



Evaluation Unit (EVAL)

Evaluation Title Page

- **Project Title:** **Creating youth employment through improved entrepreneurship**
- **TC/SYMBOL:** **INT/07/09 SDC - 100912**
- **Type of Evaluation :** **Final**
- **Country(ies) :** **China, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Sri Lanka and Syria**

- **Date of the evaluation:** **May 2011**
- **Evaluation Manager:** **Mariela Buonomo Zabaleta**
- **Administrative Office:** **EMP/SEED**
- **Technical Backstopping Office:** **EMP/SEED**
- **Evaluator(s):** **Achim Engelhardt**
- **Date project ends:** **31 May 2011**
- **Donor: country (budget US\$):** **Switzerland (SDC)**
\$1.150.000

Acronyms

ECOSOC	United Nations Economic and Social Council
EMP/SEED	Small Enterprise Programme of the ILO's Employment Sector
ILO	International Labour Office/Organization
KAB	"Know about business" programme of the ILO
SIYB	"Start and Improve Your Business" programme of the ILO
SDC	Swiss Agency for Development Cooperation
TOR	Terms of Reference
WDR	World Development Report of the World Bank
YEN	Youth Employment Network
\$	United States Dollar

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Achim Engelhardt

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Executive Summary

Quick Facts

Countries:

China, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Sri Lanka and Syria

Final Evaluation: *May 2011*

Mode of Evaluation: *independent*

Technical Area: Small Enterprise Development and *Youth Employment*

Evaluation Management: ED/EMP

Evaluation Team: *Achim Engelhardt*

Project Start: *October 2007*

Project End: *May 2011*

Project Code: INT/07/09 SDC - 100912

Donor: *Switzerland (SDC), \$1.150.000*

Keywords: Youth Entrepreneurship, Impact, Youth employment

Background & Context

Summary of the project purpose, logic and structure

The “Creating youth employment through improved youth entrepreneurship” was a action research project with the aim of providing a better understanding of the role entrepreneurship education programmes play, and the Know About Business (KAB) programme more specifically, in youth entrepreneurship promotion and, ultimately, youth employment.

The project intended to provide the ILO and SDC with a better understanding of how entrepreneurship education programmes are perceived and internalized by young people, to what extent they lead to improved knowledge about the world of business, as well as behavioral and attitudinal change towards entrepreneurship, and how this knowledge might lead to better employability and higher entrepreneurial activities amongst young women and men, and the ultimate contribution of these measures to youth employment and poverty reduction.

According to the project document, the project had the following objectives:

“I. An action research programme on youth entrepreneurship has provided information on performance (what worked well and what not) and impact allowing the development of a methodology for M&E and impact assessment and its application for KAB

II. A KAB web site including a resource platform for entrepreneurship education practitioners from the ILO, SDC and other interested agencies has been set-up and a knowledge sharing network of programme developers, curriculum developers and KAB users is functioning.

III. The KAB programme has been adapted to new target groups in particular for unemployed young women and men out of formal education.

IV. Research findings of the project have been transformed into guidelines for designing strategies and programmes for the promotion of self-employment and

entrepreneurship for young women and men.”

Following a mid-term self-evaluation in 2010 those objectives experienced slight modifications. The geographic coverage of the project included the following countries in Africa, Asia and the Americas: China, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Sri Lanka and Syria.

The project was funded by the Swiss Agency for Development and Cooperation (SDC) and was executed by the Small Enterprise Programme (EMP/SEED) of the ILO’s Employment Sector.

The project management structure composed of a project manager in charge of supervising all activities and the timely delivery from the ILO headquarters in Geneva.

Present situation of project

The project is closed. Following a no-cost extension in August 2010, the expected closing date of the project was postponed from September 30, 2010 to May 31, 2011. By 31 December 2010, the project had a balance of \$114.795 yet to be invested.

Purpose, scope and clients of the evaluation

According to the ToR of the final project evaluation, the evaluation purpose is to:

- Determine whether the project achieved the stated objectives
- Determine what steps have been taken for the sustainability of key components of the project beyond the project’s life
- Document lessons learned and extract recommendations for future research projects and exercises initiated by ILO or SDC to assess outreach and impact of a given entrepreneurship education and training programme.

The scope of the final evaluation was on all four main objectives of the project.

The final evaluation aims to provide a balanced presentation of the strengths and weaknesses of the project, the effectiveness of the project, as well as a set of recommendations and lessons learned for future similar initiatives. Further lessons can be drawn for the implementation and coordination of the KAB programme upon which the research project was mostly focused. Also, the ILO has a number of entrepreneurship and enterprise development training programmes that could learn lessons from this exercise (for example, SIYB and GET Ahead).

Users of the evaluation will be both internal and external to the ILO. Internally, users will be the project managers, the responsible ILO unit (SEED), the managers and coordinators of KAB, SIYB, Get-Ahead and other entrepreneurship development tools. External to the ILO, users will be the donor and KAB implementing partners.

Methodology of evaluation

The final evaluation entailed a desk review of relevant materials and in-depth interviews with key project stakeholders in the ILO Headquarters, and through telephone interviews with SDC and with key stakeholders in two selected project countries. The entire period of the project was covered – from October 2007 to February 2011. Due to limitations in the available time and budget, field visits to two or three project countries, as originally envisaged in the Project Document¹ were not possible and were substituted with telephone interviews. The project assessment was based on a sample of two project countries² out of a total of eight project countries. A total of eight key stakeholder interviews were undertaken for the final evaluation. The final evaluation was undertaken during 12 days between April and May 2011.

Main Findings & Conclusions

A brief overall assessment of the project's performance, including the project's relevance, effectiveness, efficiency, impact and sustainability is presented in Table 1. The section on effectiveness answers the first key evaluation question listed in the ToR about the achievement of the project's objectives. The section on sustainability provides an answer to the second evaluation question.

Recommendations & Lessons Learned

Table 1 also contains a summary of main recommendations for the future research projects, as stipulated in the third key evaluation question.

¹ The original ILO-SDC document outlining the project objectives

² Research teams in Kyrgyzstan and Lao PDR were successfully contacted. However, it was not possible to interview the research team in Syria, as envisaged in the inception report.

Table 1 Summary of key findings, conclusions and recommendations

	Key findings	Conclusions	Recommendations for ILO/SDC to assess impact of entrepreneurship education and training programme
Relevance & appropriateness	1. Project supply led, due to initial lack of demand for KAB programme impact assessment.	ILO and SDC designed the action research project in advance of a specific need for KAB programme results, despite no obvious demand at the time. Emerging demand for KAB results (Beirut regional office) and results of the ILO's work in general (ILO Kyrgyzstan) throughout the project's lifetime proved the ILO and SDC were right to take the risk and undertake this initially supply led project and justified its relevance.	1. Ideally impact assessments should be demand rather than supply led. Though the project's results proved the ILO and SDC were right in taking a considerable risk, in future the ILO or SDC should ensure that their entrepreneurship education and training programmes have monitoring, evaluation and impact assessment built in the programme design and budget.
	2. When the project was launched and during its first year of operations no direct link to the ILO's Programme and Budget was established.	Since a direct link to the ILO's Programme and Budget is missing, the impression could arise that the project operated in its initial phase outside the ILO's performance framework. This would not be appropriate for a donor-funded project.	2. All ILO and donor funded projects must relate to the ILO's Programme and Budget and Strategic Policy Framework to adhere to the organization's objectives and targets.
	3. An impact assessment to detect changes of awareness, knowledge and attitudes would be more appropriate at the conclusion of a KAB pilot project, rather than at the point of mainstreaming.	The project delivered a wide range of very useful lessons for other (research) projects in the area of impact assessment, including on the best timing for an impact assessment.	3. The highly relevant timing for an impact assessment to detect changes of awareness, knowledge and attitudes is the pilot phase of an entrepreneurship education and training programme. Once the programme is mainstreamed, it proves difficult to find control groups. In addition, the end of a pilot phase is often the moment of important decision-making where impact assessment data provides valuable evidence.
	4. Project gained relevance where the ILO was keen to show the results of its work to constituents in country, for example to promote the KAB roll out.	KAB programmes should build in monitoring, evaluation and impact assessment into the programme design and budget, regardless of the momentary demand for results. Additional funds for more in-depth impact assessments could be determined by the use of those results for high-level decision making (e.g. when a decision is due about whether to mainstream a KAB pilot nor not).	See recommendations 1 and 3.
	5. Project strategy, assumptions and objectives were mostly appropriate, however only amendment of some objectives after the (self) mid-term review.	The project strategy, assumptions and objectives seemed only partly appropriate to the project and the rather late mid-term review was probably a missed opportunity to revise the strategy and assumptions along the project objectives.	4. Mid-term evaluations of entrepreneurship education and training programmes should closely follow the ILO's or SDC's evaluation standards to ensure their added value to the programmes. A more rigorous form of quality control might be required for self-evaluation or review exercises and the design of logframes when project documents get approved.
Efficiency	6. Technical backstopping, administrative support, regular communication and project reporting seem efficient; project management showed uneven levels of efficiency.	High staff turnover in ILO and SDC project management (3 project managers in 3.5 years) without extensive briefings, handover notes or sharing of lessons learned influenced the project's efficiency. ILO project management of this very time-intensive action research was also handicapped by that fact that up to approximately 15% to 20% of the project manager's time had to be spent on other office activities. A possible implementation flaw affecting the project's efficiency was the decision	5a). Though staff turnover is a given fact, its impact on entrepreneurship education and training programmes and any other programmes must be managed. Extensive briefings, handover notes or sharing of lessons learned should be required before a project manager leaves his or her position. 5b) Entrepreneurship education and training programmes

		to engage a KAB specialist as project manager rather than an impact assessment specialist, as envisaged in the project document. The initial project managers were confronted with a steep learning curve and had to learn many lessons regarding the methodological soundness of the impact assessment methodology and the sequencing of the impact assessment process.	require highly specialised staff, as monitoring, evaluation and impact assessment do. In any future recruitment of staff for monitoring, evaluation and impact assessment of entrepreneurship education and training programmes, a skills mix in both technical areas would be beneficial.
	7. Project document approved without a logframe; 2010 logframe of insufficient quality to ensure enhanced efficiency of project	The project's efficiency could have been improved by a clear logframe from the outset of the project. The logframe provided in the mid-term review fell short of the most basic quality standards and constituted a second missed opportunity of improving project efficiency through the use of a supportive logframe.	See recommendation 4.
	8. Centralized action research project benefited from ILO regional offices' involvement to gain efficiency	The process of preparing and undertaking impact assessments was greatly enhanced in countries where ILO regional offices were involved to support the project (ILO Moscow for the Kyrgyzstan impact assessment and ILO Beirut for the Syria impact assessment).	6. Centralized research projects do work. For efficient field research on entrepreneurship education and training programmes, the enterprise specialist in regional (or country) offices should be involved as closely as possible.
Effectiveness	9. All four project objectives have been delivered on time.	Despite the high staff turn over in the project management and the numerous factors limiting the efficiency of the project, the project has reached its immediate objectives. Though the usefulness of impact assessment has suffered due to factors within and beyond the project's control, sufficient lessons have been learned for future "good practice" impact assessments. A guide on good practice in impact assessment of entrepreneurship education programmes, as originally envisaged but not picked up in the project document, could be assembled for this purpose.	7. In reference to recommendation 1, impact assessments should be included in the design and budget of future entrepreneurship education and training programmes. To fully capitalize on the experiences of the "Creating youth employment through improved youth entrepreneurship" project, the ILO is encouraged to assemble a guide on good practice in impact assessment of entrepreneurship education and training programmes to provide methodological and practical guidance for future impact assessments
	10. Project performance indicators only served to a limited extent to assess project effectiveness	As in the case of key finding 4, the mid-term evaluation was a missed opportunity to revise the Project performance indicators, along with the strategy, assumptions and project objectives.	8. All ILO projects should benefit from a robust monitoring framework, including the use of a logframe containing relevant performance indicators.
	11. The project has succeeded in mainstreaming gender equality to varying extents. In the research outputs, i.e. the impact assessments, the samples of KAB students and the control groups were to the extent possible balanced by men and women interviewed. However, the impact of KAB on all young women and men did not include unemployed KAB graduates. Evidence from Kyrgyzstan indicated that this excludes	The project design set gender equality at its heart and tried to balance impact assessment samples equally with young men and women. However, there is an indication that the methodological focus of KAB students who became employees or business owners leaves out disproportionately young women among the unemployed former KAB graduates.	9. To fully capture the impact of KAB on all young women and men, future impact assessments should also look at unemployed KAB graduates to ensure that young women are not overlooked. For a fully assessment of a research project's impact, an ex-post evaluation after 2 to 3 year's after the project's impact might be recommendable.

	<p>especially young women from the impact assessments.</p> <p>The ILO crosscutting issues poverty, labour standards and social dialogue were of no immediate relevance to this action research project. However, the Kyrgyzstan impact assessment showed that KAB programmes require the provision of financing to decrease youth unemployment among the poorest. (see finding 13 and recommendation 9)</p>		
Impact	<p>12. Impact assessments produced evidence that KAB programmes increased knowledge about youth entrepreneurship and stipulated changes to KAB materials</p>	<p>Despite methodological challenges the project's impact assessments showed results in terms of increased importance of youth entrepreneurship education, a modification of KAB materials and funds leveraged for new joint initiatives.</p> <p>For a full assessment of the project's impact an ex-post evaluation 2 to 3 years after the finalization of the project would be necessary.</p>	
	<p>13. Positive unintended impact: entrepreneurship education made compulsory in Ethiopia & \$23m programme on youth entrepreneurship launched with Africa Commission</p>		
	<p>14. KAB requires accompanying programmes such as the provision of financing or mentoring for youth entrepreneurship education and ultimately the decrease in youth unemployment.</p>	<p>The impact assessments also showed to what extent KAB programmes could lead to change and at which point other measures need to support those programmes to decrease youth employment.</p>	
Sustainability	<p>15. Mixed levels of ownership in the understanding of the role of entrepreneurship education programmes: highest among primary stakeholders like KAB key facilitators</p>	<p>The project seems to have achieved its objectives in terms of outreach to key stakeholders. Secondary stakeholders seem to have been beyond the project's reach.</p>	<p>No specific recommendation emerges.</p>
	<p>16. Local partner involvement high as national researchers undertook the impact assessments in all project countries</p>	<p>The exclusive involvement of local partners in the impact assessments strengthened their ownership of the methodology.</p>	<p>11. Centrally managed research projects should always aim for the highest possible level of local partner involvement to enhance ownership of the projects contents and their sustainability.</p>
	<p>17. All four project elements likely to be sustained after the project's finalization</p>	<p>The project's website appeared to be the most vulnerable project element in terms of sustainability, as reported in the Mid-term review. However, mainstreaming in the ILO regular budget ensured also the project website's sustainability.</p>	<p>No specific recommendation emerges.</p>

Main lessons learned

Performance management

- Monitoring, evaluation and impact assessment must be included in KAB programme budgets from the onset.
- Performance monitoring by KAB implementers could be tied to maintaining KAB certification

How to undertake impact assessments/tracer studies

- Research teams with strong and observable experience in carrying out the surveys and analysis should be preferred over experts on the KAB programme to manage the high risk of bias if people directly involved in the KAB implementation evaluate its impact.
- Testing survey questions requires a group of people knowledgeable of the KAB programme, not only researchers to ensure terms are well understood and an ILO angle is maintained.
- Combining methodologies, quantitative and qualitative, are essential, especially in cases such as tracer studies where obtaining reliable quantitative information can sometimes be difficult.
- Tracing students after a couple of years is highly challenging due to their mobility in the school to work transition period. Where contact details of extended family members or close friends were available, tracking was easier.
- In order to fully capture the impact of KAB on all young women and men, future tracer studies should also look at unemployed KAB graduates. By focusing only on those who became employees or business owners, an important part of youth is left out. Moreover, as shown in the Kyrgyzstan report, by doing so, young women may be heavily overlooked.

Efficiency of centralized research projects

- The ILO field Enterprise specialists should be fully informed and where possible included in the impact assessments, for example in the selection of research teams, methodology and implementation.

Good practices

All KAB country programmes should budget for monitoring, evaluation and impact assessment, with the latter taking place for example towards the end of a pilot phase in country. This good practice enables evidence-based decision-making about whether to upscale the KAB programme. Hence the impact assessments undertaken by the “Creating youth employment through improved youth entrepreneurship project” serve as a good practice example for the KAB programme.

Preamble

This final evaluation of the “Creating youth employment through improved youth entrepreneurship” project, funded by SDC and executed by the ILO uses a summative evaluation lens: the final project evaluation looks back to analyse processes and results since the projects launch in 2007 and reflects how future research projects can benefit from key lessons learned.

The report is structured as follows:

Section one outlines the background of the project, including its intervention logic and objectives followed by the evaluation background. The latter describes the evaluation methodology and limitations encountered when undertaking the final project evaluation.

Section two provides the evaluation findings according to the evaluation criteria applied for the final project evaluation: relevance and appropriateness, efficiency, effectiveness, impact and sustainability.

Based on the key findings **section three** distils the final project evaluation’s conclusions, followed by recommendations in **section four**.

The report closes with lessons learned and good practices in **section five** followed by the annexes.

1 Background

1.1 Project background

The project document states that “Achieving decent work for young women and men is a critical element in poverty eradication and sustainable development efforts. It is a challenge shared by governments and private sectors across the world.

More than one billion young women and men today are between 15 and 24 years of age and nearly 40 percent of the world population are under 20 years; out of these 85 percent are living in developing countries. 100 million young people will enter the global workforce each year over the next 10 years. Overall, the unemployment rate for young people is two to three times higher than for adults”³.

The young persons are generally more likely than adults to be unemployed. Reducing youth unemployment and engaging young people productively in the economy and society is both a large yet essential challenge. Their unemployment has a further undesirable dimension. Evidence from both developing and developed countries indicates that unemployed young people have a greater tendency to engage in anti-social behaviour, drug abuse, armed conflicts and even terrorism (ECOSOC 2002⁴, ILO 2005⁵, and WDR 2007⁶)

The project document continues stressing that “a generation without the hope of a stable job is a burden for all of society. Poverty reduction is only possible through creation of decent and sustainable jobs. Poor employment in the early stages of a young person’s career can harm job prospects for life. The economic investment of governments in education and training will be wasted if young people do not move into productive jobs that enable them to pay taxes and support public services.

Youth unemployment reduced to half by 2015 is one of the goals that the head of states of all members of the United Nations adopted in the Millennium Declaration; Entrepreneurship Education as one of the means to reach the Millennium Goal to halve youth unemployment”⁷.

At the same time youth entrepreneurship is increasingly understood, accepted and adopted as a valuable strategy for unleashing the productive and innovative potential of young people (Bronte-Tinkew and Redd 2001⁸). As stated in the project’s 2008 progress report empirical evidence suggests that a conducive entrepreneurship culture, enabling business environment and requisite entrepreneurship development tools can

³ ILO (undated) Project document: Creating youth employment through improved youth entrepreneurship; page 1

⁴ UN (2002), “First Regional Forum on Youth: Security, opportunity and prosperity”, ECOSOC document OPA/AC.33/1

⁵ ILO (2005), “Being real about youth entrepreneurship in Eastern and Southern Africa: implications for adults, institutions and sector structures”, SEED Working Paper No. 72, Geneva

⁶ World Bank (2007), “Development and the Next Generation”, Washington D.C

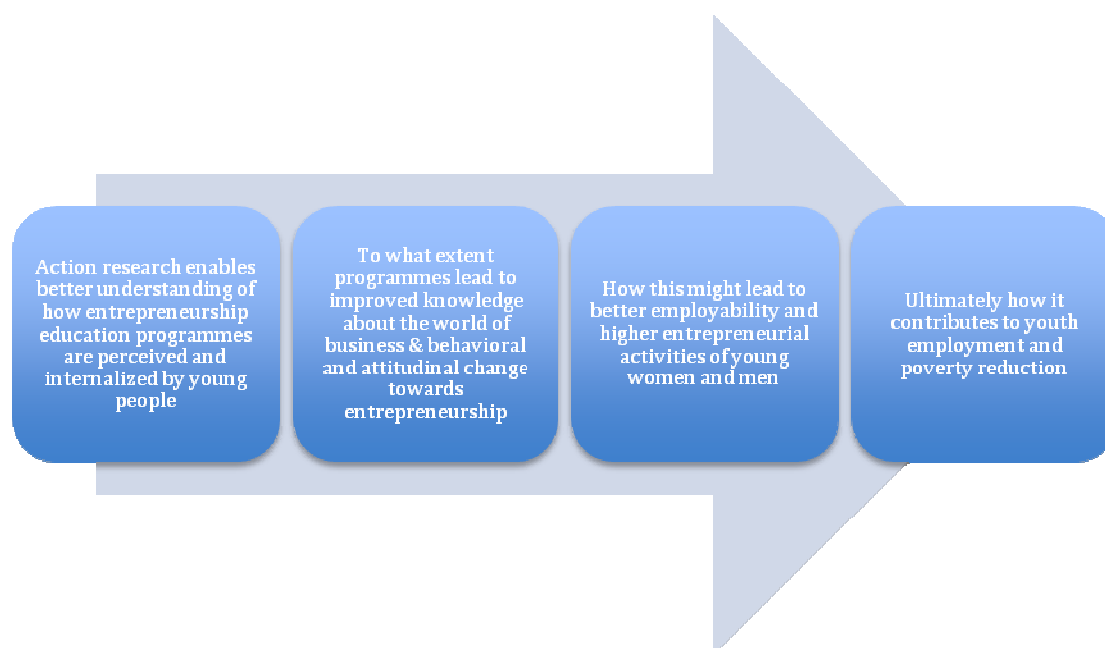
⁷ ILO (undated) Project document: Creating youth employment through improved youth entrepreneurship; page 1

⁸ Bronte-tinkew and Redd Z (2001), “ Logic Models and outcomes for Youth Entrepreneurship Programmes”, Report for DC Children and Youth Investment Trust Corporation, Washington DC

be very helpful in this regard (Hayton⁹, George and Zahra 2002, Goys and Pane 2006¹⁰, ILO 2007¹¹). They empower young people to unleash their entrepreneurial potential, create jobs for others and contribute positively to creating a sustainable society.

The **intervention logic** of this action research project can be captured as follows in Figure 1:

Figure 1 Project intervention logic



The project consisted of four **project objectives** which were modified following a mid-term self-evaluation¹² in mid 2010. The original objectives and modifications are highlighted in Table 2. The mid-term evaluation lists the rationale for changes in project objectives as follows¹³:

“(…) The second major change was specific objective three which was modified. Outside-school youth are a vulnerable group that would significantly benefit from entrepreneurship training. However, given KAB’s implementation model and its objective of changing attitudes, it was decided that for KAB to be adapted to this group would require changing or adapting fundamental components of the content and the teaching methods. It was decided that adapting SIYB to youth would be a better strategy for targeting out-of-schools’ needs and requirements. In exchange, and based on a growing demand from various sectors, a clear need for making youth aware of the possibilities of creating social enterprises and engaging in social entrepreneurship were missing in KAB. Objective three shifted therefore from adapting KAB to other target groups, to adapting KAB’s materials to better illustrate

⁹ Hayton, J.C., et al.: “National culture and entrepreneurship: A review of behavioural research”, in *Entrepreneurship Theory and Practice*, 2002, Vol. 26, No. 4, pp. 33-52.

¹⁰ Goys and Pane (2006), Independent Terminal Evaluation of “Youth Employment in Indonesia ”

¹¹ ILO (2007), “Enhancing the enterprise culture of Sri Lanka”, ILO Colombo

¹² ILO (undated): Light self-evaluation/review of the project “Creating youth employment through improved youth entrepreneurship” (INT/07/09/SDC)

¹³ *ibid*

the different types of enterprises and uses of entrepreneurship education, including social problems and settings.

The third and last, modification was made to objective four to ensure a clearer and more direct logical link with the previous objectives. The guidelines were specified to clarify how to introduce entrepreneurship education into formal education settings as a means to help promote youth employment. It must be noted that within the project document itself, the objectives of the guidelines shifted between being on entrepreneurship education programmes, as a means to promote youth entrepreneurship, and the youth entrepreneurship programmes themselves. If final guidelines were to be based on the findings from objective one and ILO's expertise in entrepreneurship education (but budding experience on an overall holistic approach to youth entrepreneurship development), it was considered more valuable to focus the guidelines on the narrower topic of entrepreneurship education, where the ILO has a significant experience through KAB".

Table 2 Project objectives

Objectives	Original project objectives	Modified objectives	Change
1.	An action research programme on youth entrepreneurship has provided information on performance (what worked well and what not) and impact allowing the development of a methodology for M&E and impact assessment and its application for KAB.	An action research programme on youth entrepreneurship has provided information on performance and impact, allowing the development of a methodology for M&E and impact assessments and its implication for KAB.	Semantic changes
2.	A KAB web site including a resource platform for entrepreneurship education practitioners from the ILO, SDC and other interested agencies has been set-up and a knowledge sharing network of programme developers, curriculum developers and KAB users is functioning.	A KAB site including a resource platform for entrepreneurship education practitioners from the ILO, SDC and other interested agencies has been setup and a knowledge sharing network of programme developers, curriculum developers and KAB users is functioning.	No changes
3.	The KAB programme has been adapted to new target groups in particular for unemployed young women and men out of formal education.	The KAB materials have been adapted to better illustrate the different types of enterprises and uses of entrepreneurship education, including social problems and settings.	Modified focus
4.	Research findings of the project have been transformed into guidelines for designing strategies and programmes for the promotion of self-employment and entrepreneurship for young women and men.	Research findings of the project have been transformed into guidelines for designing strategies and programmes for entrepreneurship education for young women and men.	Shift from self-employment and entrepreneurship promotion in general to entrepreneurship education in formal settings.

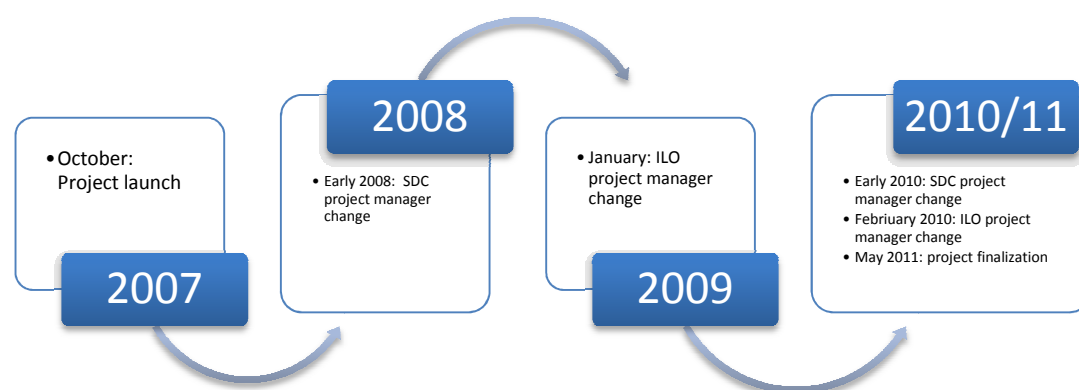
All modifications and changes were reported to the Donor during progress reports and steering meetings.

Project **funding and organizational arrangements** were straightforward:

The Swiss Development Cooperation provided the total project funding of \$ 1.15m while the Small Enterprise Programme (EMP/SEED) of the ILO's Employment Sector executed the project. The project management structure comprised a project manager who was in charge of supervising all activities and their timely delivery from the ILO headquarters in Geneva. The manager worked with international and local consultants, companies, and research teams to carry out the activities at hand. In some cases, the manager also worked through Enterprise Specialists in field offices, for example in Syria and China¹⁴.

Figure 2 provides an overview of key events in the project management, marked by the high staff turnover in both the ILO and SDC.

Figure 2 Overview of project management



1.2 Evaluation background

According to the TORs, the purpose of this final evaluation is to:

key components of
or future research
rich and impact of a

¹⁴ The final evaluation could not identify the reasons why Enterprise specialists in field offices were involved in certain countries and not in others.

The intended use for the evaluation is to provide accountability and to enable the learning of lessons.

Accountability to a range of stakeholders is required: the Swiss tax payers and SDC, partners in host countries benefitting from the project, and ILO's own Programme and Budget (2010-11) and the ILO's Strategic Policy Framework (2010-2015).

On the learning side, the final evaluation also aims to highlight strengths and weaknesses of the project, the effectiveness of the project, as well as a set of recommendations and lessons learned for future similar initiatives. Further lessons can be drawn for the implementation and coordination of the KAB programme upon which the research project was mostly focused. Also, the ILO has a number of entrepreneurship and enterprise development training programmes that could learn lessons from this exercise (for example, SIYB and GET Ahead).

The final evaluation comprises the entire project implementation phase, from October 2007 to February 2011. Due to limitations in the available time and budget, field visits to two or three project countries, as originally envisaged in the Project Document were not possible. These were substituted with telephone interviews. Based on the availability of national counterparts the following two (out of a total of eight) countries were selected to undertake telephone interviews: Kyrgyzstan and Lao PDR.

The final project evaluation focuses on the issue of youth employment. Cross cutting issues like gender, decent work and poverty are also addressed.

The final evaluation started on 8 April 2011. Key project documentation was forwarded to the consultant throughout the first three weeks of the evaluation. Key stakeholder interviews took place on 20 April 2011 in the ILO headquarters in Geneva, followed by telephone interviews with relevant SDC staff and key stakeholders in Kyrgyzstan and Lao PDR in May 2011. The report was finalized including comments from stakeholders in June 2011.

The ILO and SDC are the main clients for this final evaluation. Users of the evaluation will be both internal and external to the ILO. Internally, users will be the project managers, the responsible ILO unit (SEED), the managers and coordinators of KAB, SIYB, Get-Ahead and other entrepreneurship development tools. External to the ILO, users will be the donor and KAB implementing partners.

For the purpose of this final evaluation, ILO SEED contracted an external M&E specialist, Dr Achim Engelhardt. Mariela Buonuomo in ILO's Youth Employment Programme acted as the evaluation manager of the final evaluation and ILO SEED administrated the final evaluation.

1.3 Methodology

As stated in the inception report for this final evaluation, "the evaluation shall address the overall issues of relevance and strategic fit of the project, project progress and effectiveness, adequacy and efficiency in the use of resources, effectiveness of

management arrangements. Also, the evaluation should consider the project's performance in relation to ILO's cross-cutting issues on poverty, labour standards and social dialogue.

In addition, the evaluation will look into more detail and try to respond questions in the following areas:

- *Validity of design*: Were the project strategy, objectives and assumptions appropriate for achieving the planned results?
- *Sustainability*: Has the project ensured that key components are sustainable beyond the life of the project? What project components appear likely to be sustained after the project and how?
- *Gender mainstreaming*: Has the project effectively and efficiently succeeded in mainstreaming gender equality in both its research (outputs) and its processes?
- *Lessons learned*: What are the key lessons learned that both the ILO and SDC can take away on entrepreneurship education implementation, monitoring and evaluation and impact assessment¹⁵ based on the outputs of this project? What are the lessons learned for research projects? Do existing M&E frameworks of projects enable this kind of impact assessment research projects and if not, what modifications would have to be made?¹⁶

The inception report further specifies the evaluation methodology:

“For the purpose of this final evaluation a combination of a document review element with interviews, either in person or telephone interviews, is envisaged. Due to limitations in the available time and budget, field visits to two or three project countries, as originally envisaged in the Project Document will not be possible. The comprehensive assessment of the projects, as stipulated in the ToR will be based on a sample of three project countries out of a total of eight project countries (China, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Sri Lanka and Syria)”¹⁷. Key stakeholders in the project countries are a valuable source to review the practical roll-out of the impact assessments of KAB programmes, SDC is a valuable source of information being the funder of the project and the ILO as the project implementer.

Where possible evaluation results were triangulated through key stakeholder interviews in the ILO, SDC, project countries and the document review. This final evaluation followed the UNEG evaluation norms and standards as well as the UNEG evaluation ethics.

¹⁵ The terminology “impact assessment” and “tracer study” are used interchangeably in this report. Initially the project referred to impact assessments, for example in the project document but throughout the project's lifetime the term “tracer study” seemed to replace the term “impact assessment” in official project reporting.

¹⁶ Engelhardt, A. (2011) Final project evaluation: Creating youth employment through improved youth entrepreneurship – Inception Report, page 3

¹⁷ *ibid*

The consultant developed a questionnaire to refine the key evaluation questions and internationally agreed evaluation criteria applied in ILO evaluations. This questionnaire was shared in an inception report for discussions and is presented in Annex 4.

1.4 Limitations

The final evaluation found that annual project reporting was comprehensive and well-structured. Challenges and opportunities of the project were transparently communicated to the funder, SDC and project amendments agreed accordingly. However, field visits as originally envisaged could not be undertaken and a spot-check approach taken: only two out of eight project countries were covered with the minimum number of one interview per country. More interviews were envisaged but could not take place, as key stakeholders were not available for interviews. For a comprehensive assessment of the project a triangulation of results would have been desirable but not feasible within the 12 days of the final evaluation.

2 Findings

2.1 Relevance and appropriateness of the project

Project relevance and appropriateness: key findings

- Project supply led due to initial lack of demand for KAB programme impact assessment
- Impact assessment seems more appropriate at the stage of a KAB pilot project, rather at the point of mainstreaming KAB
- Project gained relevance where the ILO was keen to show the results of its work to constituents in country, for example to promote KAB roll out
- Project strategy, assumptions and objectives mostly appropriate, however, amendment only of some objectives after mid-term review in 2010
- Project document and first annual report do not refer to the ILO's Programme and Budget or Strategic Planning Framework

This section reviews the relevance and appropriateness of the “Creating youth employment through improved youth entrepreneurship” project, including the country selection and the relevance of timing. The appropriateness of project strategy, objectives and assumptions follows.

The relevance of the project is firmly expressed in the project document and subsequent project reporting, as shown in section 1.1 “project background” and in the box below. Increasing demand for accountability of development interventions like the KAB programme make a focus of results through systematic and rigorous impact assessments even more important and pertinent.

“The increased focus on entrepreneurship education makes the development of proper policy guidelines for effective youth entrepreneurship even more pertinent and the project more relevant than ever. The challenge to get the policy messages and guidelines correct as well as being able to properly support the national initiatives that are budding up across the world rest with the SDC and the ILO, but also provides future opportunities in this area of international development cooperation”

Source: ILO INT/07/09/SDC “Creating Youth Employment through Improved Youth Entrepreneurship”, Progress Reports covering the period January-December 2009 , page 12.

The **country selection** for the project seemed to have been supply lead. While at the time of the project launch in 2007 no obvious demand for impact assessment of KAB programmes had emerged, the country selection was based on negotiations between

SDC and the ILO around a pool of KAB countries. All countries originally participating in the project had a long and/or substantial KAB presence, a key criterion to ensure the relevance of and support for the project.

The project seems highly relevant to national youth entrepreneurship priorities in all countries originally integrated in the project: China, Bolivia, Burkina Faso, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Senegal, Sri Lanka and Syria. However, a politically unstable situation in Bolivia and difficulties with launching the project in Burkina Faso and Senegal led those three countries to withdraw from the project.

The **timing of the project** is another key factor determining the project's relevance. An impact assessment seems to make most sense at the stage of a KAB pilot project, rather than at the point when KAB has been mainstreamed in a country. Otherwise it seems very difficult to identify a true control group with no previous involvement in KAB activities. This lesson has been learned for example in Kenya and picked up by the KAB pilot project in Uganda where an impact assessment is currently being prepared and implemented from the outset of the project, including the creation of student's databases, baselines and relevant monitoring tools¹⁸.

At country level, the timing of the project seems particularly relevant in Kyrgyzstan, Lao PDR and Syria. In Kyrgyzstan both the government and the ILO had a very high interest in the project, the latter especially to show its national counterparts that the ILO's projects do yield concrete results and lead to positive change in the country. In Lao PDR there was a combined interest of the ILO and the involved national ministry at a time when a decision was due about the national KAB roll-out. In Syria the regional ILO office in Beirut was very actively engaged in the project to show KAB impact and to make the case for further KAB roll-out in the region. In Indonesia the timing of the project was rather unfortunate due to changes in the ILO country office and the project management in Geneva. In Kenya the time lag between the KAB roll out and the impact assessment was too long to be able to track down KAB students.

In hindsight the **appropriateness of the project strategy** seems mixed.

To begin with the project strategy is marked by an inappropriate use of terms: the terms youth entrepreneurship and entrepreneurship education seem to have been used in an exchangeable manner in the project document and subsequent documentation despite the fact that those are two separate concepts. Table 3 provides an overview of the relevance of the project strategy as spelled out in the project document's narrative.

The revised **project objectives**, following the mid-term self-evaluation in 2010 seem much more appropriate. Objective 3 "KAB programme adopted for new target groups" builds on the concept of social entrepreneurship, a concept that is still in the process of being fully defined by practitioners and researchers. Hence this objective might be appropriate while the other three project objectives are highly appropriate.

¹⁸ Section 2.4 shows that impact assessments at the pilot stage of KAB programmes are likely to focus on changes in student's awareness, knowledge and attitudes. Only after the mainstreaming of the KAB programme impact assessments are likely to capture changes in behaviour, practice and ultimately the economic and social conditions of students.

Table 3 Appropriateness of project strategy

Key points of project strategy	Appropriateness	Comment
a) Project implementation will start with the development of a comprehensive monitoring and evaluation, and impact assessment methodology applicable to KAB projects based on methods used in ILO projects, SDC projects and from project of other agencies or entrepreneurship research institutions.	Not appropriate	Over ambitious to target monitoring and evaluation and impact assessment
b) All ongoing and all newly started KAB pilot programmes will use the new tool.	Not appropriate	Impact assessment cannot automatically be institutionalized in 50 countries within 3 years due to funding issues
c) The impact of the development of entrepreneurial attitudes can be measured at the end of the school year or training course.	Appropriate	This is an integral part of the impact assessment tool
d) The main instrument for knowledge sharing will be the dynamic ILO youth entrepreneurship website that will be set-up within the first six months of the project.	Appropriate	In fact 2 websites were developed, following the restricting inflexibilities of the first website, the second website is more user-friendly but at this stage an information depository rather than a knowledge sharing tool
e) The maintenance of the web page and the knowledge sharing platform during and after the project will be done by ILO/SEED through its network administrator and its professional staff dealing with youth employment and youth entrepreneurship and thus become part of the ILO's budget.	Highly appropriate	Project website has been integrated in regular ILO budget
f) A first regional workshop with entrepreneurship and skills development practitioners from countries with KAB programmes, open to participants from SDC, will be organised at the beginning of the first year of the project.	Inappropriate	It was more appropriate to organize that workshop in year 3 of the project to make it useful for knowledge sharing. However, a workshop for research teams would have been useful in the first year of the project
g) Governments that want to pilot KAB will be requested through a MoU to use the monitoring, evaluation and impact assessment methodology and to provide the data to the Global KAB programme unit.	Inappropriate	The use of MoUs does not seem appropriate
h) The drafting of the "Guidelines for designing strategies and programmes for promotion of self-employment and entrepreneurship measuring its impact" will start in the third year of the project.	Highly appropriate	Sequencing is highly appropriate
i) Special attention will be paid to the dissemination of the guidelines to policy makers, curriculum developers and specialists for quality insurance from the different education levels	Highly appropriate	Sequencing is highly appropriate and dissemination is happening now
j) By the end of the project, the knowledge sharing process about youth entrepreneurship and entrepreneurship education will have been institutionalised among KAB and SYB users, entrepreneurship curriculum developers, KAB Key facilitators, and technical departments from ILO and SDC, providing access to latest material development and research findings on impact of youth entrepreneurship promotion programmes.	Inappropriate	Institutionalization cannot be expected after three years, especially as key lessons and guidelines became available in year three of the project

Interviews during the final evaluation showed that objective four “Guidelines for designing strategies and programmes in entrepreneurship education for young women and men printed and distributed” could have included also guidelines on KAB impact assessment. This was originally envisaged but dropped when preparing the project document in 2007. In hindsight the ILO and SDC regard this decision as a missed opportunity taking into account the rich experience gained through the country impact assessments.

The project document originally had not included a logical framework and **project assumptions** were not clearly listed in the project document. The final evaluation captured key project assumptions contained in the narrative of the project document

Table 4 Appropriateness of project assumptions

Key points of project assumptions	Appropriateness	Comment
a) Recruitment of one specialist on impact assessment and knowledge sharing with experience of the ILO’s KAB and SYB programmes is sufficient to establish an intensive collaboration between ILO, SDC and field projects.	Appropriate	However, a decision was taken to use a KAB specialist rather than an impact assessment specialist. Hence additional time was required to get this person “up to speed”. Specialist is able to spend about 80% -85% of her time on the project while it is a full-time job
b) Field research activities and programme testing can be done in countries where the ILO and SDC have a common interest and/or ongoing projects	Highly appropriate	No comment
c) In the KAB programmes, strong partners are the public sector with the Ministry of Labour, Ministry of Education and Higher Education and the private sector.	Appropriate	Schools are also key partners and are missing in the project assumptions
d) Employers organisations are involved in TVET activities and are interested to integrate entrepreneurship education in vocational training.	Inappropriate	This assumption is applicable for SYB/Start your Business but this training programme was excluded from the project following the mid-term review
e) Employers’ organisations in Senegal, Azerbaijan and Mongolia have actively promoted the KAB programme and they are involved in the steering committee for the country programme. Through this channel they can provide inputs for the development of the M&E and IA tool.	Inappropriate	By the time the project was launched, none of the listed countries were eligible any more to provide inputs for the development of the M&E and IA tool

As the project’s objectives remain highly relevant, it has a **significant potential for replication** in countries where KAB is piloted. The qualitative parts of the impact assessments can be easily replicated in those countries, as little budget would be required. However, some baseline and monitoring data must be available for the replication of the project. The relevance of any ILO or donor-funded ILO project is determined by its contribution to the ILO’s Programme and Budget and Strategic Planning Framework. However, the “Creating youth employment through improved youth entrepreneurship” project lacked a clear link to those documents. Neither the project document nor the first progress report published in 2008 contain references to ILO’s Programme and Budget and Strategic Planning Framework. Only the second

progress report establishes a link to the related objectives in the ILO's Programme and Budget.

2.2 Efficiency of project

Project efficiency: Key findings

- Technical backstopping, administrative support, regular communication and project reporting seemed efficient
- Following changes in outputs after mid-term review, all project outputs have been delivered as agreed
- Logframe only included in project documentation after mid-term review in 2010, but the logframe quality is insufficient
- High turn-over of ILO project managers and SDC counterparts influenced the efficiency of project delivery
- Project management expertise in enterprise programme specialists rather than impact assessment influenced the robustness of impact assessment framework and the process of sequencing the work
- Project management was a full-time job but up to approximately 15% to 20% of time had to be spent on other office activities
- Efficiency increased when ILO regional offices were involved in impact assessments

This section reviews the efficiency of the “Creating youth employment through improved youth entrepreneurship” project with a focus on project management and value for money.

ILO technical backstopping, administrative support, regular communication and project reporting seem efficient or highly efficient as well as the timely feedback from SDC and timely disbursement of funds.

The Kyrgyzstan impact assessment consultants praised the efficiency of the project: the ILO provided guidance on the impact assessment and the roll out of the work was described as “free and experimental”. The ILO advised and asked critical questions without interfering in the methodology used by the national consultants. In Lao PDR the impact assessment was also based on robust ILO guidance.

All project outputs have been delivered as agreed, following the changes in outputs after the mid-term review and efficiency in output delivery seems high.

Measures taken to ensure the efficiency of the project seem sufficient but a logframe was missing which was only included in the project documentation following a mid-term review in 2010. However, the 2010 project logframe lacks key standard elements like indicators, means of verification (data sources), risks and assumptions. Hence this measure was not as helpful as it could have been in ensuring the efficiency of the project.

Project management

Another way to assess efficiency is to pose the hypothetical question “To what extent could the same results have been achieved for less money or more quickly?” In this

respect the high turn-over of ILO project managers and SDC counterparts of this centralized action research project has influenced the efficiency of project delivery. The project had to re-start three times, about every 12 months, following the change of the project manager in the ILO's Geneva headquarters. At the same time SDC project counterparts had to reengage three times in the project following staff changes in SDC in Berne. The SDC described the project management from their side as "hands-off". An involvement of SDC country offices in the project countries, as originally envisaged did not materialize due to resource and time implications.

The impact assessment in Indonesia suffered especially under the changes of project management when one ILO project manager had left and the following one had not yet taken post. Ensuring overlap between past and new project managers was often a challenge. Extensive briefings, handover notes, sharing of lessons learned should have been ensured both in the ILO and SDC. With every change of the project manager, the project's vision and ways of working experienced modifications.

A centralized action research project rolled out in eight countries is very time intensive. Some level of decentralization resulted in increased levels of efficiency, for example through the involvement of ILO regional offices in the impact assessments (objective 1 of the project): in Kyrgyzstan through the regional office in Moscow and in Syria through the regional office in Beirut.

The process of organizing the impact assessments affected the efficiency of the project. In hindsight a clear research framework for the impact assessments, shared with the national research teams about 12 months after the launch of the project would have increased the quality of impact assessments and saved time. Taking into account that the ILO project managers were enterprise programme specialists, a closer and more direct involvement with impact evaluation specialists, especially working in the education field, could have helped to better assist the local consultants and ensure a higher quality of impact assessments, especially in the cases of Kenya, Peru and Sri Lanka.

The choice to select an enterprise programme specialists as project manager rather than an impact assessment specialist seems to have directly influenced the project's efficiency. In the first annual report a notion of being overwhelmed seems to emerge: "The desk research took a longer time than expected. The area of monitoring, evaluation and impact assessment is vast, complex and growing fast; chasing secondary research was like following a moving target which delayed an early development of monitoring, evaluation and impact assessment framework"¹⁹ Subsequently valuable time seems to have been lost and the quality of the impact assessment framework suffered²⁰.

As stated in Table 4, the project manager was supposed to spend 100% of his or her time on the project. However, "often staff at ILO get drawn into other office activities

¹⁹ ILO INT/07/09/SDC "Creating Youth Employment through Improved Youth Entrepreneurship", Progress Reports covering the period January-December 2008, page 18.

²⁰ The 2009 progress report lamented the lack of rigour of the research framework and lack of comparability of impact assessments in Peru and Sri Lanka.

which may have unintended effects on technical cooperation projects”²¹ and the latest project manager managed to spend only about 80% to 85% of her time on the project.

²¹ ILO (undated): Light self-evaluation/review of the project “Creating youth employment through improved youth entrepreneurship” (INT/07/09/SDC), page 6.

2.3 Effectiveness of project

Project effectiveness: Key findings

- Project performance indicators only served to a limited extent to assess project effectiveness
- Impact assessments: eight reports delivered but methodological shortcomings within and beyond the reach of the project
- Website: user-friendly and integrated in regular ILO budget; knowledge sharing network is growing
- KAB module on social entrepreneurship completed
- Guidelines for integrating entrepreneurship education into national educational systems have been drafted and shared with the working group on entrepreneurship education
- Gender equality: samples of KAB students and the control groups were balanced by men and women interviewed; however, young women may have been heavily overlooked by excluding unemployed KAB graduates from impact assessments

This section reviews the effectiveness of the “Creating youth employment through improved youth entrepreneurship” project using project performance indicators and the project objective. Gender equality, ILO cross-cutting issues and the attribution of change to the project are also addressed.

The project’s developmental objective is clearly defined, realistic and achievable for an action research project: “An improved understanding of how youth entrepreneurship education contribute to youth employment with a view to designing more efficient and effective youth entrepreneurship strategies, including for new target groups of the KAB programme such as out-of-school children”. However, the indicators contained in the project document serve only in a limited extent to capture the effectiveness of the project as shown in Table 5.

Project objective 1

The project delivered eight impact assessment reports. The effectiveness of delivering project objective 1²² was influenced by initial methodological shortcomings in the research framework. This appears in the impact assessments for Peru and Sri Lanka as mentioned in the previous section: sample sizes were too small²³ and control groups left out, inhibiting a comparison between entrepreneurship education students and students that had not received entrepreneurship education. Final questionnaires that were developed for Sri Lanka and Peru by national researchers lacked focus and the questions and variables were different not allowing for comparisons between countries. As stated in the previous section, this shortcoming might have been

²² An action research programme on youth entrepreneurship has provided information on performance (what worked well and what not) and impact allowing the development of a methodology for M&E and impact assessment and its application for KAB.

²³ This problem persisted in the second round of impact assessments in the cases of Indonesia and Kyrgyzstan.

influenced by the fact that the ILO project manager at the time was a KAB expert rather than an impact assessment specialist, as originally envisaged in the project document. With regard to the process of impact assessment roll out, the final evaluation observed a lack of a general briefing of all nation research teams on the impact assessment methodology, for example at a workshop. The tracer study synthesis report highlights that another methodological challenge of the impact assessments was the lack of baseline data, a methodological shortcoming beyond the project's influence. "Thus, no longitudinal analysis was attempted or possible. (...) Questionnaires for all 8 studies relied heavily on young women and men's recall of events and thoughts. Research tends to agree that such an exercise is difficult and therefore puts into question the quality of the data gathered. Given the absence of previous information however, there was little that could be done in these pilot assessments to overcome such a challenge"²⁴.

Table 5 Effectiveness of project

Project indicators	performance	Results	Comment
Project objective 1. a) Governments piloting KAB programmes are committed to apply the new M&E & IA tool and to provide and to publish monitoring data and conduct impact assessment studies. b) Governments of ongoing KAB programmes are involved in the development process of M&E & IA and prepared to integrate the final version of the impact assessment methodology in their M&E system and to update their M&E data accordingly.		a) Too early to assess result b) Too early to assess result	Indicators were inappropriate as it is insufficient to focus on governments only. Project effectiveness in relation to changes in government policy and practice is likely to be seen only at the very end of a long process involving a much wider range of relevant stakeholders.
Project objective 2: a) The users of the knowledge sharing network are providing relevant data and articles on youth entrepreneurship and related subjects. .		a) Progress has been made but it is a uphill struggle.	The appropriateness of this indicator is high.
Project objective 3: a) Adapted and tested KAB materials with a worldwide application potential available.		a) Not very effective	Indicator appropriate; the modification of KAB materials is a very time-consuming and lengthy process.
Project objective 4: a) Guidelines presented to the Donor Committee on Enterprise Development and distributed to relevant UN agencies like UNESCO, UNCTAD, UNIDO UNDP, and to policy makers in Ministries of Labour and of Education and practitioners in KAB countries.		a) Very effective	Indicator partly appropriate; presentation and distribution of guidelines for integrating entrepreneurship education into national education systems through an alternative channel: the working group on entrepreneurship education and the World Economic Forum's entrepreneurship education round table in Latin America

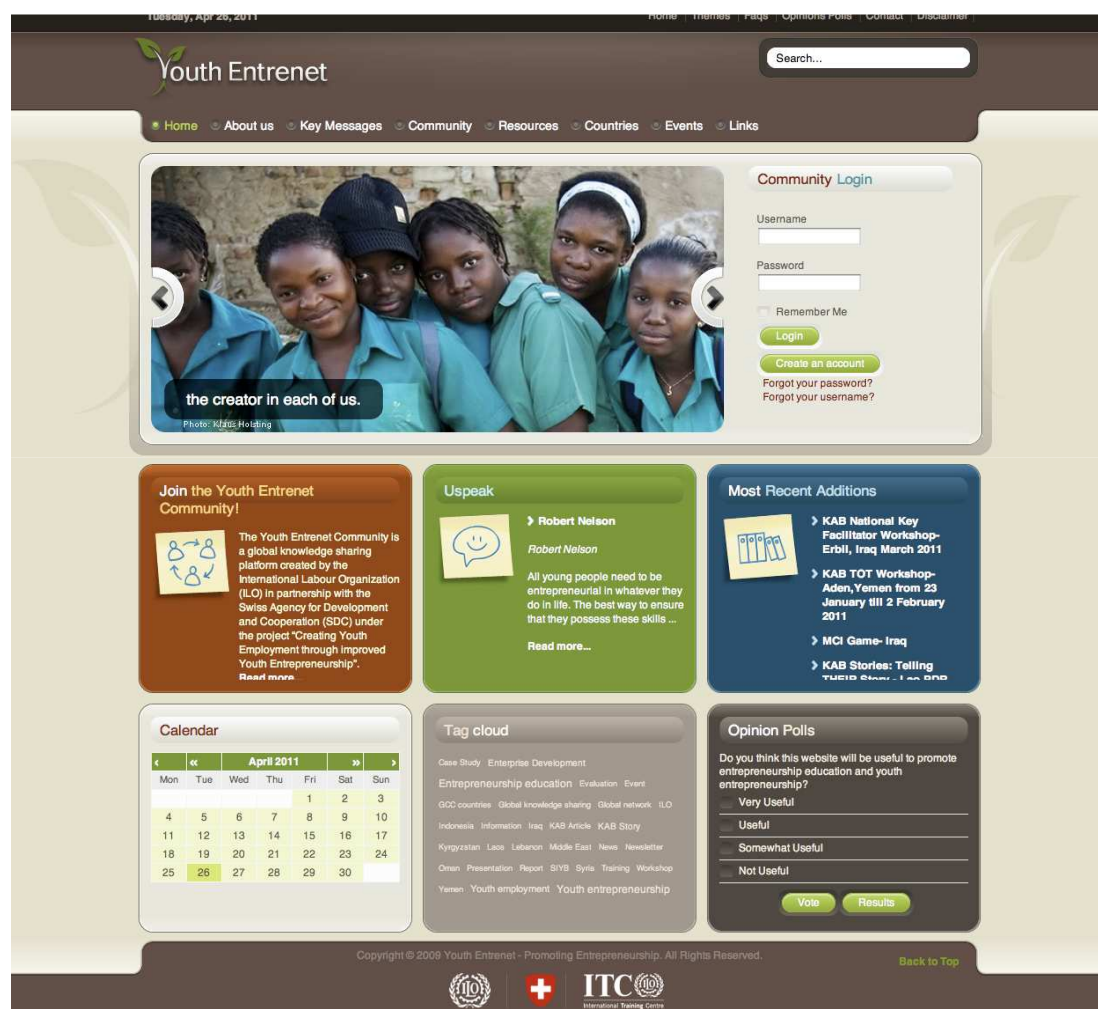
²⁴ ILO (undated): Tracer studies on the know about business entrepreneurship education programme – a synthesis report from eight studies, page 7

A wealth of valuable lessons has been drawn from the tracer studies used for that purpose²⁵. Section 5 highlights the project's key lessons for other centralized ILO research projects, the KAB programme and impact assessments in particular.

Project objective 2

The final evaluation coincides with the mid-term review that the project website *www.knowaboutbusiness.org* is “user-friendly, containing a wealth of knowledge, links, and sources of further information”²⁶. However, contrary to the recommendations of the mid-term review in 2010, not all country impact assessments, the synthesis report and KAB guidelines have been added to the website²⁷.

Figure 3 Project website “*www.knowaboutbusiness.org*”



²⁵ *ibid*, pages 34 and 35.

²⁶ ILO (undated): Light self-evaluation/review of the project “Creating youth employment through improved youth entrepreneurship” (INT/07/09/SDC), page 4

²⁷ ILO SEED clarified that the following reports are available on the “registered users” part of the website: synthesis reports from Peru, Sri Lanka, Indonesia and China and full reports from Peru, Sri Lanka and Syria

The mid-term review recommendation of developing a strategy for the website's sustainability has been followed and the website is now part of the regular ILO budget at least until the end of 2011, the end of the current biennium.

Project objective 3

The project objective 3, "The adaptation of KAB to unemployed youth outside of formal education" was modified following the mid-term review. The process for taking this decision was justified as follows:

"The intention behind this component was to determine whether the KAB material as such could be used for out-of-school youth. After attempts to adapt the materials in Sudan and Central Asia (as reported in the 2008 Progress Report), it was concluded that, as an education package, KAB did not lend itself readily to be used by NGOs to reach youth outside the formal education in these countries. A decision was made to shift the focus of this component towards a growing area of worldwide interest in the field of entrepreneurship: social entrepreneurship and social enterprise promotion. This area of entrepreneurship is more community-oriented, as it seeks to address needs currently not fully served by local businesses but which could still benefit from organizations working in an entrepreneurial manner (i.e. seeking partnerships and resources beyond their control, identifying creative solutions, etc.) to solve pressing social problems. This will be an additional module to the KAB methodology.

The decision to take on the area of social entrepreneurship is seen as appropriate given world trends in this topic and the ILO's commitment to the social dimensions of globalization. It would be interesting however, if future work by ILO could evaluate and consider the use of other ILO tools to serve the needs of out-of-school youth when facing unemployment"²⁸.

In the meantime a module on social entrepreneurship has been completed as an additional module to the KAB entrepreneurship package. However, the module is likely to need more time to mature to become fully used, as practitioners are still in the process of defining the concept of social entrepreneurship.

Project objective 4

As the final step in the project implementation, the guidelines for integrating entrepreneurship education into national educational systems have been drafted and shared with the working group on entrepreneurship education.

The project has succeeded in **mainstreaming gender equality** to varying extents. In the research outputs, i.e. the impact assessments, the samples of KAB students and the control groups were, to the extent possible, finely balanced by men and women interviewed.

²⁸ ILO (undated): Light self-evaluation/review of the project "Creating youth employment through improved youth entrepreneurship" (INT/07/09/SDC), page 5

In project implementation processes like the dissemination of research results or guidelines, a gender balance was less visible.

The **ILO crosscutting issues** poverty, labour standards and social dialogue were of no immediate relevance to this action research project. However, among others the Kyrgyzstan impact assessment showed that the KAB programme lacks an accompanying component of financing in order to decrease youth unemployment especially among the rural poor living in remote areas.

Measuring the **attribution of changes** stimulated by any developmental intervention is always a challenge. The better understanding of the role of entrepreneurship education programmes in project countries is likely to be partly attributable to this project as the ILO and SDC are among the 10 to 15 major players in promoting entrepreneurship education. In the absence of field visits, any further assessment of the project's attribution of change has not been possible.

2.4 Project impact

Project impact: key findings

- Evidence that project increased knowledge about KAB programme
- Change in attitudes towards youth entrepreneurship education in Kyrgyzstan and Sri Lanka; changes in behavior and practice detectable
- Project stipulated revision of KAB materials for example to address young girls needs
- KAB requires accompanying programmes such as the provision of financing or mentoring for youth entrepreneurship education and ultimately the decrease in youth unemployment, especially among the poor
- Positive unintended impact:
 - Government of Ethiopia decided to introduce and make entrepreneurship education compulsory in formal education systems
 - Project influenced Africa Commission to partner with the ILO and the Youth Employment Network (YEN) for a USD23 million, five year programme on youth entrepreneurship in Eastern Africa

This section reviews the impact of the “Creating youth employment through improved youth entrepreneurship” project guided by the project’s theory of change. Unintended project impact has also been identified at the end of this section.

There is evidence that knowledge about the KAB programme has increased through the project. In Kyrgyzstan and Sri Lanka the project manager observed even a change of attitudes. The national Vocational Education Agency in Kyrgyzstan became very interested in knowing the reasons for the success or failure of the KAB programme among specific student groups, though this topic was not on their agenda prior to the “Creating youth employment through improved youth entrepreneurship” project.

The impact assessment methodology is capable of analyzing changes in behaviour and practice and ultimately changes in economic and social conditions of young people benefitting from youth entrepreneurship education. Those changes were detectable through the project’s impact assessments but not at a statistically relevant level either due to the small sample sizes or difficulties in tracking down KAB students.

The project’s theory of change as expressed in the project document is presented in Figure 4.

The project showed that there is no “One-type-fits-all” approach to youth entrepreneurship education and the project stipulated revisions for KAB materials for example to address young girls needs or issues specific to rural areas. In addition the projects’ impact assessments highlighted that the KAB is not a “golden bullet” to address youth entrepreneurship education needs. Accompanying programmes, such as the provision of financing, mentoring or career guidance are required for youth entrepreneurship education and the desired decrease in youth unemployment.

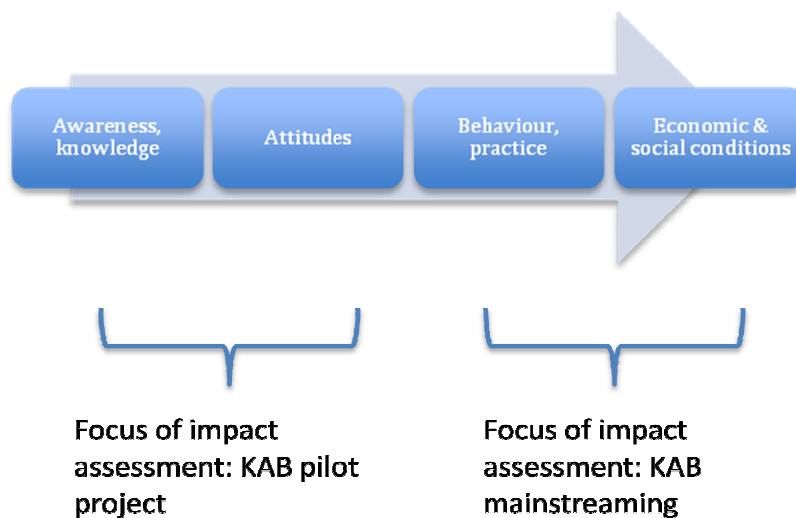
Figure 4 Project theory of change



The project reporting contains evidence of indirect project impact: “through the knowledge development of the project the Government of Ethiopia decided to introduce and make entrepreneurship education compulsory in formal education systems across the country. In addition, the project had a key role in influencing the Africa Commission to partner with the ILO and the Youth Employment Network (YEN) for a USD23 million, five year programme on youth entrepreneurship in Eastern Africa”²⁹.

To fully assess any research project’s impact an ex-post evaluation in 2 to 3 years time could be beneficial. As shown in Figure 5, the impact assessment of KAB programmes at the pilot stage are likely to focus on changes in awareness, knowledge and attitudes.

Figure 5 Impact assessment of KAB programmes: thematic focus



For impact assessments to capture changes in behaviour, practice and ultimately the economic and social conditions of students, the KAB pilot phase would be too early and an impact assessment only feasible a couple of years after the mainstreaming of a KAB programme.

²⁹ ILO INT/07/09/SDC “Creating Youth Employment through Improved Youth Entrepreneurship”, Progress Reports covering the period January-December 2009, page 6

2.5 Project sustainability

Project sustainability: key findings

- All four project elements likely to be sustained after the project's finalization
- Local partner involvement high as national researchers undertook the impact assessments in all project countries
- Mixed levels of ownership in the understanding of the role of entrepreneurship education programmes; highest among primary stakeholders

This section reviews the sustainability of the “Creating youth employment through improved youth entrepreneurship” project. The ownership of project results and local involvement are analyzed along the likelihood of sustaining elements of the project.

The project's website and guidelines seem to have the highest likelihood of being sustained after the end of the project, followed by the impact assessment tools and the uptake of test results in the KAB training programmes.

The level of local partner involvement was high for the project implementation, given that national researchers undertook the impact assessments in the eight project countries.

Ownership of project results is one measure of the project's sustainability. The project seems to have created varying levels of ownership among direct beneficiaries. Ownership in the understanding of the role of entrepreneurship education programmes, in youth entrepreneurship promotion and, ultimately, youth employment seems high in the ILO and members of the working group of entrepreneurship education. The latter were specifically targeted during the dissemination of guidelines for designing strategies and programmes for entrepreneurship education (project objective 3). Ownership by the KAB key facilitator also seems high, while the ownership of KAB teachers seems low, the latter being out of the project's reach.

Ownership of project results by final beneficiaries such as trainees, students, young workers or diploma holders also seems low as those beneficiaries were beyond the reach of the project.

3 Conclusions

Relevance and appropriateness

The action research project “Creating youth employment through improved youth entrepreneurship” seems to have been relevant to the topic of youth entrepreneurship and the ILO’s work in general. However, a direct link to the ILO’s Programme and Budget is missing in the project document and the first annual report. Hence the impression could arise that the project operated in its initial phase outside the ILO’s performance framework.

Though no immediate or obvious demand for the project had appeared at country level prior to the project’s launch in 2007, the ILO and SDC took the risk to embark on a supply led action research project. Emerging demand for KAB results (Beirut regional office) and results of the ILO’s work in general (ILO Kyrgyzstan) throughout the project’s lifetime have proved the ILO and SDC were right to have taken this risk. Valuable lessons from the project’s impact assessments such as the best timing for an impact assessment are now used in the Uganda KAB programme pilot.

To enable the assessment of KAB programme results, those programmes should build monitoring, evaluation and impact assessment into the programme design and budget. However, additional funding of more in-depth impact assessments could be determined by the use of those results for high level decision-making for example when a decision is due to mainstream a KAB pilot nor not.

Taking into account the time that elapsed between the design of the project document, the project’s launch in 2007 and its finalization in 2011, it is not surprising that the original project strategy, assumptions and objectives seemed only partly appropriate to the project. In this respect, the 2010 mid-term self-evaluation could be considered as a missed opportunity to revise and fine tune the strategy and assumptions along with the project objectives. The late timing of the mid-term self-evaluation was due to staff changes in the ILO and SDC and the fact that a new methodology was in the process of testing.

Efficiency

The project benefitted from efficient technical backstopping, administrative support, regular communication and project reporting. However, the project management showed uneven levels of efficiency due to a range of factors.

High staff turnover in the ILO and its SDC counterpart (3 project managers in 3.5 years) and the absence of extensive briefings, handover notes or sharing of lessons learned influenced the project’s efficiency.

Project management was also handicapped by that fact that up to approximately 15% to 20% of the project manager’s time had to be spent on other office activities.

A possible implementation flaw affecting the project’s efficiency was the decision to engage an employment programme specialist as project manager rather than an impact

assessment specialist, as envisaged in the project document. The project managers were confronted with a steep learning curve and had to learn many lessons regarding the methodological soundness of the impact assessment methodology and sequencing the impact assessment process.

A clear design flaw affecting the project's efficiency was the absence of a logframe in the project document. The logframe provided in the mid-term review in 2010 fell short of the most basic quality standards and constituted a second missed opportunity for improving project efficiency through the use of a logframe. The logframe would have helped to clarify the project strategy, its assumptions, performance indicators and objectives.

The process of preparing and undertaking impact assessments was greatly enhanced in countries where field enterprise specialists in ILO regional offices were involved to support the project. The ILO's regional offices in Moscow (for the Kyrgyzstan impact assessment) and Beirut (for the Syria impact assessment) were included in the impact assessments, for example in the selection of research teams, methodology and implementation.

Effectiveness

All four project objectives have been delivered on time. Despite the high staff turn over in the project management and the numerous factors limiting the efficiency of the project, the project has reached its immediate objectives. Though the usefulness of impact assessment has suffered due to factors within and beyond the project's control, sufficient lessons have been learned to improve future impact assessments. A guide on good practice in impact assessment of entrepreneurship education programmes, as originally envisaged in the project document, could be assembled for this purpose.

As in the case of a key finding on the project's efficiency, the mid-term evaluation emerges again as a missed opportunity to revise the project performance indicators, along the strategy, assumptions and project objectives.

Impact

Despite methodological challenges the project's impact assessments showed results in terms of increased importance of youth entrepreneurship education, a modification of KAB materials and funds leveraged for new joint initiatives. The impact assessments also showed to what extent KAB programmes could lead to change and at which point other measures need to support those programmes to decrease youth employment.

To fully assess the research project's impact an ex-post evaluation might be required.

Sustainability

Wider ownership in terms of understanding the role of entrepreneurship education programmes is mixed. The project seems to have achieved its objectives in terms of outreach to key stakeholders. Secondary stakeholders seem to have been beyond the project's reach.

The exclusive involvement of local partners in the impact assessments strengthened their ownership of and influence on the methodology.

All four project elements are likely to be sustained after the project's finalization. Though the project's website appeared to be the most vulnerable project element in terms of sustainability, as reported in the Mid-term review, the website has now been included in the ILO's regular budget.

4 Recommendations

The following recommendations are to both the ILO and SDC unless otherwise indicated to allow learning lessons for future research projects. Recommendations are not time-bound, as the project evaluation is a summative one and the project has been finalized.

Relevance and appropriateness

1. Ideally impact assessments should be demand rather than supply led. Though the project's results proved the ILO and SDC right in taking a considerable risk, in future the ILO or SDC should ensure that their entrepreneurship education and training programmes should have monitoring, evaluation and impact assessment built into the programme design and budget.
2. All ILO and donor funded projects must relate to the ILO's Programme and Budget and Strategic Policy Framework to adhere to the organization's objectives and targets. This recommendation is specifically targeted at the ILO.
3. The highly relevant timing for an impact assessment is at the end of the pilot phase of an entrepreneurship education and training programme to detect changes in awareness, knowledge and attitude. Once the programme is mainstreamed, it proves difficult to find control groups. In addition, the end of a pilot phase is often the key moment for important decision-making where impact assessment data provides valuable evidence.
4. Mid-term evaluations of entrepreneurship education and training programmes should closely follow the ILO's or SDC's evaluation standards to ensure their value added to the programmes. A more rigorous quality control might also be required when the design of logframes and project documents are approved and during self-evaluation or review exercises.

Efficiency

- 5a). Though staff turnover is a given fact, its impact on any programme must be managed. Extensive briefings, handover notes or sharing of lessons learned should be required before a project manager leaves his or her position.
- 5b) Entrepreneurship education and training programmes require highly specialised staff, as monitoring, evaluation and impact assessment do. For any future recruitment of staff for monitoring, evaluation and impact assessment of entrepreneurship education evaluation and impact assessment of entrepreneurship education and training programmes, a skills mix in **both** technical areas would be beneficial.
6. Centralized research projects do work. For efficient field research on entrepreneurship education and training programmes the enterprise or other relevant specialist in regional (or country) offices should be involved as closely as possible.

Effectiveness

7. In reference to recommendation one, impact assessments should be included in the design and budget of future entrepreneurship education and training programmes. To fully capitalize on the experiences of the “Creating youth employment through improved youth entrepreneurship” project, the ILO is encouraged to assemble a guide on good practice in impact assessment of entrepreneurship education and training programmes to provide methodological and practical guidance for future impact assessments.

8. All ILO projects should benefit from a robust monitoring framework, including the use of a logframe containing relevant performance indicators.

Impact

9. To fully capture the impact of KAB on all young women and men, future impact assessments should also look at unemployed KAB graduates to ensure that these groups of young women are not overlooked³⁰. For a full assessment of a research project’s impact at the highest level of change sought, an ex-post evaluation after two to three year’s after the project’s impact would be valuable.

10. To increase the impact of entrepreneurship education and training programmes in decreasing youth unemployment, accompanying measures such as the provision of financing, mentoring or career guidance are required, especially if poverty is to be tackled by the KAB programme.

Sustainability

11. Centrally managed research projects should always aim for the highest possible level of local partner involvement to enhance ownership of the projects contents and their sustainability.

³⁰ Questions should also include open-ended questions that could lead to identifying gender-based differences in attitudes and challenges.

5 Lessons Learned and good practices

A number of pertinent lessons emerge for research projects and more specifically impact assessments. Those lessons refer to performance management, the methodological approach of impact assessments and the efficiency of centralized research projects.

Lessons learned

Performance management

- Monitoring, evaluation and impact assessment must be included in KAB programme budgets from the onset.
- Performance monitoring by KAB implementers could be tied to maintaining KAB certification.

How to undertake impact assessments/tracer studies

- Research teams with strong and observable experience in carrying out the surveys and the analysis are preferred over experts on the KAB programme to manage the high risk of bias if people directly involved in the KAB implementation evaluate its impact.
- Testing survey questions requires a group of people knowledgeable about the KAB programme, not only researchers to ensure terms are well understood and an ILO angle is maintained.
- Combining methodologies, quantitative and qualitative, is essential, especially in cases such as tracer studies where obtaining reliable quantitative information can sometimes be difficult.
- Tracing students after a couple of years is highly challenging due to their mobility in the school to work transition period. Where contact details of extended family members or close friends were available, tracking was easier.
- In order to fully capture the impact of KAB on all young women and men, future tracer studies should also look at unemployed KAB graduates. By focusing only on those who became employees or business owners, an important part of the youth cohort is left out. Moreover, as shown in the Kyrgyzstan report, by doing so, key numbers of young women may be left out.

Efficiency of centralized research projects

- The ILO field enterprise specialists or other relevant specialists should be fully informed and where possible included in the impact assessments, for example in the selection of research teams, methodology and implementation.

Good practices

All KAB country programmes should budget for monitoring, evaluation and impact assessment, with the latter taking place for example towards the end of a pilot phase in country. This good practice enables evidence-based decision-making about whether to upscale a KAB programme.

For impact assessments to capture changes in behaviour, practice and ultimately the economic and social conditions of students, the KAB pilot phase would be to early and an impact assessment only feasible a couple of years after the mainstreaming of a KAB programme.

Annex 1 Terms of Reference

TERMS OF REFERENCE

“Creating youth employment through improved youth entrepreneurship”

INT/07/09 SDC - 100912

FINAL EVALUATION

Introduction and rationale for evaluation

The “Creating youth employment through improved youth entrepreneurship” is a three- year action research project which began in October 2007 and is scheduled to finish on February 28, 2011. It aims to provide a better understanding of the role entrepreneurship education programmes play, and the Know About Business (KAB) programme more specifically, in youth entrepreneurship promotion and, ultimately, youth employment.

As stated in the project document, the “Creating youth employment through improved youth entrepreneurship” project is required to undergo a final evaluation with the objective of assessing its expected and achieved accomplishments. As per ILO standards and according to the project agreement, this evaluation will be an independent evaluation carried out by an external evaluator to the ILO. It will provide a comprehensive and balanced presentation of the strengths and weaknesses of the project, the effectiveness of the project, as well as a set of recommendations and lessons learned for future similar initiatives. Further lessons can be drawn for the implementation and coordination of the KAB programme upon which the research project was mostly focused. Also, the ILO has a number of entrepreneurship and enterprise development training programmes that could learn lessons from this exercise (for example, SIYB and GET Ahead).

The evaluation to be carried out will be expected to comply with the UN norms and standards for evaluation quality, as well as follow all ethical safeguards.

Background on project

“Creating youth employment through improved youth entrepreneurship” is a 1.2 million USD project funded by the Swiss Agency for Development and Cooperation (SDC). The project began in October of 2007 and was first expected to close on September 30, 2010. However, SDC granted a no-cost extension in August, prolonging the project until February 28, 2011. The extension was approved by the donor after a light, mid-term review of the project was carried out in May-June of 2010 and submitted in July.³¹

³¹ At mid-term, changes were made to project outcomes and activities to better reflect the current context and ensure adequate delivery. These are mentioned later in the current ToR.

With the aim to develop a comprehensive knowledge base about the impact of youth entrepreneurship programmes by capitalizing on the experiences gained through the Know About Business entrepreneurship education programme, and the Start and Improve Your Business programme the project seeks to provide ILO and SDC with a better understanding of how entrepreneurship education programmes are perceived and internalized by young people, to what extent they lead to improved knowledge about the world of business, as well as behavioral and attitudinal change towards entrepreneurship; how this might lead to better employability and higher entrepreneurial activities of young women and men, and ultimately how it contributes to youth employment and poverty reduction.

In order to achieve the above, the project has four main components or specific objectives:

1. Carry out a research programme on youth entrepreneurship which provides information on performance and impact allowing for the development of a methodology for M&E and impact assessment and its application for KAB. The work undertaken mainly consisted of carrying out nine impact assessments in countries where KAB had been implemented and incorporated into the national curricula.
2. Create a KAB website with a resource platform for entrepreneurship education practitioners from the ILO, SDC and other interested agencies, as well as a functioning network of programme developers, curriculum developers and KAB users.
3. Adapt the KAB programme to new target groups in particular unemployed young women and men out of the formal education system. This third objective was substantially modified from within the first year of the project. The new specific objective is described below under the subsection "changes and modifications made to the project design during implementation".
4. Develop guidelines on designing strategies and programmes for the promotion of self-employment and entrepreneurship for young women and men. This special objective also experienced modifications in light of the results being obtained in specific objective 1 and as to better adapt the guidelines to the overall logic of the project as well as ILO's key strengths and experience.

Changes and modifications made to the project design during implementation

During project implementation, the project experienced various modifications and changes in its design and objectives as to better adjust itself to the time and resources allocated, as well ILO's past, current and future work and experience in the field of youth entrepreneurship and entrepreneurship education.

The first main change was the refocus of activities on KAB. While research was expected to be carried out for both KAB entrepreneurship education and SIYB enterprise development training tools, it was soon decided that this was over ambitious, given the sheer sizes of both SIYB and KAB, and the lack of age-disaggregated data on people having gone through SIYB training. KAB being introduced in school settings, and therefore targeting youth directly, was seen as a more realistic tool and approach to assess.

The second major change was specific objective 3 which was modified. Outside-school youth are a vulnerable group that would significantly benefit from entrepreneurship training. However, given KAB's implementation model and its objective of changing attitudes, it was decided that for KAB to be adapted to this group would require changing or adapting fundamental components of the content and the teaching methods. It was decided that adapting SIYB to youth would be a better strategy for targeting out-of-schools' needs and requirements. In exchange, and based on a growing demand from various sectors, a clear need for making youth aware of the possibilities of creating social enterprises and engaging in social entrepreneurship were missing in KAB. Objective three shifted therefore from adapting KAB to other target groups, to adapting KAB's materials to better illustrate the different types of enterprises and uses of entrepreneurship education, including social problems and settings.

The third and last modification was made on objective four as to ensure a clearer and more direct logic and link with the previous objectives. The guidelines were specified to be on how to introduce entrepreneurship education into formal education settings as a means to help promote youth entrepreneurship in a country and not on youth entrepreneurship programmes in general. It must be noted that within the project document itself, the objectives of the guidelines shifted between being on entrepreneurship education programmes, as a means to promote youth entrepreneurship, and youth entrepreneurship programmes. If final guidelines were to be based on the findings from objective 1 and ILO's expertise in entrepreneurship education (but budding experience on an overall holistic approach to youth entrepreneurship development), it was considered more valuable to focus the guidelines on the narrower

topic of entrepreneurship education, where the ILO has a significant experience through KAB.

Modifications and changes were reported to the Donor during progress reports, steering meetings and the self-evaluation and the light review carried out in May-June 2010.

Structure-wise, the project has a simple structure composed of a project manager in charge of supervising all activities and the timely delivery from ILO headquarters in Geneva. The manager works with international and local consultants, companies, and research teams to carry out the activities at hand. To carry out the impact assessments under component 1, the manager was in contact for example with research teams in China, Indonesia, Kyrgyzstan, Kenya, Lao PDR, Peru, Sri Lanka and Syria. In some cases, the manager also worked through Enterprise Specialists in field offices. This was the case for example of Syria and China. It is worth noticing that the project faced a high turnover rate, with three managers being appointed over its duration.

Purpose and users of the evaluation

The purpose of this final evaluation is to:

- Determine whether the project achieved the stated objectives
- Determine what steps have been taken for the sustainability of key components of the project beyond the project's life
- Document lessons learned and extract recommendations for future research projects and exercises initiated by ILO or SDC to assess outreach and impact of a given entrepreneurship education and training programme.

Users of the evaluation will be both internal and external to the ILO. Internally, users will be the project managers, the responsible ILO unit (SEED), the managers and coordinators of KAB, SIYB, Get-Ahead and other entrepreneurship development tools. External to the ILO, users will be the donor and KAB implementing partners.

Scope and focus

The scope of the final evaluation will be on all four main objectives of the project and will entail a desk review of relevant materials and in-depth interviews with key project stakeholders. The evaluator will elaborate in greater detail a methodology for addressing each specific objective. The entire period of the project will be covered – from October 2007 to February 2011.

The first output to be produced by the evaluator will therefore be an inception report that elaborates the evaluation design fine tuning and validating the key questions to be answered by the evaluation. The evaluation shall address the overall issues of relevance and strategic fit of the project, project progress and effectiveness, adequacy and efficiency in the use of resources, effectiveness of

management arrangements. Also, the evaluation should consider the project's performance in relation to ILO's cross-cutting issues on poverty, labour standards and social dialogue.

In addition, the evaluation will look into more detail and try to respond questions in the following areas:

- *Validity of design*: Were the project strategy, objectives and assumptions appropriate for achieving the planned results?
- *Sustainability*: Has the project ensured that key components are sustainable beyond the life of the project? What project components appear likely to be sustained after the project and how?
- *Gender mainstreaming*: Has the project effectively and efficiently succeeded in mainstreaming gender equality in both its research (outputs) and its processes?
- *Lessons learned*: What are the key lessons learned that both the ILO and SDC can take away on entrepreneurship education implementation, monitoring and evaluation and impact assessment based on the outputs of this project? What are the lessons learned for research projects? Do existing M&E frameworks of projects enable this kind of impact assessment research projects and if not, what modifications would have to be made?

Main outputs of the evaluation

The main outputs will be:

1. An inception report that elaborates the evaluation design showing how the evaluator intends to carry out the evaluation in light of what is described and presented in the Terms of Reference. A set of key evaluation questions will be presented and finalized based on comments from ILO and SDC.
2. A draft report: The evaluator will submit a draft report to the ILO evaluation manager who will circulate it to project stakeholders and the donor for comments. The evaluation manager will forward comments to the evaluator.
3. A final report : The evaluator will incorporate comments as she/he deems it appropriate and submit the final report to the evaluation manager.

4. An executive summary of the evaluation conforming to the ILO template provided in Annex 1 of these ToR.

The quality of the final report will be determined by conformance with Checklist 4 on "Formatting Requirements for Evaluation Reports" and Checklist 5 "Rating Quality of Evaluation Reports". Both will be provided to the evaluator to serve as reference and guide.

Methodology

Given the research-nature of the project, the evaluator will be required to review key documents produced during the project both in relation to management issues and output delivery. These will include progress reports, self-evaluation reports, workshop reports, other relevant memos as well as monitoring and evaluation reports, impact assessment reports and studies, the guidelines and website. To complement the desk review and especially to complement information on objectives 1 and 4, the evaluator will be invited to interview key stakeholders involved in the project design and implementation. These will include ILO backstopping staff, current and past project managers, donors, research teams from at least three out of the last six countries to carry out impact assessments,³² and experts (consultants) having taken part in the coordination and finalization of developing the guidelines. This second phase may require a visit to ILO headquarters.

Management arrangements

The Evaluation Manager for this project is Mariela Buonomo Zabaleta (buonomo@ilo.org).

The evaluator will work in consultation with a small evaluation team that will include key project staff, the corresponding technical unit and a member of SDC.

The evaluator may count on the evaluation manager for providing her or him with contact details of key people to be interviewed. The evaluation manager may also help set out times for the interviews to take place.

Tasks and time estimated per task

1. Pre-evaluation desk review of relevant documents: 2 to 3 days
2. Interviews: 2 days

³² For learning purposes, it is suggested that the countries be selected so as to cover all the regions involved in the project, namely: Central Asia, South East Asia and China, Middle East and Africa. The six countries are Kyrgyzstan, China, Indonesia, Lao PDR, Syria and Kenya. Given that the budget for Syria's impact assessment was the largest, it is suggested to include this country in the selection.

3. Drafting of report: 2 days

4. Finalization of report: 1 day

The evaluation will be carried out between March 14 and March 28, 2011. A visit to the ILO Headquarters in Geneva may be required. The evaluation report, as well as the draft and all content of the evaluation are property of the ILO. None of these, or any of the individual findings, may be shared without the explicit approval by the ILO and SDC.

Annex 2 List of persons interviewed

Name	Organization
Elvira Elebezova	Kyrgyzstan research team
Gulmira Asanbaeva	ILO, formerly Moscow regional office
Joni Simpson	ILO, project backstopping
Simon Juncker	SDC project counterpart
Stanislav Karpovich	Kyrgyzstan research team
Thipaphone Phetmany	Lao PDR research team
Virginia Rose Losada	ILO, project manager

Annex 3 List of publications cited

Bronte-tinkew and Redd Z (2001), “ Logic Models and outcomes for Youth Entrepreneurship Programmes”, Report for DC Children and Youth Investment Trust Corporation, Washington DC

Engelhardt, A. (2011) Final project evaluation: Creating youth employment through improved youth entrepreneurship – Inception Report, Geneva

Goys and Pane (2006), Independent Terminal Evaluation of “Youth Employment in Indonesia ”

Hayton, J.C., et al.: “National culture and entrepreneurship: A review of behavioural research”, in *Entrepreneurship Theory and Practice*, 2002, Vol. 26, No. 4, pp. 33-52.

ILO (undated) Project document: Creating youth employment through improved youth entrepreneurship, Geneva

ILO (undated): Light self-evaluation/review of the project “Creating youth employment through improved youth entrepreneurship” (INT/07/09/SDC), Geneva

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ILO (undated): Light self-evaluation/review of the project “Creating youth employment through improved youth entrepreneurship” (INT/07/09/SDC), Geneva.

ILO (undated): Tracer studies on the know about business entrepreneurship education programme – a synthesis report from eight studies, Geneva

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ILO (2005), “Being real about youth entrepreneurship in Eastern and Southern Africa: implications for adults, institutions and sector structures”, SEED Working Paper No. 72, Geneva

ILO (2007), “Enhancing the enterprise culture of Sri Lanka”, ILO Colombo

UN (2002), “First Regional Forum on Youth: Security, opportunity and prosperity”, ECOSOC document OPA/AC.33/1

World Bank (2007), “Development and the Next Generation”, Washington D.C

Annex 4 Questionnaire for data collection

ILO-SDC Project: Creating youth employment through improved youth entrepreneurship: Questionnaire

Name	Position	Organization	Date

I. Relevance and appropriateness

1a. To what extent did the project relate to youth employment priorities at national level in the relevant project countries?

(Project's development objective: "An improved understanding of how youth entrepreneurship education and entrepreneurship start-up programmes contribute to youth employment with a view to designing more efficient and effective youth entrepreneurship strategies, including for new target groups of the KAB programme such as out-of-school children")

	Highly relevant	Relevant	Less relevant	Irrelevant
Relevance to national youth employment priorities (please specify your country)				

1b. How did the project related to those priorities?

Please explain:

2. To what extent was the design of the project appropriate to the employment needs of the young people in project countries?

Appropriateness of:	Highly appropriate	Appropriate	Less appropriate	Not appropriate
Project strategy				
a)				
b)				
c)				
d)				
e)				
f)				

g)				
h)				
i)				
j)				

Project strategy:

- a) Project implementation will start with the development of a comprehensive monitoring and evaluation, and impact assessment methodology applicable to KAB projects based on methods used in ILO projects, SDC projects and from project of other agencies or entrepreneurship research institutions.
- b) All ongoing and all newly started KAB pilot programmes will use the new tool.
- c) The impact of the development of entrepreneurial attitudes can be measured at the end of the school year or training course.
- d) The main instrument for knowledge sharing will be the dynamic ILO youth entrepreneurship web site that will be set-up within the first six months of the project.
- e) The maintenance of the web page and the knowledge sharing platform during and after the project will be done by ILO/SEED through its network administrator and its professional staff dealing with Youth employment and youth entrepreneurship and thus become part of the ILO's budget.
- f) A first regional workshop with entrepreneurship and skills development practitioners from countries with KAB programmes, open to participants from SDC, will be organised at the beginning of the first year of the project.
- g) Governments that want to pilot KAB will be requested through a MoU to use the monitoring, evaluation and impact assessment methodology and to provide the data to the Global KAB programme unit.
- h) The drafting of the "Guidelines for designing strategies and programmes for promotion of self-employment and entrepreneurship measuring its impact" will start in the third year of the project.
- i) Special attention will be paid to the dissemination of the guidelines to policy makers, curriculum developers and specialists for quality insurance from the different education levels.
- j) By the end of the project, the knowledge sharing process about youth entrepreneurship and entrepreneurship education will have been institutionalised among KAB and SYB users, entrepreneurship curriculum developers, KAB Key facilitators, and technical departments from ILO and SDC, providing access to latest material development and research findings on impact of youth entrepreneurship promotion programmes.

Appropriateness of:	Highly appropriate	Appropriate	Less appropriate	Not appropriate
Project objectives				
a)				
b)				
c)				
d)				

Project objectives:

- a) An action research programme on youth entrepreneurship has provided information on performance (what worked well and what not) and impact allowing the development of a methodology for M&E and

impact assessment and its application for KAB and SYB.

b) A KAB web site including a resource platform for entrepreneurship education practitioners from the ILO, SDC and other interested agencies has been set-up and a knowledge sharing network of programme developers, curriculum developers and KAB users is functioning.

c) Adapting KAB's materials to better illustrate the different types of enterprises and uses of entrepreneurship education, including social problems and settings.

d) Research findings of the project have been transformed into guidelines for designing strategies and programmes for entrepreneurship education.

Appropriateness of:	Highly appropriate	Appropriate	Less appropriate	Not appropriate
Project assumptions				
a)				
b)				
c)				
d)				
e)				

Project assumptions:

a) Recruitment of one specialist on impact assessment and knowledge sharing with experience of the ILO's KAB and SYB programmes is sufficient to establish an intensive collaboration between ILO, SDC and field projects.

b) Field research activities and programme testing can be done in countries where the ILO and SDC have a common interest and/or ongoing projects.

c) In the KAB programmes strong partners are the public sector with the Ministry of Labour, Ministry of Education and Higher Education and the private sector.

d) Employers organisations are involved in TVET activities and are interested to integrate entrepreneurship education in vocational training.

e) Employers' organisations in Senegal, Azerbaijan and Mongolia have actively promoted the KAB programme and they are involved in the steering committee for the country programme. Through this channel they can provide inputs for the development of the M&E and IA tool.

Please explain your assessment:

3. To what extent was the timing of the project relevant to the political context in project countries?

	Highly relevant	Relevant	Less relevant	Irrelevant
Relevance				

of timing				
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Please explain your assessment:

4. To what extent does the project model have a potential for replication in other countries?

Please explain:

II. Efficiency and better value for money

5. What measures have been taken during the planning and implementation phase, including M&E to ensure that resources are efficiently used?

	Very high	High	Low	Very low
Measure to ensure efficiency (please list)				
a) ILO technical backstopping				
b) ILO administrative support				
c) Regular communication				
d) ILO Project monitoring				
e) Regular ILO reporting				
f) SDC project support				
g) Timely SDC feedback				
h) Timely disbursement of funds				
...				

6. To what extent have the outputs been delivered as agreed?

	Very high	High	Low	Very low
Delivery of outputs (please rate progress of the ones relevant to your country)				
a) Comprehensive M&E and impact assessment tools drafted, tested and used by KAB programmes and SYB programmes				
b) Website actively used by the user of the knowledge sharing network; number of uploads, downloads and hits				
c) The KAB training programme tested in several countries with different socioeconomic environment				
d) Guidelines endorsed by practitioners, printed and disseminated.				

7. To what extent could the same results have been achieved for less money or more quickly?

Please explain:

III. Effectiveness

8a. To what extent were the project outputs sufficient to realise the agreed goal?

(Project's development objective: "An improved understanding of how youth entrepreneurship education and entrepreneurship start-up programmes contribute to youth employment with a view to designing more efficient and effective youth entrepreneurship strategies, including for new target groups of the KAB programme such as out-of-school children")

	Very high	High	Low	Very low
Sufficiency to achieve goal				

<p>Project objective 1.</p> <p>a) Governments piloting KAB programmes are committed to apply the new M&E&IA tool and to provide and to publish monitoring data and conduct impact assessment studies.</p> <p>b) Governments of ongoing KAB programmes and BDS providers of SIYB programmes are involved in the development process of M&E&IA and prepared to integrate the final version of the impact assessment methodology in their M&E system and to update their M&E data accordingly.</p>				
<p>Project objective 2:</p> <p>a) The users of the knowledge sharing network are providing relevant data and articles on youth entrepreneurship and related subjects .</p>				
<p>Project objective 3:</p> <p>a) Adapted and tested KAB materials with a worldwide application potential available</p>				
<p>Project objective 4:</p> <p>a) Guidelines presented to the Donor Committee on Enterprise Development and distributed to relevant UN agencies like UNESCO, UNCTAD, UNIDO UNDP, and to policy makers in Ministries of Labour and of Education and practitioners in KAB countries.</p>				

8b. To what extent has the project effectively succeeded in mainstreaming gender equality?

	Very high	High	Low	Very low
Mainstreaming of gender equality in:				
Research outputs				
Project implementation processes				

Recommendations for improvement:

8c. To what extent has the project effectively succeeded in the following ILO cross-cutting issues:

	Very high	High	Low	Very low
Poverty				
Labour standards				
Social dialogue				

Recommendations for improvement:

9. To what extent are changes in better understanding of the role entrepreneurship education programmes in your project country likely to be attributable to the ILO-SDC project?

	Very high	High	Low	Very low
Attribution of change to project				

Please explain your assessment:

IV. Impact

10. What are signs of the project's progress towards achieving its development objective?

(Project's development objective: "An improved understanding of how youth entrepreneurship education and entrepreneurship start-up programmes contribute to youth employment with a view to designing more efficient and effective youth entrepreneurship strategies, including for new target groups of the KAB programme such as out-of-school children")

Please explain your assessment:

11. What would have happened in the in your country with regard to the understanding of entrepreneurship education programmes without the project over the period 2007-2011?

Please explain your assessment:

V. Sustainability

12. To what extent has the project made progress in creating ownership of direct and final beneficiaries in understanding of the role entrepreneurship education programmes, in youth entrepreneurship promotion and, ultimately, youth employment ?

(Direct beneficiaries are: active and future project designers from the ILO, SDC and other development agencies as well as entrepreneurship curriculum developers, KAB Key facilitators and KAB teachers from the countries engaging in entrepreneurship education

Final beneficiaries are: trainees, students, young workers and diploma holders including also unemployed out-of-school youth)

	Very high	High	Low	Very low
Progress in ownership:				
Direct beneficiaries:				
ILO				
SDC				
Other agencies				
Entrepreneurship curriculum developers				
KAB Key facilitators				
KAB teachers				
Final beneficiaries				
Trainees				
Students				
Young workers				
Diploma holders				

Please explain/Recommendations for improvement:

13. Which elements are likely to be sustained after the end of the project ?

	Very high	High	Low	Very low
Likelihood to sustain project components:				
a) Comprehensive M&E and impact assessment tools				
b) Website				
c) Uptake of test results of the KAB training programme				
d) Guidelines				

Please explain/Recommendations for improvement:

14. To what extent were local partners involved in the implementation of the project?

	Very high	High	Low	Very low
Involvement of local partners:				

Please explain/Recommendations for improvement:

VI. Key lessons

15a. What are the key lessons learned that both the ILO and SDC can take away on entrepreneurship education implementation, monitoring and evaluation and impact assessment based on the outputs of this project?

Please explain:

15b. What are the generic lessons learned for research projects?

Please explain:

15c. Do existing M&E frameworks of projects enable this kind of impact assessment for research projects and if not, what modifications would have to be made?

Please explain/Recommendations for improvement: