

Independent evaluation

UNIDO Project “Enhancing Youth Employability and Entrepreneurship in Tanzania”

SAP ID 150054



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

INDEPENDENT EVALUATION DIVISION

Independent evaluation

UNIDO Project
**“Enhancing Youth Employability and
Entrepreneurship in Tanzania”**
(SAP ID 150054)



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Glossary of evaluation related-terms

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcome, impact) and their causal relationships, indicators, and assumptions that may affect success or failure. Based on RBM (results based management) principles.
Outcome	The likely or achieved (short-term and/or medium-term) effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from an intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

Glossary

BDS	Business Development Services
FAO	Food and Agriculture Organisation of the United Nations
HLI	Higher Learning Institution
ILO	International Labour Organisation (United Nations)
JPYE	United Nations Joint Programme for Youth Employment
MAFSC	Ministry of Agriculture, Food Security and Cooperatives
MCDGC	Ministry of Community Development, Gender and Children
MDGs	Millennium Development Goals
MLEEYWC	Ministry of Labour, Empowerment, Elderly, Youth, Women and Children
MIT	Ministry of Industry and Trade
MoF	Ministry of Finance
MoIYCS	Ministry of Information, Youth, Sports and Culture
MoLE	Ministry of Labour and Employment
MSMEs	Micro, Small and Medium Enterprises
NSGRP	National Strategy for Growth and Reduction of Poverty
NYECP	National Youth Employment Creation Programme
PMO-LYEPD	Prime Minister's Office, Directorate for Labour Youth Employment and People with Disabilities
ProDoc	Project Document
RF	MZF-ZTBI Revolving Fund
RGoZ	Revolutionary Government of Zanzibar
SIDA	Swedish Development Cooperation Agency
SIDO	Small Industries Development Organisation
UDIEC	University of Dar es Salaam Innovation and Entrepreneurship Centre
UDSM	University of Dar es Salaam
UNDAP	United Nations Development Assistance Plan
UNIDO	United Nations Industrial Development Organisation
UNJPYE	UN Joint Programme on Youth Employment
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
ZTBI	Zanzibar Technology and Business Incubator

1. EXECUTIVE SUMMARY

1.1 About the Project

This document comprises the evaluation report from the UNIDO project “*Enhancing Youth Employability and Entrepreneurship in Tanzania*” (hereafter “the project”). Within the UN Joint Programme on Youth Employment (UNJPE) this UNIDO project aims to reduce un- and underemployment of graduate youth in Tanzania. More specifically, the UNIDO objective is two-fold: i) Increase the employability of young graduates in industry; and, ii) Increase graduate self-employment. The project is aligned with UNJP Output 4.1.3 “Linkages created between businesses and universities” and UNJP Output 4.1.4 “Strengthen institutional capacities of local BDS supporting youth entrepreneurship initiatives”¹. To achieve the above, the project’s target outputs were: i) Output 1: “Increased number of job opportunities for young women and men through linkages created through enhancement of trainee programmes”; ii) Output 2: “BDS providers have increased their institutional capacity to assist young entrepreneurs”, with a third support output being iii) Output 3: “Project management and monitoring”. The project ran from May 2015 to 30th of June 2016, and with a contract extension finalized during July 2016 the project will now continue until November 2016.

An independent evaluation for this project was commissioned by UNIDO, with a view to providing an impartial and external assessment of the projects progress, results and lessons learned. The evaluation is foreseen under Output 3, Activity 3.3 “End of project evaluation”, and covers the period up until June 2016, but not the project extension period of July 2016 – November 2016. The evaluation work was carried out during June 2016 – July 2016 and comprised three indicative work ‘phases’: a desk review phase (June 2016), a field phase (June 2016), and a synthesis and report development phase (July-August 2016) including a debriefing session at UNIDO Headquarters (HQ) in July 2016. This independent project evaluation was conducted as part of, and in synergy with, a wider independent evaluation of UNIDO’s Country Evaluation for the United Republic of Tanzania, and several findings, lessons and recommendations have also fed into that evaluation. The Terms of Reference for this evaluation have been taken from the ToR of the country evaluation, and expanded to the specific project level as presented in this report.

1.2 Key Evaluation Findings and Conclusions

Relevance and Quality of Project Design

Regarding **relevance**, the project has proved to be highly relevant to the national policy context, in particular the pilot graduate internship programme (Output 1), with national government being aware of the need to address the higher than average youth unemployment levels. Regarding the **quality of the project design**, the project has been relatively well designed, in particular when the short time frame in which the project had to be designed is taken into account. If there is a weakness, it is probably that there is limited linkages between the components that support the

¹ ProDoc p.11.

University of Dar Es Salam Innovation and Entrepreneurship Centre (UDIEC) and the support for the Zanzibar Business and Technology Incubator (ZBTI), due in important part to the fact that these counterparts were preselected through UNJPE consultations prior to the project formulation work carried out by the UNIDO project team. A key strength of the graduate internship pilot programme was that the design explicitly included an ambition to test/understand/challenge existing societal views in Tanzania as to why graduates did not seek or find work in micro and small and medium enterprises (MSMEs), and whether existing views and prejudices could be challenged and overcome.

Project Effectiveness and Achievement of Targets

Regarding **project effectiveness and the extent to which the project achieved its aims**, the project has recorded a high rate of achievement of its objectives, all the more given that the tight project implementation schedule and given that some aspects of the project design were inherited. Regarding **Output 1 (“Increased number of job opportunities for young women and men through linkages created between businesses and universities”)**, the pilot graduate internship programme’s methodology and toolkit was designed and developed, and 200 interns were placed in MSMEs in 5 regions of the country, of which 120 continued for the full duration. This has not only contributed to providing practical and real life exposure to working in MSMEs for these graduates, and the skills and work experience that goes with this, as well as opening their eyes to the possibilities of careers in MSMEs. Beyond increasing the employability of these graduates the perceptions survey (as well as the field interviews, even if limited) showed the strong satisfaction among MSME owners with the pilot scheme, and their interest in having future graduate interns. Moreover, a full manual and templates to implement the internship programme have been created.

Regarding the work to **support BDS actors under Output 2** (i.e. the project’s support to UDIEC and ZBTI), the project team have delivered a significant amount of work interventions and contributed to the development of the institutional and staff capacity in both organisations. This has required openness and flexibility, and has been built upon initial needs assessment work carried out at both organisations, and in some respects can be seen as a good practice in adapting work programmes to reflect the reality in a counterpart beneficiary. In the case of UDIEC, this has been followed by facilitation and process support to develop a new Strategic vision in a participative manner, as well as specific capacity building interventions in such areas as business plan feasibility assessment, as well as including a successful learning and experience exchange visit (study tour) to Delft Technical University (TU) in the Netherlands, which has in itself kick-started a new institutional relationship that has brought further capacity development and knowledge transfer from Delft TU to UDIEC, at no cost to the project.

UNIDO’s support to **ZBTI** has included support for practical and pressing needs, such as specialist training (including development of manuals for institutionalization of knowledge) on all aspects of operating the agro-processing equipment procured from India, as well as the design work on the MZF-ZBTI Revolving Fund. This support has helped ZBTI develop the management and institutional capacity of the incubator, through advice and capacity building interventions, thereby providing with an increased capacity to support its’ incubatees and young persons in general looking to start a business or income-generating activity in specific agro-processing areas. Not only that, but UNIDO support has helped the ZBTI surmount some of the significant challenges that it faced during those 12 months, not least the loss of its incubatees during the period of some political uncertainty around

the elections and the absence of the ZTBI manager. Thus overall, the project has as already mentioned achieved relatively significant outputs and results, in particular given that its role was primarily a supportive and advisory or facilitative one to UDIEC and ZTBI.

Project Efficiency

In terms of **project efficiency and project management performance**, the project overall has been efficient. From a project management perspective the project team managed well the three core project activity clusters - the organisation and implementation of the pilot graduate internship programme under Output 1, and the two Output 2 sub-actions supporting both ZTBI and UDIEC. Not only did the team cope well with managing two very different types of activity under Output 1 and 2, but also managed to develop a solid and value-adding series of support interventions to UDIEC and ZTBI.

Impact and Sustainability

In terms of **impact**, the pilot internship scheme under Output 1 has not only increased the employability of the participating graduates but has also contributed to increasing employment. The pilot has also made an impact in terms of challenging some of the existing misperceptions regarding both the feasibility of graduates gaining employment in the MSME sector and the attractiveness of MSMEs as a work and career option for graduates. Regarding **prospects for sustained impact under Output 1**, the results of the pilot internship scheme offer strong sustainability prospects. Firstly, the discussions by the project team with various relevant stakeholders, as well as the stakeholders meetings held to discuss the results of the internship, have created increased interest and awareness, while at the policy level the project's success led to the idea of developing a national internship framework and a request from the Government to UNIDO to develop such a framework. Moreover, the market-oriented approach of the pilot, in terms of letting the market (MSMEs) determine whether they want to provide some financial support for interns travel and living costs has provided not only valuable insight as to what MSMEs can or cannot afford, but also insight to what extent graduates could likely intern at an MSME without any partial or total reimbursement of travel and living costs. Moreover, this market-oriented approach has also created strong financial sustainability prospects in a follow-up phase, as the internship programme could be scaled up very significantly without huge financial requirements using the existing pilot model of reimbursement (left to the market) or even some minimum partial reimbursement. Another strength in terms of creating a sustainable scaled up model is the professional approach, including the use of business mentors.

Regarding the impact of the **Output 2 Support to BDS providers**, in the case of **UDIEC** the principal impacts have been the support to UDIEC in building a strategic vision for UDIEC for the future, as well as building institutional and staff capacity to allow UDIEC to start supporting both students and UDSM graduates, as well as staff, to develop innovative ideas and turn these ideas into viable business ventures. Moreover, the participatory manner in which UNIDO decided to provide its support and expertise, as well as the beneficiary-led work process facilitated by UNIDO, has also been appropriate for a centre that will seek to serve all UDSM faculties. The medium-term impact of the University's decision to mainstream entrepreneurship teaching into all first year classes also appears promising, in particular in terms of sustained impact, even if this will only start in the Academic Year 2017-2018. The launch of the incubation programme at UDIEC during the Academic

Year 2017-2018 should also bring its own impact over time, including further contribution to entrepreneurship capability, although it is a pity that this incubation programme could not have been launched during the coming Academic Year 2016-2017. It is now up to UDIEC to get the innovation and incubation centre up and running and implement the Strategic Plan and Business Plan. Regarding **impact on ZTBI**, the project's support has helped ZTBI develop the management and institutional capacity of the incubator, through advice and capacity building interventions, thereby providing it with an increased capacity to support its' incubatees and young persons in general looking to start a business or income-generating activity in specific agro-processing areas.

Regarding **prospects for sustained impact of UNIDO support to BDS providers** it is likely that UNIDO's support under the youth entrepreneurship project will have some sustained impact, although assessing the nature and scale of this is more difficult. In the case of ZTBI, it will likely continue to operate at an improved level, in particular in terms of its support to incubatees and young persons interested in developing an entrepreneurial activity. Should the Revolving Fund operate as foreseen, this will provide another valuable support to incubatees that receive financial support, as well as increasing the financial sustainability of the ZTBI's support through the revolving nature of this fund. However, the relative success of the Revolving Fund is of course closely linked to the quality of new businesses that emerge from ZTBI's incubatees or other youth business ventures supported, and thus the quality of the business applications for RF support and an independent assessment of the same without any political influence will be important success factors.

Lessons Learned

Regarding **lessons learned**, the project team identified a number of lessons / learning points from the implementation of the Output 1 pilot graduate internship programme: i) the need and opportunity of a graduate internship scheme as a tool of enhancing graduate employability; and ii) despite national perceptions to the contrary, MSMEs re ready to offer internships to university graduates once they are made aware of the benefits of doing so; iii) A third learning point identified by the project was that MSMEs and university graduates can work together and benefit from collaboration with each other, but a specific initiative such as an internship scheme is required to "connect" these two actors due to market information and coordination failures; iv) A fourth lesson learned was that graduates may not in fact miss essential skills to be able to work in and add value to MSMEs; to the contrary, the internship programme found that with the existing skills sets and diplomas the graduates possessed, they were already by and large capable to work in MSMEs in a satisfactory manner.

A number of other possible learning points or points for reflection have been identified and distilled from the evaluation work, some of which are closely linked to the learning points mentioned in the draft project report. Firstly, a key learning point (learning point #5) – and success factor - in explaining the success of the pilot internship scheme under output 1 of the project was that the project team **identified the specific assumptions or conditions that were to be tested (or piloted)** – an important point for UNIDO learning, as the wider evaluation of the UNIDO Country Programme that was carried out in parallel to this project evaluation showed a number of projects that were described as pilots but where it was not clear what exactly was being tested. A sixth key learning point (learning point #6) has been the **market-oriented** approach of the project team – which decided to leave to MSME owners the decision of whether to provide some level of financial support

for interns' travel and living costs of graduate interns. While this had a negative consequence in that the lack of any support for travel and subsistence costs was an important factor in the decision of many of the approx. 80 interns to not continue with the internship, this choice has made the learning and feedback of the pilot dimension of the scheme much more significant, and thus made the pilot much more valuable, as well as making the prospect of taking on an intern much less 'threatening'.

A seventh learning point (learning point #7) - and another significant success factor - has been the business-driven focus, based upon the realisation that the single most important stakeholder group to convince has been MSME sector. The setting up of a network of business mentors to carry out key functions such as approaching the MSMEs, facilitating the matching of MSME needs and interns' qualifications and skills, has been one important manifestation of this important success factor. An eighth learning point (learning point #8) – and another success factor - has been the engaging of an experienced local advisor with a respected reputation and strong national network, and this project's use of this approach is another good practice that UNIDO and indeed donors in general could learn from.

Probably the most important learning point (learning point #9) has been that the pilot internship scheme provides sufficient (even if incomplete) evidence for suggesting that **an effectively implemented scaled up pilot scheme could offer the potential to create significant new employment opportunities.** Working on future design assumptions of a scaled-up internship scheme where graduate interns are provided either i) no reimbursement of travel and living costs, ii) partial reimbursement or iii) full reimbursement, this suggests not only that a national graduate internship programme can offer a very significant opportunity to create new youth employment and to thus tackle Tanzania's youth unemployment challenge – but also a **very cost-effective means and a means of simultaneously supporting the development of Tanzania's MSME sector.** A tenth learning point (learning point #10) has been that while the pilot project has developed the basis for a working toolkit and part modus operandi that can be used to scale up an internship scheme, much work still needs to be done to design the operational and implementation system. This observation is in no way intended as a criticism of the project, as the development of a scaled-up operational and organisational basis was never an objective of Output 1 of the project. However, this will be a key 'pilot' dimension of the next phase, and it is important that it is done well and can provide the operational and implementation capability to maximise the employment creation potential of a scaled up scheme. Identifying a strong implementation configuration for a future scaling-up phase is thus critical, and in this regard it is important that this is factored into the next phase by UNIDO. Based upon the implementation experience of the pilot, the evaluation would thus be inclined to recommend that UNIDO should lead this key part of the follow up work in design and trialling the implementation architecture for a scaled-up scheme, and to the extent possible using the experience of the project team. A final learning point (learning point #11) relating to learning for UNIDO's own project implementation has been the various dimensions of project management good practice (such as use of highly qualified staff and a flexibility to adapt the project work plan where needed) as well as the use of an external sounding board (highly level project advisor).

Concluding Remarks

The project has achieved credible results in a relatively short space of time, and in the case of the pilot internship scheme under Output 1 has demonstrated strong evidence that a scaled up

internship programme for MSMEs can be an attractive value proposition for both MSMEs and HLI graduates. Just as importantly, well-designed and executed follow up initiatives to deliver a hugely scaled up programme not only offers potential to contribute to addressing youth unemployment - and do so in a short-to-medium timeframe - thereby offering significant value to national government policy commitments. Furthermore, a well-designed scaled up scheme can serve as an acceleration support for developing participating MSMEs, with the attendant growth and employment creation benefits. For UNIDO, vigorously pursuing a scaled up internship scheme can not only provide a flagship initiative and demonstration that UNIDO can bring significant contributions to Tanzania's ambitious industrialisation objectives, that demonstrate its value as a strategic and high-impact catalyst for industrialisation. The development of Tanzania's MSME sector, and the creation of work and career opportunities for Tanzania's youth, deserves no less than a vigorous pursuit of a scaled up internship scheme.

1.3 Evaluation Recommendations

Recommendations are set out in Section 7.2 of the report, of which the most important are:

- UNIDO should proceed with urgency to develop a project concept for a significantly scaled up graduate internship scheme, and should be the focus of any post-project follow up under the next Tanzania Country Work Programme. **(R1)**.
- UNIDO should continue to carry out monitoring and impact assessment of the MSMEs and Interns that participated in the pilot scheme, in particular with a view to monitoring employment impact **(R2)**².
- UNIDO project team should use the current extension period to also **develop a detailed concept for a scaled-up internship scheme**³ **(R3)**, including all aspects (financial model, value proposition, operational delivery model, scheme promotion, scheme partners, leverage factors etc.).
- UNIDO should work to explore and maximise opportunities to **mainstream a youth internship dimension into other UNIDO projects and activities in its forthcoming Tanzania Country Programme** (beyond securing a core project follow-up to the internship programme), **and indeed explore similar mainstreaming in other UNIDO Country Programmes (R4)**.

² Positively, the UNIDO project team is using the project extension period to carry out a tracer study, including contacting all of the interns and visiting the host MSMEs that participated in the internship pilot, to find out whether the interns were retained and if yes under which conditions. A second part of this follow-up tracer study involves interviewing the companies in more detail as to how they experienced the internship programme, in terms of identifying strengths and points for improvement with a view to learning and possible refinement for a large-scale replication.

³ This is put as a separate recommendation to the recommendation above to develop a follow-up project focussed on scaling-up the internship pilot scheme, as this should cover all relevant conceptual aspects and design issues, some of which might not be covered in a project follow-up, depending on what is possible under an immediate follow-up project.

PART I – ABOUT THE EVALUATION

2. EVALUATION & PROJECT OVERVIEW



Section Guide

This section provides an overview of the following:

- *About the Project (Section 2.1)*
- *Project Implementation Arrangements (Section 2.2)*
- *Evaluation Context and Objectives and Approach (Section 2.3)*

This section provides a background context, as well as a project and evaluation overview for the UNIDO project *Enhancing Youth Employability and Entrepreneurship in Tanzania*.

2.1 About the Project

The project *Enhancing Youth Employability and Entrepreneurship in Tanzania* ran from May 2015 to 30th of June 2016 (a duration of 18 months), with the majority of project activities having been completed, while some of the project activities were merged, altered or not completed by 30 June 2016. The **overall goal** of the project was to reduce youth un- and underemployment among graduate youth in Tanzania, with the **expected outcome** to increased employability of young women and men in Tanzania mainland and Zanzibar. The project is under the United Nations Joint Programme for Youth Employment (JPYE) in Tanzania and has been developed upon request of the Government of Tanzania, Ministry of Labour and Employment, in order to support activities and initiatives aiming at youth employment under that National Youth Employment Creation Programme (NYECP). The project has two objectives: i) to increase the employability of young graduates in industry, and ii) to foster youth entrepreneurship as a means of self-employment.

The project contributes directly to **UN JPYE Outcome 4** identified above, with its own two outputs as stipulated in the ProDoc:

- **Output 1:** “Increase number of job opportunities for young women and men through linkages created between businesses and universities” (equivalent to Output 4.4.3 in JPYE “Linkages created between businesses and universities”); and,
- **Output 2:** “BDS providers have increased their institutional capacity to assist young entrepreneurs” (equivalent to Output 4.4.4 in JPYE “Strengthen institutional capacities of local BDS supporting youth entrepreneurship initiatives”).

Thus, by creating linkages between educational institutions (universities) and the private sector, the project aimed to increase youth’s employability (O1). Through strengthening the business incubators and BDS providers, the project aimed to foster youth entrepreneurship as a means of self-employment (O2). In order to attain this overall goal and achieve the expected outcome, the project aimed at completing the following outputs:

- **Output 1:** Increased number of job opportunities for young women and men through linkages created between businesses and universities; and,
- **Output 2:** BDS providers have increased their institutional capacity to assist young entrepreneurs.
- **Output 3:** Project management and monitoring

Each output was to be attained through implementation of a series of activities, which has indicated in the table below:

Description of Outputs and Activities	
Output 1: Increased number of job opportunities for young women and men through linkages created through enhancement of trainee programmes	
1.1	Organise a multi-stakeholder event or workshop for the government, the private sector and educational institutions to establish a joint strategy to bridge the gap of private sector human resource needs and educational curricula
1.2	Identify priority sectors in manufacturing and SMEs in the selected sectors
1.3	Identify suitable local subcontractor
1.4	Research on and identification of existing intern-/trainee programme for graduates to industry
1.5	Develop and design intern-/trainee programme (manual, procedure, selection criteria, etc.)
1.6	Identify human resource needs in industry
1.7	Select participating industries based on willingness and needs
1.8	Identify graduates based on assessed industry needs
1.9	Place the interns/trainees in industry; sign intern/trainee compact
1.10	Identify mentors to supervise and coach interns/trainees in industry
1.11	Provide technical and entrepreneurial training to the trainees
1.12	Train HLIs and universities on the needs of the private sector with the objective to adapt their curricula accordingly
Output 2: BDS providers have increased their institutional capacity to assist young entrepreneurs	
2.1	Needs assessment for University of Dar es Salaam – Entrepreneurship Centre (UDEC)
2.2	Support the development of UDEC strategic plan for the delivery of quality Business Development Services (BDS)
2.3	Strengthen the entrepreneurship curriculum of UDEC as well as staff training capacities
2.4	Strengthen incubation activities and BDS provision of UDEC
2.5	Identify and select first batch of incubatees (star-up in the incubator) for UDEC
2.6	Provide coaching and counselling services to incubatees through training and engagement of UDEC staff in the business development process
2.7	Needs assessment of Zanzibar Technology Business Incubator (ZTBI) in alignment and synergy with the ongoing SPX project in Zanzibar
2.8	Based on the results of the needs assessment, strengthen ZTBI staff capacities and services including PR for the incubator to attract incubatees
2.9	Conduct study tour for business incubator staff and management and selected public officials
2.10	Strengthen entrepreneurial curriculum for ZTBI incubatees
2.11	Support Business Development Service (BDS) providers in Zanzibar who are to support ZTBI

Description of Outputs and Activities	
	'graduates' inter alia by engaging them in the development of several entrepreneurs' businesses
Output 3: Project management and monitoring	
3.1	Project management & monitoring
3.2	Steering committee meetings
3.3	Mid-term evaluation
3.4	End of project evaluation

The **targeted beneficiaries** under the project were young women and men graduates, aged 15-35 years; the **main counterparts** under the project were the Ministry of Labour and Employment (MoLE) and Ministry of Industry and Trade in Tanzania mainland, as well as the Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (MLEEYWC) of the Revolutionary Government of Zanzibar (RGoZ). Regarding the project financing, the allocated project inputs were USD 559,000, with support costs amounting to USD 39,130 USD, making a total of USD 598,130. The table below sets out a summary project factsheet:

Table 2.1 – Project Factsheet

Project Title	"Enhancing Youth Employability and Entrepreneurship in Tanzania" ⁴
UNIDO Project Number:	SAP ID 150054
Country(ies)	United Republic of Tanzania (including Zanzibar)
Implementing Agency	UNIDO
Project Implementation Start and End Dates	May 2015 – June 1016 (with contract extension until November 2016)
Project Duration (Months)	14 Months (with contract extension until November 2016)
Project Implementation Framework	United Nations Joint Programme on Youth Employment (UNJPYE)
Project Donor	Swedish International Development Cooperation Agency (SIDA)
Government Co-ordinating Agency:	Ministry of Labour and Employment (MoLE), Tanzania mainland Ministry of Industry and Trade (MIT); Tanzania Mainland Ministry of Empowerment, Social Welfare, Youth Women and Children (MESWYWC), Ministry of Trade and Industry; Zanzibar
Project Inputs	USD 559,000
- UNIDO inputs	-
- Support costs (7%)	USD 39,130
- Counterpart inputs	-
- Grand Total:	USD 598,130

(Source: Project Document)

⁴ This UNIDO project is part of the United Nations Joint Programme on Youth Employment 2015 – 2016, United Republic of Tanzania [URT].

2.2 Project Implementation Arrangements

Implementation of the project was carried out by UNIDO. Under Output 1, activities were conducted in close cooperation with Mzumbe University's Dar es Salaam City Campus (MUDCC), which was sub-contracted to provide operational implementation of the pilot internship scheme. Under Output 2, activities were conducted in close cooperation with the University of Dar es Salaam Entrepreneurship Centre (UDEC) and the Zanzibar Technology and Business Incubator (ZTBI) under MESWYWC of the RGoZ.

2.3 Evaluation Context, Objectives and Approach

While no end of project evaluation was foreseen by the donor or under the JPYE framework, an independent terminal evaluation for this project was foreseen by UNIDO in order to provide external feedback and contribute to UNIDO's internal reflection and assessment process on the project's results and learning. This evaluation was foreseen under Output 3 of the work programme ("Project management and monitoring"), specifically under *Activity 3.3 "End of project evaluation"*⁵.

This terminal evaluation covers the full duration of the project from its starting date in May 2015 to 30 June 2016, for a total duration of 14 months. Regarding evaluation objectives, the main objectives will be to assess the project's design, as well as the project's performance in terms of relevance, effectiveness, efficiency, sustainability and impact. The evaluation also provides lessons learned and develops recommendations for UNIDO that may assist with improving further design and implementation of similar future projects. The evaluation has also been conducted as part of, and in synergy with, a wider independent evaluation of UNIDO's Country Evaluation for the United Republic of Tanzania, and several findings, lessons and recommendations have also fed into that evaluation. The Terms of Reference for this evaluation have been taken from the ToR of the country evaluation, and expanded to the specific project level as presented in this report. Concerning evaluation management, the evaluation has been conducted under the management of UNIDO, particularly UNIDO's Office for Independent Evaluation (EVA). The evaluation has been conducted independently, reporting to UNIDO counterparts on the progress of the evaluation throughout the exercise.

The evaluation work commenced in June 2016 and was concluded in August 2016. The evaluation approach comprised of three work phases: a desk phase, a field interview phase, and a synthesis and report development phase. The desk research phase was conducted during the first half of June 2016, and included a briefing mission to UNIDO Headquarters in Vienna. The field mission was carried out during the latter half of June 2016, in parallel with the field mission for the wider UNIDO-mandated evaluation of its Country Programme in Tanzania. The field mission was followed with a debriefing meeting in Vienna in mid- July 2016, following by the evaluation synthesis and reporting work during July-August 2016.

⁵ The project monitoring indicator for Activity 3.3 was "evaluation conducted at end of the project, lessons learned formulated and shared according to UNIDO regulations".

PART II – EVALUATION FINDINGS

3. PROJECT RELEVANCE

Section Guide

This section provides an overview of the following:

- *Relevance to Tanzania’s National Development Context (Section 3.1)*
- *Relevance to UN Development Policies and Programmes (Section 3.2)*
- *Relevance to UNIDO Policies and Programmes (Section 3.3)*
- *Project Design (Section 3.4)*

3.1 Relevance to Tanzania’s National Development Context

Regarding the extent to which the project was relevant to national development, the evaluation findings show that the project is clearly relevant to the national context. At a wider level, the project objectives are aligned with Tanzania’s national development vision, *Tanzania Development Vision 2025*, which includes the following five main goals: i) high quality livelihood; ii) peace, stability and unity; iii) good governance; iv) a well-educated and learning society; and v) a strong and competitive economy capable of producing sustainable growth and shared benefits.

The project is also however highly relevant to the national development context, and the Tanzanian Government’s policy objectives with regard to youth employment. Regarding the national context, despite strong economic growth averaging 7% during the past decade the growth in productive employment has not matched the growth in the labour force. Unemployment in Tanzania is higher among young persons (i.e. persons aged between 15 and 24 years) at 15%, higher than among the 12% unemployment rate for the labour force as a whole. Overall, the government’s national targets of achieving a 50% reduction in unemployment has not been met. The project is relevant to this policy goal through its objective of increase youth employability (Output 1) by developing linkages between educational institutions (HELLs, universities) and the private sector, as well as strengthening BDS providers (in particular business incubators) with a view to encouraging youth entrepreneurship as a means of self-employment (Output 2).

Furthermore, the JPYE under the UNDP 2011-2015 contributes to national priorities concerning poverty reduction, particularly on Tanzania’s National Strategy for Growth and Reduction of Poverty (NSGRP – MKUKUTA) and its second NSGRP (NSGRP- & MKUZA II 2011-2015).

3.2 Relevance to UN Development Policies and Programmes

The *Enhancing Youth Employability and Entrepreneurship in Tanzania* project is relevant to UN Development Policies and Programmes, given its part of UNIDO's larger work within the inter-agency programme, the *United Nations Joint Programme on Youth Employment (JPYE)*, which was developed given the request received from the Ministry of Labour and Employment (now the Prime Minister's Office, Directorate for Labour Youth Employment and People with Disabilities (PMO-LYEPD)) within the Government of Tanzania, to support activities and initiatives aiming at youth employment under the National Youth Employment Creation Programme (NYECP). The UNIDO Youth Employment Project therefore is part of the wider response to the National Youth Employment Creation Programme (NYECP; 2012 – 2016) which seeks to address the youth unemployment challenge in Tanzania and covers the years 2012 – 2016, and seeks to “to empower Tanzanian youth through training, development and job creation in various sectors” with a specific objective of creating 2.5 million decent jobs on the Tanzania mainland. Moreover, the NYECP encourages self-employment, skills development and access to Business Development Services (BDS).

Table 3.1 - Government Ministries and Agencies Implementing UN JPYE in Tanzania

Implementing Partner Ministries / Agencies
Ministry of Labour and Employment
Ministry of Industry and Trade
Ministry of Agriculture, Food Security and Cooperatives
Line Ministries
Government Departments and Agencies

The project has also been relevant to the key beneficiaries and target groups in Tanzania, on the macro-, meso- and micro levels. As per the UN JPYE Leaflet, the table below provides an overview of those groups and beneficiaries for which the JPYE programme targets or benefits:

Table 3.2 - Targeted and Beneficiary Stakeholder Groups per Level⁶

Targeted Groups and Beneficiaries
Macro-level Target Groups and Beneficiaries
- Ministry of Labour and Employment (MOLE)
- Ministry of Industry and Trade (MIT)
- Ministry of Agriculture, Food Security and Cooperatives (MAFSC)
- Ministry of Finance (MoF)
- Ministry of Community Development, Gender and Children (MCDGC)
- Ministry of Information, Youth, Sports and Culture (MoIYCS)
Meso-level Target Groups and Beneficiaries
- Associations
- BDS providers
- Training institutions
- Other organisations and institutions providing MSMEs services
Micro Level Target Groups and Beneficiaries

⁶ United Nations Joint Programme on youth Employment Tanzania Leaflet. UNIDO.

Targeted Groups and Beneficiaries
- Young women and men in productive self and/or wage employment
- MSMEs that employ, have the potential to employ, or owned by them

The project *Enhancing Youth Employability and Entrepreneurship in Tanzania* correlates with Priority Area 4 “Skills Development” of UNJPYE Outcome 4 “Increased employability of young women and men in both rural and urban areas”. Moreover, activities under the JPYE support efforts under the framework of the United Nations Development Assistance Plan (UNDAP 2011-2016) or ‘One Plan’, which aims to support Tanzania’s achievement of international development goals such as the Millennium Development Goals (MDGs), the Sustainable Development Goals (SDGs), particularly SDG 9⁷ and thus the *2030 Agenda for Sustainable Development*.

3.3 Relevance to UNIDO Policies and Programmes

The project also contributes to UNIDO’s work towards supporting SDG9 and thus the *2030 Agenda for Sustainable Development*. UNIDO’s work on this project has contributed to SDG 9, for which inclusive and sustainable industrial development (ISID) plays an integral role in both job creation, economic growth, technology transfer, investment flows and skills development.⁸ Within this concept of ISID there is the focus on i) advancing economic competitiveness, ii) creating shared prosperity, and iii) safeguarding the environment.

To this effect, UNIDO’s role in this project and its focus on ISID has been particularly relevant, as it has supported the advancement of economic competitiveness of young women and men, job creation and empowerment (including for women). As indicated in the project reporting documentation, the activities and outputs implemented by the programme have shown to be quite relevant to not only completing the project’s activities and objectives, but also in supporting UNIDO’s mission and role in the country, as well as also adding value to the wider UN family and Delivering as One. UNIDO support to ZTBI under Output 2 also took place in a wider context of past UNIDO support to ZTBI, within the framework of the UNIDO project on “Business Information Centers Development” (SAP 102209).

3.4 Project Design

Concerning the clarity and consistency of the project design, the project’s Logframe clearly identifies and outlines the outputs’ activities with both indicators and means of verification being clear and logical. The context is clearly stated and outlined, providing a clear overview of the core phases and work tasks at hand.

Overall, the **quality of the project design** can be considered to be satisfactory, and in the case of Output 1 highly satisfactory, in particular given the short time for project formulation and the project team inherited a number of aspects from earlier consultation work carried out within the JPYE framework. The project’s logframe provides a clear and coherent understanding of the project’s impact, expected outcome, outputs and activities. The activities for each output is clearly indicated

⁷ SDG 9: “Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation”.

⁸ UNIDO and the 2030 Agenda. p.4.

and logical for accomplishing its respective output. However, the project design could have been further strengthened through greater quantification of its indicators; nevertheless, the project design provides a satisfactory overview of the project's implementation process and activities. Regarding Output 1, a key strength of the project design was the **explicit formulation of the pilot internship scheme as a pilot**, while the project management approach taken by the team to the support to BDSs under Output 2 (logical process of needs assessment followed by joint agreement of a series of follow-up interventions) helped mitigate some constraints as the BDS beneficiaries being pre-selected before the project formulation.

Regarding the extent to which a **participatory identification process** underpinned the project's design and formulation, given the very short timeframe in which the project was formulated, the project made a strong effort to secure input into the project design, not least with regard to views of stakeholders as to why the labour market between MSMEs and university graduates was not functioning.

4. PROJECT EFFECTIVENESS AND ACHIEVEMENT OF TARGET OUTPUTS



Section Guide

This section provides an overview of the following:

- *General Overview (Section 4.1)*
- *Achievement of Target Results under Output 1 (Section 4.2)*
- *Achievement of Target Results under Output 2 (Section 4.3)*
- *Project Implementation Challenges (Section 4.4)*
- *Project Management Performance and Project Efficiency (Section 4.5)*
- *Summary and Overview of Project Activities – Planned vs Actual (Section 4.6)*

4.1 General Overview

As previously reiterated, the project **expected outcome** was to increase employability of young women and men in both rural and urban areas, through Outputs 1 and 2, and their respective activities, as well as Output 3. By creating linkages between educational institutions (universities) and the private sector, the project aimed to increase youth’s employability (O1). Through strengthening the business incubators and BDS providers, the project aimed to foster youth entrepreneurship as a means of self-employment (O2). As mentioned earlier, in order to attain this overall goal and achieve the expected outcome, the project aimed at completing the following outputs:

- **Output 1:** Increased number of job opportunities for young women and men through linkages created between businesses and universities; and,
- **Output 2:** BDS providers have increased their institutional capacity to assist young entrepreneurs.
- **Output 3:** Project management and monitoring

Each output was to be attained through implementation of a series of activities, which has indicated in the table below:

Table 4.1 - Overview of Project Activities by Output

Description of Outputs and Activities	
Output 1: Increased number of job opportunities for young women and men through linkages created through enhancement of trainee programmes	
1.1	Organise a multi-stakeholder event or workshop for the government, the private sector and educational institutions to establish a joint strategy to bridge the gap of private sector human resource needs and educational curricula
1.2	Identify priority sectors in manufacturing and SMEs in the selected sectors
1.3	Identify suitable local subcontractor
1.4	Research on and identification of existing intern-/trainee programme for graduates to industry
1.5	Develop and design intern-/trainee programme (manual, procedure, selection criteria, etc.)

Description of Outputs and Activities	
1.6	Identify human resource needs in industry
1.7	Select participating industries based on willingness and needs
1.8	Identify graduates based on assessed industry needs
1.9	Place the interns/trainees in industry; sign intern/trainee compact
1.10	Identify mentors to supervise and coach interns/trainees in industry
1.11	Provide technical and entrepreneurial training to the trainees
1.12	Train HLIs and universities on the needs of the private sector with the objective to adapt their curricula accordingly
Output 2: BDS providers have increased their institutional capacity to assist young entrepreneurs	
2.1	Needs assessment for University of Dar es Salaam – Entrepreneurship Centre (UDEC)
2.2	Support the development of UDEC strategic plan for the delivery of quality Business Development Services (BDS)
2.3	Strengthen the entrepreneurship curriculum of UDEC as well as staff training capacities
2.4	Strengthen incubation activities and BDS provision of UDEC
2.5	Identify and select first batch of incubatees (star-up in the incubator) for UDEC
2.6	Provide coaching and counselling services to incubatees through training and engagement of UDEC staff in the business development process
2.7	Needs assessment of Zanzibar Technology Business Incubator (ZTBI) in alignment and synergy with the ongoing SPX project in Zanzibar
2.8	Based on the results of the needs assessment, strengthen ZTBI staff capacities and services including PR for the incubator to attract incubatees
2.9	Conduct study tour for business incubator staff and management and selected public officials
2.10	Strengthen entrepreneurial curriculum for ZTBI incubatees
2.11	Support Business Development Service (BDS) providers in Zanzibar who are to support ZTBI ‘graduates’ inter alia by engaging them in the development of several entrepreneurs’ businesses
Output 3: Project management and monitoring	
3.1	Project management & monitoring
3.2	Steering committee meetings
3.3	Mid-term evaluation
3.4	End of project evaluation

4.2 Achievement of Target Results under Output 1

For *Project Output 1 “Increased number of job opportunities for young women and men through linkages created between businesses and universities”*, the Key Activity concerned strengthening the absorption of young graduates by industries through enhancement of trainee programmes. As reiterated in the reporting, under Output 1, UNIDO aimed to establish an internship programme for graduates of HLIs with SMEs in productive sectors⁹. Under this Output, activities completed included the organisation of stakeholder workshops (amended from the original activity plan); identifying

⁹ UNIDO. “Summary of Activities Report May 2016 – June 2016: Draft Version 10 July 2016”.

MUDCC as a subcontractor and the sectors; researching and identifying existing internship programmes and developing one for MUDCC; identifying of industry needs and selecting participating industries; identifying graduates; placing internships/trainees and signing compacts; and, identifying mentors. Under Output 1, activities modified or cancelled were not implemented as a result of the delay in subcontracting, which thus resulted in the delay or lack of time for implementing activities.

Output 1: Increased number of job opportunities for young women and men through linkages created through enhancement of trainee programmes	
1.1	Organise a multi-stakeholder event or workshop for the government, the private sector and educational institutions to establish a joint strategy to bridge the gap of private sector human resource needs and educational curricula
1.2	Identify priority sectors in manufacturing and SMEs in the selected sectors
1.3	Identify suitable local subcontractor
1.4	Research on and identification of existing intern-/trainee programme for graduates to industry
1.5	Develop and design intern-/trainee programme (manual, procedure, selection criteria, etc.)
1.6	Identify human resource needs in industry
1.7	Select participating industries based on willingness and needs
1.8	Identify graduates based on assessed industry needs
1.9	Place the interns/trainees in industry; sign intern/trainee compact
1.10	Identify mentors to supervise and coach interns/trainees in industry
1.11	Provide technical and entrepreneurial training to the trainees
1.12	Train HLIs and universities on the needs of the private sector with the objective to adapt their curricula accordingly

Regarding **Output 1 (“Increased number of job opportunities for young women and men through linkages created between businesses and universities”)**, the project schedule quickly ran into delays when a key activity in the critical path for Output 1 (**Activity 1.3: *Identify suitable local subcontractor***) when the only applicant submitted a proposal in response to the national advertisements for a subcontractor, with this proposal being assessed as unsatisfactory by UNIDO, and requiring a re-launch of the tender process in September 2015. The timing for UNIDO’s procurement rules and the time for contract negotiations between the selected subcontractor and UNIDO then meant that it was mid-December 2015 before the selected subcontractor Mzumbe University Dar es Salaam City Campus (MUDCC) was in place. This delay of more than two months had clear adverse effects on the implementation, given the already compressed timeframe, the most important of which was that the internship period had to be shortened to three months.

This meant that one of the first preparatory activities - **Activity 1.4 (*Research on and identification of existing intern/traineeship programme for graduates to industry*)** – was streamlined to a much shortened and more rapid-stock taking of existing internship-related initiatives in Tanzania based on desk research carried out by the project management team. Two internship programmes were

identified that had recently taken place in Tanzania¹⁰ and both initiatives were visited by the project management team and to learn from their approach, results and lessons learned.

Regarding another task of MUDCC - **Activity 1.5** (*Develop and design intern/traineeship programme (manual, procedure, selection criteria, etc.)*) – the objective was to provide a comprehensive how-to manual to support future replication and/or scaling of the internship. A first full draft was completed by mid-January 2016, but significant additional refinement work was then done by the subcontractor and in particular the project management team, before it was shared with national stakeholders. While a relatively comprehensive draft existed at the end of the initial project duration, the project team decided to use the contract extension to further improve the Manual to ensure a high quality document.

The next key **Activity 1.6** (*identifying human resource needs in industry*) was tasked with identifying what were the needs of MSMEs (i.e. the demand-side of the programme), and a significant work effort was carried out by MUDCC including a questionnaire-based survey, significant promotion via press, radio and social media, as well as five regional-level outreach and information with enterprises (covering Dar es Salaam, Mwanza, Arusha, Mbeya and Zanzibar) co-organised by MUDCC and UNIDO. A key strength was the recruitment of Programme mentors, tasked with facilitating a quality matching between enterprises and interns and carrying out further support work in the target regions to engage enterprises directly to distribute the questionnaire and follow up on completion, as well as coaching the interns later when they were placed in the host MSMEs¹¹. The Programme mentors were a mix, with some being private industrial/enterprise consultants, while others were Business Development Supplier (BDS) officers from established Private Sector Organisations (PSOs). Regarding the latter, one advantage of having BDS officers from established PSOs was that it exposed not just the individual BDS Officers to the internship Programme but also the organization, and thus contributed to some extent to creating institutional linkages.

The next work plan activity, **Activity 1.7** (*Select participating industries based on willingness and needs*) was carried out by MUDCC following receipt of questionnaires from MSMEs, with additional MSMEs being also persuaded and recruited by the programme Mentors into joining the internship scheme. This information provided the demand-side basis to complete the matching against interns' qualifications and education.

The next work task – **Activity 1.8** (*Identify graduates based on assessed industry needs*) was then completed by MUDCC, with HLI graduates identified against the needs profiles collated of the participating MSMEs. Through MUDCC's own network of graduates and alumni approximately 2000 students from various universities were reached through a variety of communication channels (email, social media campaigns, radio and TV, and the outreach events in the 5 regions of the country), with students being required to complete a questionnaire on their skills sets, university

¹⁰ These two internship initiatives were: i) the "Graduate Internship Programme" (GRIP) funded by Danida and organised by the University of Dar es Salaam Business School (UDBS); and ii) the Institute for Management and Entrepreneurship (IMED) with its "Bridge Internship Programme"

¹¹ The internship modus operandi involved the identification and use of mentors, under *Activity 1.10*. A total of 8 Mentors were identified placed by MUDCC in the five regions (e.g. 3 in Dar es Salaam, 2 in Mwanza, and one in Arusha, Mbeya and Zanzibar) and placed by MUDCC in the five internship target regions (two in Arusha, Mwanza, Mbeya Dar es Salaam and Zanzibar).

study programme and skills development interests. A total of 409 completed questionnaires had been received by MUDCC by March 2016, following which the matching of interns to MSMEs and the internships contracting/agreement and placement work (**Activity 1.9**) was completed.

The professional approach to the matching and placement was another strength of the implementation. Despite the reduced implementation timeframe, the programme mentors were asked to validate the desk-based “pre-matches” with the MSMEs (with support from Mzumbe and the project management team), as well as a visit/site inspection to the host MSME location and working environment to check that interns receive a “minimum working environment” which consisted of a desk, chair and if necessary protective clothes. These inspection visits were also used as an opportunity to have further interviews with the enterprise manager to validate the skill needs, as well as of course further building the professional relationship. These interviews were then used to develop clear Job Descriptions (JDs) for the interns, which were further broken down into tasks for the interns. This significant additional preparatory work helped to prepare both MSME and interns about mutual expectations and was thus an important factor in helping to manage expectations on both sides. Overall, a total of 224 interns were placed in 86 enterprises across Tanzania by the beginning of March 2016.

Regarding **Activity 1.10** (*Identify mentors to supervise and coach interns/trainees in industry*), as mentioned above, the approach developed for the pilot internship scheme involved the identification, selection and recruitment of eight mentors across the 5 target regions. Implemented by MUDCC, this feature was one that was emphasised in particular by the UNIDO project team, and a focus was placed to recruit existing BDS Officers (Business Development Service officers) from private sector organizations (PSOs) in the regions, to ensure that mentors would have a deep strong and relevant industrial knowledge and close working relationships with enterprises in their (respective) region¹².

The mentor’s role and tasks was also well thought-through by the project management team, and comprised i) enterprise site visit for validation, ii) drawing up intern Job Description, iii) carrying out the pre-matching visit to the target MSME, iv) introducing the intern to the enterprise, and v) acting as mentor (and as needed mediator), and vi) a more general role of collecting information throughout the duration of the internship¹³. This role extended to all aspects of the internship liaison, including identifying on the spot additional enterprise needs for skilled labour to dealing with intern drop-out situations and replacements. Interviews with the UNIDO project management team and some of the host MSME and interns revealed a very positive view of the role mentors had played in the successful piloting of the internship scheme, with the UNIDO project management team particularly emphasising the importance of strong, trust-based relationship developed by mentors with the host MSMEs, while MSME feedback also praised the orientation and coaching provided from their mentor.

At the end of the internship period, at the end of May 2016, 119 interns remained in 70 enterprises. While this represents a significant reduction, as a pilot it does provide real value in providing some insight as to how many graduates could possibly/likely not afford to undertake a work placement

¹² Three out of eight mentors are full time staff of PSO such as SIDO and CTI.

¹³ Mentors were sub-subcontracted by MUDCC and mentor preparation and orientation involved a one day training by the UNIDO team to brief and prepare them on the above-mentioned work tasks.

without any reimbursement of cost. Secondly, many interesting questions can emanate from this, including to what extent pre-placement training could also increase the value of the intern to MSMEs (training which was foreseen in the work plan but which could not be carried out due to the delay in subcontracting MUDCC (see below).

A final activity and output was an evaluation report on the internship from the sub-contractor, including the results of the surveys carried out with participating MSMEs and interns. A draft of this report has been provided to the evaluation, and the project team is currently reviewing and validating this draft report. While the report and survey is highly interesting and valuable, there is room for further improving and leveraging this, such as trying to capture more clearly the impact on MSMEs and interns post-placement, in particular 3-6 months later. Positively, the UNIDO project team is using the project extension period to carry out a tracer study, including contacting all of the interns and visiting the host MSMEs that participated in the internship pilot, to find out whether the interns were retained and if yes under which conditions. A second part of this follow-up tracer study involves interviewing the companies in more detail as to how they experienced the internship programme, in terms of identifying strengths and points for improvement with a view to learning and possible refinement for a large-scale replication.

Not surprisingly, given the compressed time frame for definition, development and implementation of the pilot internship, and the delay in the tendering process for hiring a subcontractor, a number of activities were implemented differently. For example, **Activity 1.1** (*Organize a multi-stakeholder event or workshop for the government, the private sector and educational institutions to establish joint strategy to bridge the gap of private sector human resource needs and educational curricula*), this was not implemented at the outset of the project for a number of reasons, in particular as it would have represented a duplication of an intensive workshop organised for government and a range of development partners on developing a “National Skills Development Strategy” during the summer of 2015. Events were instead scheduled by the project team to take place in the middle and at the end of the internship programme, with a view to demonstrating the scheme’s progress and results, and share learning.

These stakeholder meetings took place in April and June 2016, and an added value was that they ran parallel to the work on the drafting of the “National Skills Development Strategy”, which was appreciated by stakeholders and also allowed UNIDO’s contribution to be ‘framed’ in the skills development policy framework under development. These stakeholder meetings also evidenced a need for further discussion to integrate the lessons learned of the internship programme into national structures and stakeholders to enable replication and institutionalization. A significant additional result was that these events led to the request of Prime Minister’s Office (PMO-LYEPD) to UNIDO to assist with the development of a National Internship Framework (NIF) which would allow for further institutionalization, replication and upscaling of the internship programme. Interviews with the project team, as well as the draft project report, have confirmed that the development of the NIF will be worked on during the July - November 2016 project extension phase.

Similarly, the delay in the tendering process for identifying and selecting a subcontractor meant that there was a lack of time to carry out fully **Activity 1.2** (*Identify priority sectors in manufacturing and SMEs in the selected sectors*), which has been planned as one of the tasks of the subcontractor Mzumbe University Dar es Salaam City Campus (MUDCC). Instead of carrying out a separate research

report, the project team and MUDCC staff carried out rapid review of existing literature as well as consulting national stakeholders, Mzumbe University and the senior advisory expert recruited by the project, Mr. Mike Laiser (a former Director General of the Small Industries Development Organization, SIDO). The outcome of this consultation was a decision not to overly structure the target sectors but rather to keep things simple and avoid unnecessarily excluding MSMEs and use two broader sectors of manufacturing and agro-processing.

Other factors that favoured a business-friendly and simplified approach included using two broad sectors of manufacturing and agro-processing (*see also Activity 1.2 above*) in order to facilitate a wider range of applications from companies, as well as to include micro-enterprises in the target group of companies, in other words using MSMEs (and also including household enterprises) and not just SMEs. An open call for proposals process was also used to allow demand-driven expression of interest from interested MSMEs.

Another activity that was not carried out due to the delayed subcontracting of MUDCC was the *provision of technical and entrepreneurial training to the trainees (Activity 1.11)*, as this was foreseen before the placement of the interns at their pre-matched host MSME¹⁴. While the project reporting makes the partially valid point that this training might not have been needed in hindsight, as the learning onsite in the host MSME would have provided this learning to a significant extent. While the evaluation considers this a valid point, it would however disagree in the context of how to make a scaled-up follow-on internship as successful and impactful as possible, where it would suggest that such pre-placement education and training could play a critical role in helping graduates to 'hit the ground running' and start adding value faster in their placement (this would be particularly important in cases of a shorter placement of 4-6 months or less). Moreover, the more pre-placement education and training – and ongoing training and mentoring during the placement – that can be provided to selected interns, the greater their value proposition to the MSMEs, with a likely follow-on impact in how MSMEs will view any financial cost. The nature and scale of such training would depend in part on the sectors covered and types of host company (e.g. only MSMEs, or also larger SMEs) but could include common modules of fundamental work place skills (e.g. 'Being a Professional' series, covering work ethics, team work, time management, relating to the boss etc.), with other modules being set-up to cover sector-specific training for key internship target sectors, as well as others on core business functions (e.g. Marketing, sales, operations, customer satisfaction etc.). An important part of the design of such training would be to ensure it is highly modular, so that internship organisers can 'mix and match' modules and ensure flexible training response corresponding to the most important training needs, as well as making it available online or at least via email would further increase delivery options.

A final activity that was partially reconfigured and partially not carried out was **Activity 1.12** (*Train HLIs and universities on the needs of the private sector with the objective to adapt their curricula accordingly*). This was cancelled due to time constraints, and also as the project management team found it be more a demanding exercise and in particular a more medium term one. To some extent this would seem to mirror the experience in working with the BDS providers under Output 2, where the timeframes and urgency that the universities work in are different to that required by the

¹⁴ The training was intended to address highly relevant issues such as work ethics, professionalism, behavioural pattern, and team work.

provide sector. However, there might be some value in providing a prepared learning content module to HLIs during the project extension period, and let them decide if and how this could be incorporated into their curricula. Indeed, going forward, the level and quality of incorporation of entrepreneurship education and a project-provided module could also be a factor in prioritising graduate intern candidates from specific HLIs. One could also imagine a number of ways to make this interesting, valuable (from a learning and career reflection perspective) and experiential for HLI students, for example such as developing a roster of past interns and mentors that could come and present their experience in HLI entrepreneurship/small business classes.

4.3 Achievement of Target Results under Output 2

Regarding Output 2, the activities in support of University of Dar es Salaam – Entrepreneurship Centre (UDEC) and the Zanzibar Technology Business Incubator (ZTBI) were carried out separately, as relatively distinct sub-components under this second component of the project. As mentioned earlier, it was inter-agency group discussions at the Programme (JYPE) level where it has been decided that UNIDO would focus its institutional capacity building technical cooperation on the University of Dar es Salaam Entrepreneurship Centre (UDEC), while the UNIDO team’s previous working experience with the Zanzibar Technology Business Incubator (ZTBI) was an important factor in the selection of ZTBI as the Zanzibar BDS beneficiary.

4.3.1 Support to the UDIEC Centre at University of Dar es Salaam (UDSM)

Regarding the University of Dar es Salaam – Entrepreneurship Centre (UDEC), a needs assessment was carried out during August-September 2015 period, as per the project plan. Furthermore, while the initial needs assessment and follow-up work was underway, the University of Dar Es Salaam announced the merger of the UDEC centre with the Innovation Centre at the Faculty of Engineering, leading to a new centre called the University of Dar es Salaam Innovation and Entrepreneurship Centre (UDIEC).

Comprising desk review work and a series of interviews with key staff and stakeholders, the findings of the needs assessment showed a relatively limited entrepreneurship teaching and knowledge capacity, with for example the centre’s processes and focus emphasising innovation and the innovation and commercialization of research outputs (e.g. prototypes) but with little consideration of the role of entrepreneurship and entrepreneurial skills in this process. The conclusions and recommended actions from the Needs Assessment included a proposed development of the University’s overall entrepreneurship framework in the new institutional context of the UDIEC centre, including both the provision of strategic advice as well as undertake trainings and capacity building to equip the UDIEC with improved services delivery capability. Following the needs assessment and discussion of same with senior university management, a work plan and series of proposed actions to support the development of UDEC strategic plan for the delivery of quality Business Development Services (BDS) was validated in September 2015 during a UNIDO mission.

A strength of the work approach was that the development of the strategic plan was carried out in a participative manner, and was led by UDIEC sub-teams that set specific targets regarding work outputs and met frequently to review and discuss progress as well as core content issues related to

the strategic plan. Key actions foreseen included: i) creation of an inter-disciplinary task force to work on operationalization of UDIEC, in particular on the development of a Strategic Plan and carrying out a review of the Centre's Entrepreneurship Policy; ii) organisation of a study tour to entrepreneurship centres for a selection of key UDIEC staff to improve their understanding of innovation and entrepreneurship; and iii) capacity-building on entrepreneurship development, using a ToT approach, in order to improve staff capability to provide training and services delivery to students and external parties. The new strategic Plan developed - "A Five Year Strategic Plan for the University of Dar es Salaam Innovation and Entrepreneurship Centre 2016/17 - 2020/2021" - was approved by the University's Senate at its May 2016 meeting (Annex 9).

Regarding **Activity 2.3** (*Strengthen the entrepreneurship curriculum of UDEC as well as staff training capacities*) support was also provided by UNIDO to address the weaknesses in entrepreneurship knowledge and teaching capacity identified during the needs assessment. An important action implemented was a study tour during March 2016 to the Technical University (TU) Delft in the Netherlands, in order to provide UDIEC's senior management with exposure to another entrepreneurship centre and to experience first-hand how a leading international entrepreneurship centre approached entrepreneurship education, incubation and engagement with local private companies and wider business community¹⁵. The study visit's success created the impetus for a return/follow-up visit of TU Delft to UDIEC to provide a five-day training programme (at no cost to the project) on TU's Valorisation Toolkit for 25 UDIEC staff members in May 2016 and was attended throughout the five days by 25 UDIEC Associates. Another promising result was the signing of a long-term cooperation agreement on research, student exchange and training between the TU Delft and UDSM. Further capacity building support was provided by UNIDO in June 2016, when UDIEC Associates were provided with training on the UNIDO COMFAR Lite toolkit. The purpose of this training was to provide UDIEC participants with skills on how to use the COMFAR software for business plan financial feasibility and financial estimations and projections, such that they could use this tool to assess the financial feasibility and viability of incubatees' business plans.

The above-mentioned study-visit and training in the TU Delft Valorisation Toolkit and the COMFAR LITE software also contributed to achieving part of activity 2.4 (*Strengthen incubation activities and BDS provision of UDEC*). Further knowledge development and experience sharing was provided with the UDIEC staff and associates exposure to the "YES!Delft Incubator" during the study visit to TU Delft. Following the decision by UDIEC to establish an incubator to support start-ups by graduates and university staff at UDSM, UNIDO supported the UDSM in drafting a Business Plan for the UDIEC Incubator, which was finalised by June 2016, and submitted to the UDSM Senate for approval. The business plan for the UDIEC Incubator foresees the incubator becoming operational in June 2017, in time for the start of the 2017-2018 academic year. Thus, while significant progress has been made, the achievement of **Activity 2.5** (*Identify and select first batch of incubatees (star-ups in the incubator) for UDEC*) has not proved possible with the project timeframe. For the same reason, the project has not been able to achieve **Activity 2.6** (*Provide coaching and counselling services to incubatees through training and engagement of UDEC staff in the business development process*).

¹⁵ The study visit lasted one week, and involved presentations from TU Delft staff to UDIEC staff and associates on TU Delft's entrepreneurship curriculum, the "Valorisation Toolkit" (action-oriented approach to business model generation based on the principles of Lean Start-Up thinking and the Business Canvas Model) and the "YES!Delft Incubator".

Given the results of the needs assessment and the limited entrepreneurship and incubation capacity identified in August-September 2015, this timeframe can be seen with the benefit of hindsight to have been unrealistic. The participatory and beneficiary-led manner in which UNIDO provided support, which has created local ownership and been a strength of the process, made the original project timeframe of an incubator being operational by June 2016 to be even more unlikely, a fact further underlined by the relative lack of urgency shown by UDSM in getting the incubator up and running. The field work interviews also revealed a relative lack of urgency and an overly academic approach by some UDIEC staff, and it is recommended that the implementation approach by UDIEC to getting the incubator off the ground is more entrepreneurial and pursued with a greater sense of urgency.

4.3.2 Support to the Zanzibar Technology & Business Incubator (ZTBI)

Regarding support to the ZTBI, as mentioned earlier, the scoping mission carried out in February 2015 involved some initial discussions on how the project could support the ZTBI, following a request from the Revolutionary Government of Zanzibar to the UNIDO Field Office (FO). As in the case with UDSM, the mission to Zanzibar provided the basis to develop a project document but there was not enough time to carry out a full Preparatory Assistance (PA) with UNIDO funds. Instead, the UNIDO project team used the project's inception phase to carry out a needs assessment to identify how best to support the incubator.

Regarding **Activity 2.7** in the project work programme (*Needs assessment of Zanzibar Technology and Business Incubator (ZTBI) in alignment and synergy with the ongoing SPX project in Zanzibar*) a Rapid Needs Assessment (RNA) was undertaken in September 2016 (Annex 7). As mentioned earlier, this RNA benefitted from the existing UNIDO team's familiarity with ZTBI from past collaboration under the SPX project. In total, six areas were identified by the RNA¹⁶ for technical cooperation with the ZTBI: i) Training of Trainers (ToT) and selected incubatees on Indian agro-processing equipment, ii) Capacity building for incubator management, iii) Revolving Fund management training, iv) UNIDO supported Business Plan Competition, v) COMFAR Lite training, and vi) Product design and marketing training. These six areas of focus thus provide the component intervention areas for the agreement signed through with the Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (MLEEYWC) and UNIDO, as summarised in the Letter of Exchange between the two parties. Thus, as mentioned, these activities replaced the relevant logframe parts and Activities 2.8 – 2.11 were changed accordingly.

Regarding **Activity 2.8** (*Based on the results of the needs assessment, Strengthen ZTBI staff capacities and services including PR for the incubator to attract incubatees*), a two-day incubator management and SME financing training workshop with a view to addressing the need to improve ZTBI staff members' incubation management skills identified in the needs assessment, as well as developing ZTBI staff's capabilities to provide more services to incubatees. Organised in November 2015, participants came from ZTBI, the government and the Chamber of Commerce, with a total of 12 participants in all.

¹⁶ As the project document had been drafted without a UNIDO Preparatory Assistance (PA) the Rapid Needs Assessment (RNA) replaced the Logframe as the project baseline for future interventions and support to ZTBI.

As mentioned above, the rapid needs assessment carried out by UNIDO was the basis upon which a number of interventions were identified where the UNIDO project could usefully support the ZTBI, following discussions with the government during September 2015. One of these areas where support was needed was in training for a range of agro-processing equipment that had been procured for ZTBI by the Revolutionary Government of Zanzibar, to equip the incubator with equipment which could be used to provide practical training for ZTBI incubatees in developing various agro-processing products¹⁷. However, ZTBI did not appear to have any significant in-house expertise on how to use some of the machines procured, and UNIDO addressed this urgent need by providing specialist trainers from SUA who provided training in May 2015 on some of the machines that were procured¹⁸.

The training support by UNIDO had a strong sustainability perspective, with the training provided by the team from Sokoine University of Agriculture (SUA) comprising not only training for incubatees on how to operate the machinery effectively but also a training of trainers (ToT) to technicians and food technologists. The latter training of trainers took place in March 2016, with 10 technicians and food technologists being trained in how to operate and maintain agro-processing machinery, along with the wider training intervention that also covered ZTBI incubatees¹⁹. Regarding the training for ZTBI incubatees, a further positive sustainability aspect was the development of the operational manuals for all five areas in Kiswahili language by the Sokoine team, to allow this training to be used in the future by incubatees as well as trainers/technicians.

Regarding the third area mentioned above in the agreed interventions (Revolving Fund management training) following the rapid needs assessment, this need came from an agreement reached between ZTBI and the Milele Foundation in Zanzibar whereby the latter would provide 50.000 USD for a Revolving Fund that would support lending to approved ZTBI incubatees. As neither ZTBI nor the Milele Foundation had strong expertise in setting up and managing a revolving fund, ZTBI requested UNIDO support for both training in revolving fund management as well as technical expertise to develop the respective fund guidelines, and operating procedures, for which UNIDO recruited a national expert. At the time of the evaluation field mission work the fund's design and operating procedures had been drafted and the first application for financial support from the Revolving Fund was scheduled to be reviewed by the ZTBI Fund Committee in the following weeks. Field interviews identified ZTBI and Government satisfaction with the technical work carried out, the close cooperation with the UNIDO expert, as well as the timeliness of this assistance, while the evaluation desk work confirmed the quality of the Fund design and specification work carried out.

¹⁷ The agricultural processing machinery procured by the Ministry from India was intended to support incubatees to set up small businesses based on selected machines, and was in particular aimed at ZTBI's second target group of school leavers and school drop outs, where ZTBI seeks to support such school leavers and/or drop-puts that develop a business idea and products around an existing agro-processing machine. (The first target group being graduates from higher learning institutions).

¹⁸ It should be noted that ZTBI does not agree with this statement.

¹⁹ ZTBI school leavers and drop-outs received a 1-week training in May 2016 on how to operate the agro-processing machines, which covered five areas: i) spices, ii) fresh fruits and vegetables, iii) honey and candles, iv) packaging and v) dairy products. In addition to the theory the training had a strong practical component, with incubatees being trained on how to handle and use the equipment, including producing "their" test product at the end of the training week.

Regarding the fifth area mentioned in the list of support areas under the rapid needs assessment (COMFAR Lite training) a four day training seminar on COMFAR Lite software was provided by UNIDO in May 2016 to ZTBI management, ministry credit officers, and Milele Foundation staff. Additional impetus was given to this intervention from the work on the Revolving Fund, when it was observed that the COMFAR Lite tool could fit well as an additional service and scanning tool within the overall fund framework. Similar to the training provided to UDIEC staff and associates, the purpose of the training was to provide participants with the skills and capacity to use the COMFAR Lite software for business plan financial feasibility assessment and for developing financial estimations and projections, such that they could use this tool to assess the financial feasibility and viability of incubatees' business plans. The training led to immediate application of these newly acquired skills, with the COMFAR Lite tool being used for the preparation of business plan presentations for the Business Idea Generation (BIG) Competition Finale on 11 June 2016. The feedback by participants for the usage of the software was positive. Furthermore, the Revolving Fund also uses the COMFAR Lite tool in its business plan assessment to identify business applications that meet its lending criteria.

Not surprisingly, a number of activities were either not pursued or not deemed necessary. **Activity 2.10** (*Strengthen entrepreneurial curriculum for ZTBI incubatees*) was not pursued as this was not deemed necessary during Rapid Needs Assessment, while **Activity 2.11** (*Support Business Development Service (BDS) providers in Zanzibar who are to support ZTBI 'graduates' inter alia by engaging them in the development of several entrepreneurs' businesses*) did not take place as it was also not identified in the Rapid Needs Assessment as a need for the ZTBI. Similarly, it was jointly decided with the Ministry and ZTBI not to pursue **Activity 2.9** (*Conduct study tour for business incubator staff and management and selected public officials*), as it was assessed that investing the resources into practical training activities responded to a greater need, and would add more value than using the budgeted funds for a study tour.

The uncertainty generated by the national elections and the departure of incubatees from the ZTBI was behind another area of UNIDO support for ZTBI, that of the organisation of a Business Idea Generation Competition (BIG-C). Organised between February and June 2016 onwards, the goal was to promote entrepreneurship among HLI students and graduates in Higher Learning Institutions and provide them with an opportunity to think about self-employment as a work and career option. Promotion and outreach included extensive publicity in radio and in HLIs, and a total of 25 business idea proposals were received by the ZTBI. UNIDO support included financing for the outreach campaign, and for the 5-day business plan training for 12 proposals selected for this. Overall, the BIG-C Competition proved effective as a promotion and recruitment tool for ZTBI, with four of the six finalists agreeing to join the incubation as of July 2016.

4.4 Project Implementation Challenges

The project faced a number of challenges in implementing the project. Firstly, the delay in subcontracting MUDCC under **Output 1** for the project resulted in delays that led to other activities not being implemented in sufficient time. Given that the project began in May 2015, the need to re-advertise given insufficient results in the first round meant that activities would have to be put on hold until a proper subcontractor was identified. As work with the subcontractor MUDCC only commenced mid-December 2015, this meant that some of the research and identification activities

prior to the implementation of the internship were modified and/or condensed (such as Activity 1.4, as an in-depth stock taking was no longer possible given the delay. Furthermore, the initially-envisaged activities of providing training to trainees and universities were not completed, and the internship period was condensed to three months (beginning of March 2016 to end of May 2016) which was quite short.

Regarding the **BDS support to UDIEC** under **Output 2**, a wider challenge was to readjust some of the work planning to fit with the results of the rapid needs assessment, which revealed UDEC's knowledge and capacities in entrepreneurship to be more limited than had been assumed. A second challenge was to re-adapt somewhat to the announcement of the merger between UDEC and UDIEC. A wider project management challenge was that the detailed work could only be specified once the needs assessment had been carried out, as well as the UNIDO team not being in control of the rate of project advancement, given their role in facilitating and supporting a UDIEC-led process.

Regarding the **Zanzibar BDS support to ZTBI** under **Output 2**, a number of challenges were encountered. Firstly, the project team was somewhat constrained by the scope of what could be done under this BDS component in that ZTBI had been raised in prior JYPE stakeholder consultations but the very short formulation time meant a full UNIDO-supported Project Assistance (PA) could not be completed. However, the latter constraint was at least in part countered by the rapid needs assessment carried out by the project team during September 2015.

A second challenge was the uncertain climate around the October 2015 national elections and the ensuing political standstill, which was exacerbated by the absence of the ZTBI Manager Dr. Aggarwal from Zanzibar between September and December 2015. During this time, the incubator was managed by two inexperienced junior staff, with no adequate replacement taking charge, and this delayed continuation of UNIDO support interventions until December 2015 when Dr. Aggarwal returned. A third and related challenge was the loss of the ZTBI's five incubatees from higher learning institutions (HLIs), as a result of a drop-off in the services being provided to incubatees during this period. As with the support to UDIEC, a wider project management challenge was that UNIDO team were not in control of the rate of project advancement, given their role in facilitating and supporting a UDIEC-led process.

4.5 Project Management Performance and Project Efficiency

Any assessment of the project management performance needs first to take account of the project implementation context and the challenges experienced. Firstly, the project had to deal with the management challenge of a short implementation timeframe of one year, which in reality was nearer to 9-10 months of operational time (September 2015 – June 2015). This challenge was further compounded by not having the option of carrying out detailed Preparatory Assistance (PA), as well as some of the project partners and beneficiaries being in part determined before a full in-situ assessment could be carried out. Thus, in a number of respects, the rapid organisational assessment and needs assessment work carried out under Output 2 at both UDSM and ZTBI revealed a different reality (and hence different needs) that required revision in the list of foreseen interventions.

Moreover, the work under Output 2 was not only very different to that of Output 1, but each output had relatively little to do with each other from an implementation perspective. Furthermore, the BDS

support to UDSM's UDIEC Centre and to Zanzibar's ZTBI comprised supporting very different organisations in different implementation and political contexts. Even if both had a somewhat similar core work approach (organisational and needs assessment, followed by selection of support) most of the activities designed were specific to each BDS context (exceptions included UNIDO's training provision in COMFAR Lite) and both were thus implemented separately. This means in effect that the project had three different work components to deliver within a short timeframe. Moreover, the work under Output 1, which involved designing, developing and promoting a pilot modus operandi to carry out the logistics of placing 200 graduates in MSMEs in a selection of regions - and the logistics challenge of this – provided a different management challenge to the Output 2 work and in some cases demanded different management skills.

Regarding overall **project management and project efficiency**, the evaluation findings show that the project was highly efficient. In terms of project planning, the project team coped well with planning and implementing three different work strands, and in adapting some of the work activities under Output 2 following the rapid needs assessments carried out at UDSM/UDEC and ZTBI. The project implementation team also coped well with the additional challenge of not always being in control of the speed of progress. Management of the subcontractor (University of Mzumbe) required more time than initially foreseen, and more management oversight to ensure timely progress, while the work in support of UDIEC and ZTBI was more one where the core pace of progress was determined in significant part by these two beneficiary counterparts.

The strong project team presence on the grounds in Tanzania has also been a factor in explaining how the project team has been able to adapt to new situations or challenges, and find solutions. This has included strong content experience in entrepreneurship and innovation, as well as experience of the Tanzania country context, including significant experience also of Zanzibar's local context. The project management structure has also benefited by the project's incorporating a senior and widely-respected advisor, which has provided access to key stakeholders that would otherwise not have proved possible. Another strength has been the frequent visits of the UNIDO HQ project management expert to the country and the strong communication and project monitoring between the Tanzania-based members of the team and UNIDO HQ.

Regarding cost efficiency, the project has shown a strong focus on securing value for money, as well as useful use of funds. An example is the decision to not pay graduate interns a stipend to cover travel and food costs, which has meant that the operational implementation costs of the pilot have been kept relatively low, which increases its value as a pilot and learning exercise, and strengthens the potential for scaling.

Similarly, the work approach has often focussed on requiring the beneficiary to reach key milestones, before other funding support could be accessed, such as UDIEC finalising its strategic plan. More expensive activities, such as the international study trip to TU Delft, have been vetted against the likely need for, and return from, such a study visit, and in this case the return has been demonstrated both in terms of the experience and learning and follow-on support provided by TU Delft to UDSM. Another example is the joint decision by UNIDO and its Zanzibar counterparts to cancel Activity 2.9 (which foresaw an international study trip to view other incubators) in favour of using these funds to address local capacity building needs.

4.6 Summary and Overview of Project Activities – Planned vs Actual

The table below provides an overview of the planned activity, its level of completion, and any deviations or alterations identified during their implementation. From this table, one may see that 17 of the 23 Activities have been completed (either completely or with some modifications), while 5 were cancelled and one pending. The lack of implementation of activities under Output 2 concerning ZTBI and its incubatees may also be identified as a direct result of the temporary departure of ZTBI Manager.

Table 4.2 - Implementation Status of Activities

Activity No.	Implementation Status		
Output 1: Increased number of job opportunities for young women and men through linkages created between businesses and universities			
Activity 1.1	Organise a multi-stakeholder event or workshop for the government, the private sector and educational institutions to establish a joint strategy to bridge the gap of private sector human resource needs and educational curricula	Completed (modified)	Event not held in beginning, but at middle and end of internship programme
Activity 1.2	Identify priority sectors in manufacturing and SMEs in the selected sectors	Completed (modified)	Mzumbe University Dar Es Salaam City Campus (MUDCC) selected and two larger sectors identified (manufacturing and agro-processing) through a rapid analysis.
Activity 1.3	Identify suitable local subcontractor	Completed	Completed after delay due to need to re-advertise for subcontracting.
Activity 1.4	Research on and identification of existing intern-/trainee programme for graduates to industry	Completed (modified)	Delays resulted in in-depth stock taking not being possible as initially foreseen. Instead, a meeting with the subcontractor and UNIDO held to conduct a rapid stock taking of internship programmes.
Activity 1.5	Develop and design intern-/trainee programme (manual, procedure, selection criteria, etc.)	Completed	Completed, with Management Team deciding in June 2016 to further finalise product for easing further replication of project.
Activity 1.6	Identify human resource needs in industry	Completed	
Activity 1.7	Select participating industries based on willingness and needs	Completed	
Activity 1.8	Identify graduates based on assessed industry needs	Completed	
Activity 1.9	Place the interns/trainees in industry; sign intern/trainee compact	Completed	
Activity 1.10	Identify mentors to supervise and coach interns/trainees in industry	Completed	
Activity 1.11	Provide technical and entrepreneurial training to the trainees	Cancelled	Cancelled given delayed subcontracting of MUDCC. Internships provided the training to the graduates.
Activity 1.12	Train HLIs and universities on the needs of the private sector with the objective to adapt their curricula accordingly	Cancelled	Cancelled due to time restraints. Focus placed on two stakeholder meeting in June.

Activity No.	Implementation Status		
Output 2: BDS providers have increased their institutional capacity to assist young entrepreneurs			
Activity 2.1	Needs assessment for University of Dar es Salaam – Entrepreneurship Centre (UDEC)	Completed	
Activity 2.2	Support the development of UDEC strategic plan for the delivery of quality Business Development Services (BDS)	Completed	UDSM supported in drafting of Strategic Plan for UDIEC, result: an approved Five Year Strategic Plan for UDIEC
Activity 2.3	Strengthen the entrepreneurship curriculum of UDEC as well as staff training capacities	Completed	Five-day study tour conducted at TU Delft, with TU Delft conducting at EDIEC a five-day training on Valorisation Toolkit and UNIDO conducting training on COMFAR Lite toolkit.
Activity 2.4	Strengthen incubation activities and BDS provision of UDEC	Completed	UDSM supported by UNIDO in drafting Business Plan for UDIEC Incubator, for which the draft was submitted June 2016.
Activity 2.5	Identify and select first batch of incubatees (star-up in the incubator) for UDEC	Pending	Business Plan (as per Activity 2.4) submitted to UDSM Senate in June 2016, with aim of becoming operationalised in June 2017.
Activity 2.6	Provide coaching and counselling services to incubatees through training and engagement of UDEC staff in the business development process	Completed	
Activity 2.7	Needs assessment of Zanzibar Technology Business Incubator (ZTBI) in alignment and synergy with the ongoing SPX project in Zanzibar	Completed	
Activity 2.8	Based on the results of needs assessment, strengthen ZTBI staff capacities and services including PR for ZTBI to attract incubatees	Completed	
Activity 2.9	Conduct study tour for business incubator staff and management and selected public officials	Cancelled	Resources invested into training activities given existing needs, rather than be disbursed on an international study trip.
Activity 2.10	Strengthen entrepreneurial curriculum for ZTBI incubatees	Cancelled	Cancelled due to all incubatees leaving ZTBI.
Activity 2.11	Support BDS providers in Zanzibar who are to support ZTBI ‘graduates’ inter alia by engaging them in the development of several entrepreneurs’ businesses	Cancelled	Activity not identified in RNA as needed for ZTBI and given the departure of ZTBI’s HLI ‘graduates’.

5. PROJECT IMPACT & SUSTAINABILITY



Section Guide

This section considers the impact of the project and its prospects for sustained impact beyond the contract end.

- *Graduate Internship Pilot - Impact and Sustainability Prospects (Section 5.1)*
- *Support to BDS Providers – Impact and Sustainability Prospects (Section 5.2)*

This section considers the impact of the outputs and results achieved by the project during the May 2015 – June 2016 period, and the prospects for sustained results and impact.

5.1 Graduate Internship Pilot – Impact and Sustainability Prospects

Regarding **Output 1** (“*Increased number of job opportunities for young women and men through linkages created between businesses and universities*”), the pilot graduate internship programme had placed 200 interns in MSMEs in 5 regions in the country, of which 120 continued for the full duration. This has not only contributed to providing practical and real life exposure to working in MSMEs for these graduates, and the skills and work experience that goes with this, as well as opening their eyes to the possibilities of careers in MSMEs. Beyond increasing the employability of these graduates the perceptions survey (as well as the field interviews, even if limited), showed the strong satisfaction among MSME owners with the pilot scheme, and their interest in having future graduate interns.

Beyond increasing the employability of the graduates, the pilot scheme also contributed to increasing employment, with some interns being retained as interns in their respective placement MSME, and in some cases having prospects to be hired as employees. Another impact has been that the pilot has helped to challenge some of the existing misperceptions regarding both the feasibility of graduates gaining employment in the MSME sector, as well as the attractiveness of MSMEs for graduates.

The Perceptions Survey carried out by the project confirms at least in part some of the misconceptions of MSMEs and graduates as well as the barriers in terms of market information and structures that prevent MSMEs identifying suitable graduate interns (and vice-versa). Asked why their company *hadn't had a graduate from a higher learning institution (HLI) as an intern in the past*, 16.7% of the 59 respondents answered said that they did not think that graduates would have been interested to work with MSMEs, and 44.4% said that they had no information about internship programmes or form where they could recruit interns. A further 8.3% reported that that hadn't worked with intern before because they were not able to pay graduate interns and thought they graduate interns would be too expensive, while approx. 11.1% had reservations or negative perceptions regarding the idea of accepting graduate interns.

The project perception Survey also provided some interesting insights as to MSMEs motivations for taking on a graduate intern, with 92.9% responded that to benefit from interns' new ideas, knowledge and information to improve the operations of their MSME, compared with only 3.4% needing interns so as to benefit from their skills on planning and design on strategic issues for the future. This core expectation was further confirmed by MSME respondents' answer to the survey question of what they expect from an intern, with a striking 74.6% responding that they expect interns to offer their knowledge and new ideas towards solving the MSMEs challenges on planning and operations and through this to improve their company's performance. This suggests that MSMEs are quite open to new learning and perspectives, and in particular to interns being a conduit for new insights and perspectives to improve their business. Existing innovations trialled in the pilot scheme can help meet this expectation in a future scaled up internship scheme, as well as others such as pre-internship training that was foreseen but which has to be cancelled due to the procurement delays.


Strikingly, all MSME survey respondents reported that the UNIDO pilot internship had met their expectations. Regarding the perceived benefits of the internship for their MSME, some respondents mentioned a range of benefits including increased sales, costs saving, increased production, increased clients satisfaction, new clients, improved operations and skills gained. Positively, some 66.7% MSME respondents reported that the intern(s) have supported the enterprise in reaching its objectives and improve business systems through providing labour and skills, with one third of respondents considering that the internship experience had created a positive attitude/goodwill to working with a university/HLI graduate, as well as new ideas learned from them that helped to improve customer service.

Regarding MSME views on how to improve the *internship programme in the future*, some 30% of respondents commented that financial support (for travel and subsistence costs) should be provided to interns so that they have no excuses of not attending internship according to their planned JDs. Significantly, **some 60% of the respondents said that internship is a good programme and should be continued on an annual basis**, and a further 10% of respondents commented that interns should receive preliminary training or induction to get some time to interact with the MSMEs. Regarding *recommendations for the Government, private sector organizations or university with regard to this internship programme* 55.6% commented that the Government should coordinate with the private sector and provide financial support to the programme and also to co-ordinate with HLIs to ensure that the latter develop curricula that support graduates towards self-employment. A further one third (33.4%) recommended that the internship programme be conducted for at least 6 months instead of three months and therefore interns have enough preliminary preparations.

Regarding MSMEs openness to employing graduate interns *full-time after the end of the internship if he/she performs well*, a striking 81% of the 48 MSMEs responded that they would consider employing an intern if s/he performed well. A further 19% responded negatively, citing reasons such insufficient interest displayed by the intern in continuing to work with the MSME, requiring another skill area to that of the intern, or the enterprise not being able to afford to employ the graduate intern. Even discounting for some positive bias in MSME replies, the response is still very high and provides additional argument to suggest that a significantly scaled-up internship programme might be one of the most cost-effective – and fastest – ways for the national government to make significant progress in reducing youth unemployment – and boosting MSME development, thereby providing significant value for money for the national government.

The field interviews with internship MSMEs and graduates, even if limited, also showed strong satisfaction from both the MSME owners and graduate interns with the experience. The two MSMEs interviewed had continued to retain their interns after the internship period had interned and both did confirm that employing at least one intern was a possibility. It is therefore recommended in this evaluation that UNIDO continue to carry out monitoring of the scheme’s impact, for example giving consideration to organising further short impact survey questionnaire (e.g. 3-5 questions) during the project extension period, and in this respect it is positive that the UNIDO team are currently carrying out a tracer study²⁰.

Table 5.1 – MSME-Level Micro-Impact – The Case of a Tanzania Start-up

Pilot Internship Scheme and the Rachel Blessing Product Company Ltd	
<p>Rachel Blessing Product Company (RBPCompany) is a Tanzania start-up, which specialises in providing high-nutrient value milk powder products for the domestic market, with this flagship product being Sweet Unga. Like many start-ups, being able to focus resources on opportunity and expansion and growth is an ongoing challenge for RBPCompany. The start-up has won recognition for its product, including reaching the top 20 selected business plans for the AJIRA YANGU Business Plan Competition, organised by the National Economic Empowerment Council and the International Labour Organisation (ILO). A long term ambition is to also secure phytosanitary clearance to export to international markets in African and beyond.</p> <p>The company took on three interns through the UNIDO pilot internship scheme - Tatu Selfu Seleman, Winnieaster Justine Mgalula, and Jackline Edward Igobeko – with Tatu being dedicated to public relations, marketing and sales. While all interns made a positive contribution to the start-up’s development, having one intern dedicated solely on marketing and sales made a particularly strong contribution to the start-ups development. According to <i>Jamila Mohamed Manengelo</i>, the company’s Manager and Cofounder, turnover has grown by more than 30% during this period, with the contribution of the interns playing an important part. Looking to the future, the company would like to retain all 3 interns, and possibly hire at least one as a fully-fledged employee.</p>	

Another impact has been increased, or renewed, interest among a range of national stakeholders with regard to supporting initiatives to improve linkages between MSMEs and university graduates. This was also observed during the wider evaluation field interviews related to the evaluation of the

²⁰ As mentioned earlier, the UNIDO project team is using the project extension period to carry out a tracer study, including contacting all of the interns and visiting the host MSMEs that participated in the internship pilot, as well as interviewing the companies in more detail as to how they experienced the internship programme.

UNIDO Tanzania Country Programme, where a number of stakeholders expressed interest in the pilot's project's work and results. The pilot project has also achieved an important impact in terms of increased awareness and interest in improving MSME industry – university linkages at the government level, including, including specific initiatives targeting internships. This can be seen for example in the request from the Prime Minister's Office for the UNIDO project team to contribute to the development of a national framework for internships, as well as the interest among both stakeholders in general and the government to replicate the pilot internship programme. The National Internship Framework represents a further milestone towards a sustained impact of the project, while the operations manual for organising internships is a further contribution to a sustained impact.

5.2 Support to BDS Providers – Impact and Sustainability Prospects

Regarding **Output 2** ("**BDS providers have increased their institutional capacity to assist young entrepreneurs**"), the project has as already mentioned achieved relatively significant outputs and results, in particular given that its role was primarily a supportive and advisory or facilitative one.

Regarding the impact of UNIDO's support to **UDIEC**, the principal impacts have been the support to UDIEC in building a strategic vision for UDIEC for the future, as well as building institutional and staff capacity to allow UDIEC to start supporting both students and UDSM graduates, as well as staff, to develop innovative ideas and turn these ideas into viable business ventures. Moreover, the participatory manner in which UNIDO has provided its support and expertise, as well as the beneficiary-led work process facilitated by UNIDO, has also been appropriate for a centre that will seek to serve all UDSM faculties. The medium-term impact of the University's decision to mainstream entrepreneurship teaching into all first year classes also appears promising, in particular in terms of sustained impact, even if this will only start in the Academic Year 2017-2018. The launch of the incubation programme at UDIEC during the Academic Year 2017-2018 should also bring its own impact over time, including further contribution to entrepreneurship capability, although it is a pity that this the incubation programme could not have been launched during the coming Academic Year 2016-2017. It is now up to UDIEC to get the innovation and incubation centre up and running and implement the Strategic Plan and Business Plan.

Regarding the prospects for sustained impact, as mentioned, it is likely that some impact and possibly significant impact may accrue from the incubator when it is operational, while the mainstreaming of entrepreneurship teaching into all first year classes also appears promising, and might over time produce a much bigger impact than the UDIEC incubation programme. While it is now up to UDIEC to get the innovation and incubation centre up and running and implement the Strategic Plan and Business Plan, some of the evaluation field interview feedback suggests that UDIEC would benefit significantly from continued advice, in particular in terms of proceeding with a sense of urgency and entrepreneurial attitude, and to avoid overcomplicating the process of setting up an incubation and innovation centre by questions of a financing for a new building and premises which appears unnecessary for an incubator of the size foreseen for the short-to-medium term future. In this respect, further external guidance and mentoring for UDIEC might be quite valuable.

Somewhat similar to the support provided to UDIEC, UNIDO's support to **ZTBI** has helped develop the management and institutional capacity of the incubator, through advice and capacity building interventions. This has increased ZTBI capacity to support its' incubatees and young persons in

general looking to start a business or income-generating activity in specific agro-processing areas. Not only that, but UNIDO support has helped the ZTBI surmount some of the significant challenges that it faced during those 12 months, not least the loss of its incubatees during the absence of the ZTBI manager. UNIDO has also provided support for practical and pressing needs, such as specialist training on some of the agro-processing equipment procured from India, as well as the design work on the ZTBI Revolving Fund.

Looking to the future, it is likely that UNIDO's support under this project will have some sustained impact, although assessing the nature and scale of this is more difficult. In the case of ZTBI, it will likely continue to operate at an improved level, in particular in terms of its support to incubatees and young persons interested in developing an entrepreneurial activity. Should the Revolving Fund operate as foreseen, this will provide another valuable support to incubatees that receive financial support, as well as increasing the financial sustainability of the ZTBI's support through the revolving nature of this fund. However, the relative success of the Revolving Fund is of course closely linked to the quality of new businesses that emerge from ZTBI's incubatees or other youth business ventures supported, and thus the quality of the business applications for RF support and an independent assessment of same without any political influence will be important success factors.

The evaluation field work did raise some questions regarding the long-term strategic plan for ZTBI. For example, it was not quite clear as to what the current status was regarding the ICT component of ZTBI's strategic focus, where it was noticed that the ICT equipment procured has not yet been made operational while the incubator also lacks internet access. Also, it was not clear whether the choice of agro-processing equipment procured from India has been carried out on the basis of a market review of local business opportunities, and if not it is recommended that such a quick market opportunities scan is carried out without delay.

6. LESSONS LEARNED AND POINTS FOR REFLECTION



Section Guide

This section considers the lessons learned/points for reflection from the project implementation experience.

- *Project Learning - Lessons Identified by Project Team (Section 6.1)*
- *Other Learning and Reflection Points (Section 6.2)*

This section sets out briefly the key learning and reflection points from the review of the project's implementation and performance, considering first the lessons learned identified by the project (Section 6.1) and then considering other possible learning points or points for reflection (Section 6.2) emerging from the evaluation work. With regard to these other possible learning points or points for reflection (Section 6.2) these points or questions should be taken more as *points for consideration or reflection* for any future follow-up, and are thus intended more for dialogue and reflection rather than as a 'final word'.

6.1 Project Learning - Lessons Identified by Project Team

The project's draft final report identified a number of lessons / learning points from the implementation of the Output 1 pilot graduate internship programme.

Table 6.1 – Project Learning - Lessons Identified by the Project

Lesson #No.	Pilot Internship Scheme - Lessons Learned
Learning Point #1:	The pilot internship scheme demonstrated both the need - and opportunity - for internships in general and MSMEs internships in particular as a tool of enhancing graduate employability.
Learning Point #2:	The pilot demonstrated that MSMEs do offer internship opportunities for graduates in areas that are congruent with academic fields such as procurement and logistics, marketing, human resource development, business management and accounting - contrary to widespread misconceptions in Tanzania.
Learning Point #3:	MSMEs and university graduates can work together and benefit from each collaboration with each other, and hence the value of such collaboration – but the pilot has shown that a specific initiative is required to “connect” these two actors due to market information and coordination failures.
Learning Point #4:	Graduates may not in fact miss essential skills to be able to work in and add value to MSMEs; to the contrary, the internship programme found that with the existing skills sets and diplomas the graduates possessed, they were already by and large capable to work in MSMEs in a satisfactory manner.

Regarding **Learning Point #2** above, the project report also emphasised that many HLI graduates are not aware of these opportunities in MSMEs (which has also been largely confirmed in the project's

perceptions survey). There are likely to be a number of other means to widen the range of ‘match’ between MSME needs and HLI graduates academic knowledge and interests (please also see below). The draft project report emphasises that the above-listed observations are relevant and important lessons learnt, in particular as some contradict mainstream views and perceptions in the country on the relevance and role of MSMEs as an employment path for university graduates, perceptions that are considered to permeate not only in academia and the private sector but also amongst public entities.

Regarding *Learning Point #4* above, it should be noted that some feedback from interviewees emphasises the need to further strengthen the skill levels of interns and the match to the requirements of MSMEs, a mismatch which was emphasised by some MSMEs and by a key project advisor and linked in important part to the lack of labour market linkages with HLIs.

6.2 Other Learning and Reflection Points

This section considers other possible learning points or points for reflection (Section 7.2) emerging from the evaluation work. It should be noted that some of these are linked closely to the learning points mentioned in the draft project report.

- *Learning Point #5 – the value of defining what is being piloted when designing a project:* Another learning point that the evaluation considers important – in particular with regard to **UNIDO organisational learning** – is that the **relative success of this pilot project lies in part in that it set out to test specific assumptions or conditions – as any pilot should do**. This is important, as the wider evaluation of the UNIDO Country Programme that was carried out in parallel to this project evaluation showed a number of projects that were described as pilots but where it was not clear what exactly was being tested (or in particular what was the thinking for the post project phase).
- *Learning Point #6 – the value of a market-oriented approach:* Another significant success factor – and learning point – from the Output 1 pilot internship scheme has been the **market-oriented** approach. Regarding the market-oriented approach, the project team chose to pilot the scheme without any stipulation to MSME owners as to whether some sort of financial support of some of the travel and living costs of graduate interns was required, preferring to leave this to each MSME to make its own decision. While this had a negative consequence in that the lack of any support for travel and subsistence costs was an important factor in the decision of many of the approx. 80 interns to not continue with the internship, this choice has made the learning and feedback of the pilot dimension of the scheme much more significant, and thus made the pilot much more valuable.
- Not only did this make the internship a much less ‘threatening’ proposition to MSMEs, as no financial commitment was required on their part, but as a result all stakeholders know that approx. 60% of the MSME owners in the scheme decided to either provide some form of financial support for their intern(s) either at the outset or as the internship progressed. Whatever views one may or may not have regarding whether interns should receive some sort of living expenses stipend (or remuneration), one cannot deny the value of the pilot project’s approach in

terms of the insights it provides – in particular the realisation that the scheme could potentially be upscaled hugely without requiring a huge budget.

- **Learning Point #7– the value of a business-oriented approach:** Another significant success factor has been the business-driven focus, based on the realisation that the single most important stakeholder group to convince has been the MSME sector. The setting up of the business mentors to carry out key functions such as approaching the MSMEs, facilitating the matching of MSME needs and interns’ qualifications and skills, has been an important success factor.
- **Learning Point #8– leveraging local experience, advice and reputational capital:** Another success factor, emphasised in interviews with the project team, has been the engaging of an experienced local advisor with a respected reputation and strong national network, through the involvement of the former SIDO Director Mike Laiser. The project advisor’s value was repeatedly emphasised by the project, both in terms of advice on the local context and environment, or also gaining access to influential stakeholders in a timeframe required by the project’s short implementation window. Companies create boards of directors and boards of advisors for a reason, and this project’s use of this approach is another good practice that UNIDO and indeed donors in general could learn from.
- **Learning Point #9– the potential of a well-designed and scaled-up internship scheme to make very significant inroads into Tanzania’s youth unemployment:** The perception survey showed a very high level of MSME survey respondents (>80%) who stated that they would be open to hiring interns as employees after the internship. While care needs to be taken in interpreting this figure (and there is most likely some or significant positive bias, as many respondent will likely want to be perceived as being open in to hiring interns and continue to benefit from this or similar projects), this feedback and the wider internship experience suggests that a scaled up internship programme can offer the potential to create significant new employment opportunities. Working on future design assumptions of a scaled-up internship scheme where graduate interns are provided either i) no reimbursement of travel and living costs, ii) partial reimbursement or iii) full reimbursement, this suggests not only that a national graduate internship programme can offer a very significant opportunity to create new youth employment and to thus tackle Tanzania’s youth unemployment challenge – but also a **very cost-effective means and a means of simultaneously supporting the development of Tanzania’s MSME sector.**
- **Learning Point #10 – While the pilot project has developed the basis for a working toolkit and part modus operandi that can be used to scale up an internship scheme, much work still needs to design the operational and implementation system:** The above is an observation, and is in no way intended as a criticism of the youth entrepreneurship project, as the development of a scaled-up operational and organisational basis was never an objective of Output 1 of the project. However, this will be a key ‘pilot’ dimension of the next phase, and it is important that it is done well and can provide the operational and implementation capability to maximise the employment creation potential of a scaled up scheme. While the project implementation experience does not demonstrate that such a project could be implemented at scale by a university organisation, it does little to suggest that a university-based organisation can do this at the level required. Identifying a strong implementation configuration for a future scaling-up phase is thus critical, and in this regard it is important that this is factored into the next phase by

UNIDO. Based upon the implementation experience of the pilot, the evaluation would thus be inclined to recommend that UNIDO should lead this key part of the follow up work in design and trialling the implementation architecture for a scaled-up scheme, and to the extent possible using the experience of the project team.

- ***Learning Point #11 – Project Management Good Practice and Use of External Sounding Board:*** Learning point #5 above has emphasised the wider learning point For UNIDO of the importance and value in ensuring that pilot projects are set up properly as pilots and being clear as what is being tested or piloted (and with the design taking account of potential scaling or replication options after the project) has already been mentioned. Another important learning point from this project has been aspects of the **project management approach and delivery and staff expertise and skills** in contributing to the project’s success. This has included i) **using core project staff with significant and complementary experience**, and experience of working in Tanzania (both mainland and Zanzibar), and ii) a **willingness to be flexible and adapt where needed the project work plan** (in particular in the case of the support to BDS actors under Output 2 where some of the initial needs assessment required some refining of the initial work plan. A third learning point has been iii) the value of using an experienced and highly regarded local expert, whose advise, guidance and networks have saved valuable time and made some results possible in a timeframe that otherwise would not have been the case, and a fourth good practice aspect has been the iv) frequent visits of the HQ-based project manager to Tanzania.

PART III - EVALUATION CONCLUSIONS & RECOMMENDATIONS

7. EVALUATION CONCLUSIONS & RECOMMENDATIONS



Section Guide

This section sets out the evaluation conclusions and recommendations:

- *Evaluation Conclusions (Section 7.1)*
- *Evaluation Recommendations (Section 7.2)*

This section sets out the preliminary evaluation conclusions and recommendations.

7.1 Evaluation Conclusions

Regarding **relevance**, the project has proved to be highly relevant to the national policy context, in particular the pilot graduate internship programme (Output 1), with national government being aware of the need to address the higher than average youth unemployment levels. Regarding the **quality of the project design**, the project has been relatively well designed, in particular when the short time frame in which the project had to be designed is taken into account. If there is a weakness, it is probably that there is limited linkages between the components that support the University of Dar Es Salam Innovation and Entrepreneurship Centre (UDIEC) and the support for the Zanzibar Business and Technology Incubator (ZBTI). A key strength of the graduate internship pilot programme was that the design explicitly included an ambition to test/understand/challenge existing societal views in Tanzania as to why graduates did not seek or find work in micro and small and medium enterprises (MSMEs), and whether existing views and prejudices could be challenged and overcome.

Effectiveness

Regarding **project effectiveness and the extent to which the project achieved its aims**, the project has recorded a high rate of achievement of its objectives, all the more given that the tight project implementation schedule and given that some aspects of the project design were inherited. Regarding **Output 1 (“Increased number of job opportunities for young women and men through linkages created between businesses and universities”)**, the pilot graduate internship programme’s methodology and toolkit was designed and developed, and 200 interns were placed in MSMEs in 5 regions of the country, of which 120 continued for the full duration. This has not only contributed to providing practical and real life exposure to working in MSMEs for these graduates, and the skills and work experience that goes with this, as well as opening their eyes to the possibilities of careers in MSMEs. Beyond increasing the employability of these graduates the perceptions survey (as well as the field interviews, even if limited, showed the strong satisfaction among MSME owners with the pilot scheme, and their interest in having future graduate interns. Moreover, a full toolkit and templates for organising the internship have been created.

Regarding the work to **support BDS actors under Output 2** (i.e. the project's support to UDIEC and ZTBI), the project team have delivered a significant amount of interventions and contributed to the development of the institutional and staff capacity in both organisations. This has required openness and flexibility, and has been built upon initial needs assessment work carried out at both organisation. In the case of UDIEC, this has been followed by facilitation and process support to develop a new Strategic vision in a participative manner, as well as specific capacity building interventions in such areas as business plan feasibility assessment, as well as including a successful learning and experience exchange visit to Delft TU in the Netherlands, which has in itself kick-started a new institutional relationship that has brought further capacity development and knowledge transfer from Delft to TU to UDIEC, at no cost to the project.

UNIDO's support to **ZTBI** has included support for practical and pressing needs, such as specialist training on some of the agro-processing equipment procured from India as well as the design work on the ZTBI Revolving Fund. This support has helped ZTBI develop the management and institutional capacity of the incubator, through advice and capacity building interventions, thereby providing with an increased capacity to develop its capacity to support its' incubatees and young persons in general looking to start a business or income-generating activity in specific agro-processing areas. Not only that, but UNIDO support has helped the ZTBI surmount some of the significant challenges that it faced during those 12 months, not least the loss of its incubatees during the period of some political uncertainty around the elections and the absence of the ZTBI manager. Thus overall, the project has as already mentioned achieved relatively significant outputs and results, in particular given that its role was primarily a supportive and advisory or facilitative one to UDIEC and ZTBI.

Efficiency

In terms of efficiency, the project overall has been efficient. From a project management perspective the project team managed well the three core project activity clusters - the organisation and implementation of the pilot graduate internship programme under Output 1, and the two sub-actions supporting both ZTBI and UDIEC under Output 2.

Impact and Sustainability

In terms of **impact**, the pilot internship scheme under Output 1 has not only increased the employability of the participating graduates but has also contributed to increasing employment, with some MSMEs retaining interns on longer internship placements and at least some MSMEs showing interest in hiring interns as employees. The pilot has also made an impact in terms of challenging some of the existing misperceptions regarding both the feasibility of graduates gaining employment in the MSME sector and the attractiveness of MSMEs as a work and career option for graduates. Regarding **prospects for sustained impact under Output 1**, the results of the pilot internship scheme offer strong sustainability prospects. Firstly, the discussions by the project team with various relevant stakeholders, as well as the stakeholder meetings held to discuss the results of the internship, have created increased interest and awareness, while at the policy level the project has, at the request of the government, resulted in the development of a national internship framework. Moreover, the market-oriented approach of the pilot, in terms of letting the market (MSMEs) determine whether they want to provide some financial support for interns travel and living costs has provided not only valuable insight as to what MSMEs can or cannot afford, but also insight to what extent graduates could likely intern at an MSME without any partial or total reimbursement of travel and living costs. Moreover, this market-oriented approach has also created strong financial sustainability prospects in

a follow-up phase, as internship programme could be scaled up very significantly without huge financial requirements using the existing pilot model of reimbursement (left to the market) or even some minimum partial reimbursement. Another strength in terms of creating a sustainable scaled up model is the professional approach, including the use of business mentors.

Regarding the impact of the **Output 2 Support to BDS providers**, in the case of **UDIEC** the principal impacts have been the support to UDIEC in building a strategic vision for UDIEC for the future, as well as building institutional and staff capacity to allow UDIEC to start supporting both students and UDSM graduates, as well as staff, to develop innovative ideas and work turn these ideas into viable business ventures. Moreover, the participatory manner in which UNIDO has provided its support and expertise, as well as the beneficiary-led work process facilitated by UNIDO, has also been appropriate for a centre that will seek to serve all UDSM faculties. The medium-term impact of the University's decision to mainstream entrepreneurship teaching into all first year classes also appears promising, in particular in terms of sustained impact, even if this will only start in the Academic Year 2017-2018. The launch of the incubation programme at UDIEC during the Academic Year 2017-2018 should also bring its own impact over time, including further contribution to entrepreneurship capability, although it is a pity that the incubation programme could not have been launched during the coming Academic Year 2016-2017. It is now up to UDIEC to get the innovation and incubation centre up and running and implement the Strategic Plan and Business Plan. Regarding impact on **ZTBI**, the project's support has helped ZTBI develop the management and institutional capacity of the incubator, through advice and capacity building interventions, thereby providing with an increased capacity to support its' incubatees and young persons in general looking to start a business or income-generating activity in specific agro-processing areas. Not only that, but UNIDO support has helped the ZTBI surmount some of the significant challenges that it faced during those 12 months, not least the loss of its incubatees during the period of some political uncertainty around the elections and the absence of the ZTBI manager.

Regarding **prospects for sustained impact of UNIDO support to BDS providers** it is likely that UNIDO's support under the project will have some sustained impact, although assessing the nature and scale of this is more difficult. In the case of ZTBI, it will likely continue to operate at an improved level, in particular in terms of its support to incubatees and young persons interested in developing an entrepreneurial activity. Should the Revolving Fund operate as foreseen, this will provide another valuable support to incubatees that receive financial support, as well as increasing the financial sustainability of the ZTBI's support through the revolving nature of this fund. However, the relative success of the Revolving Fund is of course closely linked to the quality of new businesses that emerge from ZTBI's incubatees or other youth business ventures supported, and thus the quality of the business applications for RF support and an independent assessment of same without any political influence will be important success factors.

Lessons Learned

Regarding lessons learned, the project team identified a number of lessons / learning points from the implementation of the Output 1 pilot graduate internship programme: i) the need and opportunity of a graduate internship scheme as a tool of enhancing graduate employability; and ii) despite national perceptions to the contrary, MSMEs do offer internship opportunities for graduates in areas that are congruent with academic fields. A third learning point identified by the project was that while

MSMEs and university graduates can work together and benefit from each collaboration with each other, but a specific initiative such as an internship scheme is required to “connect” these two actors due to market information and coordination failures. A fourth lesson learned was that while Graduates may not in fact miss essential skills to be able to work in and add value to MSMEs; to the contrary, the internship programme found that with the existing skills sets and diplomas the graduates possessed, they were already by and large capable to work in MSMEs in a satisfactory manner.

A number of other possible learning points or points for reflection have been identified and distilled from the evaluation work, some of which are closely linked to the learning points mentioned in the draft project report. Firstly, a key learning point (learning point #5) – and success factor - in explaining the success of the pilot internship scheme under output 1 of the project was that the project team **identified the specific assumptions or conditions that were to be tested (or piloted)** – an important point for UNIDO learning, as the wider evaluation of the UNIDO Country Programme that was carried out in parallel to this project evaluation showed a number of projects that were described as pilots but where it was not clear what exactly was being tested. A sixth key learning point (learning point #6) has been the **market-oriented** approach of the project team – which decided to leave to MSME owners the decision of whether to provide some level of financial support for interns’ travel and living costs of graduate interns. While this had a negative consequence in that the lack of any support for travel and subsistence costs was an important factor in the decision of many of the approx. 80 interns to not continue with the internship, this choice has made the learning and feedback of the pilot dimension of the scheme much more significant, and thus made the pilot much more valuable, as well as making the prospect of taking on an intern much less ‘threatening’.

A seventh learning point (learning point #7) - and another significant success factor - has been the business-driven focus, based up on the realisation that the single most important stakeholder group to convince has been MSME sector. The setting up of a small network business mentors to carry out key functions such as approaching the MSMEs, facilitating the matching of MSME needs and interns qualifications and skills, has been one important manifestation of this an important success factor. An eighth learning point (learning point #8) – and another success factor - has been the engaging of an experienced local advisor with a respected reputation and strong national network, and this project’s use of this approach is another good practice that UNIDO and indeed donors in general could learn from.

Probably the most important learning point (learning point #9) has been that pilot internship scheme provides sufficient (even if incomplete) evidence for suggesting that **an effectively implemented scaled up pilot scheme could offer the potential to create significant new employment opportunities**. Working on future design assumptions of a scaled-up internship scheme where graduate interns are provided either i) no reimbursement of travel and living costs, ii) partial reimbursement or iii) full reimbursement, this suggests not only that the a national graduate internship programme can offer a very significant opportunity to create new youth employment and to thus tackle Tanzania’s youth unemployment challenge – but also a **very cost-effective means and a means of simultaneously supporting the development of Tanzania’s MSME sector**.

A tenth learning point (learning point #10) has been that while the pilot project has developed the basis for a working toolkit and part modus operandi that can be used to scale up an internship

scheme much work still needs to design the operational and implementation system. This observation is in no way intended as a criticism of the project, as the development of a scaled-up operational and organisational basis was never an objective of Output 1 of the project. However, this will be a key 'pilot' dimension of the next phase, and it is important that it is done well and can provide the operational and implementation capability to maximise the employment creation potential of a scaled up scheme. Identifying a strong implementation configuration for a future scaling-up phase is thus critical, and in this regard it is important that this is factored into the next phase by UNIDO. Based upon the implementation experience of the pilot, the evaluation would thus be inclined to recommend that UNIDO should lead this key part of the follow up work in design and trialling the implementation architecture for a scaled-up scheme, and to the extent possible using the experience of the project team. A final learning point (learning point #11) relating to learning for UNIDO's own project implementation has been the various dimensions of project management good practice (such as use of highly qualified staff and a flexibility to adapt the project work plan where needed) as well as the use of an external sounding board (highly level project advisor).

Concluding Remarks

As a concluding remark the project has achieved credible results in a relatively short space of time, and in the case of the pilot internship scheme under Output 1 has demonstrated strong evidence that a scaled up internship programme for MSMEs can be an attractive value proposition for both MSMEs and HLI graduates. Just as importantly, well-designed and executed follow up initiatives to deliver a hugely scaled up programme not only offers potential to contribute to addressing youth unemployment and do so in a short-to-medium timeframe, thereby offering significant value to national government policy commitments. Furthermore, a well-designed scaled up scheme can serve as an acceleration support for developing participating MSMEs, with the attendant growth and employment creation benefits. For UNIDO, pursuing a scaled up internship scheme can not only provide a flagship initiative and demonstration that it can bring significant contributions to Tanzania's ambitious industrialisation objectives, that demonstrate its value as a strategic and high-impact catalyst for industrialisation. The development of Tanzania's MSME sector, and the creation of work and career opportunities for Tanzania's youth, deserves no less.

7.2 Evaluation Recommendations

The evaluation recommendations are set out below:

- **Recommendation 1: UNIDO should proceed with urgency to develop a project concept for a significantly scaled up graduate internship scheme.** This is the most important recommendation emanating from this evaluation, and needs to be stated clearly, and should be the focus of any post-project follow up under the next Tanzania Country Work Programme.
- **Recommendation 2: Ongoing monitoring and impact assessment of Pilot Internship Scheme MSMEs and Interns:** UNIDO should continue to carry out monitoring and impact assessment of the MSMEs and Interns that participated in the pilot scheme, in particular with a view to monitoring employment impact (e.g. number of MSMEs that continue to retain graduates as interns beyond the pilot duration; number of interns hired as employees; impact of internship, if

any, on interns efforts to secure employment in the Tanzanian economy after the pilot, number of MSMEs that would consider taking on an increased number interns in a follow-up scheme etc.).

- **Recommendation 3: Develop a detailed concept for a scaled-up internship scheme:** In order to effectively maximise the future potential of follow-up internship initiatives, it is recommended that the UNIDO team develop a detailed concept for a scaled-up initiative, build on the pilot scheme's successes, learning and areas for improvement. This is put as a separate recommendation to the recommendation above to develop a follow-up project focussed on scaling-up the internship pilot scheme, as this should cover all relevant conceptual aspects and design issues, some of which might not be covered in a project follow-up. The development of the detailed concept could include:
 - **Financial modelling:** Developing a financial model for a scaled-up internship, including differing scenarios of graduate intern remuneration (remuneration here refers to some level of reimbursement of interns' travel and living costs): (e.g. Scenario 1: No remuneration/Market-based decision by hosting MSME; Scenario 2: Partial remuneration by hosting MSME; Scenario 3: Full remuneration by hosting MSME; Scenario 3: Full/partial remuneration by hosting MSME with performance bonuses; etc.)
 - **Organisational model:** As mentioned in the section on lessons learned/learning points, it is important UNIDO uses the next phase to reflect on what organisational model(s) could best support an efficient scaled-up internship scheme. This would include considering which organisations should be part of a scaled up model, and in which role (e.g. paid implementing organisations; strategic or programme partner etc.
 - **Leverage Factors:** Consider which factors can deliver higher performance and impact. Good use of technology, possibly a complete web interface to run a scaled-up internship, is likely to be one. Effective use of social media as well as SMS communication interface (e.g. for MSME owners with mobile phones but no internet access) are likely to be other technology and communication leverage factors. Another potentially high-impact leverage factors are intern education, skills development and coaching; MSME advisory support and mentoring; and involving interns in a structured manner in the implementation and operational delivery of the scheme.
 - **Intern Education and Skills Development:** Due to the delays in the tendering process for the subcontractor it was not possible to provide graduate intern education and training in the manner foreseen. Yet short and practical training on areas such as entrepreneurship, working in small businesses, and core business functions such as marketing, sales, operations, finance, communication and teamwork etc. are likely to significantly add to the value of interns in their host MSME, not least in being able to 'hit the ground running'. Not only that, but ongoing support and advice to interns and to the host MSMEs, building on the pilot's successful use of mentors, could allow the scheme to evolve to be perceived as not a source of intern recruitment and placement but as a vector for host MSME development. The more this is achieved, the more potential there is with regard to the scheme's financial model in terms of reimbursement of intern costs.
- **Recommendation 4: Where relevant and possible, mainstream a youth internship dimension into other UNIDO projects and activities in its forthcoming Country Programme:** Beyond securing a core project follow-up to the internship programme, UNIDO should work to explore

and maximise opportunities to mainstream a youth internship dimension into other projects and activities in its forthcoming Country Programme. (It is understood that some initial discussions are being pursued between some of the project team and other UNIDO counterparts as part of the formulation work and formulation mission to Tanzania, and this is extremely positive). Such consideration of mainstreaming could include the following questions:

- To what extent a graduate internship scheme could add value in respective UNIDO sector?
- How such a scheme could best work and who would need to be involved?
- Considering how UNIDO could maximise its existing knowledge of specific industries and established working relationships (for example, in the case of the leather sector in Tanzania, it is likely that a number of UNIDO's existing partners could play a valuable role in the promotion and implementation of a scheme, for example the Tanzania Leather Association and the Dar es Salaam Institute of Technology Mwanza campus are just two examples).

- **Recommendation 5: Consider a specific internship variant to support start-ups and early stage companies:** Somewhat similar to Recommendation 4 above, the pilot internship scheme raises the question of whether there would be value in a specific scheme variant for start-ups and early-stage companies. While this is not likely to be the first immediate focus, and could evolve once the main scaled-up scheme is up and running, it does deserve consideration as higher-ambition start-ups often show a greater capacity to create growth and employment compared to more traditional MSMEs. Moreover, beyond the wider scaled-up scheme, such a variant could also raise interesting opportunities for organisations such as UDIEC to play a supporting role (for example in supporting the internship scheme organiser by providing pre-placement training on entrepreneurship and working in start-ups to graduate interns before they are placed in host start-up companies), as well as contributing to UDIEC's own organisational and capacity development.

8. ANNEXES

This section sets out the report annexes.

8.1 Annex 1 - Bibliography

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8.2 Annex 2 – List of Interviews

No.	Name	Organisation
1	Somaya Moll	International expert on Industrial development and youth employment, UNIDO Project management, UNIDO HQ, Vienna
2	Tillmann Guenther	Project Coordinator, UNIDO Project Team, Tanzania
3	Mike Laiser	Former Director General SIDO, Advisor UNIDO Youth Entrepreneurship Project
4	Monica Carco	UNIDO Headquarters, Vienna
5	Ms. Annamarie K. Kiaga	Youth Employment Technical Manager and UNDP Coordinator, International Labour Organisation (ILO) Tanzania
6	Jamila Mohamed Manengelo	Cofounder, Rachel Blessing Product Company
7	Joseph Ford	Graduate Intern at Mawani Engineering
8	Paschal Kimario	Cofounder, Mawani Engineering
9	Ameir H. Sheha	Director, Economic Empowerment, <i>Ministry of Labour, Empowerment, Elderly, Youth, women and Children</i>
10	Dr. Rajeev Aggarwal	Expert & Technical Advisor, Entrepreneurship Development, Manager – Zanzibar Technology & Business Incubator