoc collaborative models** where, NYCs were invited to contribute to policy making on a particular issue, through participation in a working group, or an invitation to comment on a document, focused on a particular issue, policy or programme
- **Facilitative or “enabling” models**, where NYCs helped bring other stakeholders, most notably their members, but also for example, young people themselves, into the policy making process (rather than the NYC itself seeking to directly influence policy); and
- **Confrontational** models, in which NYCs were actively excluded from formal policy making processes, and were instead focused upon advocating for change from the ‘outside’

According to the study, majority of the NYCs from the study “adopted a mix of different models (the models are not mutually exclusive), and NYCs could for example, be involved in a formal collaborative process in relation to some issues, whilst adopting a more confrontational stance on other issues.” On the other hand, “For some NYCs, confrontational models were “unthinkable” given the political culture they worked in and for others, exclusion from the policy making process, forced them into confrontational models” (p.13).

2.9. International and Regional Frameworks on Youth and youth participation

Globally, notable frameworks that put the issue of youth at the forefront include the UN World Programme of Action for Youth to the year 2000 and beyond (WPAY) adopted by the UN General Assembly resolution 50/81(UN,n.d). The

resolution adopted the WPAY focusing on ten priority areas ranging from health, the issue of girls and young women, delinquency, and the “full and effective participation of youth in the life of society and decision-making”.

Regionally, “in July 2006, the Summit of the African Union in Banjul, the Gambia, adopted the African Youth Charter (AYC). The Charter is a political and legal document which serves as the strategic framework that gives direction to youth empowerment and development at the continental, regional and national levels”(AU,n.d). The AYC based on the UN Declaration of Human Rights (1948) and the African Charter on Human and Peoples’ Rights (1986) outlines the freedom, rights and responsibilities of youth. It seeks to promote and ensure youth’s freedom of expression, development and security. On the issue of youth participation, the AYC under Article 11 states “the right to participate in all spheres of life” and gives the responsibility to the States as follows:

to guarantee active youth participation in parliament and decision-making bodies, platforms for the participation of youth at local, regional, national and continental levels of governance, equal access to young men and young women to participate in decision making and civic duties, provide access to information such that young people become aware of their rights and of opportunities to participate in decision making and civic life, to provide technical and financial support to build the institutional capacity of youth organizations.

2.10. National policy frameworks on youth and youth participation in Ethiopia

The Ethiopian government formulated the *NYP* in 2004 with the objective of bringing the “active participation of youth in the building of a democratic system and good governance as well as in the economic social and cultural activities...” (p.19). The Ethiopian *NYP* (MoYSC, 2004) regards youth as those ranging from 15 to 29 years of age. The policy is derived from international standards on human rights and youth. Years later, Ethiopia became a signatory of the African Youth Charter on 28/12/2007 (AU, 2017).

An Implementation Manual was formulated in 2005 which provided details on the priorities of the policy to facilitate for effective implementation. In 2006, an Urban Youth Growth package was formulated, followed by the *Ethiopian Pastoral and Semi Pastoral Rural Youth Growth Package* in 2010 and revised version of the 2006 package was formulated in 2017.

Additionally, the Growth and Transformation Plan I (GTP I) and GTP II have put the youth issue as a priority. Chapter 8 of GTP I (MoFED,2010,p.72) focused on strengthening the empowerment of youth through a change in organizational setups to increase youth participation and increasing advocacy and awareness creation. Under Cross cutting issues GTP II (National Planning Commission,2017, p.208) indicated that strengthening youth organizations and their active participation in the development and democratic governance of the country.

2.11. International and regional standards in National Youth Policy Formulation and Implementation

According to Denstad (2009), “national youth policy is a government’s commitment and practice towards ensuring good living conditions and opportunities for the young population of a country”(p.13). According to Holtom et al., (2016), youth policy is defined as

an ‘elastic’ and contested term that has evolved from a narrow focus upon youth work and non-formal education to a broader understanding of the range of policies which affect youth policies. This broader conception means all countries have “a youth policy – by intent, default or neglect. What public authorities do not do for young people, across a spectrum of issues relevant to their lives, is as much part of youth policy (and is critical in an understanding of youth policy), as what public authorities actively and purposefully do for young people (p.27).

One of the prominent documents in the area of youth participation, the *World Programme of Action for Youth and Beyond*(1996) stated as its first line of entry for implementation at the national, the formulation of a national youth policy to address youth issues. It states that

governments...are urged to formulate and adopt an integrated national youth policy as a means of addressing youth-related concerns. This should be done as part of a continuing process of review and assessment of the situation of youth, formulation of a cross sectoral national youth programme of action in terms of specific, time-bound objectives and a systematic evaluation of progress achieved and obstacles encountered.

The document also emphasizes the need for a concerted effort in multi-level mechanisms for consultation and sharing of information that includes youth departments in the government, national non-governmental youth organizations and the private sector. In relation, national coordinating mechanisms should be established and strengthened to an integrated youth policy and programmes. Section J of the WPAY (UN,1996) also promotes “encouraging and promoting youth associations through financial, educational and technical support and promotion of their activities”.

Following the WPAY, the African Youth Charter in 2006 adopted measures that would specify the standard for a national youth policy. Some of the specifications are listed below. AYC ‘s Article 12 on National Youth Policies goes further in outlining in detail the need for National youth policies which should be done with proper and inclusive consultations with the youth. Some of the criteria include:

supporting youth associations through financial, educational and technical support; the policy shall be adopted by parliament and enacted into law and a national youth coordinating mechanism shall be set up and shall provide a platform as well as serve as a linking agent for youth organizations to participate in youth policy development as well as the implementation, monitoring and evaluation of related programmes;

In addition, the AYC states that “the national programmes of action shall be developed that are time bound and that are connected to an implementation and evaluation strategy for which indicators shall be outlined; and such a programme of action shall be accompanied by adequate and sustained budgetary allocation”. Williamson (2002,p.35), in his review of international and European youth policies ,

states that youth policy could be framed around “five Cs”. Table 1 depicts the “Concept and Coherence in youth policy”

<ul style="list-style-type: none">- Coverage (geographical and social groups)- Capacity (the role and relationship of government and youth NGOs)- Competence (the question of training and qualifications)- Co-operation, co-ordination and coherence (hierarchically and horizontally)- Cost (the financial and human resources required)
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Table 1. Concept and Coherence in youth policy

Adopted from Williamson(2002,p.35). *Supporting young people in Europe: principles, policy and practice.*

2.12. Empirical literature on regional (African) experiences in National Youth Policy Formulation and Implementation

According to a UNECA report *African Youth Report* published in 2011, population trends for the African youth will remain higher by 2050. The data showed that 20 percent of the whole of Africa’s 200 million populations is the youth. Similar figures were indicated in a 2015 UN report cited in UNECA (2017) , which indicated that the population of the African youth between the ages of 15 -24 was estimated to be 229.6 million making up 19.4 percent of the continent. Limiting the participation of this key demographic that takes a significant share of the population is detrimental to the development of the continent and the realization of the goals set for achieving a democratic society. The report argued that in order to meet the population challenges, the marginalization and other challenges that youth face, the starting point could be the development of national youth policies. Data show that most already have policies or are in the process of developing the national youth policies.

Gyimah-Brempong and Kimenyi(2013,p.1) in their study of policy actions proposed in Africa to address the concerns of the youth indicate that Africa’s development problems are linked to challenges youth face in various areas including limited political participation. They argue that the study showed that policies put in place in many African countries have not been successful in addressing the issues of youth and are generally in various stages of developing policies to address the issues of youth. They contribute this situation to lack of adequate data on youth that is needed to formulate programs and policies, weak coordination among government institutions and other actors in the youth sector and failure to formulate policies and

programs specific to the needs of the African youth. In addition, the cost of programs and lack of inclusion in national development plans are challenges faced by African countries in the implementation of the youth policies.

Gyimah-Brempong and Kimenyi(2013,pp.15-20) in their review of the formulation and implementation of national youth policies of selected African countries found that with respect to political issues, most have been found lacking in meaningfully involving the youth in the policy making processes. The reviewed policies include those of Ghana, the Gambia, Kenya, and South Africa.

In the case of Ghana, according to Gyimah-Brempong and Kimenyi (2013,p.15), there was a challenge in having a coordinated effort to develop the national youth policy. Despite the limitations, there are areas where Ghana is doing well in terms of establishing the necessary government programs such as National Youth Councils, National Service Council and National Youth Employment Programme as well as well-organized NGOs that are useful in in the implementation of the policy.

The Gambia launched its third national youth policy in 2009, according to Gyimah-Brempong & Kimenyi (2013,p.16), this is quite an achievement where some countries have yet to develop national youth polices. They cite the challenges in The Gambia as one of a restructuring problem where the lack of strategic direction impeded the work of the department in charge. They also cite the issue of a lack in meaningful participation in policy discussions.

Kenya's National youth policy launched in 2002 had its vision set on promoting youth participation in community and civic affairs among others according to Gyimah-Brempong & Kimenyi (2013,p.17). A National Youth Council has been established to oversee the implementation of the policy. They cite that the 2007 event indicated that the youth policy was not effectively implemented or was not implemented at all. A study made by a Kenyan organization was looking into ways to include the issue of youth with the country's peace agenda after the 2007 post-election violence. What the study indicated was "achieving political stability and peace in Kenya would mainly depend on addressing the challenges facing youth"(p.17).

The challenges that Kenya faces according to Gyimah-Brempong & Kimenyi (2013,p.18) among others is the marginalization of the youth who become frustrated with the violence around them and become vulnerable "to exploitation by political

and ethnic leaders”. They indicate that the youth became involved in the violence and were victims of the violence and were internally displaced.

South Africa’s Youth policy has been an important part of its policy given its history of apartheid and had used this policy as a way of “providing social justice and equitable development” (Gyimah-Brempong & Kimenyi, 2013,p.18). They indicate that South Africa has a national youth policy, 2000, National Development framework 2002-2007, and NYP 2009 to 2014 and a national Youth Commission that was established in 1996. The National Youth Commission established the NYC Municipal Youth Guidelines in 2004 to guide local governments in the implementation of the policy. The NYP also called for the cooperation and coordination among the government, private sector and NGOPs and for youth units to be set up in every government ministry in the implementation of the policy. Studies indicated that it has been successful in the areas of establishing mechanisms for dealing with youth unemployment.

2.13. Conceptual/Analytical framework

In order to study the causes and consequences of a public policy, various theoretical approaches and frameworks have been discussed under the policy analysis section of the literature review including Dye’s (2013) systems model , the role of policy elites/actors and policy environment by Grindle and Thomas(1989) and the analytical framework by Walt and Gilson(1994) which was based on the political economy approach were among many reviewed and adopted for this study.

The researcher building on the literature review of theories on policy, the policy process, the policy analysis approaches, and concepts on youth and models to assess the level of access and mode of engagement has developed the following analytical framework to guide the study. The researcher, in selecting the policy analysis framework, emphasized the need to not only focus on the content of policy but the actors involved and the context influencing the content, in formulation and implementation. This has been supported by various researches in the area and it has also been the researcher’s view that this focus and analysis of the relationship among these elements would refocus the attention to understanding the policy making processes in order to explain why policies fail to achieve their goals.

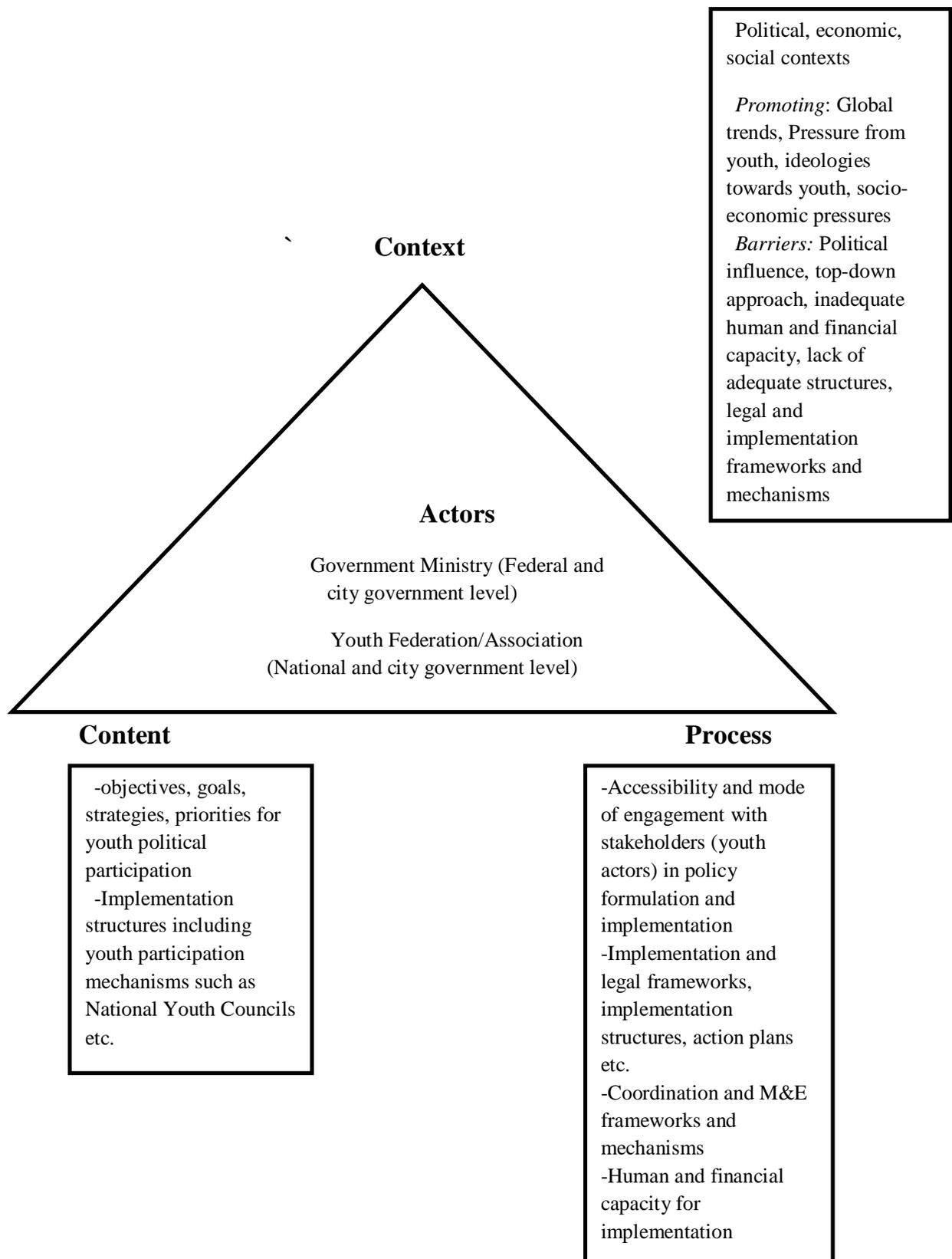


Figure 3. The researcher’s conceptual analytical framework for policy analysis
 [adapted from Walt and Gilson(1994)]

The *actors* are represented here by firstly, the government through the Federal Ministry's youth department at the national, city government's youth bureau and their secretariats for policy implementation work at the sub-city and *woreda* levels. Secondly, the youth actors are represented by through the Ethiopian Youth Federation at the national level and Addis Ababa Youth Federation including Addis Ababa Youth Association at the city government level and their secretariats at *woreda* level. Who makes and influences decisions and what power does one exert over the other is explored.

In the policy formulation and implementation processes, these actors are influenced by the *context* they are situated in namely political, social and economic contexts at the federal, regional (city government) and sub-regional levels. The context is affected by the political instabilities or pressures inside the country, ideologies/historical views followed by the ruling party (the government) about youth and their political participation in the past.

The formulation and implementation *processes* i.e. "how issues get on to the policy agenda, how they fare once there" (Walt and Gilson, 1994, p.354) is affected by the government and the youth actors and their position in the policy environment including the access and influence of the actors especially the youth actors on the processes. Policy formulation in this case study has covered the access and influence over the agenda setting and formulation of objectives and goals.

The *content* of the NYP and the strategic policy documents including the strategies for the packages and the packages reflects the issues addressed with the actors involved i.e. the actors' ideologies, values, power endowed, the contexts and the processes. Due to the above influences on the content, it is significant to study the actors, processes and contexts that dictate the mode of operation, the provision for implementation of strategies and mechanisms for the meaningful participation of the youth in the policy process.

Accordingly, the study described in detail the context, actors, processes involved and the context influenced by the processes, the role the actors played and the context. The content was reviewed with regards to its provisions in promoting and enhancing youth participation in formulation and implementation processes and safeguarding through various means the rights of the youth to participate.

Detailed explanations on the above are presented under Chapter Four.

Chapter 3

Research Methodology

3.1. Introduction

The research incorporated macro, meso and micro level analysis to answer the research questions on policy formulation and implementation. A multiple case study approach is used in the analysis of the youth policy and the subsequent policy packages. The research questions that guided the study are:

- How is the Ethiopian Youth Policy and subsequent strategic policy packages formulated in terms of context, content, actors and processes?
- What was the level of youth participation (access and influence) in youth policy formulation and implementation?
- Are there significant changes in policy content (NYP and policy packages) over the years in terms of promoting youth participation in the policy process?
- What are the challenges faced by youth actors and the government (Youth Ministry) in the implementation of the policy with regards to promoting youth participation in policy formulation and implementation?

This chapter provides an explanation on the methodological approach, research method, the sampling method, the data collection instruments, and the strategies used to analyze the data. It also provides the reliability and validity techniques used to ensure the quality of the data.

3.2. Methodological approach

The methodological approach used to respond to the research questions of the study is a qualitative approach. The research questions sought to explore the policy environment, the context of the formulation of the policies, and identify the actors involved and describe the processes of the policy process. These questions required open-ended questions and an in-depth understanding of the context, processes and perspectives of the actors. As Mwanje (2001b) notes “immersion in the details and specifics of the data to discover important categories, dimensions, and interrelationships” (p.5) is one of the themes of the qualitative inquiry.

The particular focus of this policy research is policy makers, policy implementers and organizations associated with the formulation and implementation for which a qualitative inquiry is appropriate and provides a rich description of the policy environment, the perceptions and experiences of the actors and stakeholders, and the context of the development of the policy and policy packages. According to Yanow (2007, p.405), qualitative methods are crucial in policy research where researchers use in-depth interviews, document reviews and observation. Yanow also adds that for interpretive researchers using number based analysis is not necessary.

The researcher used the qualitative approach to create categories, and understand relationships among the various categories influencing the policy process. As Mwanje (2001b,p.5) also notes the qualitative inquiry enables “capturing people’s perspectives and experiences” and “complex interdependencies not meaningfully reduced to a few discrete variables and linear, cause effect relationships”. Baarda(2010,p.17) also indicates that the focus is on exploring insights. Runeson and Skitmore (2006,) stating the advantages of a qualitative research note that the qualitative inquiry enables the understanding of “causes, principles and behaviors” (p.58).

The study’s aim is exploratory in nature as it sought to explore and describe the policy environment and its gaps and challenges in terms of involving key stakeholders i.e the youth in the policy formulation and implementation processes. Baard(2010,p.29) states that when it comes to studying the nature and relevancy of a problem or its significance a qualitative case study would be the best method to use. Additionally, Baard notes if the purpose is to discover the cause of a problem, a qualitative exploratory research is recommended.

Hill(2005) regarding the importance of description had stated “people describe because they want to prescribe. Conversely, people who dedicate themselves directly to prescription will always want to root what they have to say in a realistic appreciation of what ‘is’, whether derived from academic studies or from their own practical experience” (p.15).Accordingly, this particular study used a qualitative method to best respond to the research questions and to explain how the NYP and policy packages are formulated and implemented, who is involved in the processes i.e the actors, making the research a descriptive research which would give the basis for prescribing an ideal method to undertake the policy formulation and implementation.

Additionally, the research had explored the barriers to youth participation through the identification of the challenges faced by key actors in the policy process.

Qualitative method also was suitable for the current study as it enabled in depth interviews with key informants i.e policy formulators and implementers which were significant in describing the processes to produce a rich description to respond to the research questions. It allowed for an unstructured interview process with open-ended questions without constrictions from the interviewer.

3.3. Research method

Under the qualitative approach, this particular study used an exploratory case study method as the study's primary focus is in an in-depth understanding of the policy process of the NYP and the policy packages, the processes and actors involved, the specific contexts that the policies were formulated under, and the influences on the content of the policies and packages.

This case study had sought to identify the unique features in the formulation and implementation processes of the NYP and policy packages and in turn provide answer to the research questions regarding the level and access of youth participation in each of these particular cases and identify the barriers, gaps and challenges in the processes. It is the argument of this researcher that these questions could be best explored and answered through a qualitative case study approach. It is also the case that such a study has not been previously done which makes it a suitable approach for his study.

Yin(1981,p.59) in relation states that a case study is primarily known for its focus on examination of an issue in its real-life context in the sense that interviews and observations could be used as it deals with the contemporary issues. They could also be exploratory, descriptive or explanatory. Mwanje (2001b) also states “with regards to context, every social research must be conducted within a framework in which social meaning is defined. If context issues are not well articulated, confusion could creep into meanings of events or occurrence of a phenomenon”(p.10). According to Clarke (2007), “case studies are a mainstay of policy research but also remain significant methods in political science, sociology, and public administration”(p.453). In his book, *Issues in Social Science research*, Mwanje (2001a) described a case study “as a strategy for conducting research that involves an

investigation of a particular contemporary phenomenon within its real life context, using multiple sources of evidence”(p.107).

This research has undertaken a case study with an embedded multiple case approach to increase the chance of replication in studying the policy formulation and implementation of the Ethiopian National Youth Policy and the subsequent strategic policy packages including the multiple actors from the government and youth actors. Creswell (2007) indicates that “case studies are distinguished based on their size in a bounded case such as whether the case involves one individual, several individuals, a group, an entire program or an activity” (p.74). Creswell adds that the collective case study also known as the multiple -case study is undertaken when multiple cases are used to understand an issue.

Yin (2009) in Cohen et al.,(2015) identifies various case study designs among which the researcher followed the “embedded multiple case approach “in which different sub-units may be involved in each of the different cases and a range of instruments (e.g. interviews, observations, archival records, etc.) might be used for each sub-unit...”(p. 291). This is in contrast with single case methods which overlooks the possible benefits of multiple cases, eg. replication and the avoidance of the criticism of being a unique, single case, and the researcher is “putting all the eggs in one basket’, which may be risky: an ‘all –or-nothing’ risk”.

The multiple case studies in this particular research are: the *NYP*, the national level policy packages that came out in 2006 and 2017, and Addis Ababa City Government level policy packages that came out in 2006, 2014 and 2017. This research utilized multiple sub-units or as Yin indicated the embedded multiple –case design where more than one ‘unit of analysis’ are utilized .The use of multiple unit of analysis was crucial in order to provide answers to the research questions regarding the strategies undertaken by the main policy formulating and implementing body to promote youth participation in the policy process, and identify challenges faced from the government side and the youth associations’ side during formulation and implementation.

Therefore, the unit of analysis for each case study (the *NYP* and the policy packages) includes the government body in charge of youth affairs – the Federal Ministry in charge of youth at national, city government, sub-city and *woreda* levels. The youth actors are represented in this study by the National Youth Federation at the federal level, Addis Ababa Youth Federation (including Addis Ababa Youth

Association) at the city and *woreda* levels. Here, a multi-level top down and bottom up approach is used while studying the government body and the youth association/federation in order to identify challenges that might arise in the relationships among the various levels of hierarchy.

The researcher, in line with Verschuren (2003) cited in Cohen et al.,(2015,p.294) studied the relevant areas of interest from the organizations selected and not the whole organization. It had focused on the actors' perception of events specific to the formulation and implementation processes. The researcher, however, benefited from the case study approach as it provided opportunity to observe key issues in the office settings and the attitude of the respondents while responding to the questions, their fear of retaliation from their superiors, their concern for anonymity etc. which is relevant for the study.

The outputs of this particular research in line with the above is among others intended for policy makers, their organizations and the identified gaps in providing the conducive environment for undertaking policy formulations and implementations, in equipping their staff and organizations with the appropriate capacity building among others is a primary goal for the researcher. As Adelman et al., (1980) cited in Cohen et al., (2015) state “case studies are a ‘step to action’. They begin in a world of action and contribute to it. Their insights may be directly interpreted and put to use; for staff or individual self -development, for within-institutional feedback; for formative evaluation and in educational policymaking”(p.292).

3.4. Sampling method and Sample size

The *sampling method* used in this study was a purposive one. Interviewees were selected based on their specific and special knowledge (and to ensure representativeness) on the formulation of the NYP and the federal and Addis Ababa City government policy packages and were involved in the operationalization of the implementation processes. This method also aided in ensuring repetitiveness in terms of only accessing key individuals who were involved in the processes and not those who are unaware of the policy process and eliminated reasons for including interviewees just for the sake of ensuring a probability sampling.

Cohen et al., (2011) describing this approach state “ a feature of qualitative research, researchers hand-pick the cases to be included in the sample on the basis of their judgment of their typicality or possession of the particular characteristics being

sought. In this way they build up a sample that is satisfactory to their special needs (p.156).

Regarding the sampling method for the study, Cohen et al.,(2011) discuss the fundamental question of sampling and the size. They state the question “If sampling presupposes an identifiable population from which a sample is drawn, then is it actually realistic or relevant to identify a population or its sample?” (p.161). What Cohen et al.,(2011) and other scholars mentioned above indicate the emphasis on uniqueness that qualitative researches rely on. They add that there is a need to focus on “...exclusive distinctiveness of the phenomenon, group or individuals in question, i.e. they only represent themselves, and nothing or nobody else” (p.161). They also state that it is difficult to talk about a ‘sample’, and more acceptable to discuss about groups or individuals and the idea of representation of a ‘wider population or group is irrelevant’.

In addition, Cohen et al.,(2011) regarding the sample size state that “ there are no clear rules on the size of the sample in qualitative research; size is informed by ‘fitness for purpose’(p.161). Regarding the size of the study, Baard (2010, p.63) asserts that “with a qualitative sample selection, the notion of saturation is crucially important”. He suggests repeating the process of collecting the data “until one notices that they are not observing anything new...the saturation point would appear to have been reached”. Additionally, if the matter is too specific, Baard (2010, p63) suggests using a quota sample. Cohen et al.,(2011) also echo the same sentiment in terms of saturation where they state that in certain cases samples could be added until theoretical saturation is reached. For this to happen Onwuegbuzie and Leech (2007, p.245) in Cohen et al.,(2011,p.162) suggest that it should not also be too big creating data overloads and too small preventing a theoretical saturation. They state that if it is too small it would create data redundancy and suggest for each sub-group to contain no less than three cases.

Accordingly, the researcher of this study also kept this notion in mind while selecting the ‘samples’ and determining their size. First of all, regarding their representativeness to their groups, the researcher sought actual policy formulators, group leaders and committee members during the formulation and implementation processes of the NYP and the policy packages. Here, from the first sub-group i.e the government, eight key informants were purposively sampled and from the second sub-group i.e. the youth actors represented by the Youth federation and youth

association, the researcher purposively sampled seven key decision makers, implementers as key informants in the case study. This shows that the sampling was more than what was suggested above as a minimum.

As per recommendations from the works of the above scholars samples were added from government machineries of the Ministry's Youth departments and the youth federation at various levels and until as Cohen et al., (2011, p.161) state “where new data no longer add to the theory construction or themes, or their elements”. Data collected from interviewees in these structures were found to be repetitious after interviewing various officers in similar positions and thus, the number of interviewees was limited as it had reached a saturation point.

The *sample size* of fifteen (15) comprised of policy formulators and implementers from the government youth machinery at the Federal, Regional (City Government of Addis Ababa), Sub-city and *Woreda* level, and youth federation/association at the same levels (except for the sub-city level due to unavailability) as the government's youth machineries. The reason for including interviewees from different tiers of government is to enable cross-checking of the data and to employ a hybrid approach i.e a top down and bottom up approach to counteract a biased view. The multiple level case analysis approach used is explained in *table 2* on the next page.

Arguing on the advantages of including both senior level and first level officers in policy studies, Yanow (2007) asserts:

Policy-related research often draws on interviews, especially of legislators or agency executives. Yet interviewing need not be restricted to “elites”. From an interpretive research perspective, especially one informed by critical theory, non-elite actors are also seen as playing a role in shaping policies, especially in rejecting top-down acts such as in policy implementation; and the researcher would want to understand their perspectives as well(p.410).

Accordingly, the selection of the region or City Government of Addis Ababa was due to the relatively prominent role in the formulation of youth policy and strategic documents and it is also the seat of the National Youth Federation and the Ministry which would ease the access of documents as they are mostly located at the head offices including key informants who were participants in the formulation

processes from years ago. The offices in Addis Ababa were also thought to have key documents related to policy formulation as most of the offices were prominent and better performing than the other regions in terms of access to facilities, infrastructure, awareness etc. and established much earlier than the others. It also enabled repeated visits as necessary to receive feedback, and to access policy related documents all in one place.

SN	Categories	Total sample size
<i>Federal level</i>		
1	Youth Department at the Ministry: Heads of Directorates /senior officers	3
2	Youth Associations: Ethiopian Youth Federation senior representative	1
<i>Regional(Addis Ababa City) level</i>		
3	Youth Bureau: Heads of Directorates/ Divisions/ Officers	3
4	Youth Associations: A.A Youth Federation(2) and Youth Association Heads /Senior officers (2)	4
<i>Sub city level</i>		
5	Youth Secretariat: Heads of Divisions/Officers	1
<i>Woreda level</i>		
7	Youth Secretariat: Heads/ Officers	1
8	A.A Youth Federation/Association: officers/representatives	2
Total		15

Table 2. List of interview participants

The sample at the Sub regional level entity - the Sub-city selected was Bole Sub-city and *woreda* 13 as justified by their active participation and performance in the youth sector based on review of secondary data from government documents. It was also because the researcher assumed that this selection would help in acquiring

useful data including insights as this particular *woreda* is the one of the most high performing and thus with high implementation and possibly a ‘best practice’ *woreda* in Bole Sub-city according to the government. This was thought to be crucial in selecting key informants for the study.

The inclusion of the sub-city and *woreda* is to assess their access and level of participation in the policy formulation process and the same in the implementation process and explore the dynamics between the policy formulators and the implementers and explore the power relations. The selection of one case each from the sub-city and *woreda* is justified as per earlier discussions from scholars on the issue of ‘sampling’ in the case of a qualitative study. The case need not be a representative of the wider population or group but it is selected purposely to provide unique evidence and understanding.

In the case of this research, the researcher selected the Addis Ababa Youth Federation (AAYF) which is a Regional Youth Federation comprising of Addis Ababa Youth Association, the representatives of the Four Regional Youth Associations namely the Tigray Youth Association, the Amhara Youth Association, the Oromia Youth Association and the Southern Nations, Nationalities and Peoples (SNNP) Youth Association, the youth wing of the ruling party and Addis Ababa Youth Professionals Association.

The researcher in addition to just interviewing the Addis Ababa Youth Federation Head Office, it was thought to be significant to also include member organizations to get a different view in terms of hierarchy difference and specific view on the member organizations’ participation as they are the ones called by the Addis Ababa Youth Federation. Here, since the focus of the study is on Addis Ababa city, a youth association primarily and solely focused on the issue of Addis Ababa youth takes precedence for the sake of the study instead of representatives of other regional states which are members in the Addis Ababa Youth Federation. According to KIIs with participants from the youth associations, there are issues raised about the legitimacy of having representatives of other regional states in the Addis Ababa Youth Federation. For the reasons mentioned above and its prominent role since its establishment in 1998 G.C ahead of most youth associations and the Addis Ababa Youth Federation itself, the role it played in the policy formulation and implementation processes has been part of the this case study.

The selection of AAYF has been justified as it has been the most prominent relative to the other regional states afforded by its location and its member the Addis Ababa Youth Association which is active and influential in the Policy formulation and implementation of the NYP and subsequent youth related policies and strategic policy documents.

3.5. Data collection method

The subject matter of this particular study which is concerned with exploring the access of youth to the policy making process is a political issue where other types of data collection such as group interviews or focus group discussions would have been impossible as informants fear the risk of retaliation from their superiors. Additionally, the study sought out only the most knowledgeable respondents to contribute to the complex matters concerning the various steps undertaken for the policy making process.

As sources of data, the study relied on primary and secondary sources in particular in-depth interviews with Key informants who participated in the formulation and implementation processes, document review of public documents such as policy documents, government reports, manuals etc. and prominent researches done by scholars in the field , and observations of policy formulation and implementation bodies i.e their location, the office settings in terms of capacity(financial and human), mannerisms of KIs during interview, at the Ministry(Federal), Bureau(City government), Secretariat(Sub-city and *woreda*) levels ,and National Youth Federation and Addis Ababa Youth Federation and Addis Ababa Youth Association.

Documents were selected based on their relevance to the research questions, their authenticity and peer reviewed by scholars. Government published reports, statistics and policy documents were used as sources for content, process, and context and role analysis. In addition, peer reviewed and notable researchers in the study's area of interest were used to corroborate or refute claims from various sources. The data was thus triangulated to enhance its validity. See next section for further explanations on validity.

The researcher used *Interview Guides* (see Appendices at the end of the paper) to conduct the key informant interviews. Separate interview guides were developed for each organization namely *Interview Guide 1* was for KIs at the Federal Ministry,

Interview Guide 2 was for KIs at the Addis Ababa City Government Youth bureau, *Interview Guide 3* was for KIs at the sub-city and *woreda* youth secretariats of the city government, *Interview Guide 4* was for KIs at the Ethiopian (National) Youth Federation, Addis Ababa Youth Federation and Addis Ababa Youth Association at national, city government and *woreda* levels. The *Interview Guides* were open-ended and semi-structured which enabled an in-depth interview on the concerned issues with a limited control by the researcher. Once the consent form was explained and trust was established, KIs provided in-depth responses to the interview questions and were cooperative in setting the time for interview.

Yin (1981,p.58) stated that case studies could be done through among others, observation, fieldwork, archival records or verbal reports. Mwanje (2001b) states that “observation is the basic and foundational technique used for data collection and for all scientific work. The benefits of observation could be the opportunity to observe unusual aspects that can be noticed and used in exploring topics that may be uncomfortable for informants to discuss” (p.21). According to Mwanje, (2001b), individual in-depth interviews “...are characterized by extensive probing and open ended questions...specific circumstances for which individual in-depth interviews are particularly appropriate include complex subject matter and knowledgeable respondents and highly sensitive subject matter” (p.22).

3.6. Data Analysis

Initially, the researcher transcribed the interviews held with the Key informants on MS word software to ease the work of categorizing of the data. According to Baard (2015), “a qualitative research report will consist primarily of description and accordingly the basis of the analysis is a transcription of conversations or observation reports”(p.17). He also recommends that “for a data that is not very extensive with a few typed out interviews, simple functions in *word software* will be enough to process the data” (p.129).

The researcher used content analysis to organize the interview data in to categories and themes. Categories and themes were established before the collection of data and additional themes were also included that emanated from the transcribed data. The themes corresponded with the research questions and thus, data directly related to the research questions from the KIIs were categorized in themes and compared with data from other KIs taking into account the conceptual frameworks

guiding the analysis. The categories used were broad enough to maintain the specific and unique contexts of the interview data. Then the categories were analyzed based on the theoretical concepts discussed in Chapter two and interpretations were done for each of the cases in the study.

The researcher following the interview guide questions summarized and when necessary quotes were used for emphasis and to provide a rich and thick description including interview quotes to enable the reader their own interpretation and also enhance the quality of the research.. In relation, Yin (1981,p.60) had stated that to aid in analysis, interview responses on similar issues from different participants could be organized together. Runeson and Skitmore(2006) also emphasize that “qualitative research focuses on the generation of concepts and classifications to establish patterns in the data from which relationships may be established...an iterative process is required where much of the analysis is carried out while the data is collected”(p.58).

3.7. Reliability and validity

3.7.1. Reliability

Among the various classes of reliability estimates, the one used for this particular study is the test-retest reliability method. It is used to assess the consistency of a measure from one time to another. The researcher approached the selected same interview participants multiple times to obtain additional data and used the opportunity to request the participants to respond to the same questions that they have responded to before. The researcher found that their responses through time did not vary which added to the reliability of the data.

Cohen et al., (2015) had defined reliability “as a synonym for dependability, consistency and replicability over time, over instruments and over groups of respondents” (p.199). However, scholars disagree on the usage of the term and the methods used to test it for quantitative and qualitative researches. Cohen et al., (2015,p.201) cite scholars Lincoln and Guba (1985) who suggest the usage of terms such as ‘dependability’ or ‘trustworthiness’ among others to be used for measuring the reliability of qualitative research.

3.7.2. Validity

According to Winter (2000) cited in Cohen et al.,(2015) “in a qualitative data validity might be addressed through the honesty, depth, richness and scope of the data achieved, the participants approached, the extent of triangulation and the

disinterestedness or objectivity of the researcher”(p.179). The researcher provided a thick description of the data obtained from the interviews including the specific context information and also included direct quotes.

The researcher checked for researcher bias and was constantly aware to avoid a researcher bias and made sure to present the proper protocol in terms of tone, attitude, clothing were observed. In addition, the researcher undertook respondent validation by showing the recorded data back to the respondents to mitigate a research bias in recording the data. In undertaking the interviews the researcher made sure the questions asked were consistent with the conceptual framework applied in the study and reviewed constantly the framework to mitigate diversion from the appropriate questions.

Cohen et al.,(2015) argue that trying to impose terms such as generalizability, replicability , etc. from the quantitative research tradition on the qualitative paradigms would be absurd. They cite Lincoln and Guba, 1985; Bogdan and Biklen,1992 who outline some of the principles of validity in the qualitative paradigm including

The natural setting is the principle source of data; context-boundedness and ‘thick description’; holism in the research; the data are descriptive; concern for processes rather than outcome; data are presented in terms of the respondents rather than researchers; data are analyzed inductively... (p.180).

Some state that qualitative case studies have limited generalizability. However, according to Cohen et al,(2015,) , “the generalizability of single experiments can be extended by replication and multiple experiments so too case studies can be a part of a growing pool of data with multiple case studies contributing to greater generalizability”(p.294).

The researcher sought to increase the chance of transferability of the data by using multiple cases of study and providing a thick description for readers to deduct any observable transferable aspects from the data. In addition, the researcher used triangulation of data to ensure validity of the data which is discussed below.

3.7.2.1. Triangulation of data

The researcher used document review and observation to corroborate the evidence undertook in an in-depth interview with Key Informants. The researcher has diversified the source of data to include documentation from government bodies, key stakeholders such as youth federation and youth association and interviewed various stakeholders on the same issues.

Additionally, the researcher undertook in-depth interviews with participants of corresponding job descriptions and at various levels of hierarchy to see if the information matches. Managerial staff and officers were interviewed to ensure plausibility the data collected. The interviews accordingly were undertaken at the Ministry, City government (regional) sub city and *woreda* levels. As Beard(2010) explains,

Triangulation is one of the ways to ensure the plausibility of a qualitative research focuses on establishing the research on many different sources of information and include many different types of views. It could include data from observations, interviews and existing sources of documentation. Additionally, triangulation could also be done within a single data source. This could be done, for example, by interviewing the managerial staff as well as the employees and the support staff and the door keepers (p.138).

Mwanje(2001b) notes that “the major advantage of triangulation in qualitative research is that comprehensive information of the study topic can be offered by eliminating over-reliance on one single source of data. As a strategy, several methods can be put to play to gather information and allow for the crosschecking of facts” (p.41).According to Creswell (2007, p.207), validation in the qualitative inquiry consists of spending an extensive amount of time, providing a thick description and the proximity of the interviewer with the participants which will add value and accuracy to the data. Accordingly, the researcher was able to gather information on the tones, attitudes of the interviewees and was also able to do follow up questions and check the accuracies of the responses due to the time spent building trust while collecting documentation and observation. These are consistent with the validation strategies recommended by Creswell.

3.8. Researcher bias and reflexivity

The researcher exercised reflexivity and was continuously aware of the values, assumptions and biases towards the topic, the interviews and the organizations involved in the research. However, complete elimination of the biases is impossible and can only be reduced. Thus, the researcher also being a youth in Ethiopia and researching on the issue of youth participation in the country, clearly outlined the preconceived notions on the political, social and economic contexts and the issue of youth participation and the organizations involved and deliberately put aside the notions during data collection and analysis.

Creswell(2007) discussing validation stated that it also includes “substantive validation [meaning] understanding of one’s own understanding, understandings derived from other sources, and the documentation of this process in the written study. Self-reflection contributes to the validation of the work (p.206)”. Yanow(2007) emphasizes that “the researcher cannot stand outside the subject of study: more than just the five senses is involved in interpreting people’s acts, the language they employ, and the objects they create and use.”(p.407). In addition Yanow (2007) points out the fact that what the researcher learns is also impacted by their own presence and “...call for heightened degrees of reflexivity on the part of the researcher: explicit attention to the ways in which family background, personality, education, training, and other experience might well shape who and what the researcher is able to access, as well as the ways in which he makes sense of the generated data”(p.408).

3.9. Ethical consideration

Cohen et al (2015,p.77) cite “informed consent”, “privacy” and “anonymity” as some of the issues raised when considering ethics in a research.

The researcher first and foremost received the consent for cooperation at all the selected organizations. A cooperation letter addressed from Addis Ababa University to the concerned organizations citing the researcher’s position as a student and purpose for undertaking the research.

The researcher also made sure that the research participants really understood the implications of the research, the purposes and benefits of the research, obligations of confidentiality and the right to voluntary non-participation as per requirements outlined in Cohen et al(2015,p.80).

With regards to privacy, the researcher respected the rights of the respondents by not being intrusive and respecting the time and place suggested by the respondents. Additionally, with respect to anonymity, the researcher made sure identifying details about the respondents such as names, specific job titles were kept private and anonymous.

The researcher provided all participants with a Consent form (see appendix 1) to be signed by them once the researcher had explained the modalities and purpose of the research including the ethical considerations. Participants felt comfortable with a verbal consent and consented accordingly. The researcher observed that the participants felt relaxed once trust had been established and anonymity was guaranteed. This is thought to have mitigated the risk of non-response due to fear of retaliation from their bosses.

Chapter Four

Research Findings and Analysis

4.1. Introduction

The major aim of this chapter is to present the findings of the research and analyze and discuss them in order to answer the research questions raised in the beginning of the research in Chapter One. The research set out to explore the formulation and implementation processes by analyzing the role of key actors and their access and influence in policy formulation and implementation.

The findings were collected both from primary and secondary data. The primary data consisted of in depth interviews with Key informants at Federal, Regional and sub-regional levels in the youth sector i.e. the government's youth machinery and Youth associations involved in policy formulation and implementation. The secondary data involved the perusal of policies, strategies, packages and legal frameworks in the youth sector to help explore the *context, content, role of actors and the processes* involved in addition to the primary data gathered in the area.

The primary data from the Key Informants was used to answer the research questions raised with regards to the role of actors in the formulation of the policy documents, their access and level of influence, to explore challenges faced with regards to the capacity of key implementing partners in terms of existence of implementation processes such as availability of institutional mechanisms, resource needed to operationalize the NYP and subsequent policy packages in particular with respect to the latest revised package in operation.

In addition, review of secondary data was also used to answer the research question of exploring, briefly, changes in policy content over the years in the area of the promotion of youth political participation i.e. policy process and the various policy and legal provisions available to promote youth participation in the policy making process and implementation of the *NYP* and subsequent policy packages.

Data collected from the above sources both primary and secondary is organized according to the themes and elements in the data collected and correspond to the research questions, and analytical framework. The themes included the analysis of key actors, context, and process on the content of policies, changes of policy

content over time and across policies, strategies for youth participation in policymaking, challenges to youth actors and government, etc.

4.2. Analysis of key actors in youth policy formulation and implementation

The research identified the key actors in the policy formulation and implementation processes. The primary actor in the formulation and implementation process in terms of mandate and capacity is the Youth Sector of the Federal Ministry of Youth and Sports (MoYS) which currently is the Ministry of Women , Children and Youth and its counterpart at the Regional level, the Youth Sector of the Addis Ababa City government. Heads of Directorates, and Senior/junior Youth Program/Project Officers were part of the key informant interviews (KIIs).

Counter parts at Sub regional levels such as Sub city and *Woreda* youth bodies are merely secretariats and KIIs and review of policy documents has revealed their minimal role in Policy formulation and that they only focused on service delivery in the area of implementation. However, these sub regional actors have been included in this study to explore the strategies and mechanisms used for the promotion of youth participation in the policy process at their level and also to explore whether youth actors at the sub regional levels were involved in Policy formulation and implementation.

The sample at the Sub regional level entity - the Sub city selected was Bole Sub city and *Woreda* 13 .Their role according KIIs at the sub city and *woreda* levels is limited to implementation and specifically administration, monitoring, evaluation and mobilization for the various government projects. This is common to all sub cities and *woredas* in the city.

The key implementing partners of the government body and at a level secondary to the government bodies are the Youth Civic Societies and Associations organized under an umbrella organization – the Ethiopian Youth Federation at the National level and Regional Youth Federation at the regional level. In the case of this research, the regional organization is Addis Ababa Youth Federation.

Addis Ababa Youth Federation (AAYF) comprises of Addis Ababa Youth Association, the representatives of the Four Regional Youth Associations namely the Tigray Youth Association, the Amhara Youth Association, the Oromia Youth Association and the Southern Nations, Nationalities and Peoples (SNNP) Youth Association, the youth wing of the ruling party and Addis Ababa Youth Professionals

Association. Individual members of these member associations are the ones participating in the policy process mostly the ones in leadership positions according to KIIs.

Research findings show that a very minimal role is played by local and foreign Non-governmental Organizations (NGOs) and non-federated local Youth civic societies, associations and youth clubs in the formulation and implementation processes. Key Informant Interview (KII) and document review has revealed that their contribution in the policy formulation process in terms of access and influence is extremely low and thus, their role was not be explored in depth as it is also beyond the scope of this research. The case is worse for local NGOs and youth associations as foreign NGOs are at least involved intermittently at the federal level. However, the researcher hopes that other researchers would find a way to explore their relationship and influence in the policy making arena. The role of the above key actors, however, will be discussed below with respect to each of the federal and regional policy documents.

4.3. National and Regional Policy Formulation: Context, Content, Actors and Processes

4.3.1. National Policy formulation: Context, Content, Actors and Processes

4.3.1.1. The FDRE National Youth Policy

Context

According to the *NYP* (MoYSC ,2004,p.6), the context for the development of a national youth policy was the need to involve the largest cohort of the Ethiopian population- the youth which at the time constituted almost 30% in the national reconstruction and development efforts and also benefit from the results of development as indicated in the policy.

The country had, a few decades earlier in 1991, ended the military dictatorship of the Dergue regime and was being led by a transitional government until the formulation of the 1995 Constitution. The country which was just recovering from the banning of associations especially youth associations from various sectors in the *Dergue* regime re-entered the arena to address the issues of the Ethiopian youth.

History of the political involvement of the youth to safeguard their interests and benefits shows that the Ethiopian youth had suffered tremendously under consecutive regimes in recent history. During the imperial regime, youth students

were active in mobilizing the youth and the community in addressing social, political, economic injustices. As mentioned above, the trend continued for the marginalization of the youth and the labeling of youth as disruptors of peace.

With the formulation of the new constitution, and a hope for a democratic government, the struggle to address the issues of youth and support for the participation of youth in the country's development started. The 1995 constitution stipulates under Article 31 "the freedom of association for every person for any cause or purpose" under which youth can enjoy the benefits of mobilizing to safeguard their interests. Moreover, Article 43 states the "right to development [of] nationals to participate in national development and to be consulted with respect to policies and projects affecting their community". It also adds that "the aim of such development activities shall be to enhance the capacity of citizens for development and to meet their basic needs". The constitution under Article 35 also provides for women "the right to full consultation in the formulation of national development policies, the designing and execution of projects and specifically projects affecting the interests of women". Article 29 states the "democratic rights" consisting of "the right of thought, opinion and expression".

Despite the backdrop of the above provisions that could benefit the youth mostly as a subset of Nationals though not specially mentioning the youth, a concerted effort to tackle the social and economic issues facing the youth in terms of having a dedicated policy championing the rights of the youth and their development was not in place. In fact, there was not a Ministry handling youth issues and only regional bureaus handled youth affairs with no policy framework according to various KIs from the government and youth associations.

Despite the existence of efforts by the government and other Nongovernmental organizations including youth associations, it was evident that in order to galvanize the efforts made by all the actors, an organization with full responsibility to coordinate the work had to be instituted in October 2001 as the Ministry of Youth, Sports and Culture according to the Federal Negarit Gazeta Proclamation No.256/2001. Some of its responsibilities specifically related to youth were to

initiate policies and laws relating to the youth and upon approval follow up on their implementation, create an environment conducive to the emergence of a healthy and

responsible youth, provide the necessary support to enable the youth to actively participate in the building of a democratic society based on the principles enshrined in the constitution (Article 21).

During the process of filling this policy gap, there were concurrent activities in policy formulation that were taking place which were not seen as positive by many such as the Federal Negarit Gazeta proclamation (No.384/2004) cited as “Vagrancy Control Proclamation” passed on 27th January 2004 which claimed “to provide for controlling vagrancy which was increasing and wide-spread and a threat to the tranquility of the people”. It further states that “in order to permanently get rid of this threat, criminals need to be brought to justice and create conditions for social rehabilitation”.

In addition to the political factor influencing the development of the National Youth Policy (NYP) there were social and economic contexts which influenced its development and content. According to the government data cited in the NYP (MoYSC,2004), “44% of the country’s population was below the absolute poverty line and the youth were carrying the burden. Wide spread unemployment was one of the manifestations of this poverty and to exacerbate matters, there was a gap in the supply of skilled labor and the high demand on the other hand”(p.11).

According to a National Labor Force Survey by the Central Statistical Authority used in the National Youth Policy (MoYSC,2004,p11), 1,890,249 persons in the age range of 15-64 were unemployed and out of that 1,260,177 (67%) were youth. The number of female unemployed youth is staggering at 899,426(71.4%) and the males were 360,751 (28.6%).According to the National Youth Policy Implementation Manual (NYPIM) (MoYS,2005,p.24), the NYP was also driven by the highly prevalent HIV/AIDS pandemic which actually put HIV/AIDS and Youth as a stand-alone policy issue in the NYP due to the push by various sectors. The prevalence was high among the 15 -24 and 25 -30 age groups as per reports of Ministry of Health in 2004.

The NYP Implementation Manual (MoYS,2005,p.70) emphasizes the need for education and also “extracurricular activities to engage youth and support them in identifying their natural inclinations, developing their special talents and assimilating comprehensive knowledge”(p.70). Despite this indication, there is evidence that the education and training lacks in helping achieve those goals due to problems in

implementation and shortage of capacity according to various government data and KIIs. The same is true for youth centers which are crucial for youth mental development, leisure and as a way to for youth to socialize with peers and develop their talents and skills. The lack of comprehensive and fully equipped centers has driven the youth to spend time in places that are undesirable and inappropriate.

The above analysis of the political, economic and social contexts which influenced the National Youth Policy development and content shows that it was highly imperative that the government intervened to alleviate the problems and enhance the capacities of the youth to become partners and participants in the development and democratization process.

Content

The NYP Implementation Manual (MoYS,2005,p.5) states the rationale for the policy direction to be taken. The document claims to be influenced in development and content by global frameworks and studies such as the 2001 UNICEF and Common Wealth studies on youth and development. The NYP and its implementation strategies were thus “formulated taking into account the rights’ needs, participation, benefits, contributions and results(outcomes) of youth as a section of society integrated with the general national and regional development directions overall macro and micro(economic) development direction rather than treating youth issues in different development sectors only”. (MoYS,2005,p.5)

The rationale and contents of the *NYP*, according to the National Youth Policy Implementation Manual (MoYS,2005,p.5) are based on the following “key youth development issues” that are deemed necessary to bring about “sustainable development”:

1. Rights based participation and benefits
2. Gender roles, equitable participation and benefits
3. Entrepreneurship issues
4. Education and training issues
5. HIV/AIDS issues
6. Mental health needs and reproductive health issues
7. Economic issues
8. Capacity building issues, and
9. Foreign relation service and advocacy

The vision of the policy as stated in the *NYP* (MoYSC, 2004) is “to create an empowered young generation with democratic outlook and ideals, equipped with knowledge and professional skills, get organized and built on ethical integrity”(p.19). Its objective is “to bring about the active participation of youth in the building of a democratic system and good governance as well as in the economic, social and cultural activities in an organized manner and to enable them to fairly benefit from the results”(P.19).

Basic principles of the *NYP* cited in the document (MoYSC,2004, p.21) include: ensuring youth to be active participants and beneficiaries from democratization and economic development activities; bringing about unity through recognition and respect of diversity; getting organized freely and make coordinated move to protect rights and interests and, Youth capacity building.

The *NYP* did not have a time limit. However, there was a provision for revision meetings to be held every five years to deal with issues such as questions that might arise during implementation and issues due to information limitations. (MoYSC,2004,p.52).

Actors and processes

The content of the policy was also informed by the findings of the *comprehensive study on the situation of youth* done by the task force established for the purpose. The task force involved actors from various bodies including relevant government institutions, non-governmental offices and representatives of youth associations according to the *NYP* (MoYSC,2004,p.1).

In terms of the actors and processes involved in the formulation phase, a Key Informant Interview (KII) with Senior Official at the Ministry who was part of the committee formed to undertake the formulation of the *NYP* indicated that

There was active involvement of all government sectors, and international NGOs were invited for consultations such as UNICEF, World Bank, CRDA etc. Most of the actors were keen to participate as it related to their field of work on reproductive health and prevention and combating of HIV/AIDS. (KII 1)

According to the *NYP Implementation Manual* (MoYS,2005) the National Youth Policy formulation process saw the involvement of various stakeholders and

partners from government ministries, regional bodies and the youth. The *NYP Implementation Manual* (MoYS, 2005) states that the policy development process

started with the formation of a 25 member taskforce drawn from 16 federal level governmental and non-governmental organizations. The taskforce conducted the study which became the basis for the National Youth policy. The study reviewed and identified the problems, needs, feelings, and expectations of the youth and cited possible solutions (p.6).

Speaking on the initial stages of the establishment of a task force, KII with Senior Official from the Ministry revealed that

In the beginning there was a Committee. The committee started with only 2 people and grew to include representatives from various governmental and non-governmental organizations. (KII,1)

The draft policy framework according to the *NYP Implementation Manual* (2005) and a Key informant Interview with Senior Officials from the Ministry and the National Youth Federation, was presented for discussion by stakeholders at consultation programs and workshops conducted at various levels. It was then developed further by adding the suggestions from the stakeholders. The youth were involved in the process directly and indirectly through their representations.

According to the *NYP Implementation Manual* (MoYs,2005),

the draft policy was discussed in the eight national regional states and two city government-Addis Ababa and Dire Dawa in January and February 2003 for 2 days. It is noted that 1,948(56.7%) youth and 449(23%) representatives of various sections of society were involved in the discussions.(p.7)

Additionally, the *NYP Implementation Manual* details the process as follows:

Deliberation forums for two days were held by the youth directly at national level, regional and kebele level in the city of Addis Ababa with 1400, 1300, and 20000 youth participating in the events. Higher level cabinet members, the national Policy Steering Committee and other stakeholders also held such deliberation forums separately. A one-day

deliberation meeting was also held attended by representatives of 49 non-governmental partners in Addis Ababa. (p.7)

In terms of the participation of the youth, KII with the Senior Official at the Ministry revealed that

The youth participated through their representations in the discussion platforms. Key issues that were raised were the issue of HIV/AIDS, unemployment, age bracket for youth, and the issue of being able to freely organize and associate. Mechanisms and platforms for discussions were organized in the regions and in city governments on issues particularly on population, reproductive health HIV /AIDS etc. After the consultations on the draft document, the final draft was submitted to the cabinet of Ministers. It was commented on and after multiple rounds was finally accepted. “ (KII,1)

In terms of youth participation in formulation and implementation, the above mentioned Key Informant noted that during formulation there were many youth clubs involved however they did not have one voice and were dispersed.

4.3.1. 2 .Ethiopian Urban Youth Growth Package

Context

After the launch of the NYP in 2004, the formulation of the National Youth Policy Implementation Manual (NYPIM) in 2005 and the formulation of a Ten Year Youth Development Strategic Plan and a Five Year Sectoral Developmental Plan by MoYS, the government through the MoYS launched the Ethiopian Urban Youth Growth Package in 2006. According to a KII with a Senior Official from the Ministry who was working at the Ministry at the time,

Despite the formulation of the Ten Year Youth Development Strategic Plan and a Five Year Sectoral Developmental Plan by MoYS, the plans were scrapped after we worked so hard on it. We were not given any explanation for this action. We just know it came from high up the ranks.(KII,1)

Scholars on youth advocacy hail the development of the package as a significant political intervention where the government showed its intention to view

the youth differently as a resource and not as a threat at least on paper, especially, in the urban areas of the country. The package was developed in the aftermath of the May 2005 elections that saw the youth airing out their grievances in socio-economic and political areas affecting their lives. This prompted various actions by the government to address youth unemployment, instead of adhering to the rhetoric that the youth are “vagrants” as per the proclamation that came out in 2004. The youth began to be looked at as a force not easy to be neglected and possibly as drivers of the national growth of the country.

According to the *Ethiopian Urban Youth Growth Package* (MoYS,2006), “the government’s and society’s effort to build the youth had not been as expected and has been minimal”(p2). Accordingly, the government seems to admit that “the economic, social and political problems that the youth face have created frustration and exclusion in them. This exclusion will jeopardize the democratic system building and thus there’s a need to address this challenge by studying its cause in detail and solve the problem without delays”(p.11).

Issues that were raised in the package (MoYS,2006, pp.4 – 12) as key problems were

- Unemployment
- Adequate social services and recreational centers
- The need for platforms to ensure a wider youth participation (in decision making)

With regards to ensuring a wider youth participation, the government in the package MoYS(2006) has admitted “the gaps and recognized that the youth have been sidelined from dealing with their problems and good governance issues. Additionally, there aren’t adequate platforms for youth to express their thoughts, participate in formulation and implementation”(p.2).

Content

Although the title of the *Ethiopian Urban Youth Growth Package* (2006) indicates that its focus is on the urban youth, upon exploration of the package it addresses both the rural and urban youth. The EUYGP (2006,p.10) indicated that the youth used to be considered as a source of destruction and mishandling youth was the norm in many areas. It also recognized that there has not been a mechanism and a system for the youth to participate in societal issues and issues concerning themselves

in a wide and organized manner. The package also stressed on the need for the youth to create their own platforms in addition to the ones created by the government and non-governmental organizations.

Actors and Processes

A review of secondary data obtained from government bodies including the EUYGP do not reveal the process involved in the formulation of the package nor does it state in the document the entity responsible for the formulation of the document and the actors involved. KII with Senior official (*KII 1*) from the Ministry and additionally from the National Youth Federation (*KII 2*) also reveal that it was formulated and developed at levels higher than the Ministry. However, KII with a representative (*KII 2*) at the Ethiopian (National) Youth Federation indicated that there were a few discussions undertaken by the government mostly through its own government channels to identify what challenges the youth were facing.

Many youth advocates also suggest that the role of stakeholders especially from the youth in the formulation of the package was non-existent. A Youth researcher and Advocate Dr.Eyob B. GebreMariam in his article in the Institute of Development Studies (IDS) bulletin entitled “The Politics of Youth Employment and Policy Processes” also stated that the formulation process was relegated to high level officials in the Prime Minister’s office and the Federal Ministry for Youth and Sports had to implement it. (GebreMariam, 2017, p.45)

The package was formulated with no specified time limit for its implementation, however, government officials interviewed argue that it was meant for Ten years. In June 2017, the revised package was published. The responsible body to undertake the revision of the package was the Ministry of Youth and Sports as per the indication in the National Youth Policy and the Implementation Manual.

4.3.1. 3. Ethiopian Youth Development and Transformation Strategy and Package

Context

According to the *Ethiopian Youth Development and Transformation Strategy* (MoYS,2017), after ten years of the implementation of the *Ethiopian Urban Youth Growth Package*(2006), the package was due for a revision given the changing circumstances. However, in reality, there was no mention of a 10 year limit on the

Ethiopian Urban Youth Growth Package. This was just the explanation given by the Ministry. The *Ethiopian Youth Development and Transformation Package* (MoYS,2017) was published in 2017.

The *Ethiopian Youth Development and Transformation Strategy* (2017,p.vi) which the package was based on indicated that despite the progress achieved by the package and other youth focused initiatives, there are still unaddressed needs and new demand together with the national growth. Therefore, the strategy pointed out that in order to increase the participation of the youth and their benefit and in turn move the country in to medium income countries, there is a need to enable youth to play a key role in an organized youth setting and thus, the need for a current and up to date youth package was paramount. In addition, the strategy and package emphasized the need to address the prevailing economic problems faced by the youth such as unemployment and in the social sphere, the need to enhance and construct youth personality development centers to contribute to the mental development of the youth.

In the political context, as per the strategy (MoYS,2017,p.8) and package, the youth were still dealing with lack of adequate platforms to discuss and voice out their opinions. This has had an impact for a disharmonious relation among youth. Additionally, the prevailing context revealed that political leaderships at various levels were less motivated and interested to reach out to the youth and discuss with them. Another frustrating point to the youth was broken promises and narrow and limited venues for the youth to air out their grievances. The strategy also recognized there were shortcomings in terms of building positive attitudinal changes through civic and ethics education which led the youth to vent their frustration and end up being victims of extremism and negative forces.

The above political and socioeconomic contexts were also shared by policy analysts who attribute the revision at this time due to the pressure from youth in the recent years in various regions on socio-economic and political problems affecting them. This included unemployment, maladministration and governance issues and lack of or inadequate mechanisms for youth to voice out their concern and be heard.

According to the strategy (2017,pp.8-9), there is a gap in the way the various youth associations mobilize their members around the various youth needs. Additionally, the weakness of the youth associations is evident in terms of their inadequacy in mobilizing their funds instead relying on the government and unable to create other youth organizations, and lack of focus towards them by stakeholders have

prevented them from enjoying a fruitful and coordinated relationship with the government.

Content

The major aim of the package (MoYS,2017, p.11) is “to ensure the organized and active participation of the youth in the building of country’s economic, social and political system and ensure they benefit fairly”. Specific goals include “enabling the youth to contribute to the economic development of their country, a social aware and with a citizen mentality and empowering youth associations and develop their decision making role and strengthen their political participation” (MoYS,2017).

The principles stated in the Package include

ensuring the participation of the youth and their fair benefit,
ensuring the participation youth women and their fair benefit,
supporting disabled and special needs youth , creating a united
political and economic society and accepting diversity, free
association for youth to ensure their rights and benefits, and
promoting transparency and accountability.(p.12)

The strategy (as well as the package) focused on the following key issues (MoYS,2017, p.15):

- Changing the attitude of the youth and society and ensure the benefit of the youth
- Ensuring youth economic participation and benefit
- Developing youth social participation and benefit
- Developing youth political participation and benefit

Actors and Processes

KII with officials at the Ministry (*KII 1, 3,4*) reveal that the formulation of the strategy and package saw the participation of various sectors from the government at various levels . One of the Key informants (*KII 4*) involved in the process of the formulation of the strategy and the revision of the package described the process as follows

The process started with assessments involving of all concerned stakeholders, the Ministry of Youth and Sports, Ministry of Women and Children, Youth associations, Youth league, Youth Federation, sector government ministries, NGOs. (*KII 4*)

Additionally, the Key informant stated that

Focus Group Discussions (FGDs) were undertaken with relevant groups including religious and clan leaders. Triangulation was used to verify the information collected through standard questionnaire, FGDs and observation up to *woreda* levels. The data was revised again and second round assessments were undertaken in the rural and urban areas. The data informed the formulation of the strategy.(KII 4)

Another Key informant (*KII 3*) at the Ministry stated the following regarding the role of international partners:

We invited international organizations such as the UN bodies i.e. UNFPA and others to discuss on the document and a 2nd round of discussions was undertaken upon their invitation.
(KII 3)

4.3.2. Regional Policy Formulation: Context, Content, Actors and Processes

As per Article 51 of the the FDRE constitution (FDRE,1995), the power and functions of the Federal government includes “the formulation and implementation of the country’s policies, strategies and plans in respect of overall economic , social and development matters”. Regarding the role of the State/Region, Article 52 of the same constitution stipulates that “the State shall formulate and execute economic, social and development policies, strategies and plans of the state”.

Additionally, the Federal Negarit Gazeta of the FDRE, proclamation No.361/2003 dated 24th July 2003 with regards to the *Addis Ababa City Government Revised Charter* under Article 11 (1) states that “the City Government shall have the power to make laws” ,and under 11(2) “has the power to issue and implement policies”. Under sub article 11(b) it states that “the City Government shall have the power to approve and implement economic and social development plans”. In relation, “the City Council” under Article 14 (2 a), “has the power to adopt policies on matters falling within the purview of its power”.

The following sections deal with the exercise of this right given to the City Government of Addis Ababa.

4.3.2.1 Addis Ababa City Government Youth Growth Package

Context and content

KII with officers (*KII 5,6,7*) at Addis Ababa City Government Youth Bureau indicated that the same year the Federal Youth Development package was launched; the *Addis Ababa City Government Youth Growth Package*(2006) was also formulated for the next 5 years (2006 – 2010). Additionally, the first city level package used the federal package as a framework and retained the ones that applied to the urban youth of the city of Addis Ababa according to KIIs with KIs at the youth bureau.

KII with Youth Sector officials (*KII 6, 7*) indicated that there was a lot of effort to address the problems of the youth in Addis Ababa given the political context where the ruling party had totally lost the election in the city a year earlier in 2005. The government was rushing to salvage its standing in the eyes of the youth and mend the relationship. It was also the same time when the Youth forum was formed by the government. The city was also run by a trustee government from 2006 to 2008.

Efforts to access the package were unsuccessful. KIs do not seem to have the document at all. Discussion on the content is limited to KIIs and government reports referencing the 2006 package. However, this issue did not affect the goal of the research which is the exploration of the actors and processes involved.

Actors and processes

KII with an Officer (*KII 11*) from the Ethiopian (National) Youth Federation indicated that prior to the formulation of the package the government undertook some discussions with the youth Association at national and city level. KII with officers from the A.A Youth Bureau (*KII 5, 6, 7*) indicated that the package heavily relied on the Federal package which did not see the involvement of key actors. The A.A level package was also reproduced with the same content and context except for a few minor modifications. It was unclear whether other actors were involved.

However, the *Addis Ababa Youth Development Package*(2014,p.2), 2014-2018 indicated that the youth and the society at large developed the city level package before its launch. Details on the actors involved are not available from the A.A Youth Development Package (2014) and documents detailing the formulation process were not available upon request.

4.3.2.2. Addis Ababa City Government Youth Development Package

Context

The *Addis Ababa City Government Youth Development Package* (Addis Ababa City Government Women Children & Youth Bureau(AACGW CYB , n.d.) was launched in 2014 to last for the next 5 years (2014 – 2018) as per the city government’s 5 year strategic plans which are revised every 5 years.

More than five years after the *Ethiopian Urban Growth Package* (2006) was developed, the A.A level revised package was launched. As per KII with an officer (*KII 6*) at the City’s Youth Sector Bureau,

It was overdue for revisions in line with current socio-economic and political contexts and needs of the youth. Thus, the bureau without waiting for the Federal level package to be revised undertook the formulation of the package.

The package estimated the population of A.A City government,at the time of the formulation of the revised policy, at more than 3,040,740 out of which 42.5 percent was youth at 1,292,314.5(p.1). It also put the issue of unemployment as the number one cause of youth problems. It also identified reasons for the high number of unemployment among the youth as: “too much focus on hired work, low motivation for entrepreneurship, lack of development of atypical job fields, the low involvement of the private sector in the job creation etc” (p.1).

The package also identifies the lack of adequate youth centers, sport recreation centers, cinema theatre and library facilities for the youth as important issues to be addressed in the efforts to model youth in exemplary ethical role, healthy and productive citizens. (P.3).Accordingly, “this had forced youth –those who are inside school and outside to spend their pass time in inappropriate places and with exposure to drugs, prostitution, beggary, youth delinquency, HIV/AIDS, STDs etc.” (P.3).

According to the package, the economic, social and political contexts are described as follows:

Despite major achievements in economic, social and political spheres, the data indicates that a lot has to be done to reach the targets set for the package. Youth economic participation

had increased similarly; female youth participation was 47.6 % as compared to the male youth. (P.4)

In the social sphere, “efforts were made to increase the number of youth centers, health centers. In the education sector, despite the establishment of schools private and governmental, there was a lower participation of youth”(AACGWCYB, n.d.,p.5).

According to the *Addis Ababa City Government Youth Development Package* (n.d,p.6) ,another area where youth participation is seen to be high is the youth volunteer service. The A.A City government bureau coordinates the service and more than 2 million youth participated over the course of three years from 2009 to 2011.

In the political sphere, the package states that “the A.A City Government Youth bureau has been organizing Youth participation and Mobilization conferences as part of the National, regional and sub-regional conferences. The conferences were done on an annual basis from 2009 to 2010” (P.6). However, from 2011 to 2013 the conferences did not take place and no justifications were provided in the package or during the KIIs with government officials.

The package adds that “despite the increase in youth participation in the Councils at lower level of administration – the *woredas* – was high; their participation is significantly lower at Sub city and city levels. This is despite the significant progress made in creating a quota of 30 percent to be covered by the youth” (p.6).

Content

The package states that “the formulation of the revised city level package is informed by the findings from the assessment of the 1st package’s strengths, weaknesses, challenges and the current situation of the Addis Ababa youth”(AACGWCYB,p.7).

The package (AACGWCYB,p.8) planned for 2014 – 2018 states that it had the vision of bolstering the efforts already started in the previous package and envisioned a youth with a fully developed personality development and actively participates in nation building. The goals in the economic sphere were to speed up the city’s economic development to increase participation from the society. Socially, strive to create a holistic social change through social development programs designed by the government and for youth to heavily participate. Politically, it strived

for the promotion of an organized and active participation of the youth in the efforts to create a democratic environment and promote good governance.

The strategies used for the implementation included “using the youth as a partner in solving the challenges facing the youth” (AACAWCYB, n.d p.9) and in addition, according to the package (p.9). Enabling the youth to understand their role in problem solving; facilitating platforms for youth to exercise their problem solving activities; create capacity building for youth to ensure their capacity to efficiently participate –educational, skills and leadership capacity, and enable the youth to create organizations in their interests and for common and shared questions.

The other strategy is “for the government to efficiently undertake its role as a support body”(p.9). It uses the following means to implement it:

- Promoting and creating platforms that ensure the availability of opportunities for youth participation
- Increasing the leadership capacity of youth to play a meaningful role in the society and also solving their own problems

Actors and processes

A government document published by A.A Women, Children and Youth Affairs Bureau entitled *5th City level Youth Mobilization and Participation Conference* (AAWCYAB,2014) indicate that “the formulation of the revised city level package saw the participation of concerned bodies in the area of youth and the youth themselves” (p.31). KII with an Official(KII 5) from the Youth sector Bureau at A.A City government indicated that the formulation involved key stakeholders from government bodies relevant to the youth sector and youth associations.

4.3.2.3. Addis Ababa City Government Youth Development and Growth Package

Context

In May 2017, the *A.A City Government Youth Development and Growth Package (2017 – 2022)* (Youth and Sports Bureau, 2017) was released same time as the revised (National) *Ethiopian Youth Development and Transformation Package*. This revision was made despite the fact that the (2014 – 2018) *A.A City Government Youth Growth Package* was still in progress. This package was scrapped and replaced by the latest package. There are no official reasons given for the overlap. However, KII with an officer (*KII 7*) from the A.A Youth Sector bureau indicated the following:

It was decided from Federal level that we have to now follow the revised federal package. And what is mostly done is cascade the same Federal document to the regional levels

Content

The motivation for the 2017 A.A City Government Youth Development and Growth Package (2017 – 2022) as described in the document was “to be able to better prepare to deal with the ever increasing problems of the youth and to build on the past 10 years of experience, outcome, and challenges”(P.19). The package, as per the previous two packages, primarily focused on alleviating the economic challenges of the youth via addressing the issue of unemployment.

In terms of addressing the issue of youth participation in the formulation of policies, packages and in general being part of the problem solvers in the last 5 years, the package(2017) indicates “the rise in youth participation both in direct and in direct participation”(p.14). It also indicates “the continued progress in terms of increasing youth representation in the city’s councils at various levels of administration. In the 2013 City elections, efforts have been made accordingly in the representative democracy arena” (P.14).

With regards to one of the major focus areas of this research, youth’s nonpolitical indirect representation, the package (2014,p.15) indicates that efforts were made to promote youth participation in planning and implementation. However, participation remains low. Findings of this research from document review and KIIs indicate that during the implementation period of 2014 – 2018 of the 2nd A.A City Government Youth Growth Package, there were conferences held in 2014, and 2016. As the conferences were supposed to be held annually, there were obvious gaps in 2015 and 2017 and justifications were not issued for these interruptions.

The package indicated that “despite the role played by youth associations/organizations in the building of political and democratic systems, the role of various clubs, networks, associations in the city have not been adequate”(Youth & Sports Bureau, 2017,p.17). Below is an excerpt from the package.

Challenges for this included not having a sustainable goal as their establishment and foundation, based only on current events, weak mobilization of the non-organized youth, lack of focus on crucial issues affecting the youth such as

unemployment, limitation in having a strengthened advocacy structure, lack of monitoring in ensuring that the structures from city to the lowest levels of administration are synced and strengthened to have a meaningful influence.(p.17)

The political goals included “supporting and enabling associations, developing the decision making role of the youth and developing their political participation to not tolerate maladministration, corruption and rent seeking”(p.21). As one of its principles, it has put as a priority “the participation of the youth and specifically the participation of young women and their fair benefit”(P.21). Under “ensuring the political participation and benefit of the youth”, the following goals in Box 2 are indicated (2017,pp.44-47)

Goal 1: organizing platforms that promote and develop the participation and benefit of the youth.

Goal 2: Create suitable conditions and support for youth to be organized and ensure their own political benefits

Goal 3: Increasing and developing the decision making role of the youth at various levels

Goal 4: Building national consensus

Goal 5: Developing the participation and benefit of youth in building the principle of peace

Goal 6: Solving challenges in good governance raised by youth

Box 2. Goals for the AA Youth Development Package (2014)

Source: Youth and Sports Bureau(2017,pp44-47)

In order to monitor the progress and provide support accordingly, the package follows the same structures stipulated in the national/federal package. The *A.A City Council* plays a supervising role in addition to the *City Government Youth Participation and Benefit Coordinating Committee*. This committee is led by the highest levels of management in government and youth associations. This committee has a technical committee under it composed of higher and medium level management from government body and youth associations that do professional work

and propose decisions to be approved by the coordinating committee.(2017, pp.56-61)

Actors and processes

Getting workshop documents on the formulations and minutes was difficult as they were considered confidential by the government officials and thus reliance on multiple KIIs was the only option.

KII with the officers at A.A City Youth Sector Bureau who participated in the formulation process indicated:

the process involved various government sectors at city level, A.A Youth Federation, A.A Youth Association and youth federation. The formulation period took 15 days with the relevant stakeholders

The name of the youth associations involved in the formulation process was not provided by the KI and the KI was also hesitant to explain further. However, a follow up question indicated that it only included the associations under the Youth Federation composed of the four Regional Youth association representatives, and A.A Youth Association. Non-governmental organizations and other civil societies were not invited. Why the NGOs were excluded from the consultations was not clear.

However, the KI stated that the laws forbid NGOs to participate and that only accredited youth associations are allowed to participate. The accreditation according to the KI is done by the Charities and Societies Agency. Nevertheless, the Proclamation no.621/2009 dated 13th February 2009 from the Federal Negarit Gazeta which the KI referred to does not clearly specify or limit the participation of NGOs or Charities and Societies. It lists the activities of the Charities and Societies including “works on the advancement of welfare for society, and the youth, capacity building, human and democratic rights, promoting the right of children etc.It, however, does not stipulate the mode of involvement in policy formulation and development.

Additionally, *youth groups* which are frequently mentioned together with the youth federations are the *youth clubs* available at the Youth Centers at *woreda* level which were initially envisioned to be organized on various economic, social and political issues. However, these *youth clubs* in particular, are not adequately capacitated and in reality, focus mostly on health issues like HIV/AIDS prevention as per the researcher’s observation and KIIs. And more importantly, according to KIIs

from the Youth bureau, these clubs are not accredited by the Charities and Societies Agency as they do not fulfill the supposed pre-requisites to become accepted and are not part of the policy making process.

4.3.3. Overview of changes in policy content in the promotion of youth participation in policy formulation and implementation

As the focus of the research is on the participation of stakeholders in the policy formulation process in particular the participation of the youth, a brief discussion of key areas of emphasis in the policy documents includes their stance on strategies , mechanisms and any legal frameworks to promote the participation of youth in policy formulation and implementation and related institutional mechanisms and strategies for operationalizing those strategies at the level of the various levels of government and the key implementing partners , the Youth Association.

A document review of the *NYP*, the *Ethiopian Urban Growth Package* (2006), the *National Youth Development and Transformation Package* (2017) and the corresponding Addis Ababa City government packages reveal a significant similarity and only show a slight difference in detailing out the administrative structures needed to implement the policy documents. The content remains the same.

Analysis of the content of the National/Federal package and Regional/ City level package for A.A City Government shows that the two documents are quite identical in terms of priorities, strategies and implementation strategies. However, the variation is shown in the fact that the National package addresses in separate sections both youth in the rural and urban areas while the A.A city level package addresses the issues of urban youth only. Additionally, A.A city level package specified the concerned administrative structures needed to implement the package which is to be expected. There was little effort to tailor the specific activities to fit the city's peculiarities. The Federal package had already addressed, and by extension has limited, the range of areas and scope the city's package could cover.

The issue of considering youth as a resource was in existence since the formulation of the *NYP* in 2004 despite the lack of a vigorous approach to implement it on the ground. This approach continued over the years with the rest of the strategies and policy packages. With regards to the creation of free and independent youth associations, youth clubs etc. , the *NYP*(2004) together with its *National Youth Policy Implementation Manual* (2005) were very explicit on the mode of creation of a Youth

body in the form of a Youth Council to coordinate and integrate various youth associations made of independent youth alone.

The youth packages that followed, however, abandoned the idea of the Youth Councils and were replaced by the Youth Forum (*different in objective and constitution with the Nationwide Youth Forum stated in the NYP*), and the Youth Federations were repositioned to play the role of Youth Councils. However, the mode of operation, organizational processes, and elections etc. of these new entities were not clearly detailed in the packages. The structures and bodies that were adopted by stakeholders during the policy making process were disregarded without an explanation. A review of the amenities and power ascribed to the Youth Councils and the newly formed structures shows that there is a substantial difference. In the latter, their power, inclusivity and autonomy are highly reduced.

According to the *NYP Implementation Manual* (MoYS,2005,),

the Federal and Regional Youth Councils are given the responsibility to coordinate activities of youth associations, clubs and other movements. The regional youth councils are established by representatives elected from among the leaders of the regional youth associations. Likewise, the Federal Youth Council is established by democratically elected representatives of the regional youth councils (p.102).

The current practice of having regional/federal youth associations in place of Youth Councils and in the case of the city of Addis Ababa, a Youth Federation comprising of the Addis Ababa Youth Association (excluding other non-governmental Youth Associations), the youth wing of the ruling party (youth league) and representatives of the four regional youth associations (Amhara, Oromo, Tigray and SNNP) is a total contradiction to the tenets described in the *NYP*. Moreover, the inclusion of the youth wing of the ruling political party at every level of administrative structure in the A.A Youth Federation shows unfairness towards youth wings of other political parties.

With regards to promoting the exercise of democratic values among the youth, the *NYP Implementation Manual* (MoYS,2005) states that the key implementing body, the Ministry shall

organize sessions where different political parties can present their alternative programs for the youth during and outside

election seasons, so as to enable the youth play a meaningful role in efforts to establish a democratic system, justice and good governance. (p.60)

This is in line with the responsibility given to the Ministry in the *NYP* to promote the participation of youth in the democratic process. Additionally, the *NYP Implementation Manual*(2005) states that “the Ministry shall take measures to make youth have a proper awareness and understanding of human and democratic rights to promote their participation in building a system of peace, justice and good governance and in general enhance their capacity to implement the NYP”(p.59).

Additionally, in the area of monitoring and evaluation of the implementation of the policies and participation of key stakeholders, the *NYP* (2004,pp.45-47) had detailed a comprehensive framework in terms of the establishment of structures such as the *Consortium of Non-Governmental Bodies* comprised of civil society institutions and the private sector both at the federal and regional levels in order to avoid duplications, and a *Nationwide Youth Forum* at the federal level through the coordination of the Ministry which should comprise of representatives from *Inter-federal Government Offices Committee*, the *Consortium of Non-government bodies*, youth councils, regional youth forums and regional youth bureaus. Accordingly, it calls for the regular consultation between Federal and Regional Youth Bureaus. The above mentioned bodies have not been established and neither are the regular consultations being implemented especially those relating to non-governmental bodies. This shows that various actors are excluded in the formulation and implementation processes.

An issue that all policy documents share is the lack of a mechanism or framework that is comprehensive to sustainably enhance the capacity of the key implementing partners i.e. youth associations and federations and provide a structured mode of engagement for their support- financial or otherwise. A new initiative that was included in the revised *Youth Development and Transformation Package*(MoYS,2017,p.65) was the section for the establishment of a financial means to implement the overall package which was absent in previous years.

A key observation in the packages and strategies formulated after the *NYP* and the *NYP Implementation Manual* is the little to no reference to the *NYP* strategies and its Implementation Manual. A passing remark on the existence of a NYP is observed, however, the relation ends there. The strategy which was developed in 2017 as per

KIs at the City level who were participants in the formulation stage indicate that it was not under the framework of the NYP that the package was formulated despite the insistence by other KIs at the Ministry level. This shows a lack of communication and understanding and lack of clarity of vision which could impede the NYP's implementation and make it difficult to measure progress.

In summary, there are very few areas where the recent package addressed that the previous packages and *NYP* did not address i.e. the issue of youth funds. At the same time, there are areas where the revised package took a couple of steps backwards with regards to safeguarding and specifying the independent association and inclusion of youth organizations in the policy process. Despite the term “revised” being used to mean that there are strategies and mechanisms that are revised, the revised package was for the most part a repetition without dynamic changes.

4.4. Access to and level of influence over policy formulation and implementation

4.4.1. Access to policy formulation and implementation

According to Holtom et al., (2016), models of involvement i.e. their access in the policy making process include “Formal collaborative models; More informal or ad hoc collaborative models; Facilitative and Enabling models; and Confrontational models” (pp.12-13). The researcher has adopted this model to analyze the findings in response to the research question. Accordingly, KII with key participants on the National and A.A city Government level policy formulations and review of secondary data indicate that in some aspects the formulation processes in the past were combinations of the first three models.

With regard to the latest package of 2017, KIIs indicate that the process followed a formal collaborative model at Federal level where representatives from Addis Ababa Youth Association and A.A Youth Federation were invited regularly to give feedback. A KI from the Addis Ababa Youth Federation discussed the process and the involvement of the Youth Federation as follows

Before the formulation of the Federal Package, the Federal Ministry for Youth and Sports undertook a nationwide panel discussion at all levels of government. Same with the case of A.A where we participated representing A.A youth association and Head office of the A.A Youth Federation.

Here in Addis, there were discussions in all the 117 *woredas* for close to 200 people based on the Ministry's guidance. (*KII 9*)

Adding on the formulation mechanism and mode of participation, the KI stated

The Federation was represented in the discussions with 32 representatives selected from the Federation's Council. There were 4 representatives from each of the members of the A.A Youth Federation namely the A.A Youth Association, A.A Youth Professionals Association, Regional Youth Associations from the Amhara, Tigray, SNNP and Oromia regions. The consultation was held outside of the City of Addis Ababa and took 15 days. The A.A Youth Federation just as the Federations in the other regions received the draft Federal Package before the consultation. (*KII 9*)

The regional level or in the case of this research, A.A city Government level formulation process did not, however, enjoy the same level of collaboration. A KI from A.A youth bureau who was also a key participant in the Package formulation mentioned the following:

At the city level, we do not veer away from what is developed at the Federal Level. They sent us the draft and we discussed on it. We received the draft around 6 months before publishing. Relevant stakeholders from government sectors and the youth federation were invited to comment on the Federal document to include city specific components that would fit the Addis Ababa context. We took a 15 day consultation period outside of the city to facilitate creativity and we finalized the package. (*KII 5*)

In terms of participation of actors and the process involved, the KI added

We made sure to invite key stakeholders during the formulation period. We invited 15 key government bureaus/sectors for their expert inputs. We also invited our key partners the Youth organizations- the A.A Youth

Federation and the A.A Youth Association. We had about 3 representatives from the youth organizations. (KII 5)

Responding to a follow up question on why there were not Youth focused local or international NGOs or Civic Societies in the process either to consult or validate the document, the KI stated the following:

We try to invite local NGOs that have significant contribution in youth issues. However, the reality is that, their contribution to the whole youth development and growth is very minimal. They may have more contribution in the policymaking at the Federal Package level and have the opportunity to offer their opinion more than at the regional level. (KII 5)

The KI's reference of the role of youth focused NGOs and Civic Societies is related to the fact that the *NYP Implementation Manual* (2005) states that the *NYP* involved various actors even from the beginning through "the formation of a 25 member task force drawn from 16 Federal level governmental and non-governmental organizations" (p.6). This process has not been replicated, however, during the formulation of the packages as per KIIs at the Ministry level. This account from KI 5 from A.A City Government Youth Bureau was corroborated by KI 3 from the Ministry, who stated that their involvement is limited to the Federal/Ministry level. Their consultation and inputs are sought *as needed* through a Technical Working Group.

Describing the reason for their minimal contribution, the KI 5 at the A.A City Government Youth Bureau indicated:

Although there are NGOs that sign Memorandum of Understandings (MoU) on various youth focused projects and projects undertaken from 3 to 5 years, their share in the alleviation of youth problems is not comparable with the government. The government takes the lion's share as also reflected in the policy where the government body is put as the primary implementer. The NGOs also function according to the strategies/direction set up by the government.

Another reason emphasized for their challenge is their lack of funding and thus limitation in capacity to have a wide range and significant impact. The KI added

that the financial crises that hit the west had also impacted the funding source of these NGOs. The KI added:

There are various NGOs if you go and check that have only one or two staff. They just have a name with no staff. This makes it very difficult to engage with them. (KII 5)

Another KI who is an officer at A.A City Government Youth Bureau describes the challenge that the youth face as follows:

NGOs same as youth clubs are normally not invited as they do not have accreditation from the Charities and Societies Agency. (KII 6)

Regarding Civic Societies and associations, when asked why the Federation is limited with just territorial/regional associations, a KII with an officer at the A.A Youth Federation responded as follows

The membership is open to all associations in the Federation. At one point there was an association which works on the issue of Youth and HIV/AIDs that was a part of the A.A Federation. However, it later on lost its license and now there are only regional associations that are actively participating in the A.A Youth Federation. (KII 9)

The same KI when asked about the access to the policy process and mode of interaction of the Federation, the KI stated

There are channels for us and we are included in the formulation, even in the planning, implementing, monitoring and evaluation phases. The challenge, however, is our level of influence in terms of influencing the formulation and content of the policy. (KII 9)

4.4.2. Influence over policy formulation and implementation

Holtom et al., (2016) in their analysis of the influence of National Youth Councils (NYCs) stated:

Whilst they might be formally involved in the policy making process (i.e. have access), their influence over policy making was often limited. As one put it, they might be “listened to”, but “ignored” or not taken

seriously. Moreover, there were concerns that even if they influenced policy on paper, policy in practice differed (e.g. due to weak implementation or due to the weak linkage between youth policy and budgetary allocations.(p.16)

A KI who is an Officer at the Addis Ababa Youth Association indicated the interactions and influence as follows:

We participate because they obviously need us. We are the ones who mobilize the youth for them- for their projects, awareness creation etc. However, we have been advocating and lobbying for changes in the policy and in the formulation of the packages, which took a long time to materialize and some are ignored. For instance, we have been advocating for the age limit of 15 -29 to be moved to 15 -35 given the situation of our country's economic and social conditions and also in keeping with our African counter parts with similar socio-economic and political atmosphere and the AU Youth Charter which put the limit to 15 -35. We are still pushing for that and in the new revised National Youth policy we hope that it will be included. There is an indication from the Ministry that they might push it to 34 years. We are not sure why the 34 years cap was selected instead of the 35 years but still good enough" (*KII 12*)

A KI who is an officer from Addis Ababa Youth Federation stated that during the formulation process of the Federal package they used the opportunity to voice out their concerns and propositions as follows:

We raised some key issues that we thought needed to be addressed in the revised package such as the age bracket issue, our long standing push for the transfer of youth centers based in every *woreda* to be shifted to the Youth Associations as planned years ago, for youth centers to be research centers led by professionals and holistic centers to treat and address a myriad of youth problems such as drug rehabilitation etc. Also the fact that the youth do not have a Youth Fund catered for by the government similar to the ones the Women Ministry has in the Women's Development Fund Institute. The youth revolving fund came from that idea. Another is the

issue of disability. It has been relegated as a small issue and thus must be more detailed. (KII 9)

In terms of accountability at higher level, the KI indicated that they pushed for the Mayor of the city to be the trustee of the youth issue to elevate the youth issue as a priority. And currently, the deputy mayor is undertaking the responsibility as per the *Addis Ababa Youth Growth and Development Package (2017)*.

A document review of the *Youth Development and Growth Package (2017)* shows the inclusion of a few of the recommendations proposed by the Youth Associations. As one KI from the Federal Ministry (KII 3) stated, some recommendations such as the age issue, will be addressed in the revision of the policy as the packages cannot go out of the scope of the *National Youth Policy (2004)*. This is despite the fact that there was a proclamation in 2017 that provided for the establishment of a Youth Revolving Fund which approved access to youth from 18 – 34, outside the age bracket specified in the *NYP* for which there was no explanation provided.

With regards to the preparation of implementation action plans, strategic plans etc. for the budget year, KIIs with senior level officials from A.A City Government Youth Bureau and Ethiopian and A.A Youth Federations indicated that they are invited for joint planning which the youth associations use as an opportunity to influence and advocate for the implementation of the youth package. However, not all what the youth associations propose for the year or quarter is accepted. A KI from Addis Ababa Youth Association stated:

We are always invited to Planning Meetings. However, the officials from the bureau already come with their minds already made up on what they want to do, how many projects they want to undertake including trainings etc. So we take what we can get. Sometimes we are told that it will be considered in the next quarter and by then they will have seen how the activities they themselves have proposed aren't working. It is easier for them to implement their plan and later call us and discuss our suggestion instead of changing their plans from the beginning. (KII 10)

This research had utilized the Hart's Model to assess the level of participation in the formulation and implementation processes, and KII with representatives of

youth associations and youth federation indicate that the level of participation points to rung /level 5 “ Consulted and informed” and rung/level 4 “Assigned but informed” under various circumstances . At level 5, which is a slightly better position for youth, the government initiates the process but the associations are also informed about the process. At level 4, the Youth Federation and the Youth associations are assigned a role by the government; they understand their role and play their role in the space provided.

Findings of this research indicate that it is rare to find instances where youth associations initiate the formulation process or involve in decisions regarding the process except in implementation, in areas of organizing awareness creation campaigns on limited topics political of political empowerment and civil rights issues, and conferences where they have relatively better influence. A KII with various members of the Youth Association indicate that not every topic is open for inclusion on the agenda with their engagements with the government or the youth in general. It has to comply with the priorities of the government mentioned in the strategic plans, annual, quarterly and plans, and the GTP.This minimal level of influence is not only limited to the specific Ministry in charge of Youth issues, it also exists with their interactions with other government sectors such as health, education etc. As the Youth Associations seek support and push for their participation in the policies of other sectors, they face the same hurdles.

Here, it is important to also mention the barriers that hinder youth actors’ participation (access and influence) over the policy process. This is concerned with the challenges that the Youth actors (youth association and youth federation) face in their engagement with the government. These are discussed under the following section. First, a brief overview is provided on the strategies for the promotion of youth participation.

4.5. Strategies for youth participation in the implementation of the NYP

The strategies stated in the *NYP* (2004,pp.37-47) have set the standard for the subsequent policy packages with regards to the promotion of political participation i.e. access to the policy making process and implementation. It includes among others: providing youth with technical capacity building support to ensure their meaningful participation in the policy formulation and implementation processes to ensure their rights as stated in the Constitution; ensuring that youth organizations are

established by themselves such as NYCs, Youth Forums etc., and to pursue their rights.

Moreover, the strategies included creating a favorable legal, policy, strategy and program environment to enable youth to actively participate in and benefit from political and other sectors of the country. It also includes the creation of platforms to create awareness and avenues to share experiences; and the necessary cooperation and coordination framework and mechanisms to bring together various actors from the government, non-government sector and the youth at all levels. In addition, the *Youth Development and Transformation Package* (2017, p.65) outline the modalities on the establishment of financial mechanism for the implementation of the package.

Structures associated with the implementation of the strategies are situated at the Federal Ministry, Addis Ababa City Government, and Sub-city and *Woreda* level Youth Secretariats. They all have structures to deal with some of the aspects of the NYP and the 2017 youth package. For instance there are structures/departments that deal with youth mobilization and participation including youth empowerment and benefit. At federal level alone, there is a youth personality development directorate which is missing in the lower level of administration.

KIs were asked how the *NYP* was implemented in terms of mechanisms, frameworks, and processes. Their responses vis a vis stated strategies for youth participation including the challenges they faced are discussed in the next section.

4.6. Challenges that hinder youth participation in policy formulation and implementation

As Walt & Gilson (1994,p.359) indicated in their research, planning for an effective implementation requires understanding the context, content, actors and processes involved in the policy process. Analyzing the policy implementation addresses the research question on the challenges faced by key actors i.e. the government's youth machinery and the Youth Federation and Youth Associations in the implementation of the policy with regards to promoting youth participation in policy formulation and implementation.

The key actors involved in the implementation process have been discussed in 4.2, here a discussion of the challenges in participation of actors (access and influence), content, processes and context are discussed.

4.6.1. Political influence in policy formulation and implementation

The political influence in the policy process is significant and as Walt & Gilson (1994) state as a premise “political factors are a feature of all policy analysis” and that many scholars from various disciplines have been working “to provide a better understanding of the political environment within which policies are decided and executed”(p.359).

Walt and Gilson (1994, p.359) further argue that policy analysis should precede policy choice which would increase the effectiveness of policy implementation. They stress the need for the development of a framework to better explain the political environment and in turn its influence in the policy process including the relationship between the state and society, and the government and other interest groups.

Key informant interviews with key actors in formulation and implementation have indicated that there is some strong influence from state actors that influence their actions. The formulation of the first youth development package *Ethiopian Urban Youth Development Package (2006)* was a clear example of how state actors could influence the policy making process without the proper consultation with stakeholders. The package was formulated by the Prime Minister’s office and there was little the youth actors could do to influence the content, process and context of its implementation. This fact has been corroborated by KIIs with senior officers at the Ministry and City government and youth association levels.

Key Informant Interview with with an officer (KII 12) from the A.A Youth Association when asked about the challenges they face indicated that

We want to promote youth participation in all areas of the youth’s life including political participation but we mostly focus on socio-economic areas as this is less sensitive.

Another key informant, KII 8 from the A.A Youth Federation indicated that there is pressure from state actors to stay inline in terms of messaging and mobilization of youth given the government is the one paying all the expenses in the organization. This issue was raised by Holtom et al., (2016, p.20) as they indicated that youth actors faced pressure from state actors not to criticize government policies. They also added that if youth actors become too strong with power and legitimacy, the states fear the youth actors might become a threat to them.

In line with the above, a 2015 study undertaken by Addis Ababa University's Institute of Development and Policy Research (Gebre-Egziabher et al.,2015,pp.112-114) on the city of Addis Ababa to understand the perception of residents on governance, service provision, development interventions among others and the challenges they face indicated that the rights and participation of residents in politics and justice was limited according to the respondents. Youth representatives who experienced limitations indicated that "there is limited or no favorable atmosphere to actively participate in political discussions in the country. They feel excluded and restricted to express their views on political issues and fair political participation is closed off for the youth". And in terms of access to certain benefits and positions, they indicated that they are reserved for those who are supporter or members of the current ruling party.

However in the same study, there were also youth respondents who indicated that they experienced favorable conditions through participations in youth leagues, youth forums etc. and they feel the situation is better than the *Dergue* regime. The women respondents especially viewed the situation favorably as they saw their participation in decision making increasing. In addition, Youth forum members asserted that "youth forums are created so that youth could be included in the political discussion of the country and not to alienate them"(Gebre-Egziabher et al.,2015,p.114). Their study shows two extreme views of the conditions available for youth to participate in political consultations or any policy decision making and also receiving services and benefits from the government. It is interesting to see also that youth representatives who are not part of the government based youth forums are the ones voicing the limitations in participation. This suggests there is a gap in the efforts made by the government to make the youth everywhere whether organized, affiliated or unorganized to feel included as it is a democratic right.

A Key informant from A.A City Government explaining the relationship their office has with the youth in general in terms of mobilizing the youth and facilitating their access to government programs stated

We do not directly mobilize the youth. We rely on the Youth Federation and Youth Association. After the 2005 election which put the government in a less than favorable light with the youth, we are not looked at in a positive way. The youth in general think we are political agents.(*KII 6*)

Corroborating this fact, a KI from A.A Youth Federation, stated the following

Once my friends found out that I had joined the Youth Federation, they blocked me from Facebook. They think I am with the government as a political agent. (KII 8)

The EYF's *Report of the Ethiopian Youth Federation 2nd Regular Assembly*(2017,p.10) stated that it had experienced an increase in membership only in some regions. KII from A.A city government has in relation indicated how hard it is to recruit the youth at least in the case of Addis Ababa City, mobilize them to participate in government programs including trainings to better equip them to participate in the policy process. This stagnating level of membership in some regions has been attributed by KIs to the view from the youth about the Youth association and their affiliation with the government and the ruling part. This point is a valid point as has been confirmed by senior and low level government and youth association key informants who play dual roles as part of the youth league which is the youth wing of the ruling party and at the same time holding positions in the Youth federation and youth associations.

KII with *Woreda* level officers(KII 14,15) indicated that this assumption is not far off, as one KII (KII14) from the Youth sector of the government at the *woreda* level indicated that they all work together i.e. the youth league which is the ruling party's youth wing , A.A youth Association and A.A Youth Federation represented by the 4 regions. Here, it is evident that recruitment for participation in government programs including training could be viewed by the unorganized youth as a political recruitment for the youth league.

KII with an officer (*KII 8*) from federation indicated that this practice is actually not right and they have tried to make changes in the participation of the youth wings of political parties because if the youth wings of the ruling parties participate so do the youth wings of competing parties. This shows that this directive has not been implemented at the bottom level during implementation. This shows a gap in implementation and how as Lipsky(2010) puts it as the street level bureaucrats' discretion in implementing policies.

Here, the level of influence of state actors is not only from the outside but also from the inside as the ruling party representatives via the youth wing can shape and influence the process of policy formulation and implementation and even limit criticism towards the government.

4.6.2. Top –down approach in policy formulation and implementation

The top-down approach is seen both in the government’s youth machinery and the Youth federation as seen earlier how a directive from a senior officer in the federation could be disregarded by the lower level officer. This, however, has been viewed as a problem and was tolerated by the senior officers at the *Woreda* level one of whom was also a key informant in the study. This could be attributed to the fact that having a representative in the youth wings of the *woreda* administration would immensely benefit the government.

Another area where top –down approach exists is between the federal and City government levels. As explained in previous sections on the formulation of the various packages, the city government does not fully exercise its right as stated in the Addis Ababa city government revised charter proclamation No. 361/2003 with regards to policy formulation.

When asked about the formulation process and the content, KI 5 from A.A City Government who was a participant in the formulation process indicated that there is not much they change from the federal packages. This was evident for the researcher as a review of the federal and city government packages indicated that there was little that was done in the content to incorporate the city’s own special experiences and political, demographic and other factors that could benefit the city’s youth. The same applies in policy implementation in terms of setting out the revision process of the package.

Mechanisms for the participation of unorganized youth are minimal despite statements by federal level policy formulators that they have had consultations with the youth at various level of government. KIIs both from the government and Youth Association indicated that members of the Associations are the ones normally mobilized for such consultations. This shows that the majority of the youth who are not in the associations are not participating in the process due to fear of political affiliation of the associations The KKI also had stated that they do not directly mobilize, they leave it to the youth federation and association. From the above it is possible to deduce that top down approach is prevalent tin the formulation of the youth packages or any legal frameworks or priorities in the policy.

Additionally, in relation to the mandates given to the sub cities and *woredas* who are just administrative bodies and secretariats for youth departments, it is evident that this arrangement reduces their role as participants in the policy process. This was

based on a KII with an official from sub city Youth and sports secretariat. A KII with a *woreda* official indicated that the *woreda* does not have the mandate to participate or contribute in policy formulation. Even in policy implementation, the design of programs and projects is done at the level of City government. This shows a disconnect between the bottom and the higher level policy makers and how the interests of the local youth everywhere can be represented in the policy formulation process. The case of South Africa could be a best practice where the National Youth Commission developed a NYC Municipal Guideline to aide local structures to better implement the youth policies by tailoring it to their local context.

The top down approach is also observed in the relationship between the state and the Youth federation during the formulation and implementation processes. According to KII with officers from A.A Youth Association and Federation , there are many things they raised for the inclusion in the packages or in the implementation of the NYP, however, very few things get to reach the agenda. It is also noted that the time they are given 15 days to consult on the revised package is very short given the 10 years that have passed since the last federal package and the need to include the lessons learnt and seek to find the priorities of the youth in general.

When asked about the view from the Ministry of revising the NYP, most KIIs from A.A Youth Federation and A.A Youth Association indicated that they do not expect, any significant changes, given their past experience, except the age bracket for the youth to change from (15 to 29) to (15 to 34 or 35). This is despite having a lot of ideas in terms of promoting youth participation in all spheres of life.

KIIs from the Youth Associations and Youth federation indicate that they need a more substantial level of involvement and influence in the formulation and implementation phases. One KII from the Youth Association described the Youth Federation as “an association with no teeth” as they are unable to implement and deliver on their visions and goals..

4.6.3. Lack of Implementation frameworks, structures and legal frameworks

In response to questions forwarded on the implementation of the *NYP* and the packages with regards to promoting youth participation, an official (*KII 7*) from the A.A City Government Youth Bureau indicated:

The package does not have an action plan or a 5 year budget attached to it with activities and programs lined up. This makes it

difficult to implement the activities that would promote youth participation and for youth to contribute and be part of the implementation process.

The *NYP* (MoYSC,2004) states that “for the policy to be implemented, various strategies, short, medium and long term programs and manuals shall be prepared and put in to practical action”(p.51). As per the KIIs and document review , it was evident that certain aspects of the packages get to be incorporated in the 5 year strategic plans of the City government based on the priorities set and approved by the top officials of the City government. The youth bureau has a minimal say in that.

Additionally, KII with officials of A.A city government Youth Bureau indicate that the key implementation structures for the *NYP* or the packages are not operational. The organograms indicated at the bureau level and for mainstreaming youth participation are not fully implemented. These include the regular meetings with the stakeholders from government bodies for joint project planning etc. specifically for the operationalization of the latest package. One KI (*KII 7*), however, indicated when it comes to the planning of the whole budget, the youth bureau does not have a mandate to force activities or projects to be included in the budget plans of others sectors of the city government.

There also certain legal frameworks that alienate the youth such as the “Vagrancy Control Proclamation” in 2004 and have the devastating effect on the relationship between the government and the youth and needs a long time to build trust. KIIs from the City Government have indicated that it was difficult to engage the youth as there is no trust. Any legal frameworks need to be consulted on by the youth from all sectors and not just by government bodies.

4.6.4. Lack of adequate Mechanisms for participation (access), Coordination, Monitoring and Evaluation

Key informants from A.A City government Youth Bureau and Youth Associations indicated that it is difficult to measure achievements and impact gained by the package, since there aren’t clearly identified indicators set up nor are there bench marks. Additionally, a key informant (*KII 7*) from A.A City government Youth Bureau indicated there is no mandate for the youth bureau to hold accountable or sanction the non performing sectors and there isn’t human resource capacity or a mechanism to measure the performance of the other sectors.

Asked whether the coordinating mechanisms to be set up under the trusteeship of the Deputy Mayor in the revised package and in the earlier package of 2014 -2018 under a steering committee with similar functions, an officer from A.A City government Youth Bureau (*KII 7*) indicated that the mechanisms and systems have yet to be fully operationalized despite the submission of quarterly and annual administrative reports to the city council. The *Addis Ababa Youth Development and Growth Package* (2017) had however, indicated the follow up, evaluation and support system to be set up to ensure the implementation of the package by various sectors. The package has been put as an instrument that would coordinate the youth focused activities that should be included in all sector ministries based on the FDRE proclamations on the establishment of ministries.

In order to implement the package, the *Addis Ababa Youth Development and Growth Package* (2017) stipulates that “the action plan should include plans and programs of sector organizations with indicators, implementing bodies, and timeline, budget and which will anticipate challenges and unintended positive opportunities at every level”(p.50). In relation to the above, the *Addis Ababa Youth Development and Growth Package* (2017) as dictated in the federal package (2017)

It has to implement the federal level package by contextualizing the package to fit the city’s current conditions and implement through sector government organizations and stakeholders and ensure that issues in the package are incorporated in the various future policies, strategic plans, programs and packages”(p.68).

In terms of follow up and reporting, the *Addis Ababa Youth Development and Growth Package* (2017) stipulate that “progress reports on the plan must be undertaken periodically”(p.68). It indicates that “the Youth bureau will submit a report every quarter of a year to the City government youth development and growth package coordinating committee and after being evaluated to the federal ministry. This will be done at all levels of government”(p.68). In addition to the reporting mechanism, the *Addis Ababa Youth Development and Growth Package* (2017,p.51) and the *National Youth Development and Transformation Package*(2017,p.68) stipulated that there will be a field based follow up and support system to evaluate the implementation of the package and in particular to assess whether the youth on the ground have participated and benefited. A team of experts consisting of implementing

bodies will be established to do a field based follow up and monitoring. The report will be to the A.A youth bureau and youth package coordinating committee.

According to *KI (6 & 7)* with officers at the youth bureau, the above mentioned coordinating committees have yet to be established including the ones specifically for the package. This limits the capacity of the youth bureau to undertake its coordinating and follow up roles. The youth bureau of the city relies on a limited number of staff to implement the policy supported by the sub city youth secretariat of a dozen staff and less than four staff at *woreda* level as is the case in the case of *Bole* sub city and *woreda* 13 which follows a structure similar with other administrative structures across the city.

Therefore, data on follow up work of the bureau and the sub city and *woreda* level secretariats is also done through the youth associations who do voluntary work to reach out to the unorganized youth to advertise the government's economic empowerment programs. All mobilization work is mainly handled by the youth federation and its members. Here and in many other cases, it is evident the youth associations and federations play a primarily facilitating role as described in the Models of Participation by Holtom et. al.(2016) where they promote the governments work and mobilize the youth to participate and benefit from them.

4.6.5. Lack of Human Resource and Financial Capacity of Youth Actors and Government

4.6.5.1. The Youth actors

The *NYP (2004)* , the *NYP Implementation Manual(2005)* , the packages and the various implementation guidelines such as the *Youth Mainstreaming Guidelines (MoWCY, 2014)* and *MoYS, 2017)*, *Service Delivery Standard for Youth Centers (MoYS 2010)*, *Youth Sector Basic and Medium Level Training Management Manual(MoYS,2006)*, *Youth Volunteer Services Standard (MoYS,2010)* put the Youth Associations/youth as key partners in formulation and implementation putting the youth at the forefront.

However, despite this major role, the issue of capacity whether human resource or financial has been the challenge of many youth actors and associations. KII with A.A Youth Federation Officials indicated that with no self-reliance in terms of financial resources and total reliance even to the extent of power and electricity being paid by the government, it is difficult to have influence in the policy

formulation process. Holtom et al. (2016,p.22) described the government funding as a “double- edged sword”. In their study National Youth Council (NYC) members stated that for fear of government funding cuts, they will refrain from criticism and influencing the policy.

In terms of staffing, a KI who is an officer at the A.A Youth Federation mentioned:

A.A Youth Federation Head Office in Addis Ababa does not have the necessary number of human resource to undertake its advocacy work with the youth, mobilize funds and lobby with the government. Even when NGOs are willing to support us we do not yet have the financial systems in place in our office to manage a large amount of money. Thus A.A Youth Bureau receives the funds for us and manages it for us. We have been working on a proposal on what we think the human resource capacity should look like with managerial, administration, financial and research staff.” (KII 9)

KII with officials at the A.A Youth Federation and in *Woreda* Youth Secretariat and based on observation of the office facilities indicated that the staffing issue is also seen in the structure of the Federation at lower levels of administration like the *woredas* were there is 1 or 2 staff to address a myriad of youth problems and respond to them. This is the same with the 4 regional youth association representatives were they struggle with staffing issues to undertake their projects.

One of the KIs also added:

All our existing staff works on a voluntary basis – no allowance. So the only full time staffs are the managerial staffs at the A.A Youth Federation who are paid a salary by the government. We might pay them a per diem only when we have conferences or trainings. (KII 9)

A review of the report of the Ethiopian Youth Federation (EYF) 2nd General Assembly (2016,p.36) indicated that over the years the federation has not been able to collect membership fees from its member youth associations and regional youth associations due to the fact that the member associations themselves do not collect

member ships fees and rely on government support to implement their projects and programs.

KI with junior and senior officers at A.A City government Youth bureau indicate that as per the mandate given to the government to enhance the capacity of the Youth Associations, the bureau gives them trainings on leadership, managerial trainings and refer them to other sector bureaus if there is a need for skills trainings. However, they also indicated that despite the efforts by the government to reach out and cover as many members of the youth population to benefit from this training, the challenge has been described by one of the KI's as follows:

Our staffs give these trainings or rely on INGOs to undertake the trainings. We see the same faces every time we call for members of these youth associations to benefit or when we get requested by the associations to train their members. They do not also bring new members or even mobilize a significant number of youth for the activities. (KII 5)

A document review of the *Youth Sector Basic and Medium Level Training Management Manual* (2006), the *NYP* (2004) and the *NYP Implementation Manual* (2005) indicate the need for youth to be trained to be able to meaningfully participate in policy process from formulation to monitoring and evaluation. However, KI with staff both from Youth bureau and Youth association indicate that the trainings seems to be limited to “Management and Leadership Development” and also as prioritized in the manual. The section of “Advocacy, lobbying and negotiation” stated in the *Youth Sector Basic and Medium Level Training Management Manual* (2006,p.22)which comprises of “policy issue and advocacy”, “public relations”, “income generation and resource mobilization”, “organizational transparency and accountability” and “negotiation skills” is neglected. However, resource mobilization and organizational management trainings are given to help increase the youth association’s effectiveness. International frameworks such as WPAY and AYC emphasize the need for capacity building trainings to promote youth participation in the policy process.

One of the members that make up the A.A Youth Federation, the A.A Youth Association, however, operates in different circumstances in terms of financial resources according to KIIs with government officials from the youth ministry and the youth association. KIIs from A.A youth association stated that it generates its own

income through the income it receives from renting properties it was granted by the government in the dissolution of the Youth Associations during the *Derg* Regime. It pays its entire managerial staff at the Head office and its representatives at various levels of government. It also develops and undertakes its own projects and programs and as one KI from the youth association stated:

We are not reliant on the government's financial support. However, we do submit proposals when we have projects that we designed in the areas of attitudinal change trainings etc. We could receive the finances we need depending on whether the proposal is in line with the government's current priorities and availability of funding.(KII 10)

When asked about what has been done to enhance the capacity of youth association and the federation, the KI from the Federal Ministry had this to say:

It is difficult to say that we are fulfilling all their needs. However, the government has tried to increase their capacity through various trainings and by giving them office spaces and land for free. The land given to them is in the center of the city which the government could have leased to investors. However, the place is still vacant for many years. They, however, receive support from donors financial and otherwise. (KII 3)

And adding, the KI described what the government is expecting from the youth associations as implementing partners, and the challenges:

First and foremost, in order to initiate implementation there needs to be an organized youth we can deal with collectively. This organized youth needs to have the capacity, must be independent and must be self-reliant in their resources and must have self-identity. They need to know who they are and why they are organized. The challenge is they act like and think they are the government despite being supposedly an independent youth association. There is no replacement of their staffs in their hierarchy. We see the same faces revolving on the stage for a long time.(KII 3)

When asked whether the government has a mandate to check their implementation, *KI 3* said that there is no mandate given to the Ministry to monitor

the youth association or the Federation. It is their own assembly consisting of their members that does that. In response to the question why there wasn't a strategic system or mechanism to support the Youth Association as they are their key and indispensable partners, KIs from the A.A City government Youth Bureau indicated that there isn't a legal mandate given to the A.A City government Youth Bureau to support them continuously. One KI (*KII6*) stated: "What we do is support their proposal based on their implementation capacity and past experiences".

This implementation gap exists against the statement specified below in the *NYP* (2004)

Conducive legal, policy, strategy and program environment shall be created for enabling youth to actively participate in and benefit from political economic, social and cultural activities of the nation. (p. 38)

4.6.5.2. The government (A.A Youth Bureau)

The *NYP* (2004) puts the government at the forefront in the formulation and implementation of the policy. Formulating the National Youth Policy was the Ministry's primary task as per its mandate by FDRE proclamation and as stated in the *NYP* and *NYP Implementation Manual* (2005). What the government's youth machinery does and does not affect the access (participation) and influence youth in policy implementation.

In this regard, the *NYP* (2004) states:

The necessary capacity building as well as technical support and assistance shall be provided for those major youth policy implementing federal and regional youth associations, youth bureaus, government bodies, civic society, and other social institutions to enable them effectively execute the policy by enhancing their implementing capacity.(p.39)

The policy does not mention about a youth fund or a legal framework to implement the assistance. However, it hints at a holistic support in various paragraphs in the *NYP* such as

The youth have the right to be provided with everything they require for their development and correspondingly they are responsible for the tasks which they perform. *NYP* (2004, p. 49)

The *NYP* (2004) and *NYP Implementation Manual* (2005) put the government at the forefront in terms of responsibility for implementation. The government has been given a mandate to enhance the capacity of the youth and those working in youth sectors to promote the implementation of the policy and the packages.

The Addis Ababa City government Youth Bureau does not have the capacity to address the youth directly, and even in terms of having the necessary programs to enhance holistic youth development such as youth personality development which exists at the Federal Ministry level. It also lacks the necessary human power /expertise in the fields of youth development. This would create a challenge during formulation of policy documents where the youth actors are not capacitated to contribute meaningfully in the process.

Key Informant Interview (*KII 6*) with an officer revealed that a lot of budget is needed to implement the policy, develop programs and reach more youth. In relation, a KI at the Federal Ministry (*KII 3*) stated that in comparison with the other ministries such as education and health, the Federal Ministry in charge of youth does not have a budget in the same range despite the massive issues and problems it is mandated to deal with.

A lot of pressure by the youth associations coinciding with the political environment in the country resulted in the inclusion of a section, in the revised Federal and A.A packages, on the source of funding needed for the implementation of the package. As per the packages, “the funding is intended to solve financial problems encountered in the implementation of the package and to provide a suitable financial provision for the youth to increase their participation and benefit” (MoYS, 2017,p.65 and YSB,2017,p.48). The sources of funding outlined in the federal and Addis Ababa packages are:

Budget support from the Federal Government, Government development organizations, state governments in the case of A.A city, the City government, private and government financial institutions, private institutions, investments and projects, community, community collectives, faith based institutions, Non-governmental local and international charity organizations and from other resource mobilization programs.(MoYS,2017. P.65, AACAYSB,2017 p,48)

The city level package same as the federal package states the administrative system of the fund needed for the implementation of the package. It states that “in order to implement and facilitate the implementation of key activities in the package, there will be an independent self-reliant financial goal, source of fund and continuous administrative system and directive at every level”(YSB,p.48). The key activities, however, have not been clearly identified in the Federal and city level packages. The finance /funding system still does not use the term “youth fund” despite the FDRE proclamation for the establishment of the revolving youth fund came out on 10 March 2017 before the finalization of the revised package at federal and regional levels. This shows ambiguity and a lack of continuity in the formulation of the policies, packages and proclamations. The package states the following on the fund:

The finance system will be youth focused, have fair interest rate, sustainable and continuous, which takes in to account culture and faith, takes into account the job field and type followed by the youth and which gives enough grace period, based on research, suitable for implementation, takes into account the current situation of the youth and which enhances their participation and benefit. (YSB,2017,p.49)

The section was brief and not very detailed and there are no implementation frameworks or action plans for the implementation of the funding. This resulted in implementation challenges especially in terms of measuring the benefits and progress. The funding itself did not take in to account a holistic perspective addressing political, economic and social empowerment of the youth. It indicates where the priorities of the government were or what the government considers as priority activities in the package which is the economic development of the youth and not necessarily a holistic youth development approach as indicated in the *NYP*.

KII with A.A youth bureau staff and Ministry indicate that the fund is being used for organized business activities as per the proclamation for the youth fund. The rest of the aspects of youth development and growth according to the KIs, are addressed in the 5 year City strategies and Federal level strategies included in the national development plans such as the Growth and Transformation plan 1 and 2.

Despite the above assertion on the inclusion of holistic based youth programs in the city strategies, KIs from the ministry and city government have demonstrated through their plans and budgets that they have found it difficult to get the necessary funding and attention needed to implement their desired programs.

Chapter Five

Conclusions and Recommendations

5.1 Conclusions

The aim of the concluding section of this chapter is to provide the summary of the key findings with respect to the research questions raised in the beginning of the study. The researcher using the case study method through in-depth KIIs, document review and observation was able to obtain significant findings to fulfill to the aims of the study.

This research undertook a policy analysis framework to analyze the policy formulation process, the role and influence of actors in policy content and the context in which the policies are formulated and implemented. The analysis primarily focused on youth focused policies and strategic documents. The research in addition to the policy analysis framework was guided by the theories and models derived from the literature review on youth policy formulation and implementation in order to analyze the access to the policy process and level of influence enjoyed by key youth actors i.e. youth associations and youth federations. There was an effort to link findings with concepts discussed in the literature view and these are stated under concluding statements for the research questions.

The first question asked *how the NYP and youth policy packages were formulated* in terms of context, content, actors and processes. In the formulation stages, analysis of the process, context, actors' role and content showed that initiating a policy or revising one was influenced by the *context* among other elements. Findings showed that the government as the major actor in the policy making process does not seek dynamic or new policies mostly unless pressed by political unrest or youth uprisings as evident in the 2006 and 2017 unrests. The policy packages were developed in the aftermaths or in the midst of such turbulences. In this regard, Dye (2013, p.25) referenced in the literature review of this study, had stated that policy elites act only when there is an event that would threaten the political system but otherwise remain incremental. Grindle and Thomas (1989) also state that policy elites seek to maintain the hegemony of the state or regime.

In terms of the policy environment, findings show that the space is too narrow. The policy *process* is highly influenced and controlled by the government. The

government is the main and only *actor* in charge of the agenda setting process and the items that ends up on the agenda. According to the findings, this level of influence was due to the lack of stakeholder involvement with the exception of youth associations which are in actuality affiliated and funded by the government and the youth wing of the governing party. The identification of challenges faced by the youth is limited to consultations with government hierarchical structure at *woreda*, sub city, city government and federal levels.

The above discussion leads us to the second research question, *what is the level of key stakeholders (youth associations) in the formulation and implementation of the youth policies?* Over the years, the government has realized the need to involve the youth in all its activities including policy formulation as the government's own assessments had pointed to failure in implementation due to lack of involvement in the policy process including implementation. However, findings show that participation of key stakeholders especially the youth actors has been decreasing in relation to the way the NYP was formulated and the policy process was relatively comprehensively documented. The policy packages, however, were not documented nor are they published as adequate consultations with all stakeholders were not sought.

In the formulation and revision stages including implementation stages, findings show that there are serious limitations for youth to access and get involved in the policy process and the once able to access it , have little to no influence in decision making especially in areas the government deems sensitive such as regarding youth rights, civil rights, political participation etc. This had left the youth associations that are affiliated and funded by the government to focus only on economic empowerment and social issues. Their work is to basically facilitate the intake of the government's policies as they are also the main and only mobilization organ of the government bodies. This is similar with the role described in the *Models of Participation* by Holtom et al, (2016) where they state that one of the roles that could be played by youth actors is a facilitating role which prevents the government from opposing views. Given their lack of human and financial resource, this is the role that the youth association are forced to play if they want to stay in the game.

Hart's ladder (Hart, 1992) utilized in this research to assess the level of influence and access of youth actors in the policy process, revealed that there are areas where real participation does not occur which is where tokenism exists. When

the youth are invited to participate, this does not in any way mean that the Youth Federation or Association co-jointly decide the formulation process, direction, and mechanisms. As in the case of this research youth are asked to participate in almost every government meeting but with little or no intension of incorporating their inputs. It is clear that there is a need to improve the level of participation and influence to reach the higher levels mentioned in the framework which is where the youth and adults share decision making.

According to findings, the limited access and influence has caused frustration among the youth as there weren't means for their needs and rights to be communicated. The youth associations that were supposed to advocate for their rights mostly played the facilitating role mentioned above. These frustrations have also turned violent in the last decade and especially in the last few years where the government was forced to give attention to the calls from the youth. This frustration has been recognized by the government in policy documents such as the 2017 revised youth package where it linked it with the growing mistrust towards the government among other issues.

The third research question asked, *are there significant changes in policy content over the years(across policies) in terms of promoting youth participation in the policy process?* Key findings based on a review of the NYP and policy packages show that the NYP, the prominent document stipulates the creation and mode of operation of free independent youth associations, and their function, coordinating and participation roles. However, subsequent policy packages do not share these principles and progressive measures. This shows a move backwards in terms of the promotion and safeguarding of youth participation in the policy making process and in their political participation in general. According to the findings, without such a requirement and also a directive based on that, the participation of the youth associations has been based on the good will of the government bodies which is also based on the stances taken by the associations either to support or criticize the government.

The fourth research question asked was, *what are the challenges faced by youth actors and the government (Youth Ministry) in the implementation of the policy with regards to promoting youth participation (access and influence) in policy formulation and implementation?* A review of the NYP and subsequent youth policy documents clearly outlined the need to enhance the capacity of key youth policy

implementing bodies, specifically youth associations to be able to increase their contribution in decision making, policy formulation and implementation and evaluation. However, there has been an implementation gap in increasing the capacity of these youth associations, promoting the creation and support of new youth associations, and creating legal and institutional mechanisms and coordination mechanisms to facilitate the support and working relationship.

The findings of this research have revealed the limitations both on the side of the major implementing body- the government and the youth associations with their federal, regional and local counterparts. First, in terms of implementation regarding increasing and vibrant youth participation , it was admitted by all key implementing bodies of the policies, both from the government and youth associations' side that the number of organized youth in terms of membership and even the number of member associations have not been satisfactory and in some areas has stagnated.

According to findings from KIIs and review of policy documents, the capacity of the youth federation and associations to undertake implementation has been drastically limited due to their weakness in mobilizing unorganized youth which limits their reach and which is why most question whether they can truly be the voice of the general youth. Findings from Addis Ababa youth association indicate that they are seen suspiciously by the city youth as being affiliates of the government and hired by the government to do its bidding.

This attitude has been related to the conflict of interest that is evident in the management and senior levels in the youth Federation and Youth Associations where these youth representatives are also government employees paid by the government. This has led the youth representatives to adhere to supporting government's policies and refraining from criticisms if they desired to remain in their jobs. Holtom et al(2016) in their study indicate the difficult position the National Youth Councils are put under when they rely on government financial support and try to propose alternative policy options or disagree with the government policy. They call the state funding here, the "double edged sword" because the youth councils lose their funding and in fact get to a point where some are excluded from the policy process if they disagree with the state's policies.

Findings showed that both at the federal Ministry level and Addis Ababa City government level, youth bureaus do not have systematic mechanisms to financially support the youth federation and association which expose them to manipulation from

the state to get funding for their projects. This is despite the fact that all the mobilization of the youth for government projects and programs and awareness creation is basically done through the youth federation. Whatever funding they receive is also based on the issues agreeable to the government bodies. This poses a risk to the free and independent status of the federation and the youth associations and their representation as a strong force to ensure that the real needs of the youth are not set aside and hold the implementing bodies of the government accountable for any implementation gaps.

Another issue this study has uncovered is the issue of autonomy in formulation and implementation processes. Findings indicate that there is a *top-down approach* of formulation and implementation. This was evident in the processes at federal and city government level and between the state and the youth associations and inside the youth association hierarchy. The findings indicated that city government policy packages were identical in their strategies, goals and implementation without incorporation of the unique features of the city. This was due to the lack of involvement of stakeholders from various facets of life, political stance and other background. This is despite the mandate that the city government has to formulate its own youth policies taking into account the city's peculiarities as it is not just another city in the country but a melting pot of various cultures both local and international and full of other peculiarities.

Findings of this research show that sub regional level youth sector government bodies are simply secretariats and not actually involved in decision making in the policy formulation, development of youth programs and projects for their communities. This was seen as a key implementation gap which limited the arm of the Ministry and its youth machinery in the implementation of the *NYP* and similar policy packages.

In *conclusion*, despite rhetoric including admission by high levels of government including former and current prime ministers urging the youth to get organized and contribute to and benefit from the national development of the country, it would be some time before a free and independent youth association which is financially independent, enjoying the active participation of its members from various sections of society and with a strong muscle would emerge to influence the policy process and implementation. There is a need for an overhaul in the way the

government engages with the youth and trust has to establish for the youth to organize freely and collaborate with the government.

What is evident is that there has been progress in the participation of the youth in decision making at least in government structures compared to a decade earlier according to government documents. However, changes and progress are not groundbreaking but incremental both in content and implementation and most times insignificant given the great potential the government's implementing bodies have. It is also the view of the researcher that as things stand now- politically, economically and socially in Ethiopia, the issue of youth and the various needs that arise could be quite overwhelming to the government without the necessary will, resources and human power to respond to them.

5.2. Recommendations for policy

- Legal frameworks must be established to support the institutionalization of independent youth bodies such as the National Youth Councils or Youth Federations, youth associations and to stipulate their mode of engagement in policy formulation and implementation at various levels of administration
- A sustainable source of funding must be attached to operationalize and implement the various youth focused policies and promote the development of youth in the political, social and economic spheres in a holistic approach.
- A legal framework for the establishment of Standing coordinating mechanisms composed of various stakeholders working on youth issues to coordinate activities, monitor and evaluate progress of the youth and youth focused policies at all levels of government.
- An increase in the mandate of sub regional and local government structures such as Sub-cities and *woredas* to formulate sub regional policies and frameworks to increase inclusivity, ownership, and success in achieving policy and constitutional goals of democratic engagement of citizens in matters that concern them.
- A policy research institute focusing on youth issues must be established to aide in evidence based policy formulation and implementation jointly headed by the government, academia, non-government youth associations and other relevant stakeholders

- Establishment of training centers and manuals in collaboration with youth, education, and Justice ministries to increase the capacity of the youth associations in the areas of decision-making, the workings of the government, policy formulation, implementation, evaluation, leadership, advocacy, civic participation, democratic exercise of freedom etc.
- A legal framework must be established to stipulate the minimum requirements for consultations with youth from all backgrounds to pass a youth legislation or policy and involving them in serious decision making, monitoring and evaluation of youth policies

5.3. Recommendations for further research

This study has made an attempt to contribute to the limited body of knowledge in the area of youth policy formulation and implementation in Ethiopia and in particular the participation of organized youth.

Further research could also include unorganized youth (those who are not in any youth associations) and examine the impact of the policy on the youth in general, investigate their experiences in the policy process, mechanisms for their participation, challenges they face and how they could be motivated to organize and also influence the policy process.

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Appendix A

Informed Consent Form



My name is Rona Ali Ahmed. I am a Master's Program Student studying at Addis Ababa University. The title of my research is: Analysis of youth policy formulation and implementation with a special emphasis on youth participation: A multiple case analysis.

The aim of the study is to analyze the formulation and implementation processes of the FDRE National Youth Policy and subsequent policy documents – the youth packages in order to provide recommendations for policy and promote the participation of youth.

I am interested in interviewing you on your experiences and observations on the subject matter. The information will be kept confidential and anonymous, that is; names will not be used. Your contribution will be used for academic purposes.

Participation in this interview is voluntary and you can withdraw from this interview anytime.

I thank you in advance for your kind cooperation.

Kindly sign the consent form below if you have clearly understood the explanation given to you by the researcher on your voluntary participation and the purposes of the research.

Signature: _____ Date: _____

Appendix B

Interview guide 1

Target group: Heads, Senior/junior officers at the Youth Department of the Federal Ministry

I. National Youth Policy(NYP)

a) Formulation of the NYP

1. Could you explain the context, processes and actors involved in the formulation of the NYP? Can you also explain your role in the process?
2. Could you describe the participation of the youth and explain in detail the mechanisms used for the participation of the youth and the National Youth Federation and Addis Ababa Youth Federation in particular, in the **formulation process**?
3. Were there any challenges the government and also the youth faced in the formulation process with regards to their involvement and the *process* and *content* in general?

b) Implementation of the NYP

4. Can you explain the strategies, mechanisms, structures, and frameworks used for the implementation of the NYP?
5. Can you describe the participation of the youth and explain in detail the mechanisms used for the participation of the youth in the **implementation process**?
6. Can you explain the relationship between the Ministry's Youth department and youth actors and in particular the Ethiopian (*National*) Youth Federation, *Addis Ababa Youth Federation* and *Addis Ababa Youth Association* in the implementation process?
7. How do you see the Youth actors' (Youth Federation and Association) human resource and financial capacity as partners in the process? What is being done to promote their participation and enhance their capacity in the policy process?
8. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

9. Can you explain the reasons behind the lack of implementation structures for youth participation such as the National Youth Councils and other multi actor coordinating mechanisms specified in the NYP?

II. National/Federal Youth Packages:

1) Ethiopian Urban Youth Development Package (2006)

a) Formulation

10. Can you explain the purpose for the formulation of the Ethiopian/Federal and Regional youth package of **2006**?
11. Can you explain your role in the process?
12. Can you explain how the package was formulated: actors, processes and the context?
13. Can you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation?
14. How do you see the relationship between the NYP and the 2006 youth package? Any changes in policy content or priorities?
15. Do you think the NYP is still a relevant document?

b) Implementation

16. How was the 2006 Youth Package implemented in terms of structures, mechanisms, action plans and financing?
17. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
18. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

2) Ethiopian Youth Development and Transformation Package (2017)

a) Formulation

19. Can you explain the purpose for the formulation of the Ethiopian/Federal and Regional youth package of **2017**?
20. Can you explain your role in the process?
21. Can you explain how the package was formulated: actors, processes and the context?
22. Can you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation?

23. How do you see the relationship between the NYP and the **2017** youth package? Any changes in policy content or priorities? How about between the 2006 and 2017 packages?
24. Was there a significant increase in youth participation and in the availability of mechanisms /structures for participation in the formulation of the 2017 package in comparison with the 2004 NYP and the 2006 package?

b) Implementation

25. How was the 2017 Youth Package implemented in terms of structures, mechanisms, action plans and financing?
26. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
27. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

Appendix C

Interview guide 2

Target group: Heads, Senior/junior officers at the Youth Department of the Addis Ababa City Government Youth Bureau

I.Regional (City Government) Youth Policy: Addis Ababa City Government Youth Growth Package(2006)

a)Formulation

1. Can you explain the purpose for the formulation of the youth package of the Addis Ababa City Government Youth Growth Package in 2006?
2. Can you also explain your role in the process?
3. Can you explain how the package was formulated: actors, processes and the context?
4. Can you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation?
5. How different/similar is it with the National Youth package of 2006?
6. How is the level of autonomy in the formulation process in terms of Federal government's influence?
7. How do you see the relationship between the NYP and the 2006 youth package? Any changes in policy content or priorities?
8. Do you think the NYP is still a relevant document?

b)Implementation

9. How was the 2006 Addis Ababa Youth Package implemented in terms of structures, mechanisms, action plans and financing?
10. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
11. How do you see the Youth actors' (Youth Federation and Association) human resource and financial capacity as partners in the process? What is being done to promote their participation and enhance their capacity?
12. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

13. Can you explain the reasons behind the lack of implementation structures for youth participation such as the National/Regional Youth Councils and other multi actor coordinating mechanisms specified in the NYP?

II. Addis Ababa City Government Youth Development Package (2014)

a) Formulation

14. Can you explain the purpose for the formulation of the youth package of the Addis Ababa City Government Youth Growth Package in 2006?
15. Can you also explain your role in the process?
16. Can you explain how the package was formulated: actors, processes and the context?
17. Can you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation?
18. How do you see the relationship between the NYP and the **2014** Addis Ababa youth package? Any changes in policy content or priorities? How about between the 2006 and 2014 Addis Ababa youth packages?
19. How is the level of autonomy in the formulation process in terms of Federal government's influence?
20. Was there a significant increase in youth participation and in the availability of mechanisms /structures for participation in the formulation of the 2014 package in comparison with the 2004 NYP and the 2006 Addis Ababa youth package?
21. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

b) Implementation

22. How was the 2014 Addis Ababa Youth Package implemented in terms of structures, mechanisms, action plans and financing?
23. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
24. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

***III. Addis Ababa City Government Youth Development and Growth Package
(2017)***

a)Formulation

25. Can you explain the purpose for the formulation of the youth package of the Addis Ababa City Government Youth Growth Package in 2017?
26. Can you explain your role in the process?
27. Can you explain how the package was formulated: actors, processes and the context?
28. Can you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation?
29. How different/similar is it with the National Youth package of 2006?
30. How do you see the relationship between the NYP and the **2017** Addis Ababa youth package? Any changes in policy content or priorities? How about between the 2006 , 2014 and 2017 Addis Ababa youth packages?
31. How is the level of autonomy in the formulation process in terms of Federal government's influence?
32. Was there a significant increase in youth participation and in the availability of mechanisms /structures for participation in the formulation of the 2017 package in comparison with the 2004 NYP, the 2006 and 2014Addis Ababa youth packages?
33. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

b)Implementation

34. How was the 2017 Addis Ababa Youth Package implemented in terms of structures, mechanisms, action plans and financing?
35. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
36. How do you see the Youth actors' (Youth Federation and Association) human resource and financial capacity as partners in the process? What is being done to promote their participation and enhance their capacity?
37. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

Appendix D

Interview guide 3

Target group: Heads, Senior/junior officers at the Youth Department of the Addis Ababa City Government **Bole Sub-city and Woreda Youth Secretariats**

a)Formulation

1. What is your role in the Secretariat?
2. What was the Youth Secretariat's role in the formulation process of the NYP and the packages?
3. Could you explain the role/participation of the youth in the formulation process and the mechanisms involved for their participation at the levels of Subcity /Woreda?
4. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

b)Implementation

5. What was the Youth Secretariat's role in the implementation process of the NYP and the packages?
6. What was the role of the Youth Federation and Youth Association in the implementation process, i.e formulation of action plans, budgets, program development, coordination /steering committee meetings etc.? What were the mechanisms/structures available for their participation?
7. How do you see the Youth actors' (Youth Federation and Association) human resource and financial capacity as partners in the process? What is being done to promote their participation and enhance their capacity at sub-city and *woreda* levels?
8. Can you explain any challenges that you observed in the process in general and in the participation of the youth?

Appendix E

Interview guide 4

Target group: Heads, Senior/junior officers at the **Ethiopian (National) Youth Federation, Addis Ababa Youth Federation and Addis Ababa Youth Association** (*at National, City and woreda levels*)

a)Formulation

1. Could you explain the context, processes and actors involved in the formulation of the policies?
2. Could you explain your role including your organization's role in the formulation of the NYP, 2006 and 2017 Ethiopian Youth Packages and the 2006, 2014 and 2017 Addis Ababa Youth Packages (as applicable)?
3. Can you explain the role and influence of the youth in general in the formulation process and the mechanisms involved for their participation?
4. Were there any challenges the government and also the youth in particular your organization/association faced in the formulation process with regards to their involvement and the process in general?

b)Implementation

5. Can you explain the relationship between the Ministry 's Youth department and youth actors and in particular the Ethiopian (*National*) Youth Federation, Addis Ababa Youth Federation and Addis Ababa Youth Association in the implementation process?
6. How do you see the Youth actors' (Youth Federation and Association) human resource and financial capacity as partners in the process? What is being done to promote your organization's participation and enhance your capacity?
7. Can you explain the reasons behind the lack of implementation structures for youth participation such as the National /Regional Youth Councils and other multi actor coordinating mechanisms specified in the NYP?
8. What do you think should be done to enhance the participation and influence of youth in policy formulation and implementation?

አባሪ ሀ

የስምምነት መስጫ ቅጽ



ስሜ ሮና አሊ አህመድ ይባላል። በአዲስ አበባ ዩኒቨርሲቲ ቢዝነስና ኢኮኖሚክስ ፋክልቲ በህዝብና ልማታዊ አስተዳደር የትምህርት ክፍል የድህረ ምረቃ ተማሪ ነኝ። የጥናታዊ ምርምራዊ ርዕስ የወጣቶች ፖሊስ ዝግጅትና አተገባበር እና የወጣቶች ተሳትፎ

የዚህ ጥናታዊ ምርምር አላማ የኢ.ፌ.ዲ.ሪ የወጣቶች ፖሊሲንና የወጣቶች ፓኬጅን የዝግጅትና አሰራር እና የአተገባበር ሂደቶችን ለመተንተን ነው። በዚህም ላይ ተመርኩዞ ለፖሊሲው የሚሆኑ አስተያየቶችንና ምክረ አሳቦችን ለማቅረብና የወጣቶችን ተሳትፎ በፖሊሲ ዝግጅትና አተገባበር ሂደቶች ላይ ተሰሚነትና የውሳኔ ሰጭነት ሚናቸውን በማጎልበትና ለማበረታታት ነው።

ከላይ ከጠቀስኩት ጉዳዮች ጋር በተያያዘ የእርስዎን ልምድና ምልክታ ቃለ መጠየቅ ላደርግሎት ቀርቤያለሁ። የሚሰጡኝ መረጃ በሚስጥር ከመያዙም በተጨማሪ የግለሰብ ስሞች በምርምሩ ውስጥ አይጠቀሱም። የእርስዎ ግብአት ለትምህርታዊ አላማ ጥቅም ላይ ይውላል። ቃለ መጠይቁ በፈቃደኝነት ላይ የተመሰረተ ሲሆን በማንኛውም ጊዜ ቃለ መጠይቁን ማቋረጥ ይችላሉ።

ስለትብብር በቅድሚያ ለማመስገን እወዳለሁ።

ስለጥናታዊ ምርምሩ አላማዎችና በፈቃደኝነት ላይ የተመሰረተው ተሳትፎ የተሰጡትን ማብራሪያ በግልጽ ከተረዱት እባክዎ ከታች በተዘጋጀው ስፋራ ላይ ይፈርሙ ።

ፊርማ ቀን

አባሪ ለ

የቃለ መጠይቅ መመሪያ 1

የሚመለከታቸው ቡድኖች፡- በፌዴራል ሚኒስቴር መ/ቤት የወጣቶች ክፍል ኃላፊዎች ፣ ከፍተኛ ፣ አነስተኛ መኮንኖች

1. ብሔራዊ የወጣቶች ፖሊሲ

ሀ. የፖሊሲ አዘገጃጀት

1. በብሔራዊ የወጣቶች ፖሊሲ ዝግጅት ውስጥ የነበሩትን መነሻ ሁኔታዎች፣ የአስራር ሂደቶች እና ተዋሂዶችን መግለጽ ይችላሉ?
2. በፖሊሲ ዝግጅት ሂደት ውስጥ የወጣቱን ተሳትፎ መግለጽ ይቻላል? በተጨማሪም ለወጣቱ በተለይ በኢትዮጵያ (ብሔራዊ) የወጣቶች ፌዴሬሽን እና አዲስ አበባ ወጣቶች ፌዴሬሽን ለወጣቱ ተሳትፎ ጥቅም ላይ የሚውሉትን ዘዴዎች በዝርዝር ያስረዱን
3. በፖሊሲ ዝግጅት የስራ ሂደት ውስጥ የመንግስት አካሉ እና ወጣቱ ያጋጠማቸው ተግዳሮቶች ነበሩ? በተለይ በተሳትፎ ዙሪያ በሂደቱና በአጠቃላይ ይዘቱ ላይ?

ለ. የብሔራዊ ፖሊሲው አተገባበር

4. ፖሊሲውን በስራ ላይ ለማዋል ጥቅም ላይ የሚውሉ ስትራቴጂዎችን ፣ ዘዴዎችን መዋቅሮችንና ማዕቅዶችን መግለጽ ይችላሉ?
5. የወጣቱን ተሳትፎ መግለጽ ይችላሉ? በተጨማሪም በአፈጻጸም ሂደት ውስጥ ወጣቶቹን ለማሳተፍ የተጠቀሙበትን ዘዴዎች በዝርዝር ያስረዱ?
6. በሚኒስቴር መ/ቤት በወጣቶች ክፍል እና የወጣት ተዋናዮች መካከል በተለይ የኢትዮጵያ ወጣቶች ፌዴሬሽን ፣ አዲስ አበባ ወጣቶች ፌዴሬሽን እና አዲስ አበባ ወጣቶች ማህበር ያለውን ግንኙነት እና በተለይም በአተገባበሩ ሂደት ውስጥ ያለውን ግንኙነት መግለጽ ይችላሉ?
7. የወጣት ተዋናዮቹን የሰው ሀይልና የፋይናንስ አቅም በሂደቱ ውስጥ ባላቸው የአጋር ሚና እንዴት ይመለከቱታል? ተሳትፎዎቻቸውን ለማሳደግና በፖሊሲ ሂደት ውስጥ ያላቸውን አቅም ለማሳደግ ምን እየተደረገ ነው?
8. በአጠቃላይ በሂደቱ ውስጥ በወጣቱ ተሳታፊነት ውስጥ እና ያገኟቸውን ማናቸውንም ችግሮች ማብራራት ይችላሉ?

9. በፖሊሲው ውስጥ በተጠቀሰው መሰረት ለወጣቶች ተሳታፊነት ያፈጸጸም መዋቅሮች ለምሳሌ ብሔራዊ እና ክልላዊ የወጣቶች ምክር ቤት ወይም ብዙ አካላትን የሚያሳትፉ የአስተባባሪ መዋቅሮች አለመኖር ምክንያቶች ማስረዳት ይችላሉ?

2. ብሔራዊ/ፌደራል የወጣት ፓኬጅ

2.1. የኢትዮጵያ የከተማ ወጣቶች (1998) የእድገት ፓኬጅ

ሀ. አዘገጃጀት

- 10 ስለ ፌደራልና ክልል የወጣቶች ፓኬጅ አዘገጃጀት እና አላማ ማስረዳት ይችላሉ ?
- 11 በሂደቱ ውስጥ የነበሩትን ሚና መግለጽ ይችላሉ ?
- 12 ፓኬጁ ከተዋሂደን ፣ የአሰራር ሂደቶች እና ነባራዊ ሁኔታ አኳያ እንዴት እንደተዘጋጀ ማብራራት ይችላሉ ?
- 13 የወጣቱን ሚና በፓኬጁ የዘግጅት ሂደት ውስጥ እና ለተሳተፎአቸው የነበሩትን ዘዴዎች ማብራራት ይችላሉ ?
- 14 በብሔራዊ የወጣቶች ፖሊሲ እና የወጣቶች ፓኬጅ (1998) መካከል ያለውን ግንኙነት እንዴት ያዩታል ? በፖሊሲ ይዘት አኳያ እና በቅድሚያ በመስጠት አንጻር ለውጦችን አይተዋል ?
- 15 ብሔራዊ የኢትዮጵያ የወጣቶች ፖሊሲው አሁንም አስፈላጊነት ያለው ሰነድ ይመስልዎታል ?

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- 16 የኢትዮጵያ የወጣቶች ፓኬጅ (1998) በምን ሁኔታ ነበር የተተገበረው ከመዋቅር ፣ ከስልቶች ፣ ዘዴዎች ፣ ከድርጊት መረሀ ግብር እና ከፋይናንስ አንጻር ?
- 17 በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ከድርጊት መረሀ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣ ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?
- 18 በአጠቃላይ በሂደቱ ላይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛቸውን ማንኛውንም ችግሮች ማብራራት ይችላሉ?

2. የኢትዮጵያ ወጣቶች የልማትና የለውጥ ፓኬጅ (2009)

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- 19 ስለ ፌደራል እና ክልል የወጣት ፓኬጅ (2009) መነሻ አላማ ማስረዳት ይችላሉ ?
- 20 በሂደቱ ውስጥ የነበሩትን ሚና ማብራራት ይችላሉ ?
- 21 ፓኬጁ ከተዋሂደን ፣ ከሂደቶች እና ከነባራዊ ሁኔታዎች አኳያ እንዴት እንደተዘጋጁ ማብራራት ይችላሉ ?
- 22 የወጣቱን ሚና በዝግጅቱ ሂደት ውስጥና ለተሳትፎአቸው የተተገበሩትን ዘዴዎች ማስረዳት ይችላሉ ?
- 23 በብሔራዊ የወጣቶች ፖሊሲና የወጣቶች ፓኬጅ (2009) መካከል ያለውን ግንኙነት እንዴት ይመለከቱታል ? በፖሊሲ ይዘት እና ቅድሚያ ከሚሰጧቸው ጉዳይ አንጻር ለውጦችን ተመልክተዋል ? በ2006 እና በ2009 የወጣት ፓኬጅ ማህከልስ የተመለከቷቸው ለውጦች አሉ?
- 24 በወጣት ተሳትፎ ላይ ጉልህ የሆነ ጭማሪ ታይቷል ? ተሳትፎን ለማሳደግ የሚሆኑ የስልቶችና የመዋቅር ጭማሪዎችስ ታይተዋል በ1996 ፖሊሲና 1998 ፓኬጅ ?

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- 25 የ2009 የወጣቶች ፓኬጅ በምን ሁኔታ ነበር የተተገበረው ከመዋቅሮች ፣ ስልቶች ፣ የድርጊት መረሀግብር እና ፋይናንስ አንጻር ?
- 26 በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ከድርጊት መረሀ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣ ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?
- 27 በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

አባሪ ሐ

የቃለ መጠይቅ መመሪያ 2

የሚመለከታቸው ቡድኖች ፣ ኃላፊዎች ፣ ክፍተኛ እና አነስተኛ መኮንኖች በአዲስ አበባ ከተማ አስተዳደር የወጣት ቢሮ ውስጥ

1. የክልል (የከተማ አስተዳደር) ወጣት ፖሊሲዎች ፓኬጅች የአዲስ አበባ ከተማ አስተዳደር የወጣቶች የእድገት ፓኬጅ (1998 ዓ.ም)

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- 1. ስለ አዲስ አበባ አስተዳደር የወጣቶች የእድገት ፓኬጅ አዘገጃጀት አላማ ማስረዳት ይችላሉ ?
- 2. በሂደቱ ውስጥ የነበሩትን ሚና ማብራራት ይችላሉ ?
- 3. ፓኬጁ ከተዋረደን ፣ ከሂደቶች እና ከነባራዊ ሁኔታዎች አኳያ እንዴት እንደተዘጋጁ ማብራራት ይችላሉ ?
- 4. የወጣቱን ሚና በዝግጅቱ ሂደት ውስጥና ለተሳትፎአቸው የተተገበሩትን ዘዴዎች ማስረዳት ይችላሉ ?
- 5. ፓኬጁ ከብሔራዊ የኢትዮጵያ ወጣቶች ፓኬጅ (1998) ጋር ያለውን ልዩነትና ተመሳሳይነት እንዴት ይገልጹታል
- 6. በዝግጅቱ ሂደት ውስጥ ያለው የፌደራል መንግስት ተጽኖ ምን ይመስላል? ያላችሁ በራስ የመወሰን ነጻነት ምን ያህል ነው ? እስከምን ድረስ ነው ?

7. በብሔራዊ የወጣቶች ፖሊሲና የአዲስ አበባ ከተማ አስተዳደር የወጣቶች ፓኬጅ (1998) መካከል ያለውን ግንኙነት እንዴት ይመለከቱታል ? በፖሊሲ ይዘት እና ቅድሚያ ከሚሰጧቸው ጉዳይ አንጻር ለውጦችን ተመልክተዋል ?

8. ብሔራዊ የኢትዮጵያ የወጣቶች ፖሊሲው አሁንም አስፈላጊነት ያለው ሰነድ ይመስልዎታል ?

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9. የአዲስ አበባ ከተማ አስተዳደር የወጣቶች ፓኬጅ (1998) በምን ሁኔታ ነበር የተተገበረው ከመዋቅር ፣ ከስልቶች ፣ ዘዴዎች ፣ ክፍርጊት መረሀ ግብር እና ከፋይናንስ አንጻር ?

10. በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ክፍርጊት መረሀ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣

ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?

- 11. የወጣት ተዋንያኖቹን የሰው ሀይልና የፋይናንስ አቅም በሂደቱ ውስጥ ባላቸው የአጋር ሚና እንዴት ይመለከቱታል? ተሳትፎዎቻቸውን ለማሳደግና በፖሊሲ ሂደት ውስጥ ያላቸውን አቅም ለማሳደግ ምን እየተደረገ ነው?
- 12. በአጠቃላይ በሂደቱ ውስጥ በወጣቱ ተሳታፊነት ውስጥ እና ያገኛቸውን ማናቸውንም ችግሮች ማብራራት ይችላሉ?
- 13. በፖሊሲው ውስጥ በተጠቀሰው መሰረት ለወጣቶች ተሳታፊነት ያፈጻጸም መዋቅሮች ለምሳሌ ብሔራዊ እና ክልላዊ የወጣቶች ምክር ቤት ወይንም ብዙ አካላትን የሚያሳትፉ የአስተባባሪ መዋቅሮች አለመኖር ምክንያቶች ማስረዳት ይችላሉ?

2. የአዲስ አበባ ከተማ አስተዳደር የወጣቶች የእድገት ፓኬጅ (2006)

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- 14. የአዲስ አበባ ከተማ ወጣቶች ፓኬጅ (2006) መነሻ አላማ ማስረዳት ይችላሉ ?
- 15. በሂደቱ ውስጥ የነበሩትን ሚና ማብራራት ይችላሉ ?
- 16. ፓኬጁ ከተዋሂደን ፣ ከሂደቶች እና ከነባራዊ ሁኔታዎች አኳያ እንዴት እንደተዘጋጁ ማብራራት ይችላሉ ?
- 17. የወጣቱን ሚና በዝግጅቱ ሂደት ውስጥና ለተሳትፎአቸው የተተገበሩትን ዘዴዎች ማስረዳት ይችላሉ ?
- 18. በብሔራዊ የወጣቶች ፖሊሲና የወጣቶች ፓኬጅ (2006) መካከል ያለውን ግንኙነት እንዴት ይመለከቱታል ? በፖሊሲ ይዘት እና ቅድሚያ ከሚሰጧቸው ጉዳይ አንጻር ለውጦችን ተመልክተዋል ?
- 19. በዝግጅቱ ሂደት ውስጥ ያለው የፌዴራል መንግስት ተጽኖ ምን ይመስላል? ያላችሁ በራስ የመወሰን ነጻነት ምን ያህል ነው ? እስከምን ድረስ ነው ?
- 20. በወጣት ተሳትፎ ላይ ጉልህ የሆነ ጭማሪ ታይቷል ? ተሳትፎን ለማሳደግ የሚሆኑ የስልቶችና የመዋቅር ጭማሪዎችስ ታይተዋል በ1996 ፖሊሲና 1998 እና 2006 ፓኬጅ ?
- 21. በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

ለ. አተገባበር

- 22. የ2006 የወጣቶች ፓኬጅ በምን ሁኔታ ነበር የተተገበረው ከመዋቅሮች ፣ ስልቶች ፣ የድርጊት መረጃ ግብር እና ፋይናንስ አንጻር ?
- 23. በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ከድርጊት መረጃ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣ ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?
- 24. በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

3. የአዲስ አበባ ከተማ አስተዳደር የወጣቶች የልማት እና የእድገት ፓኬጅ (2009) ሀ. አዘገጃጀት

- 25. ስለ የአዲስ አበባ ከተማ ወጣቶች (2009) መነሻ አላማ ማስረዳት ይችላሉ ?
- 26. በሂደቱ ውስጥ የነበሩትን ሚና ማብራራት ይችላሉ ?
- 27. ፓኬጁ ከተዋሂደን ፣ ከሂደቶች እና ከነባራዊ ሁኔታዎች አኳያ እንዴት እንደተዘጋጁ ማብራራት ይችላሉ ?
- 28. የወጣቱን ሚና በዝግጅቱ ሂደት ውስጥና ለተሳትፎአቸው የተተገበሩትን ዘዴዎች ማስረዳት ይችላሉ ?
- 29. የአዲስ አበባ ከተማ ወጣቶች ፓኬጅ ከብሔራዊ የኢትዮጵያ የወጣቶች ፓኬጅ 1998 እና ከብሔራዊ የኢትዮጵያ ወጣቶች ፓኬጅ 2009 ጋር የሚያመሳስለው እና የሚለያየው ምንድነው ?
- 30. በብሔራዊ የወጣቶች ፖሊሲና አዲስ አበባ አስተዳደር የወጣቶች ፓኬጅ (2009) መካከል ያለውን ግንኙነት እንዴት ይመለከቱታል ? በፖሊሲ ይዘት እና ቅድሚያ ከሚሰጧቸው ጉዳይ አንጻር ለውጦችን ተመልክተዋል ? በ1998 በ2006 እና በ 2009 የወጣት ፓኬጆች ማህከልስ የተመለከቷቸው ለውጦች አሉ?
- 31. በዝግጅቱ ሂደት ውስጥ ያለው የፌደራል መንግስት ተጽኖ ምን ይመስላል? ያላችሁ በራስ የመወሰን ነጻነት ምን ያህል ነው ? እስከምን ድረስ ነው ?
- 32. በወጣት ተሳትፎ ላይ ጉልህ የሆነ ጭማሪ ታይቷል ? ተሳትፎን ለማሳደግ የሚሆኑ የስልቶችና የመዋቅር ጭማሪዎችስ ታይተዋል በ1996 ፖሊሲ 1998 2006 እና 2009 ፓኬጅ ?

33.በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

ለ. አተገባበር

34.የ2009 የወጣቶች ፓኬጅ በምን ሁኔታ ነበር የተተገበረው ከመዋቅሮች ፣ ስልቶች ፣ የድርጊት መረሀግብር እና ፋይናንስ አንጻር ?

35.በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ከድርጊት መረሀ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣ ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?

36.የወጣት ተዋንያኖቹን የሰው ሀይልና የፋይናንስ አቅም በሂደቱ ውስጥ ባላቸው የአጋር ሚና እንዴት ይመለከቱታል? ተሳትፎዎቻቸውን ለማሳደግና በፖሊሲ ሂደት ውስጥ ያላቸውን አቅም ለማሳደግ ምን እየተደረገ ነው?

37.በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

አባሪ መ

የቃለ መጠይቅ መመሪያ 3

የሚመለከታቸው ቡድኖች፡- ኃላፊዎች ፣ ከፍተኛ እና አነስተኛ መኮንኖች በአዲስ አበባ ከተማ አስተዳደር የወጣት ጽ/ቤት በ ክ/ከተማ እና ወረዳ

ሀ. አዘገጃጀት

1. በጽላፊት ቤቱ ውስጥ ያሉት ሚና ምንድነው ?
2. የወጣት ጽ/ቤቱ ሚና በፖሊሲውና በፓኬጅቹ አዘገጃጀት ምን ነበር?
3. በክ/ከተማ ወረዳ ላይ ያሉ ወጣቶች በዝግጅቱ ሂደት ውስጥ የነበራቸውን ሚና እና ለተሳትፎአቸው የነበሩትን ዘዴዎች ማብራራት ይችላሉ?
4. በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ ?

ለ. አተገባበር

5. በአተገባበር ሂደቱ ውስጥ የጽላፊት ቤቱ ሚና ምን ነበር?
6. በአተገባበር ሂደቱ ውስጥ የወጣት ፌደሬሽንና የወጣት ማህበሩ ሚና ምን ነበር ከድርጊት መረሀ ግብር ፣ ዝግጅት በኩል ፣ በጀት በማዘጋጀት ፣ ፕሮግራም በማዘጋጀት ፣ የአስተባባሪ ወይም መሪ ኮሚቴ ስብሰባዎች ወዘተ ከማዘጋጀት አንጻር ? እነሱን ለማሳተፍ የሚያገለግሉ ስልቶች ወይም መዋቅሮች ምን ነበሩ?
7. የወጣት ተዋንያኖቹን የሰው ሀይልና የፋይናንስ አቅም በሂደቱ ውስጥ ባላቸው የአጋር ሚና እንዴት ይመለከቱታል? ተሳትፎዎቻቸውን ለማሳደግና በፖሊሲ ሂደት ውስጥ ያላቸውን አቅም ለማሳደግ ምን እየተደረገ ነው?
8. በአጠቃላይ በሂደቱ ላይ እና በተለይ በሂደቱ ውስጥ ባለው የወጣት ተሳትፎ ያገኛችኋቸው ማንኛውንም ችግሮች ማብራራት ይችላሉ

አባሪ ሠ

የቃለ መጠይቅ መመሪያ 4

የሚመለከተው ቡድን :- ሀላፊዎች ፣ ክፍተኛ ፣ አነስተኛ መኮንኖች በኢትዮጵያ ወጣቶች ፌደሬሽን ፣ የአዲስ አበባ ወጣቶች ፌደሬሽንና አዲስ አበባ ወጣቶች ማህበር በብሔራዊ በከተማ አስተዳደር እና በወረዳ ደረጃ ያሉ

ሀ. አዘገጃጀት

1. በአዘገጃጀቱ ውስጥ የነበሩትን ተዋኪያን ሒደቶች እና ነባራዊ ሁኔታዎች ማብራራት ይችላሉ?
2. በብሔራዊ ፖሊሲው(1996) በብሔራዊ ወጣቶች ፓኬጅ(1996 እና 2009) እና የአዲስ አበባ ወጣቶች ፓኬጅ(1998 2006 2009) ውስጥ የእርስዎንና የድርጅቱን ሚና ሊያብራሩልኝ ይችላሉ ?
3. በአጠቃላይ በአዘገጃጀት ውስጥ ያለውን የወጣቶች ተሳትፎ እና ለተሳትፏቸው የነበሩትን ዘዴዎች ማብራራት ይችላሉ ?
4. በሂደቱና በወጣቶች ተሳትፎ አንጻር በመንግስት በኩልና በማህበሩ እና በፌደሬሽኑ በኩል ያጋጠመው ችግር ምን ነበር ?

ለ አተገባበር

5. በአተገባበር ሂደት ውስጥ በፌደራል ወጣቶች ሚኒስቴር መ/ቤቱ እና በወጣት ተዋኪያን በተለይ በኢትዮጵያ ወጣቶች ፌደሬሽን ፣ አዲስ አበባ ወጣቶች ፌደሬሽን እና አዲስ አበባ ወጣቶች ማህበር ያለውን ግንኙነት ማብራራት ይችላሉ ?
6. የወጣት ተዋኪያኖቹ (የወጣት ፌደሬሽንና ማህበር) የሰው ሀይልና የፋይናንስ አቅም በሂደት ውስጥ ያለው የአጋር ሚና እንዴት ይመለከቱታል? ተሳትፎአችሁን ለማሳደግና አቅማችሁን ለማጎልበት ምን እየተሰራ ነው ?
7. በፖሊሲ ውስጥ በተጠቀሰው መሰረት ለወጣቶች ተሳታፊነት የሚያገለግሉ የአፈጻጸም መዋቅሮች ለምሳሌ እንደብሔራዊ እና ክልላዊ የወጣቶች ምክር ቤት ወይንም ብዙ አካላትን የሚያሳትፍ የአስተባባሪ መዋቅሮች አለመኖር ምክንያቶች ማስረዳት ይችላሉ?