

Annex 6 Initiative 3: Unleashing African entrepreneurship

Description of the initiative and its current state

The initiative

The Youth Entrepreneurship initiative was implemented by the Youth Entrepreneurship Facility, which is a partnership between the International Labour Organisation and the Youth Employment Network with a focus on Kenya, Tanzania and Uganda.

It was designed to have five inter-related and complementary components, based on the immediate outcomes of the project:

1. Young women and men have improved perceptions about entrepreneurship: The component worked to improve the entrepreneurship culture and perception of entrepreneurship with a view to motivate youth to engage in gainful enterprise initiatives and create awareness among young women and men about the merits of entrepreneurship.
2. The national education systems groom entrepreneurial talent: The component sought to introduce entrepreneurship education in national curricula, train teachers to conduct entrepreneurship training and, in turn, train a large number of students.
3. Youth employment policy-makers and promoters are in a better position to make evidence based decisions to improve resource allocation and programme design: a number of impact evaluations were undertaken and policy papers and policy influence plans formulated to assist stakeholders in advocating for policy change.
4. Youth organisations provide innovative business development services: The component was implemented through the establishment of a Youth to Youth Fund which supported 'small-scale youth entrepreneurship development projects'.
5. More young women and men establish and manage sustainable enterprises: The component provided capacity building for trainers in Start-and-Improve-Your-Business, BDS apprenticeship schemes and facilitated access to finance.

The initiative had a budget of approximately USD 23 million and was implemented between April 2010 and June 2015 when it was completed. A final independent evaluation was commissioned by ILO and undertook fieldwork between May and June 2015. The final evaluation report is undated. The results of the project are discussed below.

Relevance of the initiative to the recommendations of the Africa Commission

This initiative was designed to address two recommendations of the Africa Commission (Nos. 16 and 17). As can be seen the initiative fits the recommendations closely and is thus highly relevant to what the Africa Commission was seeking to achieve.

As was stated in the 2009 Africa Commission report: "The Africa Commission recommends an increased focus on young entrepreneurs as drivers of change. Such a renewed focus should be reflected in policy dialogues, poverty reduction strategies or other development plans and budgets. African governments together with stakeholders must promote entrepreneurship as a viable, pro-poor development strategy, given that most new jobs are being created through small enterprises and self-employment. In particular, the development of comprehensive programmes directly aimed at promoting young entrepreneurs in setting up and growing viable businesses should be considered."¹ Given that this (and the Skills for Youth) initiatives were the only

¹ Realizing the potential of Africa's Youth, Report of the Africa Commission, May 2009.

initiatives that directly target youth unemployment; its relevance to the recommendations of the Africa Commission is high.

Initiative	Related Africa Commission policy recommendations
Unleashing African Entrepreneurship	R16: Increase the focus on young entrepreneurs, both women and men, as drivers of change. Such a renewed focus should be reflected in policy dialogue, poverty reduction strategies or other development plans, and medium-term and annual budgets.
	R17: African governments together with stakeholders, including the private sector, schools, universities, civil society, and youth organisations, must promote entrepreneurship as a viable, pro-poor development strategy, given that most new jobs are being created through small enterprises and self-employment. In particular, the development of comprehensive programmes directly aimed at encouraging young entrepreneurs to set up and grow viable businesses, including facilitating access to start-up capital, should be considered.

Effectiveness of achievement to date

It was agreed in the Inception Phase that the current assessment would only consider – in reasonable depth – one component as a sample of the programme namely “entrepreneurship education” (Immediate Objective 2). However, the following table shows the extent of achievement of all immediate objectives/outputs as presented in the Final Progress Report of the project.²

Output indicators

	Output Indicators	Target 2015	Baseline	Achievement
Immediate Objective 1: Improved attitudes towards entrepreneurship among young women and men	Increase in the share of young people that consider starting their business as a livelihood strategy of choice	25% increase against baseline	31% of young people desired to do something for themselves than being employed	65%
Immediate Objective 2: The education system produces more entrepreneurial graduates	Increase in the share of school leavers that intend to start their own business within 36 months of graduation	35% increase against baseline	n/a	A mini survey in Uganda revealed that 98% of the students that joined the training showed interest to start a business after completion of their Senior 6 classes.

² These results are only presented in the final progress report and as the ILO independent evaluation was done before the final progress report, this is not confirmed by the project evaluation.

	Output Indicators	Target 2015	Baseline	Achievement
Immediate Objective 3: Youth employment policy makers and promoters make evidence based decisions for better resource allocation and programme design	No. of youth employment policy recommendations/programs drafted using evaluation evidence	At least two policy recommendations/programmes per country	n/a	Five brief notes regarding the impact evaluations conducted were developed and presented to policy makers and other project stakeholders.
Immediate Objective 4: Youth organisations deliver innovative youth entrepreneurship solutions	Number of successfully implemented projects under the Y2Y Fund	At least 60% of funded proposals deliver their outcomes and outputs	n/a	100 % of funded proposals delivered their outcomes and outputs at satisfactory level
	Share of replicated solutions	At least 15% of the projects are replicated by others one year after the fund's support has been phased out	n/a	19% (24 out of 125) of the projects were replicated through the implementation agreements with local partners.
Immediate Objective 5: More young women and men establish and manage sustainable enterprises	Number of businesses started by youth	At least 11.500 businesses by year 5	General baseline surveys show that 50% of economically active youth are not engaged in income generating employment.	The impact survey on the SIYB training program conducted in 2013 showed impressive results in terms of business start-ups (56%). By extrapolation using the outreach of trainings, the project estimates that more than 40,000 businesses were developed.
	Average increase in turnover in businesses reached	20% increase in turnover against baseline	n/a	Based on the impact survey results, 67% and 70% of youth reported to have improved revenues and profitability respectively.

Source: Youth Entrepreneurship Facility final progress report 2015.

As concluded by the joint review in 2013, “the five YEF components are “hitting the numbers” in terms of youth reached with media campaigns, youth entrepreneurship curricula introduced and number of young entrepreneurs benefitting from access to training”³. The Evaluation is unable to verify the accuracy of the claimed achievements, but some seem less plausible⁴ and some utilise flawed proxies⁵.

³ Joint Review Report, October 2013.

⁴ For example, the project reports that 94% of business start-up are still operating one year after commencement: this seems an extraordinarily high figure given – for example – that the one-year survival rate for enterprises in the EU created in 2011 was 83% (http://ec.europa.eu/eurostat/statistics-explained/index.php/Business_demography_statistics)

⁵ For example, Objective 1 “Increase in the share of young people that consider starting their business as a livelihood strategy of choice” was measured through a proxy of the percentage of youth attending SIYB who subsequently prepared a business plan.

As agreed during the Inception phase, the Evaluation looked at Immediate Objective 2 (entrepreneurship education) and present a table from the final progress report in the table below:

The proxy is assessed as irrelevant to what it was expected to measure as preparing a business plan is usually a part of the programme.

Immediate Objective 2: The education system produces more entrepreneurial graduates

Output weighting	Percent completion	Indicator targets (compare planned against actual)	Analysis of output delivery
Output: < Output 2.1 > National entrepreneurship curricula available in secondary and technical/vocational schools			
33%	100%	Planned: Entrepreneurship education curricula amended in at least 2 countries Actual: Curriculum developed and rolled out for Senior 5 & 6 in Uganda and for primary/secondary level in Tanzania	Entrepreneurship curricula were developed and reviewed in Tanzania and Uganda respectively targeting primary and secondary level of the education system and Senior 5&6 respectively. In Uganda the roll out was led by National Curriculum Development Centre whereas in Tanzania (both Mainland and Zanzibar) pilot has been completed to more than eight regions and all the plans for roll out have been completed. In Kenya, the integration of entrepreneurship education was done much more on demand-driven for tertiary education which saw two higher learning institutions embedding the subject in the programs (St. Paul's university) as well as Inoorero University.
Output: < Output 2.2 > Teachers capacitated and certified competent in the delivery of entrepreneurship education modules			
33%	80%	Planned: At least 5,000 teachers trained by year 5 Actual: 3,912 teachers trained to facilitate entrepreneurship classes in Uganda and Tanzania.	Through the Training of Teachers and training of Tutors conducted from 2011 in Uganda and 2013 in Tanzania more than 1,153 and 410 teachers were reached in the two countries respectively. Additionally, 1,972 head teachers and deans of students were sensitised about the revised entrepreneurship curriculum in Uganda. It is worth mentioning in Zanzibar which is also part of the United Republic of Tanzania, more than 30 tutors were also trained to facilitate roll out of entrepreneurship classes in Zanzibar which started in 2014.
Output: < Output 2.3 > Entrepreneurship education classes delivered to students			
33%	70%	Planned: 320,000 students by year 5 Actual: An estimated 126, 000 in Tanzania and Uganda after rolling out.	From 2012 to date, the project through entrepreneurship education classes conducted in both Tanzania and Uganda has reached 55,000 and 92,000 students respectively. In Kenya where the entrepreneurship education was more on demand driven approach, at least 200 students were reached through classes conducted by Inoorero and St. Paul university is set to start training of 2,000 students per year after the senate approved the curriculum. Moreover through partnership with one organisation in Kenya, IMAC, YEF has facilitated partnership with Mount Kenya University. This partnership is still going on and expected to reach out more students.

Source: Youth Entrepreneurship Facility final progress report 2015.

The Final Progress Report states that the target of amending the curricula in two countries was met with Governments introducing entrepreneurship education at high school (in Uganda), and secondary and primary levels (in Tanzania). The Evaluation found, however, that the implementation in Tanzania has not progressed beyond the piloting stage. The limited scope of the assignment does not make it possible to assess the accuracy of the other reported results as a sampling approach was agreed due to the limited scope of the evaluation. At a higher level the immediate objective was expected to lead to an “Increase in the share of school leavers that intend to start their own business within 36 months of graduation”. The planned achievement was a 35% increase against baseline, but no baseline was set for this, making setting targets less meaningful⁶. The lack of baseline and robust monitoring data is regrettable as Immediate Objective 3 was aimed at “Youth employment policy makers and promoters make evidence-based decisions for better resource allocation and programme design”. It is a missed opportunity that resources under this immediate objective were not utilised to set baselines and monitor achievements for the other immediate objectives under the initiative: as it stands the evidence base for assessing the impact of the Youth Entrepreneurship facility is weak.

Scaling up and sustainability

The project proposal assesses the likeliness of achieving sustainability as such: “The promotion of entrepreneurship education demands high levels of buy-in from education authorities, national curriculum authorities and teachers. Embedding entrepreneurship education in national curricula and teacher education is inherently sustainable providing a steady source of educated teachers that can deliver entrepreneurship education to future generations of students.”⁷

Concerning the enterprise education component, the three country experiences show quite different results. Kenya decided at an early stage not to attempt to modify its curriculum to encompass entrepreneurship education. However, the initiative was still pursued with selected educational institutions by assisting them in introducing entrepreneurship education on a limited scale.

In Tanzania, entrepreneurship education piloting was launched in early 2013 in 128 primary and secondary schools in eight regions with a total of 144 teachers trained. The process has been led by the Ministry of Education and Vocational Training, supported by the National Economic Empowerment Council, which is mandated by law to champion entrepreneurship education and has prepared the National Framework for Entrepreneurship Education to guide the process. The Tanzania Institute of

Entrepreneurship education in Tanzania

The process of introducing entrepreneurship education was a four-step process, piloted in eight regions:

1. Formulation of the National Entrepreneurship Education Framework in partnership with the National Economic Empowerment Council under the Prime Minister’s Office.
2. Developing the curriculum, led by the Tanzania Institute of Education – in this case using the curriculum already developed for South Africa for piloting the materials, with a view to making a local adaptation after the piloting phase.
3. Sensitization and capacity building of institutions as well as training of master trainers and teachers.
4. Piloting class room training of the students.

As expressed by the focal point in the National Economic Empowerment Council: *“Entrepreneurship is key as Tanzania has 1 million graduates per year and the labour market can only absorb 100,000..... ILO has contributed to changing the curriculum and the support was enormous”.*

⁶ The Final Progress Report claimed as actual achievement “A mini survey in Uganda revealed that 98% of the students showed interest to start a business after completion of their Senior 6 classes.” This is simplistic without information on the size and representativeness of the sample and the methodology for the survey (including the nature of questions asked).

⁷ International Labour Organisation Project proposal for phase II, 2011.

Education is responsible for the preparation of the teachers' handbooks and textbook materials. The draft curriculum was submitted to the Tanzania Institute of Education for approval in 2014. At the time of the visit of the Evaluation (February 2016), such approval is still pending as the Ministry of Education and Vocational Training will not expand the use of the curriculum without first evaluating the implementation experience in the eight pilot regions. Before this is done, they do not see themselves in a position to take further action on the nation-wide introduction of the curriculum – and resources for such an evaluation have not yet been identified. Guidelines and a teachers' handbook have been prepared by the Tanzania Institute of Education, but development of text book materials for the students with local adaptation (especially language) is still pending and is likely dependent upon financial resources being identified.

In Uganda, there seems to have been most progress towards scaling up and sustainability. Reportedly⁸, the curriculum has been amended and entrepreneurship education has been mainstreamed into the national curriculum. The project has attracted further funding from the EU which helps secure the sustainability and further embedding as well as further roll out of entrepreneurship education⁹.

The evaluation of phase I recommended the project to develop 'a comprehensive project sustainability strategy'. The Joint Review Team reports that a draft was submitted to YEF in July 2013¹⁰. The strategy in its complete form was unfortunately not finalised and did not seem to be in effect at the point of the project finalization but the project team reports that individual arrangements were made with responsible implementing partner. Due to the limited scope of the current evaluation, it has not been possible to verify this.

A measure of sustainability and scale-up has occurred with respect to Entrepreneurship Education in Uganda as the EU is funding a continuation of the project. Possibilities that that this may also be achieved in Tanzania exist, but probably only if further external donor support is received to support the process. The ILO is currently considering how to support the rest of the process towards proper institutionalization of the entrepreneurship training.

Conclusions

The YEF project had a complex project design, which may have created unnecessary challenges for the project. The Danida 2009 Desk Appraisal of the project concluded, inter alia that "the level of ambition of the proposed Facility is high. Perhaps too high given the level of funding anticipated. Certainly, six components¹¹ in three countries for USD 23 million over two years appear too complicated and too thinly spread." The Evaluation would agree with that finding. According to the results framework of the project, much has been achieved, which was confirmed by the ILO evaluation. Some results reporting seem less solid and the current assessment has not been able to verify the overall effectiveness of the initiative, based on the available reports. A simpler, more focused design might have ensured more long-term sustainability and more solid results for replicability.

The Evaluation notes that the International Labour Organisation has since entered into a new coalition to try to address youth unemployment – the Joint Youth Employment Initiative for Africa, which was launched in 2013 by the African Development Bank, African Union,

⁸ Uganda was not one of the countries visited by the Evaluation and therefore the Evaluation is not in a position to have been able to confirm these factors.

⁹ "Contribution to the Youth Entrepreneurship Facility, Uganda", €3 million – financed from the 10th European Development Fund https://ec.europa.eu/europeaid/sites/devco/files/aap-governance-entrepreneurship-agribusiness-uganda-action-fiche-20131203_en.PDF

¹⁰ Joint Review Report, October 2013.

¹¹ Later reduced to five components.

International Labour Organisation and United Nations Economic Commission for Africa¹². There has been cooperation between YEF and the Secretariat of the Joint Initiative and the Joint Initiative Secretariat was invited to YEF events with a view to sharing lessons learned. So far the Initiative still seems to be in a planning stage and funding is yet to be raised. The ILO is still working with the three governments on possible continuity of YEF activities in Kenya and Tanzania, which may still provide hope for making the endeavours of the project more sustainable.

¹² http://www.ilo.org/addisababa/whats-new/WCMS_210399/lang-en/index.htm