

# TORINO PROCESS SYSTEM MONITORING REPORT: GEORGIA (2023)



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This Torino Process monitoring was carried out in partnership with national authorities, experts, and stakeholders in Georgia under the coordination of Ms Sophio Bujashvili, International Relations Manager, Skills Agency of Georgia, who is also the national coordinator of Georgia for the current round of the Torino Process.

The European Training Foundation (ETF) wishes to thank the national authorities of Georgia, Ms Sophio Bujashvili, and all national stakeholders for their invaluable contribution and the provision of the accurate and extensive information in support of this monitoring exercise.

This monitoring report was prepared by a team led by Mihaylo Milovanovitch, Senior Human Capital Development Expert and Coordinator for System Change and Lifelong Learning at the ETF. The report follows a proprietary monitoring methodology developed by the same team and is based on evidence collected, processed, analysed, and verified by the ETF and by national stakeholders in Georgia under the overall coordination of Ms Sophio Bujashvili as the national Torino Process coordinator for Georgia.

## KEY TAKEAWAYS

- **Scope of system performance monitoring:** The Torino Process monitoring covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C.
- **Access and attractiveness:** VET in Georgia exhibits strong performance in certain areas like the accessibility of initial VET and progression of learners towards graduation, showcasing it as an attractive and accessible choice among other learning alternatives. However, a significant gap is observed in the accessibility of CVET and other lifelong learning opportunities for adults. Access to CVET in particular is constrained by a limited number of places against a backdrop of rising demand. While the environment is favourable for transitions between consecutive tracks of education and training, the ease of transition between parallel tracks is only moderate, indicating a level of rigidity once enrolled. There is need for focused attention to enhance the accessibility and flexibility of learning opportunities for adults CVET to better support them in their educational and career pursuits.
- **Quality and relevance:** Georgia's VET system effectively bridges learning with the world of work, fostering a solid engagement between VET institutions and the labour market, which nurtures skills and competencies in line with employer demands. However, this positive engagement oddly does not reflect in better employability rates post-graduation. The accessibility of information regarding professions and education programmes is also slightly below par, which might be a factor affecting employability. While the VET system shows a promising potential in digitalization, addressing current and emerging market demands, there is scope for a stronger focus on the green transition. The mixed yet positive performance in responding to market trends, if sustained and well-translated into relevant skills for graduates, could potentially bridge the observed employability gap, enhancing the overall effectiveness of the VET system in preparing graduates for the job market.
- **Excellence and innovation:** The monitoring results show a mixed landscape of performance in support for excellence and innovation the VET system of Georgia. While excellence in pedagogy and teacher development trails the average of other countries in the Torino Process, there is a strong orientation towards highest quality practices in governance and provider management, reflecting robust modernization efforts. Additionally, there is a strong commitment to social inclusion and equity. Georgia's VET system is also receptive to innovation, particularly in promoting access and quality. However, innovative solutions do not seem to easily translate into systemic implementation. This underscores the need for a coordinated approach to transition innovative practices into tangible, system-wide improvements to the benefit of all learners.
- **System management and organisation:** The organisation of VET in Georgia shows a mix of strengths and weaknesses across various domains. Notable strengths include system accountability and reliable quality assurance mechanisms, reflecting a solid framework for ensuring education and training quality, alongside commendable performance in the professional capacity of leadership staff. Financial resources for VET are allocated with relative efficiency, and teacher and trainer management also fares better than average. Work is still ongoing in securing adequate material base for VET providers, supporting data availability and use, and engaging with private sector and external stakeholders concerning lifelong learning opportunities. The level of internationalisation in IVET and CVET can be further boosted through intensification of engagement with international educational frameworks and of exposure to global best practices in VET.
- **Quality and reliability of monitoring evidence:** The monitoring results of Georgia are more comparable than those of other countries participating in the Torino Process, on average. However, they are slightly more susceptible to bias. Additionally, Georgia tends to self-assess the performance of its VET system more positively compared to other countries involved in this round of Torino Process monitoring.

# 1. INTRODUCTION

## 1.1 Focus and scope of monitoring

This report summarises the results of monitoring VET system performance in Georgia, initiated in the context of the Torino Process in 2022 and completed in 2023.<sup>1</sup> “Performance” describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL). “VET system”<sup>2</sup> refers to the network of institutions, people, policies, practices, resources, and methodologies in a country and the way in which they are organised to provide individuals of any age with the practical skills, knowledge, and competencies needed for specific occupations, trades, or professions.

The focus of monitoring is on the contribution of initial and continuing VET (IVET and CVET) to the learning activities of youth and adults in any learning setting (formal and non-formal), undertaken to improve their knowledge, skills, competences, and qualifications for personal, social and/or professional reasons. The purpose of the Torino Process monitoring exercise is to provide decision-makers, practitioners, and stakeholders with a reliable basis for informed decisions about policy improvement, resource allocation, strategy design, and follow-up analysis in support of lifelong learning.

The monitoring framework which underpins this report covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C. Within these areas and their dimensions, the Torino Process tracks a total of 30 system deliverables (outcomes)<sup>3</sup> - the extent to which they are being delivered and how equitably they are distributed to thirteen groups of learners according to age, gender, socio-economic background, labour market and migration status, and typical learning setting.

The monitoring provides information in the form of a system performance index (SPI) for each of these outcomes and learner groups they serve, to a total of 82 indices per country.<sup>4</sup> The SPIs can range from 0 to 100, where 100 indicates maximum or best performance. The indices describe VET system performance in formal and non-formal learning settings for youth and adults, females and males, disadvantaged learners, long-term unemployed jobseekers, economically inactive populations, and first-generation migrants.

This report showcases a selection of key monitoring results based on those indices, as follows: overall performance by broad monitoring dimension (Section 2.1), performance by specific area and system deliverable (Section 2.2 and subsections), and performance in support of specific groups of learners (Section 2.3). The report also provides an international average score<sup>5</sup> for these results for reference purposes, and, where relevant, it showcases disaggregated data used to calculate the system

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<sup>1</sup> The Torino Process is a multiannual review of vocational education and training (VET) in countries in East and South-East Europe (including Turkey), Central Asia, and the South and East Mediterranean region, which the ETF is carrying out in partnership with countries in these regions on a regular basis since 2010. For more information see <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>

<sup>2</sup> This report may use “VET”, “VET system”, and “system” interchangeably.

<sup>3</sup> Further in the report “outcomes” and “deliverables” are used interchangeably.

<sup>4</sup> In rare cases where evidence is missing, the number of SPIs for a country can be lower.

<sup>5</sup> “International average” refers to the average for countries participating in the Torino Process. At the time of preparation of this monitoring report, the evidence collection for some countries was still ongoing. As additional countries complete the monitoring exercise, the international averages shown in this report may change.

performance indices and information provided by national authorities through the monitoring questionnaire. Links to the full dataset for Georgia, the questionnaire, the Torino Process monitoring framework, and methodology can be found in the third and final section of this document.

## 1.2 Comparability and reliability of monitoring data

The evidence for this monitoring report was collected and analysed in several steps from September 2022 until April 2023. After an initial round of collecting internationally comparable indicators for each of the system outcomes and learner groups covered by the monitoring framework, the ETF compiled a supplementary questionnaire for national authorities and stakeholders in Georgia to gather information about outcomes and groups of learners for which such indicators were missing. The responses to the questionnaire were quantified and integrated with the rest of the monitoring data into a repository of mixed evidence, which was then used to calculate the system performance indices presented in this report.

In addition to messages about system performance, the monitoring delivers information also about the international comparability of results of each country, the extent to which these results may be susceptible to bias, and how self-critical a country is when it reports about its policy and system performance for external monitoring purposes. This is possible because the monitoring methodology foresees keeping accurate records about the availability, origin and type of evidence used to calculate the 82 performance indices and corresponding results for each country, including Georgia.

**FIGURE 1. COMPARABILITY AND CONSISTENCY OF MONITORING RESULTS: GEORGIA (2023)**



The monitoring results of Georgia are more comparable than those of other countries participating in the Torino Process, on average. However, they are slightly more susceptible to bias. Additionally, Georgia tends to self-assess the performance of its VET system more positively compared to other countries involved in this round of Torino Process monitoring, as illustrated in Figure 1.

## 2. MONITORING RESULTS: GEORGIA

### 2.1 Policy and system performance in 2023: overall results

The Torino Process monitoring draws on multiple, often disparate, information sources and data. To facilitate a quick, efficient, and focused communication of key messages despite the diversity of information collected, the reporting of monitoring results aggregates the evidence in ways which facilitate a quick overview of system performance without sacrificing too much detail.

The eight monitoring dimensions mentioned in the previous section are the top layer of reporting in this respect. They capture VET system performance in various domains, the selection of which is aligned with national and international country commitments and reform and development priorities concerning learning. These eight dimensions are described as follows:

**TABLE 1. DIMENSIONS OF POLICY AND SYSTEM PERFORMANCE MONITORING THROUGH THE TORINO PROCESS**

No.	Dimension	Description
A.1	<b>Access to learning</b>	This dimension captures the degree to which initial VET (IVET), continuing VET (CVET), and other adult learning opportunities to which VET could contribute, are accessible and attractive for learners irrespective of who they are and why they wish to engage in learning.
A.2	<b>Participation in learning</b>	This dimension captures the likelihood of VET learners to survive and thrive in the education and training system by looking at its vertical and horizontal permeability, that is whether learners can switch between general and vocational pathways and between formal and non-formal learning, as well as whether they complete their learning.
B.1	<b>Quality and relevance</b>	This dimension captures the extent to which learners in IVET and CVET are provided with basic skills and key competences, whether their learning has exposure to, and is relevant for, employment, and also whether they are provided with adequate career guidance.
B.2	<b>Excellence</b>	This dimension captures the presence of system-wide policies and measures to promote highest quality practices and results in teaching and training, content design and provision, governance and VET provider management, and equity and social inclusion.
B.3	<b>Innovation</b>	This dimension captures the presence of innovative practices and priorities on system level in the areas of access to learning, support for successful completion of learning, and quality of learning and training outcomes.
B.4	<b>VET system responsiveness</b>	This dimension captures the extent to which curricula for youth and adults consider themes of significance for sustainability, climate change awareness, and digitalisation, as well as whether the IVET and CVET systems are responsive to labour market needs, demographic changes, and socio-economic developments.
C.1	<b>Steering and management</b>	This dimension captures the availability of evidence for informed decision-making, the degree to which governance of VET is participatory, the presence and transparency of quality assurance arrangements, the quality and capacity of staff in leadership positions, and the degree of internationalisation of IVET and CVET.
C.2	<b>Resourcing</b>	This dimension captures the adequacy and efficiency of human and financial resources in IVET and CVET, and the extent to which the material base for learning and training is adequate, that is – conducive to effective teaching, training, and learning.

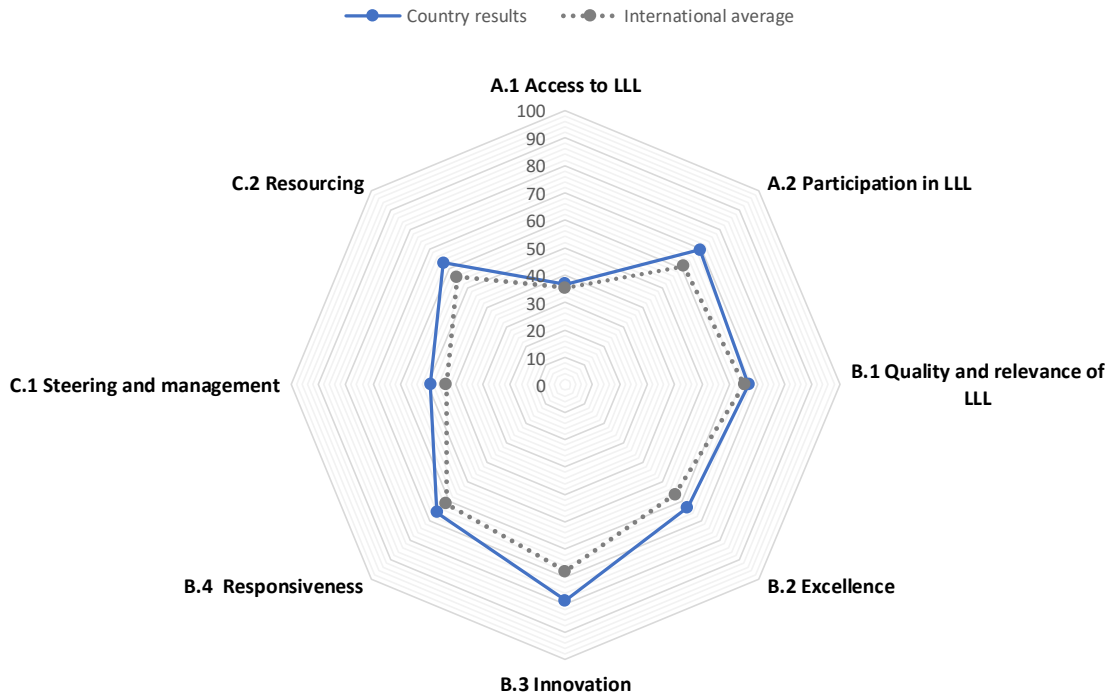
The monitoring results depict a VET system that is generally aligned with international benchmarks, with particular strengths in innovation, participation in learning, and responsiveness to external developments. However, there remains room for improvement in enhancing access to learning and further bolstering the governance framework to ensure sustained quality and relevance in the VET offering.

In more specific terms, VET in Georgia is only moderately accessible and attractive, both for youth and adults (Dimension A.1, SPI of 37). Once in VET, however, learners are likely to progress and graduate successfully and navigate through, and switch between, different programmes with relative ease, if they wish to (Dimension A.2, SPI of 69).

Learners can also expect education and training of quality and relevance that is on par with that offered by other countries, on average, and acquire basic skills and key competences that are pertinent to employment, along with adequate career guidance (Dimension B.1, SPI of 67). The presence of system-wide policies and measures promoting high-quality practices in teaching and training, content design, and governance, further enhance the overall learning experience (Dimension B.2, SPI of 63).

The monitoring data suggest that VET in Georgia prioritises innovative practices and priorities at the system level, particularly in the areas of access to learning, support for successful completion of learning, and quality of learning and training outcomes (Dimension B.3, SPI of 79). The curriculum is responsive to forward-looking themes such as sustainability, climate change awareness, and digitalisation, and aligns to a considerable degree with developments in the labour market (Dimension B.4, SPI of 66).

**FIGURE 2. INDEX OF SYSTEM PERFORMANCE BY MONITORING DIMENSION, GEORGIA AND INTERNATIONAL AVERAGE (2023)**



*Theoretical<sup>6</sup> index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

The evidence further shows that steering and management of VET provide a reasonably solid foundation for informed decision-making, participatory governance, and quality assurance, although like in other countries, there is ample room for improvement, as will be discussed in the next section

<sup>6</sup> The Torino Process makes a distinction between theoretical (full) index range and index range used for reporting purposes. For reporting purposes, rare instances of extreme values on the low end (SPI < 10) and on the high end (SPI > 90) of the index scale are truncated at the upper (10) and lower (90) decile end. This means that the reporting does not discriminate SPI values below 10 and above 90. The international average, on the other hand, is calculated using the full range of the index.



(Dimension C.1, SPI of 49). The allocation of human and financial resources in IVET and CVET appears to be at a level conducive to effective teaching, training, and learning, yet the material base for learning and training could see further improvement (Dimension C.2, SPI of 63).

## 2.2 Policy and system performance in specific areas of monitoring and against specific outcomes

VET performance in Georgia in the eight monitoring dimensions presented above is driven by 30 policy and system outcomes. It is through these outcomes that the IVET and CVET subsystems work to meet the needs and expectations of stakeholders, particularly of youth and adult learners. This section of the monitoring report presents findings about system performance on the level of these deliverables. To facilitate reading and the navigation of content, the section groups the presentation of the 30 outcomes by the three major areas of commitment to learners, which were introduced in the first section of this report: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). Reporting in Area B, the largest by the number of outcomes, is divided into B (1) and B (2).

### 2.2.1 Area A. Opportunities for lifelong learning: access and participation

In Area A (Access and participation in opportunities for LLL), the Torino Process tracks the first two monitoring dimensions presented in Section 2.1 – access/attractiveness and participation, with six system outcomes (Table 2).

These outcomes include access to IVET, CVET, and other opportunities for lifelong learning, the vertical and horizontal permeability of the VET system, as well as the prospects of learners in IVET and CVET to graduate and - where relevant – progress to subsequent levels of education and training. The outcomes included under Area A are defined as follows:

**TABLE 2. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA A: ACCESS AND PARTICIPATION**

Code	Deliverable (outcome)	Description
A.1.1	<b>Access and attractiveness: initial VET</b>	This outcome captures the degree to which initial VET is an attractive educational choice in comparison with other learning alternatives, and whether that choice is accessible to various target groups of learners.
A.1.2	<b>Access and attractiveness: continuing VET</b>	This outcome captures the degree to which continuing VET is an attractive choice in comparison with other skills development alternatives, as well as whether that choice is accessible to various target groups
A.1.3	<b>Access to other opportunities for LLL</b>	This outcome captures access to other opportunities for lifelong learning not covered by outcomes A.1.1 and A.1.2 and VET, such as active labour market policies (ALMPs)
A.2.1	<b>Flexible pathways: vertical permeability</b>	This outcome strives to capture the vertical permeability of the education and training system vis-à-vis initial and continuing VET, understood as possibility for transition between consecutive tracks of education and training (general and vocational).
A.2.2	<b>Flexible pathways: horizontal permeability</b>	This outcome strives to capture the horizontal permeability of the education and training system vis-à-vis initial and continuing VET, understood as the possibility for transition between parallel tracks of education and training (general and vocational), and between formal and non-formal learning settings
A.2.3	<b>Progression and graduation of learners</b>	This outcome refers to the degree of success (graduation, progression) of learners in VET, for instance in comparison with other education and training alternatives

VET in Georgia performs well against certain outcomes like the accessibility of initial VET and progression of learners towards graduation, but there are evident gaps in the degree to which continuing VET and other opportunities for lifelong learning are accessible and attractive to adult learners. According to information by national authorities, system performance in support of access to initial VET

is notably high, which suggests that initial VET is an attractive and accessible choice among other learning alternatives (Outcome A.1.1, SPI of 90). This level of performance surpasses the international average by a significant margin.

The Georgian Law on Vocational Education further supports this accessibility, ensuring that all citizens have the opportunity to enrol in IVET programmes after basic education, with no age restrictions. The financial backing by the state of both public and private IVET providers, especially for programs aligning with national priorities, reflects a commitment to vocational education. The introduction of a nuanced selection and enrolment procedure in 2021, aimed at better gauging the aptitude and motivation of applicants, is a step towards aligning vocational education with individual and societal needs.

However, CVET emerges as a markedly limited option for adult learners in Georgia (Outcome A.1.2, SPI of 10). Although other countries struggle in this domain as well, it is important to acknowledge that performance of each country in this domain, whether strong or weak, arises from a distinct and often unique blend of factors. These factors may influence the accessibility or attractiveness of CVET opportunities, or in some instances, both.

According to official information, CVET in Georgia is attractive. Between 2020 and 2022, enrolment in CVET grew by an impressive 159%, albeit from a low base. However, system performance in this domain is constrained by limited enrolment capacity, with demand for CVET outstripping the supply of places by a sizeable margin. The initiative of the state to formalize short-term training and retraining programs under CVET, and the subsequent engagement of private sector providers, is a step towards meeting labour market needs swiftly. Yet, the scale of this improvement is yet to match the level of accessibility and attractiveness observed in initial VET.

Similarly, access to other opportunities for LLL, such as active labour market policies (ALMPs), is also an area of markedly low results (Outcome A.1.3, SPI of 10). These areas present a stark contrast to the accessibility of initial VET and suggest a need for focused attention.

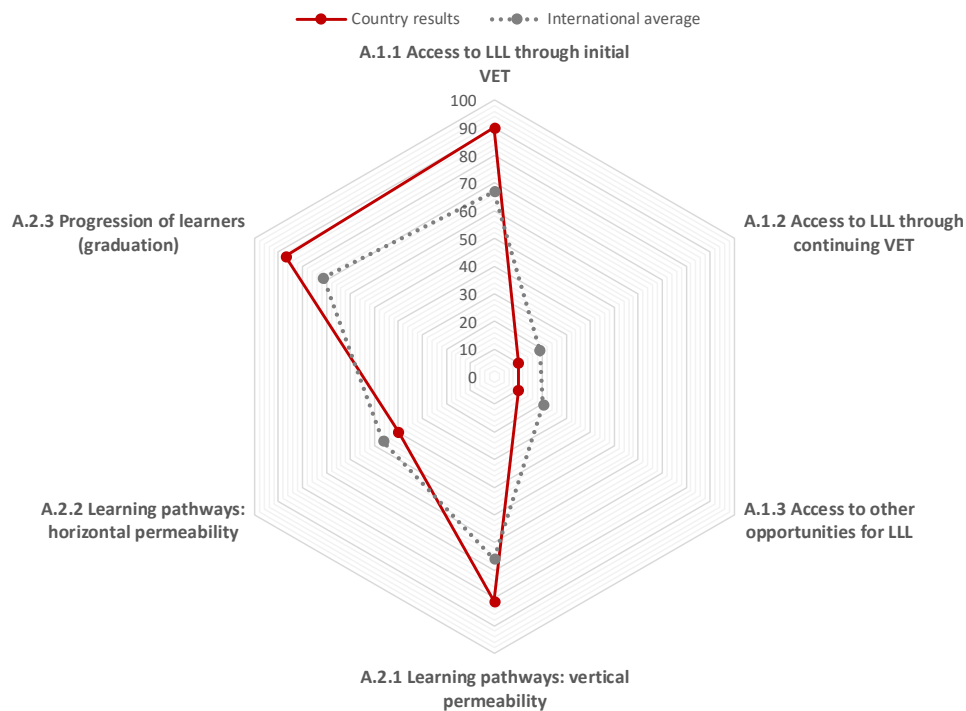
Learners in VET can expect to benefit from an environment which is favourable to transitions between consecutive tracks of education and training, whether general or vocational (Outcome A.2.1, SPI of 81). The recent amendments in the legal framework have aimed to eliminate the so-called "educational dead-end" by allowing transitions to higher levels of education post vocational training. This is further supported by the introduction of secondary VET programs since 2019, which integrate general education with vocational training, facilitating a smoother transition to academic education for interested students.

However, system performance in support of horizontal permeability, which reflects the ease of transition between parallel tracks of education and training, is only moderate (Outcome A.2.2, SPI of 40). The recognition of learning outcomes achieved within the framework of formal education, including the validation of non-formal education by 8 VET institutions across 11 educational fields, is a step towards enhancing horizontal permeability, although the impact of these measures is yet to be fully realized.

Lastly, the good results regarding progression and graduation (Outcome A.2.3, SPI of 87) indicate that VET in Georgia is quite effective in supporting learners throughout their programmes and until graduation. The average dropout rate for IVET programs, standing at 30-35% between 2017 and 2021, and 15% for CVET programs, is a challenge acknowledged in the Unified Education Strategy and the VET Development Strategy. Efforts like midterm evaluations, qualification exam models involving Sectorial Skills Organizations, and the introduction of extracurricular activities aimed at developing key

competencies and life skills are mechanisms in place to mitigate dropout rates and enhance student retention. The modest increase in enrolment figures, the establishment of supportive agencies like the Skills Agency, and the introduction of policy instruments are indicative of efforts to improve Georgia's VET landscape, albeit with room for further expansion and enhancement..

**FIGURE 3. PROMOTING ACCESS AND PARTICIPATION IN OPPORTUNITIES FOR LLL - INDEX OF SYSTEM PERFORMANCE, GEORGIA AND INTERNATIONAL AVERAGE (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

### 2.2.2 Area B (1). Lifelong learning outcomes: quality and relevance

In the first part of Area B (Quality and relevance of LLL outcomes), the Torino Process follows another two of the dimensions presented in Section 2.1, namely quality/relevance and responsiveness of VET, with a total of eight policy and system outcomes.

These outcomes cover the quality of learning of youth and adults in VET in terms of key skills and competences, the exposure of learners in VET to the world of work, the employability of graduates from IVET and CVET, the availability of career guidance for them, as well as the relevance of learning and training content in VET. Under relevance, the monitoring records the responsiveness of the VET programme offering to demographic, labour market, and socio-economic developments, as well as the inclusion in VET curricula of themes pertaining to the green and digital transition. The outcomes included under Area B (1) are defined in Table 3.

The practical relevance of IVET and CVET programmes is effectively demonstrated through a robust linkage between learning and the world of work, as suggested by the monitoring data (Outcome B.1.3,

SPI of 75). The differentiation and regulation of different Work-Based Learning (WBL) types in a real work environment has been initiated, creating some flexibility for the business sector to enter VET and explore new modalities for partnership.

**TABLE 3. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA B (1): QUALITY AND RELEVANCE**

Code	Deliverable (outcome)	Description
B.1.1	<b>Key competences for LLL, quality of learning outcomes</b>	This outcome captures the extent to which the education and training system succeeds in the provision of basic skills and key competences for learners in formal education (including IVET), as defined in regular international surveys and international assessments
B.1.2	<b>Adult skills and competences</b>	This outcome captures the extent to which adults in working age dispose of basic skills and key competences, as captured by regular international surveys.
B.1.3	<b>Links between learning and the world of work</b>	This outcome reflects the pragmatic relevance of IVET and CVET programmes through the lens of participation in work-based learning (WBL) and the share of programmes with outcomes/objectives that include a WBL component
B.1.4	<b>Employability of learners</b>	This outcome refers to the labour market relevance of opportunities for LLL as captured through evidence of labour market outcomes of graduates from IVET, CVET, and other forms of LLL with a VET component
B.1.5	<b>Opportunities for career guidance</b>	This outcome strives to capture the timely availability of up-to-date information about professions and education programmes, which information allows prospective and current students in VET to take informed decisions concerning their education and employment paths
B.4.1	<b>Relevance of learning content: green transition</b>	This outcome captures the extent to which curricula for youth and adults consider themes of significance for sustainability and climate change awareness, including "green skills" for sustainable economies
B.4.2	<b>Relevance of learning content: digital transition</b>	This outcome tracks the extent to which curricula for youth and adults incorporate themes concerning digitalisation, and the extent to which learners are provided with basic digital skills as a result
B.4.3	<b>Responsiveness of programme offering</b>	This outcome captures the degree and speed of responsiveness of initial and continuing VET systems to the needs of the labour market and to other changes concerning demography and socio-economic developments

The seemingly sturdy engagement between VET institutions and the labour market is conducive to the promotion of skills and competencies that align with the needs and requirements of employers. This is further substantiated by the legislative amendments in 2022, which defined the specific characteristics of dual and cooperative learning models. The dual approach, in particular, emphasizes achieving 50% or more of the learning outcomes in a real work environment, thereby fostering a direct connection between theoretical learning and practical application.

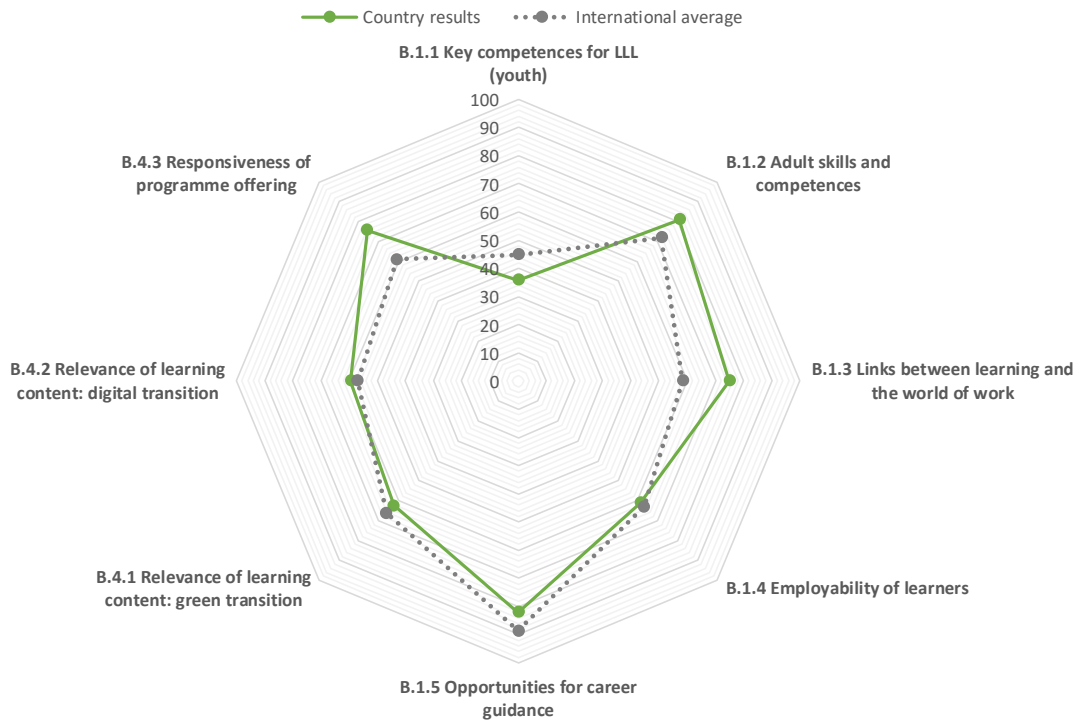
Oddly enough, this linkage does not translate into better employability. The chances of VET learners to find employment upon graduation are below the international average (Outcome B.1.4, SPI of 61). This may suggest that, despite a promising potential, there is still a discrepancy in how well the VET system prepares graduates for actual employment opportunities post-graduation. The Employer Survey (2022) and preliminary data from the Graduate Opinion Survey echo this sentiment, revealing a mismatch between employers' and graduates' assessments of basic skills, with employers being more sceptical of the readiness of graduates for the workforce.

The accessibility of current information regarding professions and education programmes, aiding informed decision-making for prospective and current VET students, is slightly below the already high international average (Outcome B.1.5, SPI of 82). This could be a contributing factor to the employability issue, as a well-informed choice of profession and education programme is crucial for successful employment post-graduation.

The Torino Process monitoring framework assesses the relevance of learning content not just in immediate terms but also from a long-term perspective. It scrutinizes the extent to which curricula

integrate forward-thinking, emerging trends such as digital and green transitions. Concurrently, it evaluates how well curricula respond to more immediate needs, like those arising from the labour market.

**FIGURE 4. SUPPORTING QUALITY AND RELEVANCE OF LLL - INDEX OF SYSTEM PERFORMANCE, GEORGIA AND INTERNATIONAL AVERAGE (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: [Torino Process monitoring database](#)

In that dimension of performance, the VET system of Georgia delivers a mixed, but still positive message. The focus on the green transition in the learning outcomes (Outcome B.4.1) trails behind the international average as the country is still in the process of developing effective ways of integrating green competences into different modules of subjects dedicated to key competences, as well transversally into sectoral curricula. However, the emphasis of Georgia on digitalization in VET (Outcome B.4.2) exceeds the norm among countries participating in the Torino Process. This result could be seen as a positive step towards enhancing employability in a digitally driven labour market. The incorporation of digital competences in all CVET and IVET programs as a mandatory component, along with the elaboration of a concept for technology enriched and blended learning, are indicative of the strides being made to modernize and upscale students' digital competences.

To be precise, the concept on integration of green competences is being developed for VET in Georgia. It will define how green competences will be integrated into different modules of subjects dedicated to key competences, as well as transversal inclusion into sectoral curricula.

VET system responsiveness to current and emerging labour market demands (Outcome B.4.3) is notably high (Outcome B.4.3, SPI of 76). If this high level of responsiveness were sustained, it could potentially mitigate the employability challenges faced by VET graduates, provided Georgia manages

to translate this into more relevant skills imparted to graduates and bridge the observed gap in employability and information accessibility. The ongoing efforts by the Skills Agency to align with the Global Skills Taxonomy, and the strategic engagement with employers in various aspects of the VET process, from applicant selection to midterm and final/qualification exams, are steps in the right direction.

Moreover, the new methodology for Qualification Development, which ensures private sector involvement in defining qualifications, along with the regular collection of labour market data at both central and institutional levels, are mechanisms aimed at ensuring that VET programs remain aligned with labour market requirements, thereby enhancing the prospects of employability for VET graduates.

### 2.2.3 Area B (2). Lifelong learning outcomes: excellence and innovation

In the second part of Area B (Excellence and innovation in support of lifelong learning), the Torino Process monitors two performance dimensions – excellence and innovation, which accommodate a total of eight system outcomes. These outcomes include excellence in pedagogy, learning content, governance, and inclusion into learning, as well as systemic innovation supporting access, participation, quality, and relevance of learning and training. The outcomes included under Area B (2) are defined in Table 4.

**TABLE 4. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA B (2): EXCELLENCE AND INNOVATION**

Code	Deliverable (outcome)	Description
B.2.1	<b>Excellence in pedagogy and professional development</b>	This outcome captures the extent to which excellence in teaching and training is an acknowledged policy priority, as well as the extent to which its implementation is bearing fruit across the education and training system, including in the domain of professional development of teachers
B.2.2	<b>Excellence in programme content and implementation</b>	This outcome captures the results of efforts to promote excellence in the content and implementation of VET programmes, with a specific focus on bringing them closer to the world of work (i.e. through work-based learning), on prioritising greening in curricula and teaching, as well as on promoting excellence in learning.
B.2.3	<b>Excellence in governance and provider management</b>	This outcome captures the results of efforts to promote excellence in the domains of financing, leadership, and governance, as well as the extent to which these examples are systemic or not
B.2.4	<b>Excellence in social inclusion and equity</b>	This outcome captures the results of efforts to promote excellence in the domain of equity and social inclusion in education and training, as well as the extent to which these examples are systemic or not
B.3.1	<b>Systemic innovation: access to opportunities for LLL</b>	This outcome captures the presence of innovative practices and policy solutions in the domain of access to opportunities for lifelong learning.
B.3.2	<b>Systemic innovation: participation and graduation</b>	This outcome captures the presence of innovative practices and policy solutions in the provision of support for participation in (and graduation from) opportunities for lifelong learning, and the extent to which they are systemic (or not)
B.3.3	<b>Systemic innovation: quality of learning and training outcomes</b>	This outcome captures the presence of innovative practices and policy solutions for raising the quality of learning and training in terms of the knowledge, skills, and abilities acquired by learners
B.3.4	<b>Systemic innovation: relevance of learning and training</b>	This outcome captures the presence of innovative practices and policy solutions for raising the labour market relevance of knowledge, skills, and abilities acquired by learners

This report identifies excellence as the presence of system-wide policies and measures to promote high-quality practices and results in various domains of policy and system delivery. The first domain under scrutiny for excellence is pedagogy and the professional development of teachers and trainers (Outcome B.2.1). Contrary to its performance in other areas, Georgia scores below the international average in this domain, with an SPI of 45 against an international average of 55. This performance largely stems from challenges with the quality of teachers and teaching in VET, specifically in CVET. At the time of monitoring, the evaluation and categorization of professional competency, along with opportunities for professional development, seemed largely overlooked.

Efforts are underway to enhance the quality of teaching and learning within VET institutions. The authorities report of novel approaches to VET teacher professional development, emphasizing formative performance evaluations to pinpoint areas for further growth within these establishments. This approach aligns with the increased annual funding for the salaries of teachers in VET. According to official information, a comprehensive policy for VET teacher reform is in the pipeline, which seeks to oversee teacher activities right from recruitment to their entire professional trajectory.

To complement this, both pre-service and in-service programs are being crafted. Additionally, the Skills Agency of Georgia offers specialized trainings for teachers. Recognizing the value of collaboration, Teacher Networks have been established across various sectors, fostering professional empowerment. The Skills Agency further supports these networks by providing opportunities and grants for collaborative initiatives. National authorities underline that, collectively, these measures are steps towards refining VET instruction through innovative methodologies, digital resources, and by bolstering the capacity of VET institutions to cultivate an internal system for teacher professional development.

VET in Georgia exhibits a high level of excellence in governance and provider management (Outcome B.2.3) with an SPI of 75, significantly above the international average of 42. This reflects the active endeavours of national authorities to improve the governance and management of its VET system with a focus on modernization, digital transformation, international-standard quality assurance, teacher development, and funding revisions. A new VET funding model has been designed as part of the VET Development Strategy (2023-2027), aiming to ensure a fair distribution of available resources among VET institutions, with a component of performance-based funding to incentivize institutions towards improving the quality of provision and services.

Furthermore, Georgia demonstrates a strong commitment to social inclusion and equity (Outcome B.2.4) with an SPI of 70, slightly above the international average of 68. The introduction of new secondary VET (Integrated) programs, which provide graduates of basic level of education (Grade 9) an opportunity to study VET program while completing general education school courses simultaneously, is a step towards strengthening the LLL offer in the country and ensuring high permeability in the education system

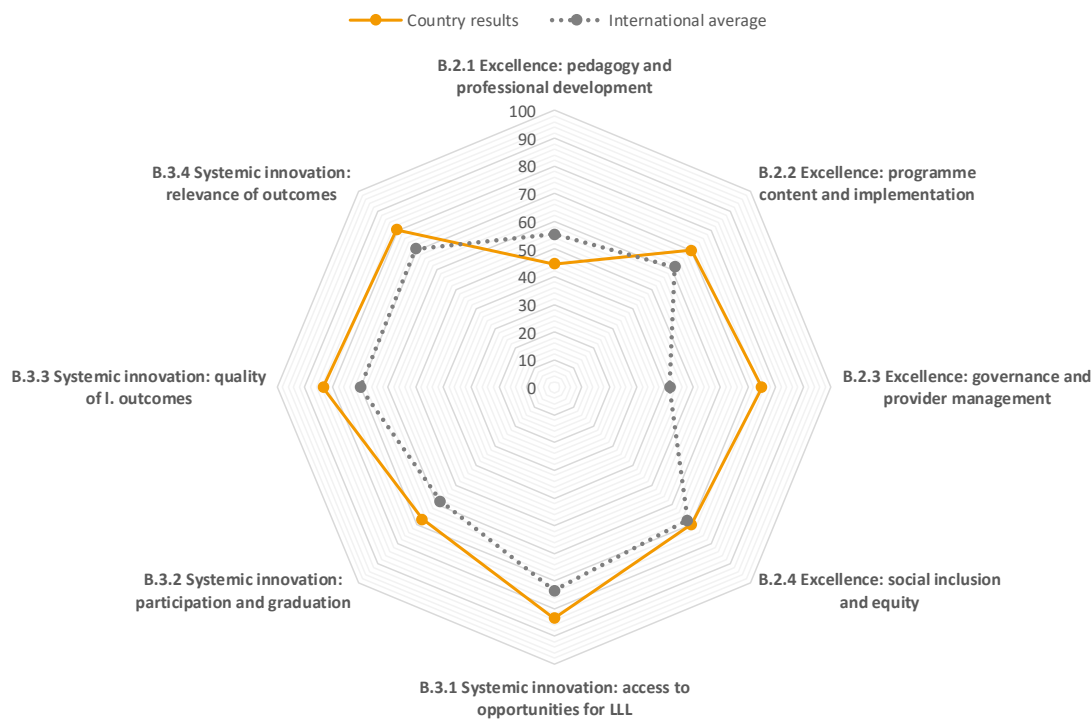
In the context of system performance monitoring within the Torino Process, excellence and innovation represent distinct yet interconnected domains. While excellence refers to the pursuit of highest quality practices and outcomes in various, mainstream domains of vocational education and training policy and delivery, innovation focuses on the presence of pioneering practices and policy solutions within these domains. Innovation in the context of monitoring is a proxy for the adaptability, creativity, and forward-thinking approach in the VET system in responding to the evolving needs of learners and labour markets.

VET in Georgia is open to innovation in all domains tracked by the Torino Process, and especially in the promotion of access and quality (Outcomes B.3.1 and B.3.2, SPI of 83 each). Innovation performance in support of participation and graduation is above the international average as well (Outcome B.3.2, SPI of 67), just like the degree to which the system is receptive to new ideas on how to make the VET system more responsive to current and emerging demands of the labour market (Outcome B.3.4).

The discrepancy between the receptiveness to innovation and the subpar mainstream performance in the domains of access, quality, and employability of graduates in the VET system is notable. These results suggest a potential gap in systemic implementation, which entails the thorough integration and application of innovative practices across the entire VET system in a coordinated and comprehensive manner. While innovative practices are welcomed, they may not be effectively scaled up or adequately

aligned with the actual needs of different learner cohorts. Consequently, Georgia finds itself in a position similar to that of other countries in the Torino Process, which are struggling to transition from innovative initiatives to tangible, system-wide improvements that address the core challenges faced by the VET system in various domains.

**FIGURE 5. EXCELLENCE AND INNOVATION FOR BETTER LLL - INDEX OF SYSTEM PERFORMANCE, GEORGIA AND INTERNATIONAL AVERAGE (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

The establishment of the Skills Agency and the creation of Sector Skills Organizations (SSOs) are steps towards forming a modern skills ecosystem in Georgia. These new institutional arrangements aim to transition from a system based on the supply of skills to a system based on the needs of the private sector, where business is the determinant and the main driver of skills policy. The SSOs, in particular, aim to reduce skills gaps and shortages in the sector by performing functions such as labour market needs identification, sector skills needs anticipation, promotion of work-based learning, and support for the engagement of private companies in VET. Through these mechanisms, Georgia is gradually aligning its VET programs and qualifications with labour market surveys and needs, thereby working towards enhancing the relevance and quality of its VET system.

## 2.2.4 Area C. System organisation

In Area C (System organisation), the monitoring framework accommodates the last two dimensions presented in Section 2.1 – steering/management and resourcing, in which the Torino Process tracks a total of eight system outcomes. These outcomes include the availability and use of data for informed decision-making, the involvement of stakeholders in VET policy, provider management, and resourcing, quality assurance and accountability, the internationalisation of VET providers, as well as the availability



and use of human and financial resources in VET. The outcomes included under Area C are defined in Table 5.

In Georgia, the organization of the VET system exhibits a blend of strengths and weaknesses across different domains. A notable strength lies in the accountability of the system and the existence of reliable quality assurance mechanisms (Outcome C.1.3, SPI of 73). This result reflects the presence of a relatively robust framework for ensuring the quality of education and training provided to learners. Nevertheless, efforts are being made to improve quality assurance even further, in particular through better external mechanisms and new authorization standards, which empower active inclusion of stakeholders and reflect their feedback for improving the operation of VET providers. The authorization process, administered by NCEQE, relies fully on the expertise of independent sectorial stakeholders, with decisions made by an independent authorization council consisting of business organization representatives, civil society, and other stakeholders.

**TABLE 5. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING  
AREA C: SYSTEM ORGANISATION**

<b>Code</b>	<b>Deliverable (outcome)</b>	<b>Description</b>
<b>C.1.1</b>	<b>Data availability and use</b>	This outcome refers to the availability of administrative and big data as covered by Level 1 of the monitoring framework, participation in large scale international assessments, as well as technical capacity to generate/manage evidence to support monitoring and improvement
<b>C.1.2</b>	<b>Participatory governance</b>	This outcome captures the degree of involvement of the private sector and other external stakeholders in consultations and decisions concerning opportunities for LLL through initial and continuing VET
<b>C.1.3</b>	<b>Public accountability and reliable quality assurance</b>	This outcome tracks the extent to which reliable and trustworthy quality assurance (QA) mechanisms and accountability arrangements are in place which cover learners, teachers, and providers, as well as the extent to which the QA results are publicly available
<b>C.1.4</b>	<b>Professional capacity of staff in leadership positions</b>	This outcome monitors the availability and professional capacity of qualified staff in leadership roles and in other key administrative roles on provider level
<b>C.1.5</b>	<b>Internationalisation</b>	This outcome monitors the degree of internationalisation in IVET and CVET, such as internationalisation of QA arrangements, curricular content, qualifications (i.e. recognition of international credentials, awarding bodies being active beyond their country of origin, etc.)
<b>C.2.1</b>	<b>Adequate financial resource allocations and use</b>	This outcome captures the adequacy of financial resources invested in IVET and CVET in terms of level of investment and allocation, as well as the degree of diversification of funding between public and private sources
<b>C.2.2</b>	<b>Adequate human resource allocation and use</b>	This outcome captures the efficiency of human resource management in terms of availability of teachers and trainers, and the adequacy of their deployment and career management
<b>C.2.3</b>	<b>Adequate material base</b>	This outcome captures the extent to which the material base for learning and training is adequate, including learning and training materials which are supportive of and promote effective teaching, training, and learning

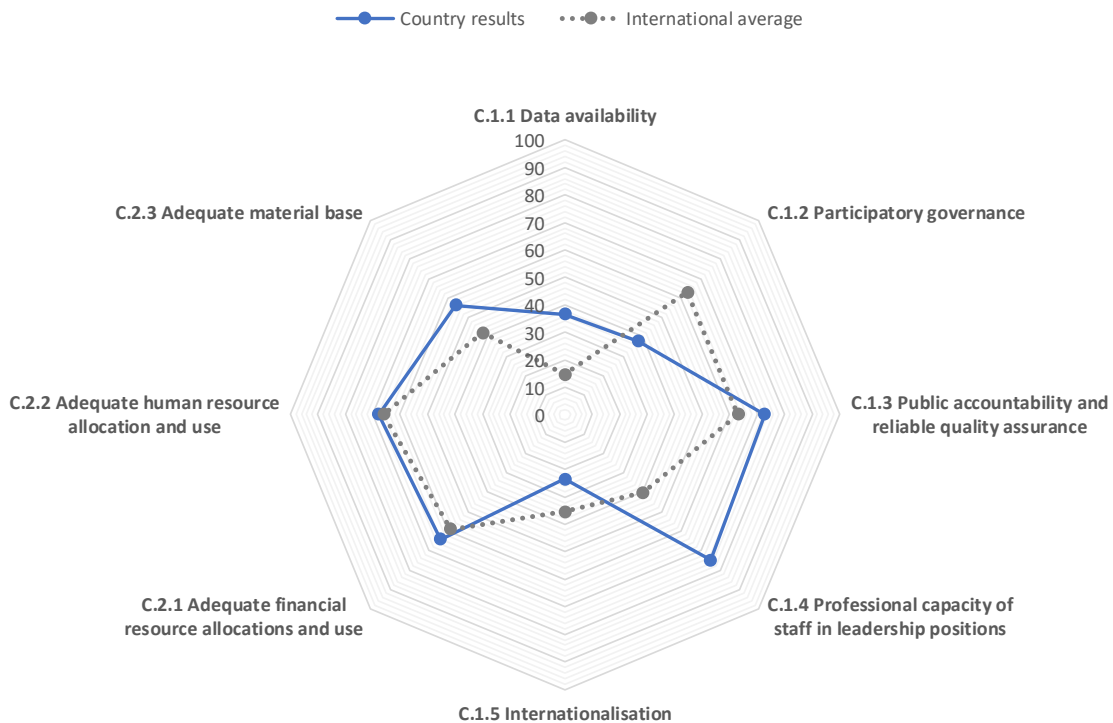
Unlike in many other countries in the Torino Process which struggle with the professional capacity of staff in leadership positions in VET, performance against this outcome is a strong suit of the Georgian VET system (Outcome C.1.4, SPI of 75). Teachers and trainers too are being managed and deployed somewhat more efficiently than in other countries, on average (Outcome C.2.2, SPI of 68). To attract high-quality teachers, a new VET teacher policy and regulatory package has been prepared, focusing on teacher induction, performance evaluation, and continuous professional development.

To address the challenge of recruiting and retaining qualified professionals for leadership and managerial positions in remote regions, the Skills Agency has initiated various activities to empower the institutional capacity of teams in charge of leading the VET institutions. The Capacity Building Program, developed in 2022, is in full compliance with the authorization standards stipulated by the National Center for Education Quality Enhancement. Additionally, the new governance model considers empowering newly identified Skills Hubs and Excellence Centers to serve as multipliers of good

management practices and initiators of joint entrepreneurial projects. Moreover, the Skills Agency has been proactive in facilitating VET capacity building for setting up in-house teacher professional development instruments, methodology, and system overall, as well as empowering future training providers to develop pre-service and partly in-service trainings for VET teachers.

Financial resources for VET are provided and allocated with a relative efficiency, though there is room for improvement (Outcome C.2.1, SPI of 64). A new financing system, which connects part of the funding to KPI indicators, aims to incentivize VET institutions to invite those teachers and instructors that have profound and up-to-date knowledge and relevant competences in the respective sector. This initiative is expected to gradually empower teachers as not only pedagogues, but future educational leaders, who will take equal part in decision making and planning at VET institution level.

**FIGURE 6. GOVERNANCE, PARTICIPATION, ACCOUNTABILITY, AND RESOURCES - INDEX OF SYSTEM PERFORMANCE, GEORGIA AND INTERNATIONAL AVERAGE (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: [Torino Process monitoring database](#)

Challenges emerge also in other dimensions of VET system organization. Georgia is doing much better than other countries in terms of data availability and use (Outcome C.1.1, SPI of 37), but performance against this outcome is the second lowest of all monitoring outcomes tracked through the Torino Process in 2023. According to information provided by national authorities, the development of data exchange and analysis mechanisms, as well as the improvement of the monitoring and evaluation system, have been recognized as significant challenges in the past decade. Accordingly, steps have been taken to consolidate a single database in vocational education in cooperation with the EMIS and

the Skills Agency, and to pilot network institutional models of VET research at the country level, which are aimed at implementing regular studies in all vocational educational institutions with uniform tools and according to a standardized process.

The involvement of the private sector and other external stakeholders in consultations and decisions concerning opportunities for lifelong learning through initial and continuing VET, is another weak link (Outcome C.1.2, SPI of 38), both in comparison with other areas of monitoring and in international comparison. The establishment of the Skills Agency, in a public-private partnership framework, represents a significant stride towards ensuring participatory policy formulation, implementation, and evaluation aimed at skills development. The Skills Agency, governed by a Supervisory Board comprising six non-sectoral business membership organizations and six ministries, has been instrumental in fostering a sectoral skills policy through the creation of Sectoral Skills Organizations (SSOs). These SSOs are designed to guide the process of skills sectoral policy making and implementation, thereby aiming to reduce skills gaps and shortages in the sector.

Internationalisation in IVET and CVET is an area in need of attention, particularly in the domains of quality assurance arrangements, curricular content, and qualifications alignment with international standards (Outcome C.1.5, SPI of 24). National authorities report of efforts to address these needs. Examples include the introduction of a New National Qualification Framework which aligns with the structures of the European Qualifications Framework (EQF). For diploma certifications in VET qualifications, the Europass format is being set as standard. The qualification development methodology is shaped by the Global Skills Taxonomy approach. Rules have been established for joint and exchange VET programs. From 2022 onwards, Georgia also gained eligibility for the Erasmus+ program in VET. Throughout these channels, the Skills Agency of Georgia plays a role in facilitating international collaborations and aiding VET providers in this respect.

The capacity of the VET system to create and maintain a material base for VET providers, is another domain in need and focus of improvement (Outcome C.2.3, SPI of 56). National authorities are reporting of ongoing processes of refurbishment and rehabilitation works under the coordination of the Agency for the Development of Educational and Science Infrastructure (ESIDA). The goal is to ensure that the physical infrastructure of VET institutions, as well as educational equipment, is relevant and up to date in the majority of institutions and in compliance with the IVET/CVET programs implemented by the VET institutions. As a result, the material base in the existing VET schools is reported to be one of the stronger sides of the system. The overall score, however, is negatively affected by a persistent challenge with the establishment of new VET institutions in new locations.

The universal design of the physical infrastructure of the VET institutions ensures an accessible environment for persons with different types of disabilities. Moreover, substantial international donor assistance and projects like Modern Skills for Better Employment, supported by the Asian Development Bank, aim to conduct construction/rehabilitation works for skills hubs and selected schools, thereby ensuring increased geographical accessibility and improved facilities.

## **2.3 HOW DID POLICIES AND SYSTEMS BENEFIT SPECIFIC GROUPS OF LEARNERS?**

In this round, the Torino Process monitoring looks not only into the deliverables of national VET policies and systems in general but also into the degree to which they address the needs and expectations of present and prospective lifelong learners. The monitoring framework traces how well and equitably system outcomes are distributed to these learners depending on their age and gender,

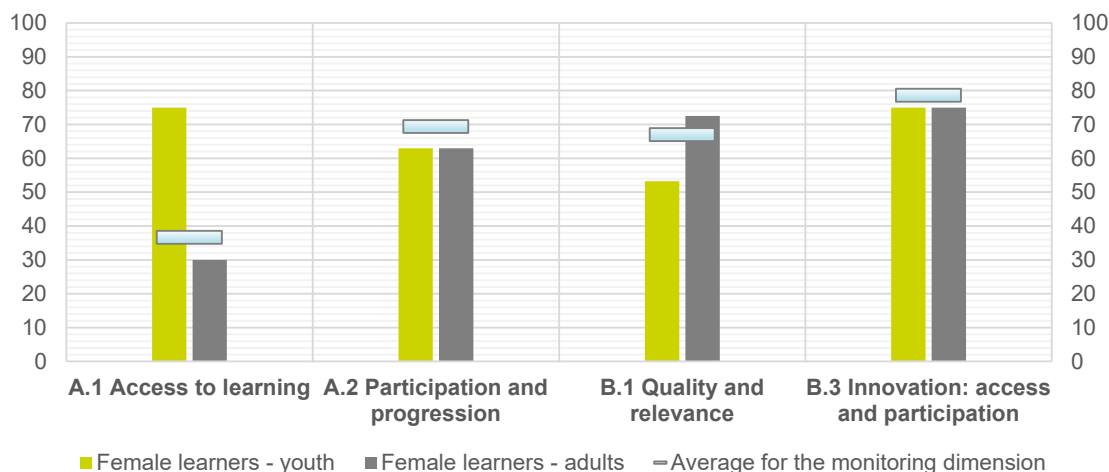
and by features which can be influenced by policy, such as socio-economic disadvantage, labour market status, migration status and learning setting/pathway.

The next sections provide an overview of how the IVET and CVET subsystems in Georgia perform in a key selection of monitoring dimensions for the following key selection of learner groups: female learners (Section 2.3.1), disadvantaged learners (Section 2.3.2), populations who are long term unemployed, economically inactive, and have a low level of educational attainment (Section 2.3.3), as well as by their country of origin (Section 2.3.4).

### 2.3.1 Female learners

This section describes findings about VET system performance regarding access, participation, quality and relevance, and innovation to the benefit of female youth and adult learners in VET in Georgia.

**FIGURE 7. SYSTEM PERFORMANCE IN SUPPORT OF FEMALE LEARNERS IN SELECTED MONITORING DIMENSIONS, GEORGIA (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: [Torino Process monitoring database](#)

The performance of the VET system in Georgia in supporting female learners shows a nuanced picture when analysed based on gender and age. The monitoring data underscores that the VET system is accessible for, and attractive to, both young and adult female learners, but much more so for young female learners (Dimension A.1, SPI of 75 for young females, 30 for adult females).

This level of access extends to the likelihood of VET learners to survive and thrive in VET. Interestingly, both young and adult female learners have comparable levels of participation and progression within the system (Dimension A.2, SPI of 63 for both groups). This indicates a level of parity between young and adult female learners in navigating through the education and training system, but also that there is some room for improvement when compared to the average learner (SPI of 69).

The Skills Agency of Georgia has been proactive in addressing gender disparities within the VET system. According to national authorities, the Gender Action Plan (GAP) has been formulated to

promote inclusion in VET education, focusing on women empowerment and inclusion in LLL activities. The GAP aims to introduce gender-sensitive VET policies, formulate gender-inclusive procedures, rules, and modules, and embed gender equality standards in Competency Based Training and Assessment (CBTA) programs. Additionally, social marketing campaigns are envisioned to attract women to VET, especially in non-traditional, so-called “male” skills areas, and to develop gender-sensitive career guidance programs.

In several colleges, provisions have been made to accommodate the needs of young parents by allocating and equipping children's rooms. This initiative, along with the development of a gender-sensitive state language program, reflects a broader recognition of the diverse needs and circumstances of VET learners.

A new rule of student selection and enrolment in IVET has considered the gender aspect, ensuring that the selection process continues to be free from gender stereotypes and biases, providing students equal chances to acquire their preferred profession, regardless of established gender prejudices towards these professions. This is a positive step towards ensuring that the VET system in Georgia continues to evolve in a manner that is inclusive and equitable for all learners, irrespective of their gender.

When it comes to quality of learning, however, the VET system gives adult females a much better chance at obtaining basic skills and key competences which are aligned with employment opportunities along with adequate career guidance (Dimension B.1, SPI of 73 for adult females, 53 for young females).

At the same time, both young and adult female learners in Georgia have relatively comparable opportunities to benefit from innovative policies and practices ensuring their access and successful participation in VET. Performance in this dimension is high and the openness of the system to novelties is on par for more or less all learners, irrespective of their gender and background (Dimension B.3).

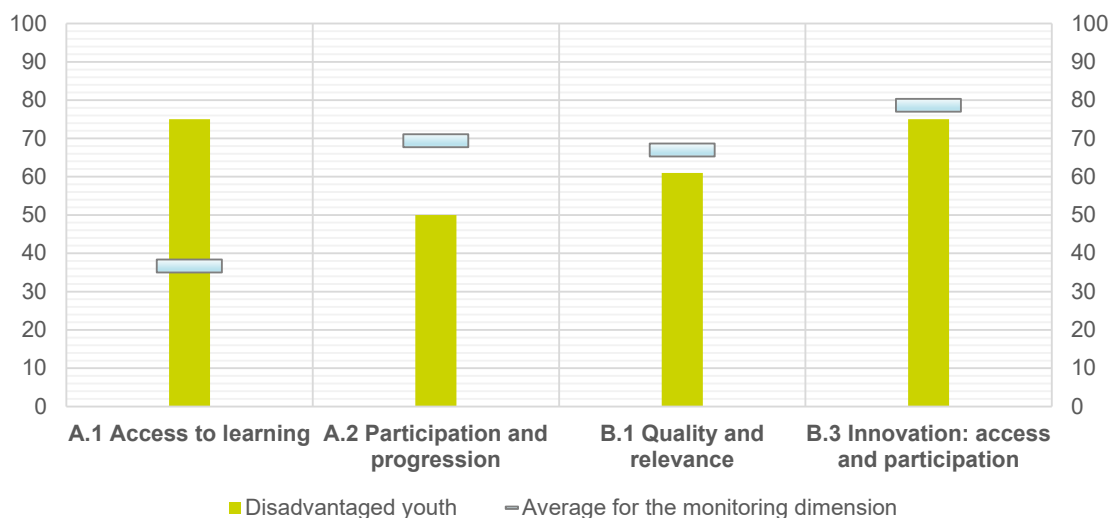
### 2.3.2 Disadvantaged learners

This section describes how well the VET system caters for the needs of socioeconomically disadvantaged youth when it comes to access, participation, and quality/relevance of opportunities for lifelong learning through VET. The section also examines whether efforts to promote innovation in VET access and participation benefit this specific group of learners in Georgia.

The VET system in Georgia is quite accessible for youth from socio-economically disadvantaged backgrounds, more so than for other learners, on average (Dimension A.1, SPI of 75). This reflects the capacity of VET to accommodate learners from diverse socio-economic backgrounds, but it is also indicative of the pathway this group of learners is most likely to take in the formal system

The national authorities have implemented measures to further bolster the enrolment of socially disadvantaged (SD) applicants, recognizing it as a priority for the system. In 2021, a special coefficient (1.1) was introduced during the enrolment process to equalize the differences in prior access to quality education and training for applicants with SD status. This initiative has seen a steady enrolment of socially disadvantaged students, with 21% of them enrolled in total IVET in 2022, a slight increase from the previous year. Moreover, a special scholarship program will be introduced to provide additional support to socially vulnerable students in VET, covering costs of accommodation, transportation, and meals, which will be piloted from 2023.

**FIGURE 8. SYSTEM PERFORMANCE IN SUPPORT OF SOCIO-ECONOMICALLY DISADVANTAGED YOUTH IN SELECTED MONITORING DIMENSIONS, GEORGIA (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

Furthermore, national authorities report of funding mechanisms to ensure access to learning for socially disadvantaged groups in both state and private VET institutions. The education in institutions implementing the vocational educational program is financed by the state, making these programs accessible to any interested person, including those with a socially vulnerable status. A special coefficient is applied to those receiving the subsistence allowance, further enhancing the accessibility of vocational educational programs to the socially disadvantaged.

Once enrolled in VET programs, however, disadvantaged youth is likely to be less successful in participating and graduating than other learners, on average (Dimension A.2, SPI of 50). The dropout rate among the socially disadvantaged is higher by 10% compared to the general population group, indicating a need for additional support mechanisms to retain these learners within the system. This data indicates that while there are opportunities for learners to navigate through the VET system, there is a noticeable gap as the socio-economic background of these learners may pose challenges.

In terms of the quality and relevance of education, VET in Georgia provides a fairly good level of basic skills and key competences to disadvantaged youth, close to the results that any other participant in VET can expect in this domain (Dimension B.1). Information provided by national authorities quotes the Tracer Study of graduates from 2020 and 2021, which also does not show statistically significant differences in self-perceived proficiency in basic skills between graduates with SD status and others, which is a positive indication of the quality and relevance of education provided.

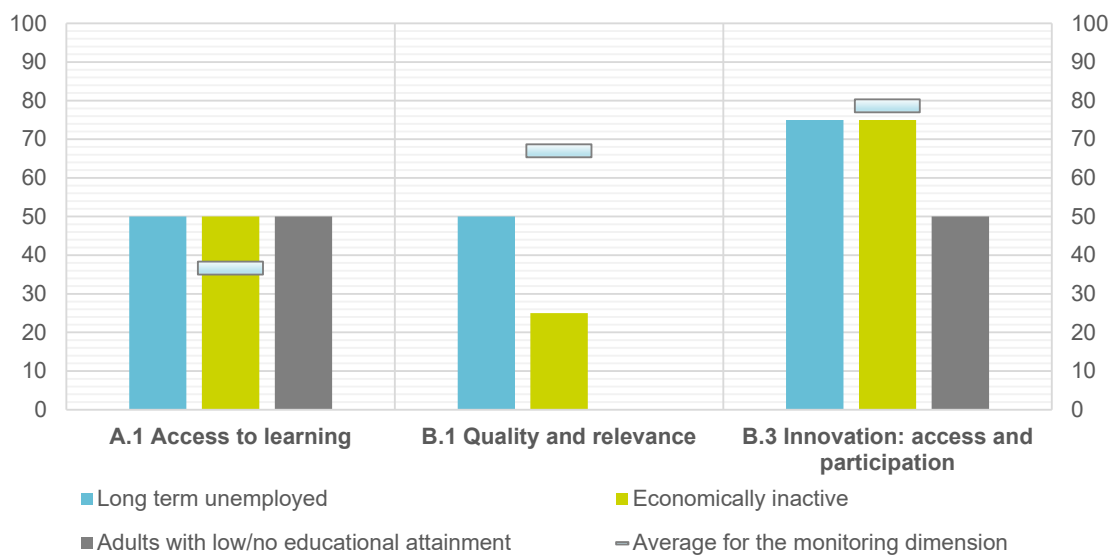
On a brighter note, the VET system in Georgia performs well in the area of innovation, particularly in supporting access and participation for disadvantaged youth (Dimension B.3, SPI of 75). This high score reflects the presence of innovative practices and priorities at the system level which are supportive of these learners. However, they seem to work better in promoting access than they do in promoting quality and relevance. To address this and other remaining challenges, the Skills Agency has initiated active negotiations with governmental and non-governmental organizations that work with

youth at risk, aiming to diminish social instability through the inclusion of these groups in VET and transforming them into economically active citizens.

### 2.3.3 Populations who are long-term unemployed, economically inactive, and have low educational attainment

Section 2.3.3 presents findings about VET system performance from the perspective of three strategically important groups of adults: the long-term unemployed, the economically inactive adults, and those with low or no educational attainment.

**FIGURE 9. SYSTEM PERFORMANCE IN SUPPORT OF ADULTS WHO ARE LONG-TERM UNEMPLOYED, ECONOMICALLY INACTIVE, OR HAVE LOW EDUCATIONAL ATTAINMENT, GEORGIA (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: Torino Process monitoring database

All IVET and CVET programs are open and accessible for long-term unemployed adults, with upskilling and re-skilling programs being particularly beneficial for adults and youth who are long-term unemployed, providing a more efficient pathway to employment. National authorities report that the approach in Georgia, which does not differentiate between economically inactive and long-term unemployed citizens in terms of service provision, along with the various programs and policies in place, reflects a comprehensive effort to enhance the employability and skills development of these disadvantaged groups within the VET system.

For individuals with no education, non-formal educational programs are available, although the rate of people without education is reported to be very low in Georgia. Various projects promoting lifelong learning are in place to identify, attract, and develop the skills needed for employment of economically inactive adults. These include EU Skills4jobs projects, retraining projects for inmates, and programs implemented by the State Employment Support Agency.

In line with the aims pursued through these efforts, the Torino Process monitoring data shows that the VET system in Georgia is equally accessible to disadvantaged adults, irrespective of whether they are long-term unemployed, economically inactive, or have low educational attainment (Dimension A.1, SPI of 50). These groups of learners also have a better chance of accessing a learning opportunity than any other learner, on average.

The policies and services tailored for the long-term unemployed also extend to economically inactive adults, as the national labour regulation does not differentiate between these groups. Both groups have the opportunity to benefit from formal CVET programs mainly at level 2, as well as non-formal CVET programs that do not require prior education. This is particularly beneficial given the relatively low percentage (4.2% in 2021) of the population with low education (less than 9 grades).

However, the quality of basic skills and key competences these learners can expect to receive, is uneven. The long-term unemployed – a group which is traditionally in focus of active labour market policies in any country, including Georgia – benefit from a training which is much more sensitive to their needs than to the needs of adults who are economically inactive (Dimension B.1, SPI of 50 and 25, respectively).

The national authorities have initiated vocational training and retraining programs, particularly targeting long-term unemployed individuals, aiming to update their knowledge and skills within a short timeframe. The State Employment Support Agency plays a pivotal role in this regard, offering a range of services including career planning, counselling, basic skills programs, and internships in private companies to job seekers registered on [www.worknet.gov.ge](http://www.worknet.gov.ge). In 2021, 3,812 job seekers found employment through these programs and services, indicating a positive impact.

Furthermore, international collaborations such as the Skills4jobs program of the European Union and the USAID Industry-led Skills Development Program are contributing towards improving the employability of the population, especially in regions. These programs, with a combined investment of several million Euros, aim to bridge the gap between skills training and high-value employment opportunities, targeting underrepresented members of society including women, ethnic minorities, and residents of rural communities.

On the innovation front, VET in Georgia is equally open to innovation for all its learners, except for those who have low or no educational attainment (Dimension B.3). In general, the monitoring results reflect a proactive approach in introducing new training methodologies or distance learning technologies for these groups, but they also suggest that there is a need for innovation in the domain of second chance education which targets learners who do not have one.

Overall, the disparity in the provision of basic skills and key competences for economically inactive adults, and the lower score in innovative practices for adults with low or no educational attainment, highlight areas where targeted interventions and policy refinements could further enhance the support provided by the VET system to these groups.

### 2.3.4 Learners by country of origin

The final section with monitoring findings discusses performance in the domains of access, participation, quality and relevance, and innovation in Georgia for learners who are first-generation migrants.

In Georgia, first generation migrants have been provided access to vocational education as part of the broader educational framework. The data reflects a balanced level of accessibility for these learners



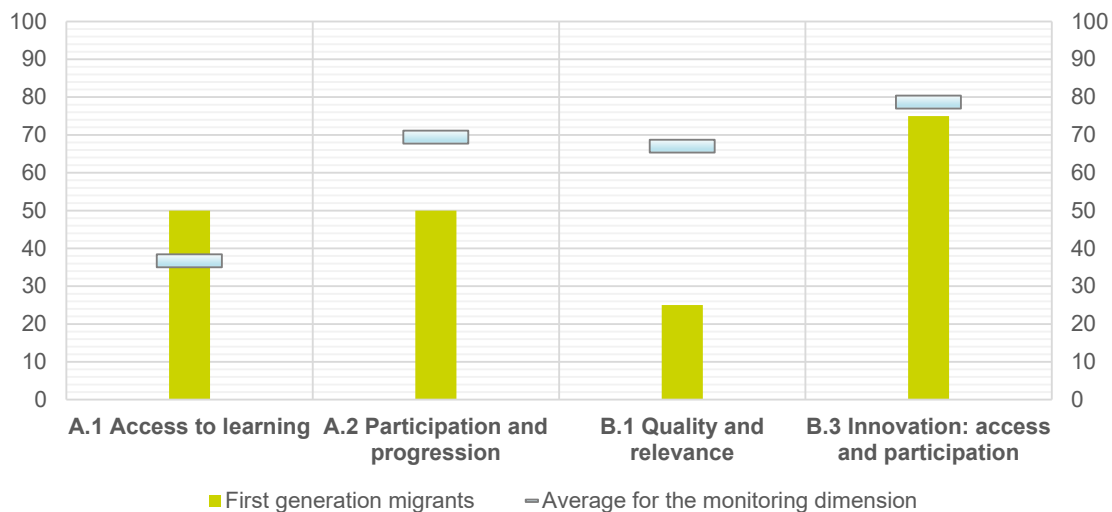
to initial and continuing vocational education and training opportunities, matching the national average (Dimension A.1, SPI of 50). This suggests that the VET system in Georgia is relatively accommodating for learners by country of origin in terms of access to learning opportunities.

Once enrolled, the likelihood of this group of learners to navigate through the education and training system effectively is moderate (Dimension A.2, SPI of 50). This score indicates a level of participation and progression that, while not on par with the average learner (SPI of 69), still reflects a reasonable degree of permeability within the system.

However, when it comes to the provision of basic skills and key competences, there is a notable disparity. The score for learners by country of origin is significantly lower than that of the average learner, indicating a need for improvement in ensuring the learning is relevant for employment and includes adequate career guidance (Dimension B.1, SPI of 25).

On a brighter note, the VET system in Georgia performs well in the area of innovation, particularly in supporting access and participation for first generation migrants. The score in this dimension is quite high, reflecting a strong presence of innovative practices and priorities at the system level that support these learners (Dimension B.3, SPI of 75). However, when compared to the average learner (SPI of 79), there's a slight room for improvement to enhance the focus and impact of innovative practices to the benefit of learners with migrant backgrounds.

**FIGURE 10. SYSTEM PERFORMANCE IN SUPPORT OF FIRST-GENERATION MIGRANTS IN SELECTED MONITORING DIMENSIONS, GEORGIA (2023)**



*Theoretical index range: min/low performance=0, max/high performance=100*

Source: [Torino Process monitoring database](#)

The national authorities have acknowledged the lack of consistent data collection regarding the status of first-generation migrants, which currently hinders a precise analysis of their representation within the IVET system. However, measures have been introduced to attract this demographic into the IVET system. Notably, persons with refugee or humanitarian status and asylum seekers are granted free access to state-sponsored programs. Additionally, a free state language course has been made available for ethnic minority students enrolled in IVET programs to overcome language barriers since 2016, with a new State Language Teaching model being developed for potential applicants facing

language barriers. The new model will be piloted starting from 2024. This program will aim to enable all applicants to master the Georgian language from A1 to B2 levels, irrespective of their enrolment status in a VET program.

Furthermore, the Skills Agency, in cooperation with the Education Management Information System (EMIS), plans to include a special question in the online registration form for applicants next year to simplify the collection and processing of data related to this specific target group. This initiative is expected to provide a clearer insight into the representation and performance of first-generation migrants within the VET system in the future.

In the meantime, the National Center for the Education Quality Enhancement of Georgia has provisions for recognizing education or qualifications obtained abroad, which could potentially facilitate the integration of first-generation migrants into the VET system. Georgia has also developed a free state language program for potential applicants with a language barrier, including persons with refugee or humanitarian status, and asylum seekers. This program, set to be initiated in 2023, aims to enhance language proficiency, thereby improving accessibility to vocational programs offered in the country.

## 3. SUPPLEMENTARY SOURCES AND INFORMATION

### 3.1 Links to background information and data

The system performance indices presented in this report were calculated based on a selection of international quantitative indicators for Georgia and the qualitative responses of stakeholders where such indicators were missing.

The full collection of quantitative indicators collected for Georgia for this 2023 round of monitoring can be found here:

<https://docs.google.com/spreadsheets/d/1cX4W15wt5K-l3ikmlRgyetZer448jmKi/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

The full collection of qualitative responses to the country-specific questionnaire for Georgia can be found here:

<https://docs.google.com/document/d/1cY-lvWASGb4bMmsgp155qrl0nlirGZqQt/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

A full technical report about the monitoring framework and process in 2023 can be found here:<sup>7</sup> <https://drive.google.com/file/d/1FNwIKtlhp4y-Hx02AiFtwJLM8ubQQ7PK/view>

General information for the Torino Process as well as the reports and data of other participating countries, can be found here: <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>.<sup>8</sup>

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<sup>7</sup> Release date for the report is 1 July 2023 upon completion of monitoring for all participating countries.

<sup>8</sup> The Torino Process monitoring reports and data will be released gradually in the period March-May 2023 in the order in which countries submit their evidence and the reports are being finalised with them.

## 3.2 Definitions, terminological clarifications, methodological limitations

### 3.2.1 Definitions and terminological clarifications

This section provides an overview and definition of key terms in the Torino Process monitoring framework.

- **Youth:** Population in the official age of entrance and participation in initial VET programmes.
- **Adults:** Population of working age (15+ years of age) not enrolled in initial VET programmes.
- **Disadvantaged youth:** This refers to socio-economic disadvantage and describes youth with access to below-average levels of financial, social, cultural, and human capital resources.
- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)
- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.
- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.
- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.

### 3.2.2 Methodological limitations

The system performance indices developed in the framework of the Torino Process, are based on a rich methodological framework. This framework relies on various principles and theoretical underpinnings to ensure that the design, implementation, and evaluation of the indices is plausible in terms of theoretical foundations, technical reproducibility, and statistical fitness. The primary aim of these indices is to offer insights that can guide the monitoring of countries and inform their policy planning, not to promote their comparative ranking.

While various options were available during the different phases of the construction of the indices, the final choices represent a series of decisions which were deemed adequate and appropriate to promote reliability and avoid bias, in full awareness that by their very nature, indices like those require constant refinement. Therefore, the construction and calculation of the performance indices will remain an ongoing process to address the following limitations:

1. Refinement of aggregations and analysis: the current version of the indices represents a sub-set of the national systems under analysis. While these are sufficient for the formulation of initial findings, future cross-country analysis will include a larger number of countries with possible alternative (dis)aggregations i.e., at regional or development level, which may also affect the formulas using in the calculation of the indices as well as their values. The methodological framework of the Torino Process

monitoring allows for such extensions and refinement without jeopardizing the validity of results which have been released already.

2. Choice of evidence: while the goal of this exercise is to monitor equally the different areas of interest, their dimensions and related outcomes, different countries may rely on a different, country-specific mix of qualitative and quantitative indicators from a predefined list for all countries. This also applies to the last available (reference) year for the quantitative indicators, which may vary between indicators and countries within a five-year limit.