



# Evaluation Summary



International  
Labour  
Office

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Office

## *Africa Commission: Youth entrepreneurship facility (YEF and YEN): ILO Component - Final Evaluation*

### Quick Facts

**Countries:** *Kenya, Tanzania, Uganda*

**Final Evaluation:** *June 2015*

**Evaluation Mode:** *Independent*

**Administrative Unit:** *CO/Dar-es-Salaam*

**Technical Office:** *EMP/SEED*

**Evaluation Manager:** *Gugsa Farice*

**Consultant(s):** *Oladele Arowolo (Team Leader), Neema Moroi,  
Mathews C. Wanjala, and Goretti Z. Amuriat*

**Project Code:** *RAF/§10/51/DAN,*

**Budget & Donor :** *Government of Denmark  
23 million USD*

successful implementation, the project received authorization for a no-cost extension, extending the cycle until June 2015.

### **Evaluation Purpose, scope and clients of the evaluation**

The purposes of the final independent evaluation are to: analyze the efficiency, effectiveness, relevance, impact and sustainability of the project; examine whether the project achieved its stated objectives, produced the desired outputs, and the extent to which it realized the proposed outcomes; identify strengths and weaknesses in the project design, strategy, and management as well as lessons learned with recommendations for the ILO's considerations for future technical cooperation and other country level work related to youth employment; and assess the extent to which YEF has implemented recommendations of the joint review team report. The independent evaluation covers all outcomes of the Unleashing African Entrepreneurship initiative and the operations of the Youth Entrepreneurship Facility from 2010 to 2015. The focus is on all three countries; Kenya, Tanzania and Uganda. The primary clients of the evaluation are: the Government of Denmark as donor of the initiative; the governments of Kenya, Tanzania and Uganda as recipient countries; ILO constituents and the ILO as executors of the initiative as well as other relevant stakeholders such as implementing partners in the three countries; ILO offices and staff involved in the initiative, including ILO Dar es Salaam, Regional Office for Africa (ROAF), ILO Pretoria and ILO departments at HQ, both Enterprise Department and the Employment Policy Department.

### **EXECUTIVE SUMMARY** (extract from the full report)

#### **Project background**

The Unleashing African Entrepreneurship Initiative/Youth Entrepreneurship Facility (YEF) is one of five initiatives launched by the Danish-led Africa Commission in May 2009. It is a five year programme (2010-2014) funded by the Government of Denmark with an overall budget allocation amounting to DKK 119 million (approximately USD 23 million). Since January 2010, the ILO and YEN have jointly implemented the YEF programme in partnership with the national Governments of Kenya, Uganda and Tanzania in collaboration with Social partners, range of private and civil society organizations. After five years of

#### **Methodology of evaluation**

The evaluation process was participatory, involving the Office, the tripartite constituents and other parties involved in the execution of the project. The evaluation team comprises one International/Lead consultant and 3 national consultants, one each selected from the three

participating countries. The process was been under the management of the Evaluation Manager operating from ILO ROAF, Addis Ababa, Ethiopia in close collaboration with the ILO Director and the CTA in Dar es Salaam. Based on the approved ToR, the evaluation was carried out through a desk review of project documents and related reports and analysis of primary data from visits to each of the three countries (Kenya, Tanzania and Uganda) for consultations with ILO management and staff, constituents, Danish Embassies as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. The evaluation also analysed data collected from interviewed key staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the Facility in ILO Dar es Salaam, the regional office in Addis Ababa, the Decent Work Support Team in Pretoria and ILO HQ. A few of the meetings with staff in Geneva, Pretoria, and Addis took place over phone or skype. Following the visits to Dar es Salaam, Kampala and Nairobi the evaluation team returned to the ILO Office in Dar es Salaam on 22 May 2015 for debriefing.

### **Main evaluation findings**

#### **Project design & strategic fit**

The design of YEF was valid and logical, following consultations by the ILO, YEN and Danida with Government and the ILO social partners (Trade Unions & Employers 'Organizations) in the three countries. YEF project design was logical and interventions done were based not only on the objectives but also on the emerging issues that occurred during implementation. The programme LogFrame is generic, i.e. its outcomes and outputs apply indiscriminately to the three countries. YEF project is a type of multi-stakeholder design, open to play with a variety of players who are willing to work and deliver effectively. In this respect, YEF is a unique project with built-in flexibility that allows different players to work together and play by the ILO rules in guiding implementation. While the outcomes are the same, the intervention mix to deliver these outputs and ultimately achieve these outcomes differs from country to country, reflecting the local context. The YEF development objective has also been in line with not only the national development policies and plans in Kenya, Tanzania and Uganda but also relevant to other ILO and UN initiatives in these countries. YEF objectives also have direct relevance to three areas of the Danish Cooperation Development Strategy which focus on economic growth and employment.

#### **Project implementation arrangements**

The YEF is managed by an International Chief Technical Advisor (CTA) who reports to the Director of the ILO office for Kenya, Rwanda, Tanzania and Uganda, based in Dar es

Salaam, Tanzania. It is implemented with a project implementation unit set-up with a main office at the ILO Dar es Salaam and project offices in Kampala, Uganda and Nairobi, Kenya. Fifteen staff works in the three offices (four international experts, including four national experts, four administrative and finance staff, three projects drivers) and one international expert based at ILO HQs in Geneva. Implementing Lead Agencies comprise of the ILO and the Secretariat of the Youth Employment Network (YEN); ILO collaborating units/offices providing backstopping: ILO Regional Office, Addis Ababa; ILO Decent Work Technical Support Team, Pretoria; Youth Employment Programme (YEP) Cooperative Branch (EMP/COOP); Employment Policies Department (EMP/POL); Job Creation and Enterprise Development Department (EMP/ENT); and Small Enterprise Programme (EMP/SEED). Oversight and coordination support to YEF is provided by a National Advisory Committee (NAC) set up in each of the three countries comprising representatives at highest level of the implementing agencies, including private agencies and NGOs, and ILO partners.

#### **Efficiency of resource utilization**

**Expertise:** The evaluation found that the ILO staff worked together as a team and have used their different expertise and professionalism to bear on project implementation. The evaluation team's observation is that YEF local teams are not only technically qualified in their respective areas of expertise, but also exhibit passion and commitment to their work. The ILO strategy of technical backstopping proved effective in conducting training, product design and research on evidence based employment policy formulation and programming.

**Finance:** Project budget for Phase 1 (2010-11) is 5,373,250. The evaluation did not focus on audit matters, given that the ILO has its proven and established mechanisms for budget management. The team examined the financial records and felt satisfied with the annual reporting system, which guided management of the project since its inception. The system consists of annual ILO Project Financial Report, indicating by budget line 'Allocation and Expenditure', including prior and current years. Based on field level observations, it is felt that the YEF team has been quite prudent in the way they used financial resources of the project. In this regard, it is worth mentioning that the national teams have proactively aimed at sharing resources with other ILO projects and or UN projects/organizations. Project personnel were of the opinion that funds were disbursed on time as required. However, the evaluation team identified one issue relating to financial resources in term of planning, budgeting and flow: financial resources available were inadequate given the magnitude and complexity of the project. This led to difficulties in conducting some activities and realizing some outputs.

The Project has just received authorization for a no-cost extension, extending the project until June 2015, with focus on realization of two main activity clusters; i) implementing the recommendations from the joint review team and ii) consolidating sustainability mechanisms with partners in each country across the various project components.

**Equipment:** During the period of its operation, YEF acquired a number of equipment in support of its activities in the three countries, including data processing, vehicles, furniture and office supplies. The records of project inventory obtained from the project offices are quite detailed and may be accessed at their office in Dar es Salaam. The evaluation found that the equipment served their purpose of facilitating project implementation at national and regional levels. At the time of evaluation most, if not all, of the items were in use. Since the Uganda YEF now has budget support to its extension, the project equipment acquired should continue to be used for implementation; however, items of equipment for YEF activities in Kenya and Tanzania may require a fresh inventory report before closure after June 2015.

**Time:** Apart from a three-month delay that was experienced in the first phase (2010-2011), the second phase started on time. Most activities were done on time with exception of few delays.

#### **Effectiveness of YEF interventions**

##### **Outcome 1: Young women and men have improved perceptions about entrepreneurship**

Developing entrepreneurship culture in Kenya, Tanzania and Uganda holds the promise for youth to engage in gainful enterprise initiatives that reach beyond the traditional for-profit definition of a business venture. In terms of awareness creation among young women and men about the merits of entrepreneurship, YEF interventions through media programs conducted in project countries - Kenya (TV program), Tanzania (radio and newspaper) and Uganda (radio) - it is estimated that more than 2million youth have been reached with entrepreneurship messages surpassing the target of 1.2million. SIYB Impact Survey results indicate that about 65% of the entrepreneurs developed business plan as a result of training. The project has since 2014 directed its efforts in building the capacity for media houses and their staff in the project countries who will then take the entrepreneurship culture promotion forward beyond the project closure. The project also addressed the objective *for young people to recognize entrepreneurial peers as role models*. In Kenya, a total of 31 young people have so far been promoted as role models through Business Plan competitions, coupled with 3 Top Green Business entrepreneurs awarded and recognized. The project has supported 48 successful young entrepreneurs on national TV; and 18 business case studies have been documented.

In Tanzania, the Facility supported the organization of Business plans from village, district and national levels in 8 regions, and more than 50 entrepreneurs were promoted to become role models for others. And in Uganda, the project supported the integration and launch of Young Employer of the Year Awards under the Federation of Uganda Employers annual awards and ran the annual national 'green' business plan competition.

##### **Outcome 2: The national education systems groom entrepreneurial talent**

This outcome was expected to entrench and help incorporate entrepreneurship training in schools and colleges/universities curriculum. Through YEF, the roll out of entrepreneurship education is continuing in Uganda and Tanzania and has facilitated the reaching of more than 69,000 and 55,000 students, respectively. Moreover with regard to teachers trained about 1,289 and 416 teachers Uganda and Tanzania were trained respectively in ToTs conducted between the years 2012 to 2014. Results of the EE Survey in Uganda (2013) show that 98% of the school leavers intended to start business, 71% after completion of studies, and 24% in 6 months' time. Overall this outcome is behind schedule due to the challenges faced during the beginning of the project, particularly the time taken in aligning the project model with the existing efforts and administrative arrangements. The sustainability of this intervention is well entrenched in both countries' responsible institutions, and is thus promising. The evaluation found that minimal results were achieved under this result in Kenya. After discussions with Kenya's Institute of Curriculum Development, it was agreed that no more content or additional units could be introduced at the Primary or Secondary school levels because the syllabus was already deemed heavy and needed reduction. Two universities in Kenya agreed to pilot the entrepreneurship education, but this did not materialize.

##### **Outcome 3: Youth employment policy makers and promoters are in a better position to make evidence based decisions to improve resource allocation and programme design**

This outcome looks at the extent to which youth employment policy makers and promoters are in a better position to make evidence based youth employment policies to improve resource allocation and programme design. YEF promotes the use of impact evaluations, experimental research methodologies which allow us to prove attribution between an intervention and its estimated impacts. Overall, 8 impact evaluations have been conducted in Uganda and Kenya, 5 papers have been published and have been shared to all NAC members and other broad stakeholders; and Policy Influence Plan (PIP) was developed and shared to NAC members in all Uganda and Kenya. Recommendations and findings which were

developed under the impact evaluations assisted government to draft evidence based policies for example, the National Youth Action Plan on Youth Employment in Uganda; Youth Entrepreneurship Venture Capital Fund in Uganda; National Youth Empowerment Strategy in Kenya; Women Economic Empowerment Framework in Kenya (in progress); and National Youth Employment Creation Programme. Results of the evaluation of a Vocational Training Voucher programme in Eastern Kenya are ready and baseline studies in Zambia and Rwanda are being prepared. Policy Influence Plans were developed and carried out in order to transform the findings from these impact evaluations and policy briefs into specific advocacy messages which can then be successfully communicated to policy makers, social partners and youth employment practitioners. This work was complemented by capacity building for social partners, seven Evaluation Clinics were run over the course of the project whose goal was to communicate the importance of rigorous assessment. The team believes that the capacity that has been built during workshops, clinics and evaluation processes will play a vital role in advocating for youth employment. Ongoing work of the component includes advising the Uganda government on the development of a new National Youth Policy and National Action Plan as well as a Micro, Small and Medium sized Enterprise Policy.

### **Sustainability**

In an effort to ensure the sustainability of the YEF Project, and in response to the recommendations of the ILO/Danida Joint Review Mission (JRM), the project management has invested in building human and institutional capacities of implementers and partners, strengthened collaboration with agencies and bodies working on related projects, and encouraged government ownership of the project.

Sustainability of YEF project activities under evidence based advocacy are best indicated by the following: a) The revised policies and procedures that benefited from EBA have embedded sustainability when they are implemented; b) YEF EBA results already fed into the recent ILO-ILC resources; and c) Evaluation capacity building achieved through evaluation clinics; d) collaborative research on entrepreneurship constraints and production of policy briefs. YEF project has supported a number of research works to demonstrate the significance of evidence based policy and decision making in employment promotion.

### **Main recommendations and follow-up**

1. The sustainability strategies built into the design of YEF has been effective (the capacity of implementing institutions has been strengthened and new organizations established; human capacity has also been built through the various entrepreneurial training

programmes), therefore, partner efforts should continue to show impact through their different strategies well beyond this project cycle.

2. The six components of YEF are interrelated and the YEF management has succeeded in bringing together, through NAC, the different role players (government, academia, private sector & NGOs) to work together in addressing the challenge of youth unemployment through entrepreneurship development and employment creation. Given the proven success of the facility (YEF) and in the interest of sustainability, the platform for collaboration provided by NAC should continue to function, with the support of the ILO.
3. The website of the facility should remain an important platform for sharing information with the public in the three countries and for now, managed by the new YEF-EU project in Uganda, and information from Kenya and Tanzania enterprise development interventions drawn from country specific pages from Country Office website.
4. Through YEF, the evidence base for effective youth employment programming has increased through research reports; however, the actual use of available evidence to inform government and agency policies and programming remains to be seen and this should inform the next generation of evidence based policy research.
5. YEF has developed partnerships with micro finance institutions for youth business financing; however, a meaningful linkage has not been established between the interrelated stages of producing a confident entrepreneur – from BD training, to writing business plan, to accessing loan, and to managing the business through sustained mentorship programme – all in a comprehensive package that is jointly administered.
6. The administration of Y2YF has revealed that a large number of financial institutions exist in each of the three countries with a mandate to give loans in support of employment creation for youth; however, actual access to these funds remain as difficult as ever due to a number of administrative and regulatory requirements. The need to facilitate improved access to capital by advocating for development of tailor-made financial products/models, such as Y2YF, cannot be overemphasized.
7. Given that a pool of funds exists in the YEF countries to support youth employment creation but access such funding remains a problem, it is necessary to advocate for adoption of the Y2YF model by the public sector, donor agencies and development partners as an effective strategy to promote youth entrepreneurship.