

In partnership with



# Summary Scale on the implementation status of Youth Employment Programs (YEPs) in Ethiopia.



**Scale Measurement**

**Date** May 2025

## SUMMARY ON THE SCALE MEASUREMENT TOOL

The scale measurement tool was designed by the Partnership for Economic Policy (PEP) in partnership with the Mastercard Foundation. It aims to assess the level of implementation of specific youth employment policies and programs (YEPs) while allowing comparability across countries. Focusing on transitional progress, the tool addresses three key questions: what the policy aims to achieve, what gaps exist from the design of the policies, and how constituents perceive the policy's implementation.

The tool categorizes the YEPs into six clusters: YEPs to enhance youth employability, YEPs to promote youth entrepreneurship, Policies to protect youth rights at work, Economy-wide enablement policies, other employment/ labor market policies targeting youth, and Policies targeting vulnerable groups.

To attribute a score to the implementation level of each YEP within a cluster, this measurement scale tool uses a qualitative assessment method, employing a combination of banding categories and a color-coded system. Therefore, each YEP can be assigned one of the following four scores:

- **A- Orange:** Policy in place and operational,
- **B- Dark grey:** Policy in place, but weakly operational,
- **C- Blue:** Policy in place but not operational,
- **D- Light Blue:** Policy does not exist (given that each research team may also point out some key policies that it believes are missing from the YEPs package implemented in a specific country).

A column that includes comments is appended to each score to provide supporting evidence for the rating, with regard to the level of YEP implementation compared to what would have been expected.

For the country teams that conducted the review in both Year 1 and Year 3 of this Initiative, the tool provides two scores for each YEP: one informing about the level of implementation in the first review (Year 1), and the other concerning the second review (Year 3). Each of these scores is supported by an explanatory comment.

So, having both the score in the first review and the second review, the scale measurement tool provides a dynamic assessment between Year 1 and Year 3 of the initiative. In the event there is a YEP that did not exist in the Year 1 review, a new row is inserted in the corresponding YEPs category to represent it.

In this regard, the tool also features qualitative reviews to showcase achievements and gaps and provide insights for recommendations, in order to improve the YEPs design and implementation.

For a comprehensive explanation of the methodological approach, refer to the annex section for additional details.

## Disclaimer:

This Scale measurement was produced in the context of the *What Works for Youth Employment in Africa: A review of existing policies and empirical analysis* in partnership with the Mastercard Foundation. It was a three-year initiative that ran between 2021 and 2024 to create a knowledge base of youth employment and related social development policies to inform policy and practices. The views expressed do not necessarily represent those of the Foundation, its staff, or its Board of Directors."

### Summary Scale of the implementation of YEPs, including changes between Year 1 and Year 3 assessments

Policies and Programmes		Year 1: Previous assessment		Year 3: Current assessment	
		Previous score	Previous comments	Current score	Comments on the Changes compared to the previous assessment
YEPs to enhance youth employability	<p><b>Education/Apprenticeship YEPs:</b></p> <p>The government of Rwanda introduced workplace learning to deepen the linkage between the education sector and the world of initiative and to increase the relevance skills development through strong partnership with the enterprises.</p>	<b>B</b>	<p>The policy is in place and fully operational. Industrial attachment facilitated 1850 fresh graduates out of 4,535 graduates to acquire hands – on skills and experience from companies. Of these 1850 graduates, 62% were retained for employment in host institutions which is a very good indicator of enhancing youth employability.</p>	<b>B</b>	<p><b>What's not working:</b></p> <p>The apprenticeship/industrial attachment programme is in place and operational, however challenges persist:</p> <ul style="list-style-type: none"> <li>i) the program is primarily integrated in TVET institutions and less in other pathway/public universities,</li> <li>ii) public financial resource constraints that lead to inadequate learning resources/experiences for the trainees,</li> <li>iii) lack of clear incentives (from government) that would drive private sector participation, sustainability, and embed apprenticeship programmes,</li> <li>iv) skills mismatch with labour market demands,</li> <li>v) monitoring and evaluation of the performance and impact of this policy is sporadic, and any evaluations are not widely disseminated in order to influence policy and strategic implementations. <b>As such, there is no evidence of the evolution of graduates that have been facilitated by the programme.</b></li> </ul>
	<p><b>Internship Program and Industrial Based Training:</b></p> <p>Internship Program under RDB was adopted to support graduates to acquire practical work-related skills. Graduates from institutions of higher learning register with employment service centres for internship. In most cases, companies request for interns. They are selected based on</p>	<b>A</b>	<p>By design, the program exists and operational.</p>	<b>B</b>	<p><b>What's working:</b></p> <ul style="list-style-type: none"> <li>i) The 2022 Rwanda Annual State of Skills Supply and Demand report, indicate that 70% of graduates from industrial-based training are employed within six months of completing their training.</li> </ul> <p><b>What's not working:</b></p>

employers needs especially qualifications.				i) Apart from impact reports published in 2013 and 2015, there have been no updated assessments to evaluate how the program has contributed to improved employment outcomes for participants.
<p><b>Strategies to solve the challenge of education-employment mismatch:</b></p> <p><u>School to work transition through industrial training</u></p> <p>Through Rwanda Development Board, young graduates are offered on-job training for 6 months to be able to gain skills and competence before entering into job markets.</p>	<b>B</b>	The policy is in place but not fully operational. However, between 2018-2020, 3500 out of 6000 young graduates were retained by different companies that had hosted them.	<b>B</b>	ii) Current interventions mainly focus on the labour market supply side, such as addressing the skills mismatch and limited focus on stimulating the demand side. Thus, the private sector remains insufficiently incentivised to recognise the economic benefits and business models around the workplace learning (WPL) initiatives, including internships, hence low participation.
<p><b>Strategies to solve the challenge of education-employment mismatch:</b></p> <p><u>Professional internship placement</u></p> <p>Through Rwanda Development Board in partnership with the Ministry of trade, commerce and Industry, young men and women are placed in different companies (public and private) for skilling up before they get into labour market competition. During this period, they are given 50% living allowance by RDB and another 50% is met by the host company.</p> <p>The program is guided by the official <i>Operational Guidelines for the National Professional Internship and Young Professional Program</i>, which facilitates its implementation.</p>	<b>B</b>	<p>The policy is in place and implemented to a lesser extent. Through job Rapid Response Training, 5,484 were offered internship in both private and public companies or office.</p> <p>There is need to spread this initiative across the country because the coverage is still small compared with young graduates seeking- internship placement.</p>	<b>B</b>	
<p><b>Rapid Response training</b></p> <p>An investor-focused intervention targets private and public sector projects requiring enhanced skills and knowledge to boost employee effectiveness and expand the production scale of select companies. The initiative prioritizes trades within key sectors such as manufacturing, energy, transport and logistics, ICT, hospitality, and agriculture, among others.</p>	<b>B</b>	<p>By design, the program exists and operational.</p> <p>Through job rapid response training 5,484 have been trained, and through Industrial based training, 9,901 have also been trained.</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) A 2022 RDB tracer survey revealed that 63% of RRT graduates secured employment.</p> <p><b>What's not working:</b></p> <p>ii) Limited impact assessments exist to demonstrate the cumulative impact of the program since its inception in 2014. There is an opportunity to strengthen evaluations of labor market outcomes, including job retention and career progression among graduates.</p>

<p><b>Recognition of Prior Learning:</b></p> <p>Recognition of Prior Learning (RPL) is a short-term training for not more than a month. It targets people who acquired skills through unconventional methods of learning, from home, relatives or any other informal method. They are offered prior learning certificates.</p>	<p><b>B</b></p>	<p>The program is in place and being implemented. However, the scope of this program is small as many youths from informal sector are not aware of this initiative. Thus, information sharing is critical.</p>	<p><b>B</b></p>	<p><b>What's working:</b></p> <p>i) The policy exists, and an operational manual has been developed to guide programme implementation.</p> <p><b>What's not working:</b></p> <p>ii) Limited public awareness, funding and inadequate M&amp;E systems emerging as persisting challenges.</p>
<p><b>Strategies to solve the challenge of education-employment mismatch:</b></p> <p><u>Vocational training centres</u></p> <p>There exist various trades in vocational training centres such as hairdressing, auto-mechanics, plumbing, construction, carpentry, garment and textile –tailoring, carpentry among others. After completion of the training, beneficiaries are assessed and certified.</p>	<p><b>B</b></p>	<p>The policy exists but not fully operational.</p> <p>In terms of impact, between 2014 and 2018, the program enrolled 17,000 beneficiaries, out of which 40% were women.</p> <p>Currently, there are 2000 vocational training centres across all districts, but they are limited in cities, towns, and commercial centres. Many youths in remote rural areas are not benefiting, yet it is equally important.</p>	<p><b>B</b></p>	<p><b>What's working:</b></p> <p>i) The Massive Vocational Training (MVT) programme has benefited over 10,000 youth since its inception in 2019 —across sectors of manufacturing, ICT, hospitality, and construction. Additionally, 70% of the programme's graduates had secured employment in their trained fields as of 2015.</p> <p><b>What's not working:</b></p> <p>ii) The programme is limited by short training durations, inadequate post-programme support and sustainability of impacts.</p>
<p><b>Strategies to solve the challenge of education-employment mismatch:</b></p> <p><u>Establishment of TVET schools</u></p> <p>The government of Rwanda's target was to establish 416 Technical, vocational Education and Training (TVET) schools within district administrative entities (sectors).</p> <p>According to Rwanda TVET Board, 133 TVET schools are under construction to make a total of 280 TVET in each sector by 2024.</p>	<p><b>B</b></p>	<p>The policy to enhance TVET is in place but slow in terms of implementation.</p> <p>147 TVET schools have been established in each sector.</p>	<p><b>B</b></p>	<p><b>What's working:</b></p> <p>i) The number of TVET schools has increased from 200 in 2017 to 396 out of 416 sectors nationwide as of 2024, achieving 95% of the targeted coverage.</p> <p>ii) There is a private sector participation in the relevant TVET sub-SWGs where TVET-related challenges are addressed.</p> <p>iii) There is evidence of private sector being engaged in the development of competence-based TVET curriculum.</p> <p>iv) The government has set up sector-specific skills councils that aim to identify and address skills gaps.</p> <p><b>What's not working:</b></p> <p>i) Despite investments in TVET, only 8% of youth have completed some</p>

					<p>form of TVET—with the majority in informal training.</p> <p>ii) The TVET system still faces challenges in gender disparities in enrolments, alignment of skills with the demand, high training costs, and TVET perceived as a second-tier education.</p> <p>iii) The government has not provided a clear forecast on future skills-gaps that will need to be addressed in order to address employment challenges and opportunities.</p>
YEPs to promote youth entrepreneurship	<p><b>YEPs promoting empowerment/business for young people:</b></p> <p><u>Entrepreneurship Development Policy (EDP):</u></p> <p>The Rwanda Entrepreneurship Development Policy (EDP) aims to create a supportive ecosystem for entrepreneurs, fostering private sector dynamism, innovation, and risk-taking.</p>	<b>NA</b>	Not covered in Y1.	<b>B</b>	<p><b>What's working:</b></p> <p>i) Emerging interventions include YouthConnekt: This platform connects youth with various opportunities, including employment, entrepreneurship, and skills development. It aims to address the challenges young people face in finding jobs and developing entrepreneurial skills. Includes special categories for women, young PWDs and refugees.</p> <p><b>What's not working:</b></p> <p>i) While the EDP is in place, the major challenge is access to, and the cost of capital which limits the growth of youth entrepreneurs.</p> <p>ii) The EDP does not adequately address the structural challenge in driving entrepreneurship in rural settings.</p> <p>iii) While Youth Connekt has been transformational, there are still equitable access challenges and room for a diversity of programmes.</p>
	<p><b>YEPs promoting empowerment/business for young people:</b></p> <p><u>Business Development Fund</u></p> <p>The programme focused on supporting innovative ideas in 3 major sectors i.e. construction, Information and Communication Technology and Tourism. The best business plans were linked to micro finance institutions for funding purposely to support youth with skills. They are given tool kits for them to be able to start their</p>	<b>C</b>	<p>The policy is in place but being implemented with some difficulties.</p> <p>Most youth cannot afford to raise 25% of the loan especially, those from remote rural areas who are extremely very poor, and without collateral security.</p>	<b>C</b>	<p><b>What's not working:</b></p> <p>i) The policy continues to be implemented with difficulties, with youth and women not exceeding 25% of the fund's portfolio.</p> <p>ii) The youth access to funds is hindered by barriers such as lack of collateral, limited working capital, low lender's trust in youth borrowers, and stringent requirements from BDF and financial institutions, contributing to the low uptake of available financial instruments.</p>

<p>own businesses depending on their field of specialization (trade) BDF pays 75% and the beneficiaries pay 25%.</p>				
<p><b>YEPs promoting empowerment/business for young people:</b></p> <p><u>Promoting empowerment/business for young people</u></p> <p>The purpose of the program is promoting entrepreneurship skills among youths in order to be able to start their own businesses or enterprises. Commercial Banks, negotiated with the National Bank of Rwanda (BNR) to lend money at 10% interest, which was much lower than their normal rates of 19-20%. This helped the youth to access funding at a subsidized interest rate.</p>	<p><b>B</b></p>	<p>The program exists and fully operational. Under this arrangement, 3,000 new businesses and 17,000 jobs were created between 2018 and 2020.</p>	<p><b>D</b></p>	<p>The Business Development Fund (BDF) implements the mentioned programme, which is the Hanga Umurimo programme.</p> <p><b>There is no evidence that this programme is still operational, as of 2025.</b></p>
<p><b>Support of self employment for the Youth / Incubator programmes:</b></p> <p>Through Savings and Credit Cooperative Organization (SACCO), youth are supported to be able to create their own businesses for both medium and small enterprises.</p>	<p><b>B</b></p>	<p>By design, the policy is in place and operational due because there are quite many available opportunities for youth. Business Development Fund (BDF) has supported creation of 5,400 and businesses.</p> <p>6000 Projects for women were supported.</p> <p>10,000 youths accessed financed (MSMEs) while 4700 micro and small enterprises acquired loans under tool kit facility for youth to be able to accomplish their tasks in their respective program / trade. However, there are too many youths chasing few available opportunities, which requires expansion of support programs.</p>	<p><b>B</b></p>	<p><b>What's working:</b></p> <p>In 2025, the Business Development Fund (BDF) and SACCOs (Savings and Credit Cooperative Societies) continue to implement several programs to support youth entrepreneurship in Rwanda. Here are some key initiatives:</p> <p>i) <i>Youth Entrepreneurship Development Program (YEDP)</i>: This program provides young entrepreneurs with access to affordable credit through SACCOs, backed by BDF loan guarantees. It also includes training in business management, financial literacy, and mentorship</p> <p>ii) <i>Business Incubation and Acceleration Services</i>: BDF collaborates with SACCOs to offer incubation and acceleration services for young entrepreneurs. These services include workspace, technical support, and networking opportunities to help startups grow and succeed.</p> <p>iii) <i>Financial Literacy and Capacity Building</i>: BDF and SACCOs jointly conduct financial literacy programs and capacity-building workshops for young entrepreneurs. These programs aim to enhance their understanding of financial</p>

				<p>management, business planning, and market strategies.</p> <p>iv) <i>Market Access Support</i>: BDF assists young entrepreneurs in accessing local and international markets by providing market information, facilitating trade fairs, and connecting them with potential buyers.</p> <p>v) <i>Innovation and Technology Support</i>: BDF and SACCOs support youth-led innovation by providing funding and resources for technology-driven business ideas. This includes access to digital tools, training in e-commerce, and support for tech startups.</p>
<p><b>Employment Service Centres (ESCs):</b></p> <p>Employment service centres were established to support youth on digital literacy skills, job search and writing Business plans as well as on how to write application and curriculum vitae. The centres also provide free internet access to enable job Rapid Response Training.</p> <p>In addition to the ESCs, there exist youth-friendly YEGO centres which collaborate with the ESCs and serve as one-stop hubs designed to empower young people by offering access to a wide range of services and opportunities mentioned above.</p>	<b>C</b>	<p>The policy exists but not fully implemented as expected due to few available employment services centres operating in only 3 districts. Extension of these employment service centres to other districts is critical.</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) Three primary ESCs and 30 partnering youth-friendly (YEGO) centres have been established in almost all districts of the country.</p> <p>ii) Mobile outreach efforts have provided support to some extent, by facilitating access to youth in remote areas.</p> <p><b>What's not working</b></p> <p>i) Funding limitations and geographical barriers hinder access to these services, particularly for youth in remote areas or with disabilities.</p> <p>ii) There is limited information on the effectiveness and impact of this policy, which would then inform further reforms to enhance youth employment.</p>
<p><b>Funds (Budgeting for youth employment):</b></p> <p>There are very ambitious strategies to support and promote youth employment programs but, inadequate funding was repeatedly mentioned. There are no consistent earmarked funds known from central government allocated to the districts.</p>	<b>D</b>	<p>The policy to allocate known budget for districts is not in place. Development partners and agencies as well as private sectors are the main contributors in the promotion of youth employment.</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) The government has a specific strategy—Private Sector Development and Youth Employment (PSDYE)—that addresses youth employment.</p> <p>ii) At the local government level (districts), there is some evidence of budget allocations to youth employment initiatives.</p> <p><b>What's not working:</b></p> <p>i) The PSDYE sector has experienced significant national budget cuts and a declining share of the overall national budget over time (from 5% in 2018/19 to 2.8% in 2023/24).</p>

				<p>ii) At the local government level (districts), due to competing development priorities, allocations for youth employment remain below 1%.</p>
	<p><b>Taxation (incentives):</b> Business operators in informal business sector are faced with barriers to entry into any business in Rwanda because there are unfavorable taxation policies.</p>	<p><b>D</b></p>	<p>Taxation policy aimed at safeguarding informal businesses does not exist. One can be exonerated at some point if you did not make any profit but very tough as many leave the business amidst warnings and failure to pay tax.</p>	<p><b>B</b></p> <p><b>What's working:</b></p> <p>Rwanda offers several tax incentives for business incubators to encourage the growth of start-ups and innovation. Some of these incentives include:</p> <p>i) <i>Tax Holidays</i>: Business incubators may be eligible for tax holidays, which can exempt them from paying corporate income tax for a certain period.</p> <p>ii) <i>Reduced Tax Rates</i>: There are provisions for reduced tax rates for incubators that meet specific criteria, such as supporting a certain number of start-ups or focusing on particular sectors.</p> <p>iii) <i>Import Duty Exemptions</i>: Incubators can benefit from exemptions on import duties for equipment and materials necessary for their operations.</p> <p>iv) <i>Value Added Tax (VAT) Exemptions</i>: Certain services and goods provided by incubators may be exempt from VAT, reducing the overall cost of operations.</p> <p><b>What's not working:</b></p> <p>i) Rwanda's investment code and tax policy do not provide specific tax incentives for youth employment/entrepreneurship. As expected, both policies are generic in order to provide a "level playing field" for all businesses (foreign or local).</p> <p>ii) Rwanda is yet to ratify a Start-up Act, which offers promising tax incentives aimed at reducing the financial burden on new businesses- which would directly impact youth entrepreneurs. While the existing and proposed incentives are/would be beneficial, more comprehensive measures tailored specifically for youth MSMEs, and startups are needed to help them overcome the challenges they face to drive job creation and innovation.</p>

Policies to protect youth rights at work	<p><b>Labour Law</b></p> <p>The Law N°01 of 17/05/2012: Ministerial Order determining modalities of establishing and functioning of occupational health and safety</p> <p>co Law N° 13/2009 of 27/05/2009 Law regulating Labour in Rwanda was adopted by parliament and sanctioned in 2009.</p>	<b>A</b>	<p>The law exists and fully operational.</p> <p>This law covers formal and informal workers on issues related to trade unions, social security, mutual health insurance and occupational health and safety.</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) Legislation is well-established and operational, providing a legal framework that addresses key aspects such as labour rights, employment benefits, and protection of workers in the workplace. The 2023 labour law amending the law of 2018 includes provisions on working hours, trade unions, maternity benefits, social security and protections for workers.</p>
	<p><b>Legislation</b></p> <p>Youth from both informal and formal sectors are protected as there exist legal and social protection associated with occupational safety employment benefits such as, social security, mutual health insurance.</p>	<b>A</b>	<p>The policy exists and fully operational.</p>	<b>B</b>	<p><b>What's not working:</b></p> <p>Challenges persist in terms of:</p> <p>i) Policy/Law enforcement.</p> <p>ii) Weak collective bargaining agreements, particularly in the informal sector where most youths are employed.</p> <p>iii) Although legislation aims to protect informal sector workers, 94% of youth remain in this sector with limited implementation of these protections. Many lack employment contracts, regulatory oversight, and access to benefits like social security or health insurance.</p>
	<p><b>Minimum wage</b></p> <p>There is no provision of minimum wage in the Rwandan law.</p> <p>Policy makers have perceived mind that once the law on minimum wage promulgated, the government and private operators will not afford to pay salary and other fringe benefits to its workers as well as private sector.</p>	<b>D</b>	<p>The policy does not exist. However, the government is committed to find ways and means of solving the problem of the minimum wage.</p>	<b>D</b>	<p>The country has yet to establish a minimum wage, which continues to disadvantage youth, limiting their access to fair compensation and suitable employment environments.</p>
Economy-wide enablement policies	<p><b>Vision strategies</b></p> <p>The target of the <b>Vision 2020</b> was to create 3.2 million jobs cumulatively by 2020 from 200,000 in 2000) against the projected 13.5 million).</p> <p>Unlike the <b>Vision 2020</b> (2000-2020)—which focused on rebuilding the country after the 1994 Genocide against the Tutsi and transitioning from an agriculture-based to a knowledge-based economy—the succeeding <b>Vision 2050</b> (2020-2050), is a broader and</p>	<b>B</b>	<p>The policy exists but not fully implemented because there are many youths with qualification chasing too few job opportunities.</p>	<b>A</b>	<p>The succeeding Vision 2050 emphasises human capital development, skills development, and the creation of quality jobs for a modern, knowledge-based economy.</p> <p>The Vision 2050 is a comprehensive operational framework and sets out a clear strategic guidance. It serves as a foundation for shaping subsequent supply and demand strategies, particularly in youth skills development and employment. The Vision ensures alignment across sectors, for cohesive and</p>

	<p>more ambitious roadmap designed to transform Rwanda into an upper-middle-income country by 2035 and a high-income country by 2050.</p>				<p>targeted efforts to address youth employment challenges.</p> <p>Just like any long-term strategic framework, the Vision requires sustained investment and improved alignment with evolving labour market dynamics.</p>
	<p><b>Medium Term/Development plans</b></p> <p>The Target objective was to Create 1,500,000 over 214,000 annually) decent and productive jobs for economic development. For example, 778,136 jobs have been created against 857,200 NST-1 Mid-Term Target.</p> <p>Following the phased out NST-1 medium-term development plan, the government has launched a second strategy for transformation (NST-2) to accelerate economic growth, promote social transformation, and drive sustainable development aligned with Vision 2050.</p>	<b>B</b>	<p>The policy is in place but being implemented to a lesser extent.</p> <p>A total of 29,676 youth has access to finance, among these, 31% are young women. In addition, 5612 youths have been supported to access start-up tool kits.</p>	<b>A</b>	<p>During the period of NST-1 (2017-2024), over 1.3 million decent and productive jobs were created, against the 1.5 million jobs-target.</p> <p>Over the next five years, the succeeding NST-2 (2024-2029) aims to create 1.25 million productive and decent jobs, focusing on opportunities for youth and women. This ambitious medium-term development strategy will provide 250,000 new jobs annually, empowering Rwandans to build a better future for themselves and their families.</p> <p>Additionally, the National Strategies for Transformation (NST) are medium-term plans that operationalise the country's Vision 2050 by providing detailed guidance for implementing sector-specific goals.</p>
Other employment/ labor market policies targeting youth	<p><b>Direct job creation (e.g.: recruiting young people into the civil service or public works, etc.)</b></p> <p>Study findings show that 90% of the labour force in Rwanda are employed by private sector (formal and informal) and the public sector only employs 4% while non-profit organisations employ 0.5.</p>	<b>D</b>	<p>The policy for direct job creation into public service and labour does not exist.</p>	<b>A</b>	<p><b>What's working:</b></p> <p>Government of Rwanda has a structured approach to recruiting youth into government roles, guided by the National Youth Policy. This policy outlines several key strategies to ensure the active participation of young people in governance and public service.</p> <p>i) <i>Youth Empowerment Programs:</i> The policy includes various programs aimed at empowering youth through education, skills development, and leadership training</p> <p>ii) <i>Internship and Fellowship Opportunities:</i> The government provides internships and fellowships to young people, giving them practical experience and exposure to public service</p> <p>iii) <i>Inclusive Recruitment Practices:</i> There is a focus on inclusive recruitment practices to ensure that young people from diverse backgrounds, including women and persons with disabilities, have</p>

					<p>equal opportunities to join the public sector</p> <p>iv) <i>Youth Representation</i>: The policy encourages the inclusion of youth representatives in decision-making bodies and committees to ensure their voices are heard in the governance process.</p> <p><b>The average age of a civil servant in the Government of Rwanda is approximately 35 years.</b> There is clear evidence that the government has put in ample efforts to include youth in the public sector. This reflects the government's efforts to include younger individuals in public service roles, aligning with their focus on youth empowerment and inclusive recruitment practices.</p>
	<p><b>National Youth Services</b></p> <p>Article 75 (3°) of the Constitution allocates two (2) youth Deputies in the parliament to be elected by the National Youth Council (NYC). There is also a fully functioning National Youth Council (Article 139 3b of the constitution), with committee structures from the national, down to the village level.</p>	<p><b>NA</b></p>	<p>Not covered in Y1.</p>	<p><b>B</b></p>	<p><b>What's working:</b></p> <p>The National Youth Council (NYC) in Rwanda has initiated several impactful reforms aimed at improving youth employment and empowerment. Here are some specific examples:</p> <p>i) <i>YouthConnekt Initiative</i>: This program connects young people to various opportunities, including employment, entrepreneurship, and civic engagement. It has led to the creation of numerous jobs and business ventures for the youth</p> <p>ii) <i>Technical Vacation Program (IGIRE Program)</i>: In partnership with various stakeholders, the NYC has implemented this program to provide technical and vocational training to young people, equipping them with skills for self-employment and the job market</p> <p>iii) <i>YouthConnekt Awards</i>: These awards recognize and support innovative youth-led projects and businesses, providing them with funding and mentorship to scale their initiatives</p> <p>iv) <i>Youth Holidays Program ("Intore mu Biruhuko")</i>: This program engages young people during school holidays in productive activities, including community service, leadership training, and skills development.</p> <p>iv) <i>Youth Holidays Program ("Intore mu Biruhuko")</i>: This program</p>

				<p>engages young people during school holidays in productive activities, including community service, leadership training, and skills development.</p> <p><b>What's not working:</b></p> <p>i) Mechanisms to amplify youth voices in policymaking exist and are operational but often lack local impact. Youth employment policies are formulated at higher levels and passed down to local levels without meaningful youth input.</p>
<p><b>Unemployment compensation</b></p> <p>There is no provision for unemployment benefits under Rwandan Labour laws.</p>	<b>D</b>	There is no provision for unemployment benefits under Rwandan Labour law.	<b>D</b>	<p><b>The policy does not exist.</b></p> <p>However, through the VUP programme, financial assistance is provided to vulnerable households, including youth.</p>
<p><b>Placement services and job-search assistance</b></p> <p>Initiatives such as Employment Service Centres (ESCs) and youth-friendly YEGO centres provide career guidance, job-matching services, and training.</p>	<b>NA</b>	Not covered in Y1.	<b>B</b>	<p><b>What's working:</b></p> <p>i) Placement services and job-search assistance policies are in place.</p> <p>ii) There is a growing ecosystem of private sector participation in placement and job search assistance initiatives.</p> <p><b>What's not working:</b></p> <p>i) Challenges include limited coverage as previously mentioned, insufficient resources, and inadequate follow-up to track employment outcomes.</p> <p>ii) Despite the private sector-led placement and job search assistance initiatives, they tend to be accessible to youth in urban areas.</p>
<p><b>Subsidized employment</b></p> <p>The government does not have that provision be it individual wages, giving economic security.</p>	<b>D</b>	The policy on subsidized employment does not exist.	<b>B</b>	<p><b>What's working:</b></p> <p>Rwanda has policies that support subsidized employment, primarily through its National Employment Policy. This policy includes several measures aimed at promoting employment, particularly for vulnerable groups such as youth and women. Here are some key aspects:</p> <p>i) <i>Wage Subsidies</i>: The government provides wage subsidies to employers who hire young people, women, and persons with disabilities. This helps reduce the cost of employment for businesses</p>

					<p>and encourages them to hire more from these groups</p> <p>ii) <i>Public Works Programs</i>: These programs offer temporary employment opportunities, particularly in rural areas, to help reduce unemployment and provide income support</p> <p>iii) <i>Skills Development and Training</i>: The policy emphasizes the importance of skills development and vocational training to enhance the employability of young people and other vulnerable groups</p> <p>iv) <i>Support for Entrepreneurship</i>: There are various initiatives to support young entrepreneurs, including access to finance, mentorship, and business development services.</p> <p><b>What's not working:</b></p> <p>i) The initiatives highlighted above are welcomed however the long-term sustainability remains a challenge in light of public resource constraints and the impact (types and quality of jobs created).</p>
Policies taking care of vulnerable groups	<p><b>Young women (access and participation)</b></p> <p>Girls' education policy in science and Technology, politics and government offices</p> <p>Education policy to promote Science, Technology, Engineering and mathematics (STEM) subjects and encouraging young girls to enroll. Women representative in Parliament of Rwanda make 52% and in government offices.</p>	<b>B</b>	<p>The policy exists but the objective of the policy has not been fully realized. Women are still few in STEM subjects and in high profile government offices.</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) Rwanda has implemented significant reforms aimed at addressing gender disparities in education and employment.</p> <p><b>What's not working:</b></p> <p>i) There are persisting cultural and structural barriers to young women's labour force participation.</p> <p>ii) Deficiencies in planning and monitoring gender data also limits targeted interventions, especially for women and vulnerable sub-groups such as teen mothers—encouraging gender gaps in the workforce.</p>
	<p><b>Migrant workers, refugees, Internally Displaced Persons (IDPs)</b></p> <p>In February 2018, the government of Rwanda officially adhered to the Comprehensive Refugee Response Framework (CRRF), thus providing a favourable</p>	<b>B</b>	<p>The policy to support vulnerable people exists but not fully operational. The policy is inclusive and leaves no one behind in terms of taking care</p>	<b>B</b>	<p><b>What's working:</b></p> <p>i) The regulatory environment has become more favourable to refugee education, employment and entrepreneurship. The lack of an encampment policy in the country allows refugees to move outside designated camps to</p>

	protection- environment for refugees.		of vulnerable groups.		pursue wage-earning or self-employment opportunities. ii) Flagship programmes such as Youth Connekt have promoted equitable economic opportunities by deliberately including young refugees' competition categories.
	<p><b>NEETs, Young people with disabilities, Rural workers, and other marginalized groups...</b></p> <p>Programmes such as under the National employment Policy (NEP) and VUP social protection programmes aim to support the groups through skills development, access to financial resources, and public works opportunities.</p>	<b>NA</b>	Not covered in Y1.	<b>B</b>	<p><b>What's not working:</b></p> <p>Policies targeting NEETs, young PWDs, rural youth are in place however their operationalisation remains weak. Challenges include:</p> <p>i) The concentration of youth employment programmes in urban areas leaves rural youth underserved.</p> <p>ii) Inadequate disability mainstreaming in youth employment policies emphasising systemic barriers to equitable access. The lack of clear guidelines and proper support for businesses limits participation, leaving youth with disabilities excluded and policies ineffective.</p> <p>iii) The lack of a robust monitoring system capable of collecting quality data on youth with disabilities hinders a full understanding of the extent of exclusion from employment opportunities for vulnerable youth groups.</p>

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Policies and Programs		Score	Comments
YEPs to enhance youth employability	<p><b>National Youth Policy (2004)</b> It is a comprehensive policy to empower youth and identified capacity build through education and training to enhance youth employment.</p>	C	Different reports and the interviews with different stakeholder indicate the policy failed to realize its objectives due to lack of monitoring and evaluation systems and detailed implementation strategy and target; no resource allocated for the stated activities; no meaningful participation of the stakeholders and the youth.
	<p><b>Youth Development package (2006, revised in 2017)</b> Aspire to address the youth unemployment by equipping with practical skills via apprentice and internships programs.</p>	C	Document reviews and interviews with the stakeholder show that the package was very ambitious and impractical due to a serious lack of coordination among the entities working on youth as well as short-lived nature of intervention type as it was developed in tandem with electoral cycles. Furthermore, the practical skills that were planned to be delivered through apprentice and internships mechanism not implemented.
	<p><b>Growth and Transformation Plan I (2010/11-2014/15)</b> Planned to increase TVET intake capacity</p>	B	The target was to increase TVET intake capacity to 1.13 million but the total enrollment at the end of the plan period was 335, 762 below that of the initial period.
	<p><b>Growth and Transformation Plan II (2015/16-2020/21)</b> Envisaged to equip the unemployed youth with skill and Knowledge by providing short-term training via TVET, trainings to engage in agro-processing industries</p>	B	The target was to train 1.5 million youth in TVET but 2.2 million youth received training in TVET by 2017. Although it achieved beyond the planned in terms of the TVET trainees, there is serious skill mismatch in the labor market particularly no information is available regarding the training on agro-processing.
	<p><b>Rural job (RJOCS) (2017)</b> Envisaged to the address the rural youth underemployment and unemployment by providing skill/language training s to be engaged in the megaprojects such as sugar factories or dam construction, finding jobs in rural institutions of cooperatives.</p>	C	No specific targets and the number of jobs created unknown.
YEPs to promote youth entrepreneurship	<p><b>Youth Revolving Fund (2017)</b> Established with a capital of 10 billion ETB to provide loan for viable projects proposed by the youth.</p>	C	After the establishment, reports indicate that about 4.4 billion ETB was distributed to 39,000 new businesses benefiting about 224,000 youth. However, the program failed to achieve its core objective because loan repayment is almost nonexistent resulting in the program's interruption. The program requires a major amendment of the existing modalities and procedures before recommencing.

	<p><b>Rural job (RJOCS) (2017)</b> Envisaged to address the rural youth underemployment and unemployment by encouraging participating in micro, small and medium enterprises to promote rural entrepreneurship in the form of business community models.</p>	<b>C</b>	The program has not indicated specific targets and the number of businesses created is also unknown; and the agricultural value-addition and market access are not addressed. Additionally, the rural non-farm sector, expected to create job opportunities for the youth, is missing in the program implementations except for the rhetoric in the different rural development forums.	
	<p><b>Growth and Transformation Plan II</b> The plan envisioned to creating job opportunities for the youth in the manufacturing sub-sector through Micro and Small Enterprises (MSEs) as follows:</p>	Train youth in entrepreneurship and business management skills	<b>B</b>	Planned to train 6 million youth in entrepreneurship and business management skills but 2.2 million received training.
		Benefit youth from access to credit	<b>C</b>	Planned to provide credit service to 3.42 million youth but there is no evaluation report available in the public domain regarding credits provided from the formal sources.
		Provide 10.98 billion loan ETB million to youth	<b>B</b>	Planned to disburse 10.98 billion ETB loan to 2.19 million youth. Although there is no evaluation report, the youth revolving fund was designed with a capital of 10 billion ETB and partly implemented in the GTP II.
		Create market linkages for youth-owned enterprises	<b>B</b>	Planned to create market linkages for 2 million youth. Government report indicates about 98% of youth-owned enterprises benefited but not verified by independent evaluation
	<p><b>Common Interest Groups (CIG)</b> The Agricultural Growth Program aimed to increase smallholder commercialization by establishing and strengthening youth CIGs</p>	<b>B</b>	Although the target is unknown, about 1,066 youth CIGs were established and 2,060 youth CIGs were strengthened with total of members 13,390 and 25,198 respectively. The level of achievement cannot be known without target.	
Policies to protect youth rights	<p><b>National Youth Policy – 2004</b> The policy was designed with the objective of facilitating and promoting of the youth active participation in the political, social and economic affairs of the country.</p>	<b>C</b>	The policy fails to specify detailed implementation strategy including stable institutional arrangements, manuals, tools, budget, etc.	
	<p><b>Youth Development Package</b> Among the core components of the packages is to address the youth exclusion and lack of participation forums by building youth centers.</p>	<b>C</b>	Overall about 3000 recreation centers were built, but most them not functional. Of the few operational, they provide substandard services and not convenient for the purposes intended such as recreation and capacity building.	
Economy-wide enablement	<p><b>Sustainable Development and Poverty Reduction Strategy</b> The strategy has planned to provide training via TVET - which enrolls grade 10 students - and employment opportunities for 130,000 students.</p>	<b>B</b>	It achieved 81% of its target of providing training in TVET and reduced urban unemployment by 40%. But there is skill mismatch with the labor demanded in the market.	

	<b>PASDEP</b> Recognized the importance of MSEs and TVET to address urban youth unemployment, target to create jobs MSEs and by constructing new housing units in condominium blocks.		<b>A</b>	Planned to create 200,000 jobs via MSEs expansion and created about 542,000 jobs while in the construction industry planned 360,000 jobs and created 176,000 jobs. Implementation capacity with clear targeted goals.
	<b>Growth and Transformation Plan I</b> Planned to create 182,000 and 740,000 jobs through Integrated Housing and MSEs respectively.		<b>A</b>	The jobs created during the plan period were about 9.5 million jobs in the MSEs while 400,000 jobs in the construction industry. Coordination among the different government institution was high.
	<b>Urban productive Safety Net and Job creation program (2016-2020)</b> Aimed to improve livelihood of citizen under poverty in urban and provide support in three phases: public work beneficiaries, conditional cash transfer to increase employability, and conditional cash transfer to support income from employment.		<b>B</b>	No data available on the planned target. But during the program period about 8.2 million jobs created, 38.3billion Birr loan provided to MSEs owners of which 6.8% repaid within the period, and short-term market linkage training provided to 4.7 million MSEs owners and market linkage created to 4.4 million MSEs. Two line ministries namely MoWSA and MoUD are in charge of implementation and there coordination among them is weak.
	<b>Agricultural Growth Plan II (2016-2021)</b> Designed to increase smallholder commercialization via strengthening Common Interest Groups (CIGs) and put capacity development, financial and input support, market linkages and development market infrastructures as strategies.		<b>B</b>	Although the initial target is unknown, during the plan period a total of 3189 CIGs and 997 RUSACOs established, 679 CIG promoted to primary farmers cooperatives (PFCs) leading to formation of 313 new cooperatives, 2715 FCs strengthened and 232 market linkages created.
Other employment/ labor market policies targeting youth	<b>National employment policy and Strategy</b>	Establishing One-stop Center Registration for job seeker to facilitate job matching	<b>B</b>	The number of registered youth and placed in jobs is sharply decreasing over time. This is an indication of limited capacity of implementation.
		<i>Improving quality of education and TVETs</i>	<b>B</b>	The data from the stakeholders' interview indicates the quality of education and training is deteriorating from time to time providing skills less demanded in the labor market. The university-industry linkage is not being implemented as envisioned and the TVETs lack practical lesson.
	<i>Youth employment policy</i>		<b>D</b>	The policy doesn't exist at all.
	<i>Minimum wage policy</i>		<b>D</b>	The policy doesn't exist at all.
	<i>Unemployment compensation policy</i>		<b>D</b>	The policy doesn't exist at all.

	<p><b>National labor Proclamation and Occupational safety and Health Directives</b>  <i>The directive requires employers to provide necessary occupational safety and health measures</i></p>	B	<p>Although the labor proclamation includes provisions to protect workers from exploitation and hazardous working conditions, such rights are weakly implemented in the public sector and largely ignored in the private sector. Furthermore, rights of the youth working in the Industrial Parks and Commercial Farms not protected at all.</p>
Policies taking care of vulnerable groups	<p><b>National Plan of Action of Persons with Disabilities (PWDs)</b>  The proclamation states the right to employment of PWDs and outlaws any discriminatory practices that hinder equal opportunities of employment of PWDs</p>	B	<p>The recruitment process in the public sector awards additional 4% of the total score for candidates with disability to comply with affirmative action requirements. However, the discussions with persons with disability (PWDs) groups reveal that the premises and working environment are not friendly to PWDs. Furthermore, the private sector systematically excludes PWDs applicants.</p>
	<p><b>Refugees Proclamation (No. 1110/2019)</b>  This proclamation, replaces the previous refugee proclamation, recognizes refugee or asylum seekers entitlement to education, training and employment.</p>	C	<p>The focus group discussions with refugees show that the proclamation remains on paper because it is difficult to get refugee registration certificate let alone the training and employment benefits.</p>

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