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KEY POLICY DEVELOPMENTS IN EDUCATION, TRAINING AND EMPLOYMENT

2025

GEORGIA

THE EU AGENCY SUPPORTING COUNTRIES TO DEVELOP THROUGH LEARNING

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ABOUT THIS PAPER

Each year, the European Training Foundation (ETF) monitors developments in education, skills and employment in its partner countries to support informed decision-making by identifying trends, opportunities and challenges. The results are reported by country, across countries, and by selected theme.

This document is the country-level report (country fiche) for 2025 for Georgia. Like all ETF monitoring, it draws on multiple sources of evidence and is the culmination of a year-long process of data collection, analysis and consultations. One key source of evidence is the ETF KIESE database, which provides internationally comparable indicators on areas such as country demography, economy, education and employment. The indicators are sourced mainly from international repositories, including UNESCO, the World Bank, the OECD, Eurostat and the ILO, while some come directly from partner countries, for instance from their labour force surveys[1].

Another source of evidence is the Torino Process, a flagship monitoring initiative of the ETF that compiles system performance indicators (SPIs) on the basis of KIESE data and expert surveys. The SPIs combine selected KIESE indicators to track policy and system performance in education and VET in key areas such as access, quality and system management. Where KIESE data are missing, the SPIs rely on expert surveys which help fill the gaps and contextualise the findings at the analysis stage. 'Performance' in this context refers to the extent to which policies and systems deliver results in these areas[2]. In 2025, the ETF compiled SPIs for a total of 32 areas and sub-areas of performance, including for groups of learners such as youth and adults, males and females, socio-economically disadvantaged young people, and adults with a low level of education or no education.

ETF country missions complement these data sources by engaging with key policy stakeholders, gathering qualitative insights on policy developments, recently enacted legislation, and major reform steps. Finally, where necessary, the ETF draws on third-party publications and analytical work to complement gaps in available evidence or to clarify developments that are not fully captured in the ETF monitoring evidence.

The country fiche begins with Chapter 1 – a country profile that describes the demographic and socio-economic conditions in the country. Chapter 2 presents recent policies in education and training, together with the structure of the education system, including adult learning. Chapter 3 provides an overview of employment and labour market policies and introduces the main strategies, institutions and programmes. Chapter 4, which is the final chapter, presents the results of policies and arrangements in education and training.

[1] The full selection of KIESE indicators for 2025 can be found here: https://bit.ly/4j6taZW.
[2] The subset of KIESE indicators used for the calculation of the Torino Process SPIs in 2025 can be found here: https://bit.ly/433OR8j. The full list of questions used in the 2025 round of Torino Process system performance monitoring can be found here: https://bit.ly/3YUIbXE. For a full overview of the Torino Process system performance monitoring framework, see https://bit.ly/47YGA6l. The methodology for the calculation of the SPIs can be found here: https://bit.ly/3XJg101.

CONTENTS

KEY TAKEAWAYS

- **Reform continues, but instability in governance and political tensions undermine implementation capacity**

  Georgia maintains formal alignment with its **2022–2030 Unified National Strategy for Education and Science**, with roughly **54% of actions implemented** and a new **2025–2027 Action Plan** under consultation. However, instability in governance, repeated institutional changes, and weakened civic dialogue are increasingly hindering implementation. The 2024–2025 political crisis – marked by the adoption of the **'Foreign Influence Transparency Law'**, a weakening of checks and balances, and the deterioration of civic space – has substantially reduced the government's ability and donor willingness to support large-scale reforms. These political shifts constitute a major systemic risk to education and skills reforms.

- **EU accession path stalled, creating strategic uncertainty for the education and skills agenda**

  After receiving EU candidate status in 2023, Georgia's accession trajectory was effectively **halted in late 2024** due to democratic backsliding and confrontational legislative choices. As a result, EU guidance and conditionality – long-term anchors for reforms in VET, career guidance, quality assurance and employment services – are now significantly weakened. This **strategic decoupling from EU standards** increases the likelihood of divergence in qualifications, governance, quality assurance and higher education reforms, reducing predictability for international partners.

- **Major 2025 education reforms risk misalignment with European standards and long-term system fragmentation**

  The government's new reform package, which shortens general education to **11 years**, introduces a '**3+1**' higher education structure, consolidates faculties ('one city – one faculty'), and restricts foreign students – is framed as efficiency-oriented but is widely criticised for threatening **compatibility with EU/European higher education frameworks**, reducing academic depth and autonomy, and increasing political centralisation. The dissolution of the **Skills Agency** and the **International Education Centre** further undermines VET governance, employer involvement and internationalisation.

- **VET participation growing but remains structurally low; completion rates are a critical bottleneck**

  VET enrolment has increased by **83% since 2020** yet still accounts for only about **9% of upper secondary learners**, compared to nearly half in the EU. The system's contribution to skills supply is severely limited by non-completion, driven by high suspension rates – with only **56% of the 2022 cohort finishing**. Completion is particularly low among men, younger learners, Tbilisi residents, and students in dual and public programmes. Structural drivers include inflexible delivery, financial barriers (transport, food, accommodation), limited programme relevance, and weak guidance services.

- **The skills mismatch remains pronounced, particularly in fast-growing sectors**

  The economy is proving strong, with momentum in ICT, construction and services; however, the education and VET systems struggle to provide **skills aligned with labour market demands**. Evidence presented in the report highlights that employers express a strong interest in new standards (energy efficiency, solar installation, renewables), yet **cooperation with VET remains insufficient**. Rapid technological change – especially in ICT – continues to outpace VET and HE curricula, exacerbating shortages of qualified professionals.

- **Inclusion policies in general education continue to progress despite systemic pressure**

  Inclusive education demonstrates **broad-based scaling**: increased training of special education teachers and assistants, bilingual programmes in minority areas, adapted learning materials, and

expanded psychosocial services. These developments indicate relatively strong institutional resilience despite broader governance pressures. However, demographic decline and an oversized school network create sustainability challenges for rural inclusion and equity investments.

- **Digitalisation advancing, but systemic inequities and fragmentation limit impact**

  The digital transformation has shifted from infrastructure to platform development – including a national LMS with ~60 courses and DigCompEdu-aligned teacher training. However, fragmentation persists: rural-urban gaps in connectivity, limited digital pedagogy, and under-utilisation of Education Management Information Systems (EMIS) for system planning. Without a unified edtech strategy, digitalisation risks reinforcing structural inequalities rather than expanding opportunities.

- **Active Labour Market Policies (ALMPs) expanding but dominated by Public Works; limited impact on sustainable employment**

  Employment services and ALMP participation have grown, but **89% of participants are in Public Works**, a low-skill activation tool not linked to skills development. Training and internships remain marginal (only 3 692 trainees in 2024, and 81 internships). Youth guarantee pilots remain stalled due to the political context. The current setup limits transitions into quality employment and does not reduce structural unemployment among youth and vulnerable groups.

- **Adult learning remains extremely low and geographically unequal**

  Adult participation remains at only **1.6%**, far below EU levels. Provision remains urban-centred, inflexible, and dominated by donor projects. Structural barriers include a lack of short modular courses, low employer investment (only 3% of firms engage in training), and limited financial incentives. Without a national adult learning strategy and financing model, Georgia risks falling further behind in workforce upskilling and reskilling.

- **Donor landscape shifting due to political developments; reliance on external support still high**

  Large-scale programmes (World Bank I2Q, ADB, EU Skills4Jobs, GIZ, SDC) continue to drive system improvements, especially in VET, digitalisation and pre-school. However, the political environment – shrinking civic space, stalled EU integration – has already resulted in **reduced donor engagement** and poses risks of further contraction. Georgia remains highly dependent on donor-funded reforms, and without political stabilisation reform momentum is unlikely to be sustained.

1. COUNTRY PROFILE

Table 1.1 Demographic and socio-economic context: key indicators, Georgia

Indicator	Value	Year	Source
Total population (in thousands)	3 715.5	2023	UN DESA, World Bank
Relative size of youth population (%)	17.9	2023	UN DESA
Population growth rate	0.1	2023	World Bank, UN DESA
Dependency ratio	57.1	2023	World Bank, UN DESA
Immigrant stock as % of total population	2.1	2024	UN DESA
Emigrant stock as % of total population	13.0	2024	UN DESA
GDP growth rate	9.4	2024	World Bank
GDP per capita (PPP)	28 417.8	2024	World Bank
Migrant remittance inflows (USD mil.) as % of GDP	13.7	2023	World Bank
Inflation rate	1.1	2024	IMF
Poverty headcount ratio (USD 8.30/day)	45.6	2024	World Bank
Gini coefficient (income inequality)	33.5	2022	World Bank
Human development index (HDI)	0.844	2023	UNDP, World Bank

Source: ETF KIESE database

1.1 Demography

The population of Georgia was approximately 3.7 million in 2023, with growth close to zero (0.1%). The demographic stagnation results from a combination of low natural population growth and net negative migration, as outward migration exceeds the scale of return migration. A considerable proportion of Georgian citizens live abroad, while inward migration remains limited. In 2024, immigrants made up just over 2% of the total population, while emigrants accounted for about 13% (Table 1.1).

Within that demographic context of demographic stagnation, the population structure appears broadly balanced, with 57 dependants for every 100 people of working age. At the same time, people aged under 25 represent a sizeable share of the population, at around 18%. This has implications for education and employment policies. Without adequate employment opportunities, the demographic advantage could translate to underemployment or emigration, while the lack of adequate capacity, quality and alignment of learning opportunities could limit the prospects of young people.

1.2 Economy

In 2024, the economy of Georgia expanded by 9.4%, which is high by any standard. Growth was driven primarily by strong domestic demand and a surge in services, construction and trade. Key growth sectors included information and communication, hospitality and wholesale trade (GeoStat, 2024; World Bank, 2024). Revenues from tourism and remittance inflows provided additional support; remittances accounted for 13.7% of GDP in 2023.

External factors also played a significant role, including the spillover effects from Russia's war in Ukraine, which led to higher levels of migration, capital inflows, and re-export activity (Forbes Georgia, 2024; FREE Network, 2024). Despite the rapid expansion, inflation remained modest at 1.1% in 2024, contributing to a broadly stable macroeconomic environment. With a GDP per capita of USD 28 417.8 (PPP, 2024), Georgia is classified as an upper-middle-income economy.

1.3 Income and living standards

Georgia combines high human development with relatively modest living standards for a large proportion of its population. Its Human Development Index (HDI) reached 0.844 in 2023, positioning Georgia among the countries with a very high level of human development. Georgia's HDI reflects strong progress in delivering good health and education outcomes. However, for many households, these achievements do not yet correspond to commensurate gains in income.

According to World Bank data, nearly half of Georgia's population (49.1%, Table 1.1) lives on less than USD 8.30 per day. This figure is a benchmark applied to upper-middle-income countries to capture decent standards of living and vulnerability to economic shocks, rather than absolute poverty. This is not the national or extreme poverty rate: in 2023, 11.8% of Georgians lived below the national poverty line, and only 1.7% fell below the international extreme poverty threshold of USD 2.15 per day (2024).

Although income inequality remains moderate by international standards (Gini coefficient of 33.5 in 2022), the relatively even spread of low incomes indicates that the challenge lies less in excessive wealth concentration than in the general level of earnings across broad sections of society. In other words, economic growth in Georgia has yet to generate employment that is sufficiently inclusive and well paid. As will be discussed in Chapter 4, while productivity gains and diversification have advanced in certain sectors, many jobs remain informal or low paid, which limits the extent to which individuals can benefit from their education, skills and overall potential.

1.4 Recent developments

In 2024–2025, Georgia's EU accession trajectory experienced a significant downturn. Following the granting of EU candidate status on 14 December 2023, the adoption of the 'Law on Transparency of Foreign Influence' in May 2024 marked a critical inflection point, signalling a departure from key EU-aligned reform commitments. The national elections held later in 2024 took place in a context of heightened political polarisation and concerns about democratic backsliding. Following these developments, the European Commission's assessment of 30 October 2024 concluded that Georgia's accession process was effectively halted. On 28 November 2024 the prime minister announced that efforts to open accession negotiations would be suspended until 2028. Ahead of the October 2025 elections, the EU reiterated that Georgia's accession process remains on hold. According to the **recent EU Enlargement** Georgia 2025 Report, 'the European Council concluded… that the authorities' course of action jeopardised Georgia's EU path, de facto leading to a halt of the accession process' (European Commission, 2025).

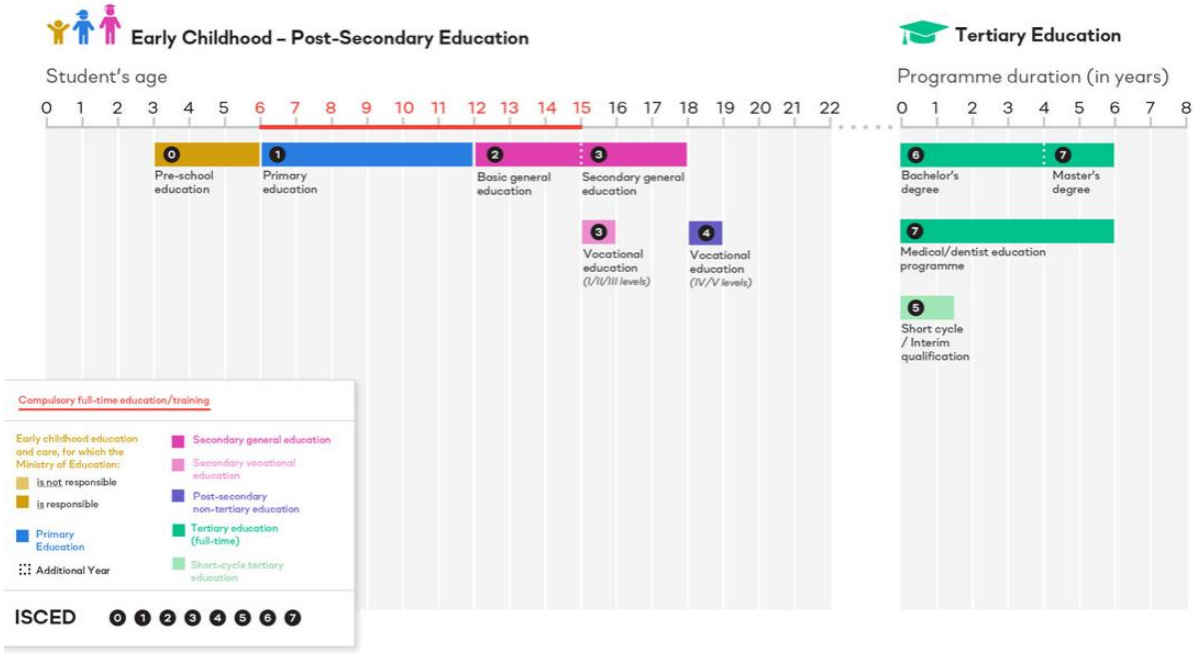
In recent years, Georgia has entered a deepening governance and civic space crisis, marked by large-scale protests, sweeping arrests of activists, and growing limitations on independent NGOs and media. The passage of the 'Law on Transparency of Foreign Influence' in May 2024 triggered significant protests and coincided with an environment in which civil society organisations were increasingly excluded from consultation processes, and oppositional voices in parliament were marginalised. The European Commission's 2025 report highlights that the absence of a credible opposition in the legislature, combined with the exclusion of NGOs from key public consultation channels, undermines the democratic process and threatens the functioning of democratic institutions. The report further notes that extensive personnel changes and institutional instability have weakened the public administration capacity, eroding the State's governance potential. At the same time, the political crisis has had knock-on effects for international development cooperation: donor confidence has been dampened, resulting in a contraction of donor-funded projects and limiting the scale of development interventions in Georgia.

2. EDUCATION AND TRAINING: POLICIES AND DEVELOPMENTS

2.1 Structure and levels of education, including VET

This section provides a brief description of how the education system is organised across different levels, including pre-primary, primary, secondary (distinguishing between general and vocational tracks), tertiary, and adult learning. It uses the UNESCO ISCED classification and is based on monitoring information collected through the Torino Process expert survey[3].

Figure 2.1 Structure of the education system: Georgia (2025)



Source: UNESCO Institute for Statistics (2021).

Formal education

Early and pre-school education in Georgia is voluntary and marks the beginning of prospective students' formal learning pathway. It covers children from birth to the typical school entry age of six years and corresponds to ISCED level 0. This stage is divided into two phases. The first, early childhood and education, provides services to children under the age of two. The second, pre-school childhood and education, supports children aged two to six and focuses on their overall development and preparation for primary school. All pre-school institutions that implement education programmes are required to include a school readiness component based on the national education standard. Early and pre-school education is delivered through a network of public and private kindergartens and early childhood centres across the country.

General education in Georgia comprises 12 years of schooling and represents the core of compulsory education. It is implemented at three successive levels, corresponding to ISCED levels 1 to 3. Primary education (ISCED level 1) lasts six years (grades I to VI) and focuses on foundational literacy, numeracy and social skills. Basic education (ISCED level 2) continues for three years (grades VII to IX) and extends general competencies while introducing subject-based learning. Both primary and

[3] The full questionnaire can be found here: https://bit.ly/418jfwC. In this document, the survey may be referred to interchangeably as the 'monitoring survey', 'expert survey', or 'Torino Process monitoring survey".

basic education are compulsory. Secondary education (ISCED level 3), covering grades X to XII, offers further academic specialisation and prepares learners for the Unified National Examinations, which are required for entry into tertiary education. Schools must provide at least one full level of general education in line with the national curriculum, which defines learning objectives and standards. The system is served by a broad network of public and private schools.

Vocational education and training (VET) offers learners multiple pathways following the completion of basic education. These programmes correspond to ISCED levels 3 and 4 and are organised into three levels aligned with the National Qualifications Framework of Georgia (NQF levels 3 to 5). These levels usually last between one and two years. Basic vocational programmes (NQF level 3; ISCED 3) are open to those who have completed basic general education. Secondary vocational programmes (NQF level 4; ISCED 3–4) may integrate general education outcomes and are open to holders of a General Education Certificate or an equivalent qualification. Higher vocational programmes (NQF level 5; ISCED 5)[4] admit graduates of secondary education and are aligned with post-secondary, non-tertiary learning.

Procedures for entry into VET vary by programme level and institution, and range from interviews and applications to standardised admission tests conducted by the National Assessment and Examinations Centre. Vocational education is delivered by 64 authorised public and private colleges, and may also be implemented by schools or higher education institutions that hold the necessary authorisation. Graduates receive a diploma and supplement to certify their qualification, and partial completion of modules may be recognised through individual certificates or statements of achieved learning outcomes.

Higher education in Georgia corresponds to ISCED levels 6 to 8 and follows a three-cycle structure aligned with the Bologna Process. The first cycle, bachelor's level (ISCED 6; NQF level 6), admits holders of a General Education Certificate who have passed the Unified National Examinations. Bachelor's programmes typically last three to four years and comprise 180 to 240 ECTS credits. The second cycle, master's level (ISCED 7; NQF level 7), is open to holders of a bachelor's degree or equivalent qualification who pass the master's examination and meet any additional requirements set by higher education institutions. Master's programmes usually involve 60 to 120 ECTS credits over one to two years. Integrated first- and second cycle programmes are available in fields such as medicine, dentistry, veterinary science and teacher education, lasting five to six years and leading to qualifications equivalent to NQF level 7 (ISCED 7). The third cycle, doctoral level (ISCED 8; NQF level 8), requires at least three years of study beyond the master's degree and includes an educational component of up to 60 ECTS credits.

In addition, Georgia offers specialised professional programmes at level 7 such as teacher and veterinary preparation courses, each comprising 60 ECTS credits. The higher education system comprises 63 authorised institutions, including universities and colleges, which may operate as public or private legal entities.

In October 2025, the Government of Georgia introduced a new reform initiative targeting both general and higher education. The proposal includes a structural reduction of the general education cycle from 12 to 11 years, alongside plans to shorten the duration of higher education programmes. Further details and an assessment of the proposed reforms are provided in Chapter 2.2.

Adult learning

Adult learning outside formal tertiary education in Georgia is provided primarily through vocational training and retraining programmes at ISCED levels 2-4, focused on practical skills and employability. These programmes cater to adults seeking to acquire new qualifications, upgrade existing competences, or transition into different professional fields. Vocational training programmes prepare participants for specific occupational tasks, while retraining programmes help them develop or adapt

[4] Classified internationally as ISCED level 5, though referred to nationally as 'higher vocational education' rather than tertiary.

competences within their existing field of work. Learning outcomes correspond to levels 2 to 5 of the NQF.

Training and retraining programmes can be provided by any authorised institution or legal entity holding the necessary permissions, and vocational education institutions may offer them without additional authorisation if they are based on accredited vocational education programmes. Around 80 providers, including educational institutions and private companies, deliver more than 800 registered training and retraining programmes listed in the database of the National Centre for Educational Quality Enhancement (NCEQE). Admission requirements vary by programme and may include proof of prior learning or relevant experience. Joint delivery arrangements between providers are possible, allowing institutions to share modules or practical components.

Work-based learning forms an integral part of vocational training and retraining in Georgia. Programmes combine institutional learning with practical experience in real or simulated work environments, including internships and enterprise-based placements. Successful completion leads to the award of a certificate and supplement specifying the learning outcomes achieved.

2.2 Strategy and legal framework

In 2021 The Ministry of Education, Science and Youth (MoESY) adopted the Single National Strategy for Education and Science for the period from 2022 to 2030[5].This strategy aims to address the main challenges in education in Georgia and sets three main priorities:

- Quality and relevance: focused on improving the skills of teachers, enhancing access to good quality resources and investing in educational infrastructure, strengthening cooperation between schools and key stakeholders.
- Equality, inclusion and diversity: focused on ensuring equal access to education regardless of socio-economic status, place of residence, ethnicity/language, special educational needs and disabilities. The strategy envisages measures that address the specific needs of disadvantaged groups, including eliminating gender biases, and underlines plans to invest in developing the competencies of special teachers and personnel at other educational institutions.
- Governance, financing and accountability: concentrated on creating a pre-school education system, developing monitoring and evaluation practices, strengthening the system for monitoring the situation of graduates, optimising the school system, combined with strengthening the autonomy of schools and increasing their capacity, enhancing external quality assurance mechanisms. This priority also includes revising the VET financing model, which will include an increased role for private partners and elements of performance-based management, as well as strengthening quality assurance mechanisms.

The single strategy includes strategies for each sub-sector of education, including VET. However, adult education is integrated into the strategies for sub-sectors of the education system.

The 2024 monitoring report of the 2022-24 Action Plan was approved in 2025. It pointed out that 54% of activities envisaged were implemented and a further 24% partially or mostly implemented. In 2025, the ministry also published the draft 2025-2027 Action Plan for public consultation[6].

In December 2022, the **2023-2026 State Youth Strategy** and its action plan for 2023 were approved[7]. The strategy covers such areas as development of non-formal education and youth work, youth economic empowerment, and youth participation. The strategy is broadly aligned with EU objectives in the youth policy field. The main body responsible for the strategy's implementation is the youth agency.

[5] All key strategic documents published by the Ministry of Education, Science and Youth of Georgia are published here
[6] https://mes.gov.ge/content.php?id=14011&lang=geo&csrt=4712817298522514289
[7] https://www.matsne.gov.ge/ka/document/view/5675992?publication=0

In August 2024, MoESY approved a new **2024-2030 Strategy of professional orientation, counselling and career planning in formal education**[8]. The strategy takes stock of key challenges for career guidance, such as low awareness of the importance of such services, fragmentation of services and a lack of coordination between existing services in different parts of the education system and employment services, a lack of qualified staff, the non-existence of a quality assurance and control system, and an insufficient level of inclusiveness. The strategy formulates three key objectives:

- Support the quality, continuity and inclusiveness of career management services at all levels of formal education.
- Support for the institutional development of the career management system.
- Ensuring career management services are sustainable.

It should be noted that the strategy does not contain any measurable goals or targets; nor does it indicate the sources of financing.

In October 2025, the Government of Georgia unveiled **a major reform package for both general and higher education**, presented as a response to uneven quality across institutions, the duplication of academic programmes, and concerns about student out-migration ("brain drain"). The proposal introduces several structural changes: shortening general education from 12 to 11 years; replacing the existing 4+2 bachelor's–master's structure with a compressed "3+1" model; and reorganising universities through a "one city – one faculty" principle aimed at reducing multiple similar faculties within the same city. The government also plans to limit the admission of foreign students to state universities and to centralise oversight of higher education institutions.

While officials argue that these steps will increase system efficiency and better align education with national priorities, the reforms have prompted substantial criticism. Stakeholders warn that reducing general schooling could make Georgian secondary qualifications incompatible with many European universities, while the compressed higher education cycle may weaken academic depth. The proposed restructuring of universities raises concerns about diminishing institutional autonomy, restricting academic freedom, and expanding political control.

Following the reform announcement, the government decided to dissolve the International Education Centre and the Skills Agency, transferring their responsibilities to MoESY. This move raises concerns about increased centralisation, potential negative impacts on international mobility, vocational education reform, and EU-backed initiatives. While aiming to address real issues, the rapid scale and top-down approach of the reforms risk misalignment with European standards and may reduce the system's openness and credibility.

General education

General education in Georgia is regulated by the following laws: the Law of Georgia "on General Education" and the Law of Georgia "on Educational Quality Improvement", the current national curriculum and other by-laws.

Improving access to pre-school education is one of the priorities of the Georgian Government. According to data provided by the MoESY, in the school year 2024/2025, 137 474 children attended public pre-school education. This was 16% lower than in 2017/2018. The enrolment was 51% for children aged 2-3, 73% for those aged 3-4, 78% for those aged 4-5, and 80% for those aged 5-6. However, around 12% of those aged 6 attended primary school. Compared to previous years, the enrolment rate is slowly improving.

According to the Child Welfare Survey, the main barriers to access to pre-school education were the lack of available services in the neighbourhood and being on the waiting list (UNICEF, 2023). Children

[8] Order No. 139/N of the Minister of Education, Science and Youth of Georgia, 27 August 2024, regarding the approval of the 2024-2030 strategy for professional orientation, counselling and career planning in formal education.

with disadvantaged backgrounds (living in rural areas, from ethnic minorities, with disabilities) have even more limited access to pre-school education.

The 2024 reform is intended to enhance the quality of pre-school education. Nearly all kindergartens carried out self-assessments, providing a foundation for the development of an institutional authorisation plan for providers of pre-school education. The authorisation process was planned for the 2025-2030 period. Additional activities include support for implementation of the early education curriculum – play – and training directors of kindergartens in Tbilisi.

Improving the quality and relevance of general education is one of the priorities of the Georgian Government, expressed in the Single National Strategy for Education and Science for the period from 2022 to 2030. Quality assurance is one of the key responsibilities of NCEQE, which in 2024 conducted 126 public school authorisations and 15 authorisations for private schools.

Another important aspect of ensuring quality and accessible education is **providing textbooks to students in general education**. In 2024, approximately 5.8 million textbook units–including textbooks, workbooks and teacher's editions–were distributed, including bilingual textbooks for students who do not speak Georgian as their first language.

Inclusive education is being strengthened system-wide: school staff–special education teachers (SETs), individual assistants and kindergarten educators–receive targeted training (e.g. 488 SETs and 588 assistants in 2024), while social workers and newly trained school mediators support day-to-day inclusion in public schools. Special services are in place for children who need them, including psycho-educational assessment, specialist consulting for visual/hearing/communication and behavioural difficulties, support for integrated classes (e.g. autism, hearing impairment), hospital-based education, and nationwide psychosocial counselling via a 24/7 hotline and 11 regional centres. Learners also benefit from individual consultations, exam accommodations (Braille papers, extended time, enlarged print), and adapted learning materials (e.g. Braille and audio formats). Together, these measures aim to ensure equitable access and participation for every learner.

Support for non-Georgian-language students has expanded: a bilingual programme now spans 169 schools and 34 kindergartens, with around 400 bilingual teachers and subject materials. TPDC's sub-programme deploys 145 consultant-teachers in key regions and offers state language courses (380 completers in 2024; 57 in Feb 2025; 119 currently enrolled). Schools received 322 344 bilingual textbooks (Azerbaijani, Armenian, Russian), are piloting adapted Georgian readers and non-formal projects, and selected schools host Ukrainian language sectors for displaced pupils.

Revisions of the schools network and general education funding mechanisms are currently underway. As part of the World Bank-financed Human Capital Programme, the National Centre for Educational Research of Georgia has conducted several preparatory analyses on this topic. These analyses indicate that adjustments to the school network may be needed to better align resources with access and quality objectives. Changes in demographics have resulted in numerous small, remote schools with limited upper secondary classes–approximately **400 schools do not offer grades 10–12**, while about **1 200** more have very small upper secondary cohorts (mean ≈25 in rural areas, compared with 59 in urban areas). This situation leads to higher per-student costs, up to 10 times those of larger schools, and restricts academic offerings and laboratory resources.

Regarding financing, the current **hybrid model** includes factors such as per-student weights, base grants, and staff entitlements. However, it does not incorporate a socio-economic disadvantage component and produces threshold effects ("cliffs") for very small schools–considerations that could be addressed through an updated, needs-based allocation formula (NCER, 2024, 2024a).

Vocational education

Vocational education in Georgia is regulated by: Law of Georgia "**on vocational education**", the Law of Georgia "**on Educational Quality improvement**" and other by-laws.

In September 2024, MoESY approved a VET strategy for the period from 2024 to 2030. EU Skills4Jobs project has supported the government in drafting the strategy as one of the elements of the 2022-2023 Single National Strategy for Education and Science. The first draft of the strategy was prepared in 2022. Due to the delay in adopting the strategy, in 2024, the ministry submitted for consultation an updated strategy for 2024-2030. The new strategy has **three strategic goals**:

- provision of flexible, diverse and inclusive vocational education services;
- promotion of continuous development and autonomy of vocational education providers;
- transformation of the skills ecosystem through shared responsibilities between the public and private sectors.

The strategy envisages numerous activities, such as:

- increased access to vocational education by using the network of public schools;
- better aligning education content to labour market needs;
- development of work-based learning;
- enhancement of key competencies as a part of VET;
- development of career guidance services;
- introduction of the new model of financing VET, performance base and strengthened management of VET institutions;
- improvement of competencies of vocational education teachers;
- investment in the infrastructure of VET providers;
- strengthening the inclusiveness of VET;
- enhancing cooperation with key stakeholders;
- investing in a quality assurance system;
- promotion and internalisation of VET.

Although VET student numbers in Georgia remain low, enrolment has been rising in recent years. In 2024, 17 083 students were admitted – a 10% increase since 2023 and an 83% rise since 2020, when enrolment was at its lowest. VET graduates have increased by 17% over the past year and have nearly tripled since 2020. Gender representation in VET is broadly balanced; however, pronounced occupational segregation persists. Girls continue to enrol predominantly in fields traditionally associated with women – such as health, social welfare, business, administration, law, and various service programmes – while boys tend to choose engineering, manufacturing, construction and ICT specialisations (GEOSTAT, 2024).

According to Geostat in Georgia in 2024, 122 authorised VET institutions were operating. Out of those, 75 are public. Vocational colleges account for 66% of all VET institutions, and higher education institutions[9] account for 16%. The number of institutions increased in 2024, mostly due to the new pilot programme, offering vocational education in 21 general education schools granted permission to offer vocational education programmes.

According to a recent study conducted by the ETF, **the leading cause of low enrolment in VET education** is low awareness of the VET institutions' offers, which is exacerbated by limited access to good quality career guidance. Additionally, only a limited number of colleges offer the most relevant and attractive courses and programmes from a labour market perspective. Another barrier is

[9] According to the Georgian Law on vocational education, higher and general education institutions have the right to implement vocational educational programmes without attaining the additional authorisation. Among these, the higher education institution can implement any kind of vocational education programme, short-cycle educational programmes, vocational training and retraining programmes and national language programmes. Source: https://eqe.ge/en/page/static/79/profesiuli-ganatleba

insufficient support in terms of meeting students' material and financial needs, particularly those from disadvantaged backgrounds. Financial obstacles therefore limit access to VET education, despite tuition-free education. Another limitation is insufficient public transportation, particularly outside major cities. Older learners often combine education with work or other responsibilities, but the offer is not flexible enough, offering mostly long-term day courses.

The low level of completion of initial VET even worsens the situation. As stated in the VET System Development Report Summary from the Skills Agency, among students who were due to graduate in 2022, only 56% completed their studies. Additionally, completion rates have decreased in the previous two years. According to the ministry, this is primarily due to increased suspension rates rather than dropout rates. The completion rate is lower for men, younger persons, and for those studying in Tbilisi. The completion rate is also slightly lower in public institutions and dual programmes compared to modular programmes and some fields of study (Skills Agency, 2023).

A higher proportion of men than women drop out of VET. The profile of students who have dropped out of VET shows that this group is quite vulnerable, comprising people with disabilities, internally displaced persons (IDPs) and socially vulnerable people.

The most common reasons for dropping out of school are institutional, such as the inconvenient location of the VET institution, inflexible study schedules, parallel employment or study, lack of funds for food, transport, and accommodation on campus, a lack of practical learning opportunities at VET institutions, and limited demand for VET certification by employers.

2.3 Main actors and governance

National level

The main actor is the Ministry of Education, Science and Youth of Georgia (MoESY). The ministry is responsible for the regulatory and strategic framework, overseeing finance and coordination of key actors' activities.

Legal Entities of Public Law (LEPLs) under MoESY

- **National Centre for Educational Quality Enhancement** (NCEQE) – oversees accreditation, authorisation and quality assurance in general, vocational and higher education.
- **National Centre for Teacher Professional Development** (TPDC) – provides continuous professional development, certification and support for teachers, including programmes for remote, inclusive and digital education.
- **National Assessment and Examinations Centre** (NAEC) – administers national exams (unified entrance exams, teacher certification, general skills tests), participates in international assessments (PISA, PIRLS, TIMSS, etc.) and provides testing, data analysis and standard-setting for education in the country.
- **Zurab Zhvania School of Public Administration** – implements the State Language Teaching and Integration Programme, supporting minorities, asylum seekers and civil servants.
- **National Centre for Educational Research** (NCER) – conducts studies and provides an evidence base for reforms (e.g. school financing, minority education).
- **Youth Agency** – implements youth policy, funds youth projects, supports youth participation and non-formal learning opportunities.
- **Office of Resource Officers of Educational Institutions** (ORO) – provides psychosocial services, school mediation, social work and inclusive support in schools.

In October 2025, the Georgian Government announced that it will abolish the **Skills Agency** and **International Education Centre** as of January 2026. **The Skills Agency** had led vocational education reforms, developed standards, coordinated employer involvement, supported teacher

training, and promoted lifelong learning – with strong support from the European Commission. The Agency was also one of the key instruments for the coordination of policies supporting VET. It was established as a public – private partnership between the Ministry of Education, Science, Culture and Sport and the Georgian Chamber of Commerce and Industry. Its activities are overseen by a Supervisory Board that includes representatives from relevant ministries as well as business associations. Abolishing the agency could weaken employer involvement in VET governance.

The International Education Centre helped citizens study abroad in key fields for Georgia's development, requiring them to return and serve. Their functions will move to MoESY. While presented as improving system effectiveness, some view this as further centralising education, potentially undermining VET reform and internationalisation efforts.

Other stakeholders include local governments and municipalities responsible for pre-school and some school-level services (e.g. kindergarten unions, transport, and local teacher support). Civil society and professional associations are involved in consultations, service provision and advocacy (e.g. NGOs in inclusive education, minority language support).

International level: donors

World Bank – Innovation, Inclusion and Quality (I2Q) Project: a flagship, system-wide reform programme, financed by the loan, aiming to expand access to pre-school education and improve the quality of education and learning environments. A pre-school component focuses on school readiness. Across 147 schools and pre-schools, the programme includes revising and updating the programme and curriculum, renovating and equipping classrooms, and the retraining of trainers.

In general education, the project piloted a whole-school improvement model, which is an internal quality enhancement approach including school self-assessment, leadership development, mentoring and coaching for teachers, and school-level continuous development planning. The World Bank project also invests in school facilities, and more than **300 000 students** gained access to upgraded school facilities. For higher education, it finalised a **new funding model**, conducted spending simulations, and launched an **international excellence school**. On the digital front, the Ministry's EMIS team convened workshops, signed a **data protection MoU**, began coding for the e-School's first module, and started converting the national curriculum for the LMS platform. The project was restructured in late 2024 – extending its closing date to 31 March 2027 (Berdzenadze, 2025).

The GIZ Project 'Vocational Education and Training in Georgia's Growth Sectors' (October 2023 – September 2026) focuses on modernising Georgia's VET system. With a total budget of EUR 4.5 million, the project – implemented in partnership with the Ministry of Economy and Sustainable Development – concentrates on strengthening dual and cooperative training programmes, increasing private sector involvement in curriculum development, mostly through cooperation with business associations, and fortifying the capacity of vocational colleges. It also builds the institutional effectiveness of business associations to better represent industry needs and supports professional development in MSMEs, emphasising resource efficiency, digital innovation and gender-inclusive outcomes.

The **Asian Development Bank's (ADB) 'Modern Skills for Better Jobs' Sector Development Programme**, secured a **USD 25 million** policy-based loan in November 2024. This funding aims to **enhance the quality, relevance and inclusivity of vocational education (VET)** by strengthening priority-sector curricula, expanding access – especially in regions lacking VET colleges – and deepening **private sector engagement** through curriculum collaboration and partnerships via the Skills Agency. It also supports **institutional reforms** including a new VET teacher qualifications framework, and addresses gender and climate dimensions within the newly adopted VET Strategy (2024–2030).

The Swiss Agency for Development and Cooperation (SDC) has been implementing **Phase 3** of its long-standing support to agricultural vocational education and extension services in Georgia, with a budget of **CHF 4 378 million** through to **December 2025**. The current phase focuses on **sustainability and scaling**, by enhancing the capacity of public and private agri-VET providers,

strengthening the Skills Agency and sectoral skills body AgroDuo's effectiveness in public – private coordination, advancing digital access to training and advisory services, and ensuring inclusivity by reaching rural youth, women and language minorities with modernised, market-relevant skills, ultimately boosting farm productivity and rural incomes.

UNICEF Georgia works to advance **inclusive and quality education** at all levels. It has helped develop pre-service teacher training programmes, piloted the new national curriculum with digital tools, and supported the integration of around **7 000 children with special educational needs** into mainstream schools. UNICEF also promotes **bilingual education** in minority regions, strengthens early childhood education through benchmarks and teacher training, and builds psychosocial and inclusive teaching capacities in schools.

2.4 Policies and developments

Qualifications, validation and recognition

In recent years, Georgia has significantly advanced its **National Qualifications Framework (NQF)** by introducing an **eight-level lifelong learning system** aligned with both the European Qualifications Framework (EQF) and the Bologna Process. This framework – coordinated by the **NCEQE** – establishes clear level descriptors across general, vocational and higher education. Crucial instruments are now in place, including governance structures, the forthcoming digital qualifications register, and a functioning quality assurance system, marking Georgia's move into the **activation stage** of NQF development (ETF, 2025).

Complementing structural reforms, Georgia has modernised its approach to the **Validation of Non-Formal and Informal Learning (VNFIL)**, revising procedures in 2019 to align with the EU's 2012 Recommendation. The system follows the standard four-stage model – identification, documentation, assessment and certification – allowing individuals to gain partial or full vocational qualifications using existing VET standards. Under the NCEQE's oversight, authorised institutions conduct the validation through panels that include employer, academic and institutional representatives. Additionally, candidates can obtain general education credentials through extramural assessments based solely on demonstrated learning outcomes (ETF, 2025).

Work-based learning

In 2022, the Government of Georgia adopted the law that defines two VET schemes that include work-based learning: **dual learning** and **cooperative learning** (Decree No 416 on the 'Rules and Conditions for Delivering Vocational Education Programmes/Short-cycle Education Programmes/Vocational Training Programmes/Vocational Retraining Programmes in the Form of Work-based Learning'). **Dual learning** is a scheme of at least 24 months implemented jointly by a VET institution and a training enterprise, with at least **50%** of learning outcomes to be achieved in a real work environment. Usually, 60–70% of learning outcomes are achieved in this way. **Cooperative learning** assumes that less than 50% of learning outcomes are achieved in a real work environment. Both run in parallel to school-based VET and lead to formal VET qualification levels, and are open to people aged 15 and over (there is no upper age limit).

According to EMIS data, in 2023, 15% of all students enrolled in VET participated in work-based learning schemes, with only 3% participating in the dual scheme. Work-based learning was more popular among female students (21%) than male students (10%), reflecting the fact that the highest numbers of students enrolled in WBL are in programmes dominated by female students, such as nurseries (25% of all students enrolled in WBL programmes), pharmacy (16%), and teaching (9%). Work-based learning schemes are also more prevalent among older students, i.e. aged 25 and above (18%), than younger students aged 15–24 (13%).

Between 2022 and 2023, the number of learners enrolled in work-based learning schemes increased by 39%. The share of VET students enrolled in work-based learning schemes therefore rose from 12%

to 15%. However, the growth of work-based learning can be attributed to the cooperative mode (an increase of 68%), while the number of students enrolled in the dual mode decreased by 16%.

Career guidance

Since February 2020, all vocational education institutions must provide career guidance services as part of their authorisation requirements. These services aim to help students and graduates set career goals, find employment and improve their ability to engage with employers. Building strong links with employers is a key focus for creating work placement and job opportunities. Every public vocational institution has at least one career guidance manager who supports both current and prospective students. Managers deliver careers information, organise events, and track graduate employment, working closely with external training providers (Euro guidance, 2025).

In August 2024, MoESY approved a new **2024–2030 Strategy for professional orientation, counselling and career planning in formal education**[10]. The strategy takes stock of key challenges for career guidance, such as low awareness of the importance of such services, fragmentation of services and a lack of coordination between existing services in different parts of the education system and employment services, a lack of qualified staff, the non-existence of a quality assurance and control system and an insufficient level of inclusiveness. The strategy formulates three key objectives:

- Support the quality, continuity and inclusiveness of career management services at all levels of formal education.
- Support the institutional development of the career management system.
- Ensure career management services are sustainable.

It should be noted that the strategy does not contain any measurable goals or targets, nor does it indicate the sources of financing.

To support career development services at vocational education level, in 2024 the Skills Agency supported the skills development of career guidance managers to implement a career education course, with further roll-out planned.

The Skills Agency launched a project to establish **quality assurance mechanisms for career guidance services** and to develop a **continuous professional development (CPD) model** for career guidance specialists in TVET. This includes the design of in-service training programmes and digital learning tools for guidance staff. Georgia also became a member of the **Euroguidance network**, linking national career guidance services to European practices.

Quality assurance

The NCEQE remains responsible for the external quality assurance of VET. Its remit includes authorising VET institutions, conferring the right to deliver vocational programmes, and conducting both routine and ad hoc monitoring to ensure compliance with authorisation standards. The NCEQE draws on a pool of trained experts whose assessments are scrutinised by the authorisation council, appointed by the government. Vocational institutions are required to submit self-assessment reports as part of the process, with the NCEQE offering consultations, training sessions, manuals and guidance materials for both providers and applicants. The framework also enables higher education institutions and schools to gain the right to deliver VET programmes, including integrated secondary VET courses that combine general education outcomes (eqe.ge).

In 2024, Georgia implemented reforms aimed at enhancing the **quality and effectiveness of education and training.** MoESY, together with the Vocational Skills Agency, updated professional standards, ethics frameworks, career development pathways and remuneration policies for VET educators. Additionally, a comprehensive institutional needs assessment was conducted to guide targeted support measures and inform proposed legislative amendments facilitating colleges'

[10] Order No. 139/N of the Minister of Education, Science and Youth of Georgia, 27 August 2024, regarding the approval of the 2024–2030 strategy for professional orientation, counselling and career planning in formal education.

economic activities. At programme level, integrated VET within public schools benefited from revised general education modules, teacher training initiatives, as well as enhanced monitoring and evaluation processes. Furthermore, draft regulations were developed to strengthen **inclusive education and support services**. A national project was also launched to establish **quality assurance standards for career guidance services** and to implement a CPD model for guidance specialists, aligned with Georgia's recent accession to the Euroguidance network.

Centres of excellence

The **2024–2030 Vocational Education Strategy** highlights plans to establish **sectoral centres of excellence** in growth areas such as **construction, logistics, tourism and wine production**. These institutions are designed to serve as **innovation hubs**, developing best practices for future skills by combining close links with industry, modern technologies and high-tech learning environments, and alignment with international trends.

Currently, this approach is in the early stages of development. In Tbilisi, with support from the **German Government**, work is underway to establish a '**Centre of Excellence**' focused on transport, logistics and construction. The ADB project '**Modern Skills for Better Jobs Sector Development Programme'** finances and pilots two **skills hubs** – in **Telavi** and **Kutaisi** – designed to become regional high-performance VET centres delivering advanced training in priority sectors, embedding work-based learning, e-learning and stronger employer linkages with the Asian Development Bank. These hubs are intended to act as models for innovation, quality and sector responsiveness, catalysing broader upgrades across Georgia's vocational education system.

The ETF, managing the Network for Excellence (ENE), certified LEPL College Mermisi and LEPL College Modus in Georgia as a centre of **vocational excellence (CoVE)**. The 'Committed to Excellence' certificate recognises their completion of the ISATCOVE self-assessment and ongoing development towards VET excellence.

Most CoVEs are currently at the design or early implementation stage. Their governance structures, approaches to funding sustainability and integration within the broader VET system have not been fully established. Although CoVEs are anticipated to assume leadership roles in skills development, there has been limited evidence of widespread effects on teaching quality, learner outcomes, or regional development. In the absence of strengthened national legislation, definitive performance benchmarks, and processes for knowledge transfer to other VET providers, CoVEs may remain donor-driven initiatives rather than becoming drivers of systemic change.

Digital education and skills

The **2022–2030 Unified National Strategy for Education and Science** highlights digitalisation as a cross-cutting priority, identifying digital skills as a core competence and calling for safe, inclusive learning environments. Performance indicators for digitisation are defined in the **EMIS 2023–2026 Medium-Term Action Plan**, while all schools and VET institutions are now connected to the internet. Building on lessons from the pandemic, reforms since 2024 have allowed VET institutions to deliver distance and blended programmes, with the Skills Agency developing a national **digital learning management system (LMS)** hosting around 60 courses and used by over 1 500 teachers and students. Teachers are being introduced to **DigCompEdu-aligned training**, and a digitalisation support network has been set up to mentor providers. New VET qualifications in ICT fields such as **front-end development, computer networks and graphic design** have been introduced.

In general education, initiatives such as **STEAM in schools**, eTwinning, and the education e-house portal further support the integration of digital tools, with more than 2 800 resources uploaded and over 6 000 teachers active on eTwinning.

A 2022, a **World Bank digital readiness assessment** found that while Georgia has strong political commitment and strategies in place, efforts are fragmented and uneven. Rural schools lag behind in connectivity and hardware, systematic teacher training in digital pedagogy is still lacking, and data systems like EMIS are underused for planning and monitoring. The study recommended developing a

comprehensive edtech strategy, scaling up teacher training, improving broadband and device access, and fostering public–private partnerships to strengthen the edtech market. Without these, the risk is that digitalisation remains infrastructure-focused and may widen inequality rather than bridge it (World Bank, 2024).

Despite these challenges, digital skills development is progressing. Sustaining and scaling these efforts – particularly in teacher training, rural inclusion, and system-wide governance – remains crucial to ensuring digitalisation supports quality, equity, and labour market relevance across education and training.

Green transition

Georgia's commitment to equipping its workforce for the green transition is clearly reflected in the 2022–2030 Unified National Strategy for Education and Science, which highlights the importance of green skills and sustainable development. The 2024–2030 Vocational Education Strategy takes this further, focusing on adapting qualifications to meet the needs of a growing green economy, especially in sectors such as agriculture, energy efficiency and forestry.

Significant progress was made in 2024 with the approval of new occupational and educational standards in fields directly supporting the green agenda. These include renewable energy management, energy management, forestry, quality control of building materials, and road construction. The new standards are designed to build sustainability into vocational education curricula and broaden training opportunities in sectors essential to Georgia's climate and energy goals. Working with GIZ's ECO.Georgia project, the Skills Agency retrained about 30 forestry teachers from 10 public institutions, focusing on sustainable timber processing, sawmill management, and environmentally responsible production. The training also introduced gender-sensitive and inclusive approaches within the context of green vocational education.

Efforts to raise awareness and support green entrepreneurship among learners are also gathering pace. In 2024, grant competitions enabled vocational institutions to develop courses on environmental protection, sustainability and innovation. Meanwhile, FabLabs and student competitions provided opportunities for young people to design entrepreneurial projects in areas such as agri-food and green technology.

The **EU–Georgia Programme to Support Partnerships for Skills and Training** (EuropeAid/178002/DD/ACT/GE) finances initiatives that strengthen VET through green, sustainable and partnership-based approaches across Georgia. The programme supports three major actions implemented by experienced international and local partners. These projects work with VET colleges, sector associations and clusters to modernise curricula, introduce green skills, promote youth engagement in agriculture, strengthen cooperation with the private sector, and provide financial assistance to third parties.

Despite these positive developments, the current approach remains somewhat piecemeal. Green skills are being introduced through individual qualifications and donor-backed initiatives, but there is not yet a comprehensive national framework for green vocational education. The systematic integration of sustainability across curricula, teacher training and management practices is still in its infancy. Looking ahead, it will be crucial for centres of excellence and skills hubs to make environmental sustainability a core principle, ensuring that green skills and knowledge are embedded throughout the education and training system.

Adult learning

According to the Labour Force Survey, in 2024 only 1.6% of adults aged 25–64 had participated in training or lifelong learning within the previous four weeks. This rate has remained stable over the past three years; however, it is considerably lower than the EU average, which reached 13.3% in 2024. These figures indicate that the demand for upskilling and reskilling remains limited, and both employers and employees lack sufficient incentives to invest in skills development.

Most adult education and training occur within enterprises. However, according to the enterprise survey conducted by the Ministry of the Economy, only 3% of enterprises participated in workforce retraining in 2025, accounting for 7% of employees. Large companies were more frequently involved in employee retraining (35% of entities) compared to medium-sized (15%) and small (2%) companies. Companies located in Tbilisi invested in employee skills development more frequently than those in other regions. The proportion of retrained employees by sector is highest in financial and insurance activities, at 44%, followed by the energy sector at 27% and education at 9%. Approximately 90% of companies not engaging in workforce development cited a lack of need as the primary reason, while only 10% mentioned insufficient funds (Ministry of the Economy and Sustainable Development of Georgia, 2025). Barriers to adult education include limited training opportunities in rural areas, insufficient funding, a lack of flexible or short-term courses, and low awareness of opportunities (ETF, 2025).

The policy framework for adult learning has improved. Georgia has built a basic policy and institutional framework for adult education within a lifelong learning approach, but participation remains very low. The 2018 VET law and subsequent by-laws opened formal short-term training and retraining pathways for adults, and introduced recognition of non-formal and informal learning (RPL/VNFIL). Delivery and quality assurance are split across the Skills Agency (funding, provider capacity, programme development) and the NCEQE (authorisation/accreditation), while the State Employment Support Agency (SESA) finances short courses for jobseekers. Despite these arrangements – and a new rule allowing distance components in VET and short courses – adult participation is still less than 2% (often cited as ~1.6%) and well below EU levels. Public VET institutions host career guidance staff, but coverage of adults is limited. A network of 14 DVV-supported Adult Education Centres (AECs) complements provision, especially for vulnerable groups (ETF, 2025) (German Adult Education Association, DVV).

Provision is expanding but uneven. Capacity for long-term VET exceeds 15 000 places, whereas the short, flexible options that adults need are in short supply and mostly scheduled during working hours; evening and weekend offers are rare. Funding combines state vouchers (Skills Agency for longer programmes; SESA for short courses), municipal and donor funds and user fees; most resources flow to providers rather than individuals. Opportunities cluster in Tbilisi and larger cities, and rural access and transport constraints remain barriers. DVV International has invested in AECs and local non-formal learning, while major donors (EU, ADB, World Bank and others) have financed system reforms. (ETF, 2025) (DVV)

Despite some developments, systemic challenges persist: adult education spending is low, opportunities remain concentrated in urban areas, and there is no overarching **national adult learning strategy**. Participation is still driven largely by donor-funded or project-based initiatives. Going forward, Georgia faces the task of embedding adult learning into its education and skills system, expanding flexible and modular provision, and scaling up outreach to older workers, rural populations and disadvantaged groups.

3. LABOUR MARKET AND EMPLOYMENT: POLICIES AND DEVELOPMENTS

3.1 Strategy and legal framework

The Georgian Government has drafted a new **National Labour and Employment Policy Strategy for the period 2024–2028**, and it is planned to be adopted in 2025. The draft strategy includes the following policy objectives:

- reducing the mismatch between demand and supply;
- strengthening active labour market policies;
- promoting the inclusion of vulnerable groups and groups with different needs in the labour market;
- improving the legal basis and enforcement system for the protection of labour standards;
- contributing to the effective management of labour migration (emigration/migration);
- promoting and developing the temporary legal employment of Georgian citizens abroad (circular labour migration).

The recent wave of critical reforms in employment was in 2020-22. The **Law on Facilitating Employment**[11], adopted in 2020, established a SESA and outlined new employment policy measures. The **Law on Labour Inspection**[12], adopted in September 2020, established the Labour Inspection Service as an agency under the Ministry of Internally Displaced People, Labour, Health and Social Affairs (MIDPLHSA). The new version of the OSH Law[13], which aims to better align the existing law with the EU *acquis*, was adopted in 2019.

The adoption of the reforms, which were developed with extensive ILO support, represents a significant step forward in bringing Georgia's labour legislation into line with relevant ILO standards and EU directives, and achieving a better balance between the rights and interests of workers and employers.

3.2 Main actors and governance

National level

The Ministry of Labour, Health and Social Affairs (**MOLHSA)** owns national employment policy and oversees **Active Labour Market Policies (ALMPs)** and the public employment service.

The State Employment Support Agency (SESA) is Georgia's **public employment service**. It implements government ALMPs (job matching, training/retraining, wage subsidies and migration schemes) for jobseekers and employers. The SESA operates in Tbilisi and 11 regional offices across the country, including 254 employees in total, and nearly 140 employees who are involved in direct communication with beneficiaries involved in the counselling process.

The Ministry of Economy and Sustainable Development (MoESD) leads economic policy and the productivity/SME agenda. It **operates the national Labour Market Information System (LMIS)** and runs regular employer skills surveys.

[11] https://matsne.gov.ge/en/document/view/4924109?publication=0.
[12] https://www.ilo.org/dyn/natlex/docs/MONOGRAPH/110472/137421/F-1715825391/GEO110472%20Eng.pdf.
[13] https://www.moh.gov.ge/uploads/files/2019/Failebi/08.06.2019.pdf.

Georgia's Innovation and Technology Agency (GITA) is the public body fostering **start-ups, innovation and digital skills**, including the GENIE programme for digital inclusion and entrepreneurship.

An important role in the context of the labour market and employment is played by institutions involved in vocational education, namely:

The Ministry of Education, Science and Youth (MoESY), which sets **skills and VET policy**, aligning human capital development with labour market needs (strategies, distance-learning rules in VET, and integration of VET in schools, see mes.gov.ge).

The Vocational Skills Agency (VSA/Skills Agency Georgia) develops **occupational/education standards**, funds training/retraining, advances work-based learning and employer engagement to improve labour market relevance, see Eurydice).

The NCEQE/EQE) is responsible for external **quality assurance**. It authorises VET providers, accredits programmes (including integrated VET in schools) and thus shapes training supply, meeting labour market standards.

International level: donors

The European Union – Skills for Jobs (Skills4Jobs) project (2018–2024) combined a EUR 4.2 m technical assistance (TA) contract with a EUR 7 m grant scheme across nine regional projects to improve employability and better match skills with labour market needs. The TA contract supported national policy and system reform by drafting or finalising a new VET Strategy, a Career Guidance Strategy and Action Plan, providing inputs to employment and youth strategies, and strengthening key institutions (MoESY, NCEQE, EMIS, VSA, the Youth Agency, SESA). It also upgraded data systems (LMIS/LMIMS), career guidance in VET, entrepreneurship education, inclusive VET practices, and public employment services. All 19 planned outputs were achieved despite COVID-19 and institutional changes.

On the ground, the grant scheme delivered tangible employability results: 1 741 people were employed, 6 505 people were trained (core skills/IT/entrepreneurship), there were 1 108 internships, 737 short-term VET trainees, and 9 236 beneficiaries received tailored counselling. It created or strengthened 19 Career Guidance and Employment Centres, assisted 15 VET institutions, trained 870 professionals (including career guidance staff and teachers), and launched 26 demand-driven VET programmes in sectors such as tourism, maritime and agriculture. The focus was on youth, women and vulnerable groups across nine regions.

The EU4Youth is a regional initiative supporting youth in Eastern Partnership (EaP) countries since 2018. The programme includes numerous initiatives focusing on supporting the education, employability, employment, entrepreneurship, engagement and empowerment of young people in the Eastern Partnership. EU4Youth is implemented through three flagship projects: **Coordination and Policy Support (EY, 2023–2026)**, to coordinate the programme, its monitoring and communication and Alumni Network; **Youth Employment and Entrepreneurship (CPVA, 2021–2025)**, to build institutional capacities, foster PES partnerships and transfer EU know-how, including Youth Guarantee elements; and **Youth Engagement and Empowerment (GIZ, 2023–2025)**, to strengthen youth organisations and public institutions for participatory policy dialogue and higher-quality youth work (EU4Youth, 2025).

The World Bank's Georgia Human Capital Programme (P175455) (EUR 358.5 m from the IBRD, with Agence Française de Développement (AFD) co-financing) places a strong emphasis on jobs by scaling up SESA, establishing regional offices, expanding ALMPs for vulnerable groups (women, TSA recipients, IDPs and persons with disabilities), deploying rural outreach via mobile teams/municipal desks, and overhauling the WorkNet jobmatching portal alongside a new European Skills/Competences, Qualifications and Occupations (ESCO)-aligned skills shortage/forecasting methodology.

The AFD, through an EU-blended TA grant implemented by Expertise France alongside its Human Capital Development Programme loan co-financing, is helping Georgia upgrade **employment services** with a strong gender and inclusion focus. The programme supports SESA to **establish and formalise mobile teams** to reach rural jobseekers, **design and scale new, gender-sensitive ALMPs** (training, internships, job fairs, job matching) in coordination with other donors, and **strengthen the one-stop service model** via partnership management, mentoring/coaching (including self-employment support), performance management and staff training systems. It is also developing actions to operationalise the **Disability Gender Action Plan** (awareness campaigns, guidance on reasonable accommodation). Complementary IT assistance aims to **digitise social and employment services** (e.g. support for an integrated reporting system and cybersecurity/IT service management), improving efficiency, transparency and data use.

The International Labour Organization in Georgia centres on formalisation and a new decent work framework. Through the project **'Supporting the formalisation of workers and enterprises through an integrated and gender-responsive national strategy',** the ILO is helping the government and social partners design a national formalisation strategy and a coordination mechanism, while building capacity across institutions and employers'/workers' organisations to extend social protection and simplify registration and compliance for MSMEs. In **September 2024**, Georgia and the ILO signed the country's **first cooperation agreement** to launch a Decent Work Country Programme, establishing a tripartite framework to promote decent jobs, strengthen labour standards and inspection, expand social protection, and foster social dialogue in the 2024–2027 period.

3.3 Policies and developments

Overview

A comprehensive labour and employment strategy for 2024–2028 was prepared by the government but was returned for revision following the prime minister's resignation and government reshuffle in February 2024. Work on the new version has resumed. The earliest optimistic scenario for approval is March 2026. According to 'Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs , a key topic of discussion within the new strategy is unemployment insurance.

The recent policy development focuses on improving access to the services supporting employability and improving the relevance and effectiveness of measures and services targeted at the most vulnerable groups, such as recipients of the targeted social assistance or persons with disabilities.

Youth Guarantee

Georgia **does not have a national Youth Guarantee (YG)**. However, **YG-type measures are currently being piloted** and prototyped under the **EU4Youth programme** (see Chapter 3.2 for further details). The pilot of Youth Guarantee-type initiatives has been implemented in two locations in Georgia (Abasha and Poti). The programme supported the creation of a **roadmap** for implementing YG measures. This work focused on mapping, tracking, and reaching out to persons who are not in education, employment or training (NEETs). The roadmap was approved by the National Steering Committees at the end of 2023. Additionally, the programme developed guidelines for **establishing a co-management structure**. Georgian PES staff took part in mutual learning and training activities on targeting services, skills profiling and outreach to NEETs. **Due to the current circumstances in Georgia, there were no further developments on the YG piloting in the country** (EU4Youth, 2025).

3.4 Active labour market programmes (ALMPs)

Labour market services include job matching and counselling. In 2024, 14 343 jobseekers benefited from these services – representing a 10% increase over 2023. Since SESA began operations in 2020, there has been a consistent rise in participation, culminating in nearly a threefold increase.

Of all provider services delivered, 74% were counselling sessions, while the remaining 26% involved job matching. Compared to the previous year, the number of users accessing job matching services rose by 87%, whereas the number of jobseekers receiving counselling services experienced a slight decline of 3%.

Labour market services were mainly used by women and people aged over 29, with women making up a particularly large proportion of service users. In addition, the percentage of women participating has increased significantly over the past year, which mirrors the growing proportion of female jobseekers.

Table 3.1 Participants in labour market services

	2020	2021	2022	2023	2024
Job matching	**1 806**	**2 997**	**2 263**	**1963**	**3 677**
Male	72%	51%	44%	45%	37%
Female	28%	49%	56%	55%	63%
Under 29	13%	32%	27%	31%	36%
29 and over	87%	68%	73%	69%	64%
Counselling	**3 024**	**2 584**	**3 165**	**11 018**	**10 666**
Male	20%	37%	34%	33%	28%
Female	80%	63%	66%	67%	72%
Under 29 years	30%	45%	32%	27%	27%
29 and over	70%	55%	68%	73%	73%

Source: The platform Worknet.gov.ge for 2013–2019 Social Service Agency (SSA). State Employment Service Agency (SESA) for the period from 2020 to 2022.

The labour market measures (LMMs) refer to interventions aimed at supporting disadvantaged groups in the job market. These measures encompass various initiatives such as training, employment incentives, subsidised employment and rehabilitation, direct job creation and start-up incentives.

In 2024, the total number of participants in LMMs reached 32 870, marking a 25% decrease compared to the previous year and a return to the number of participants in 2022. The number of LMMs increased significantly in 2022, which can be attributed to the introduction of a new Public Works Programme in March 2022, targeting social assistance recipients regardless of whether they were registered as jobseekers. In 2024, there was a 27% decrease in the number of participants in this programme compared to the previous year. Nevertheless, 89% of all LMM participants remained involved in the programme.

In the same year, 3 692 people attended vocational training courses, a 6% drop from the previous year. Women made up 82% of participants, compared to 68% across all jobseekers. Most attendees were over 29 (70%), though youth were slightly overrepresented.

In 2024, employment incentives organised as internships comprised a relatively small segment of participants within the implemented LMMs, with only 81 individuals involved – a 44% reduction

compared to the previous year. This substantial decrease continues the declining trend observed in the previous period, with participation representing just 29% of the 2022 figure. Additionally, the subsidised employment and rehabilitation measure recorded the lowest engagement, with participation limited to three individuals.

The Public Works Programme, which has a significant budget, aims to activate recipients of targeted social assistance (TSA). The Georgian authorities believe that many TSA recipients can work and are engaged in informal work, and the programme targets this group. The programme offers low-skilled or unskilled work that does not require special training or skills. In 2024, a total of 29 094 people participated in the programme. Participants in the Public Works Programme (PWP) are not required to register in WorkNet, making it impossible to estimate the number of registered jobseekers involved in the programme from a statistical point of view, as well as their transition to employment.

The characteristics of PWP participants differ significantly from those of vocational training participants. In this case, women are overrepresented, accounting for 54% of beneficiaries, and individuals aged 29 and older are also significantly overrepresented, making up 92% of participants.

In the PWP, TSA recipients are offered four options: take up a job under the programme, apply for a regular vacancy on the open job market, enrol in a short-term training/retraining course, or formalise existing employment relationships/their economic activity status. If a TSA recipient chooses one of these options, they are granted a grace period of four years during which they will continue to receive their social assistance benefits without their income being reassessed. If a TSA recipient refuses all options, their household will be reassessed the following year.

Initial statistics on the programme's effectiveness reveal that around 60% of TSA recipients choose a job in the PWP. However, there is a significant difference between the capital and the provinces, with 7% of TSA recipients in Tbilisi choosing jobs under the programme, compared to 66% outside the capital. This reflects the scarcity of real job opportunities in the provinces compared to the capital city.

In 2025, the PWP has been under revision. The main concerns relate to dependency, limited skills acquisition and insufficient exit pathways. The revision aims to introduce clearer eligibility and exit criteria, stronger training and reskilling components, better synchronisation between TSA status, activation requirements, and employment incentives.

- **Transition from unemployment to employment**

The main objective of the employment services is to help jobseekers find sustainable and decent employment. In 2024, a total of 15 609 jobseekers entered employment – a significant number considering that 8 479 jobseekers were registered at the end of the year.

The high number of people moving into employment reflects the inclusion of additional participants from the PWP. The 2022–2024 figures combine two cohorts: (i) individuals placed by SESA through its regular placement services, and (ii) PWP participants who chose employment in the open labour market. Because not all PWP participants were registered as jobseekers, the total number entering employment is not directly comparable to the stock of registered jobseekers.

Table 1.2 Transition from unemployment to employment (number) by sex and age

	2020	2021	2022	2023	2024
Total	908	3 812	12 645	15 899	15 609
Male	209	1 287	6 889	7 241	6 076
Female	699	2 525	5 756	8 658	9 533
Under 29	421	1 711	2 043	5 904	5 181
29 and over	487	2 101	10 602	9 995	10 428

Source: The platform Worknet.gov.ge for 2013–2019 SSA; SESA for 2020–2022.

Initiatives to increase the capacity of the public employment services

SESA offers employment services through 11 regional offices across the country, with a staff of 254, and nearly 140 employees directly assisting jobseekers through counselling. Jobseekers in remote areas or outside regional centres have limited access to employment services, but SESA is working to improve accessibility.

The main challenge for SESA is to ensure high-quality employment services and outreach in all regions. To reach remote populations, mobile groups were established at regional level, operational from mid-May 2023.

A new 'labour market information system'/WorkNet[14] is being developed. This task involves the establishment of a working group comprising members from SESA, EU TA, and the Information Technology Agency. The design of the new system is also developed in consultation with the business sector to better respond to its needs. The system development in 2024 is supported by experts funded by the World Bank and AFD.

[14] This differs from the LMIS providing information on labour market needs and developments and on VET and skills training/retraining activities, managed by MoESD, and instead effectively refers to WorkNet, the system managed by SESA for managing the matching of jobseekers and vacancies.

4. KEY INDICATORS: EDUCATION, SKILLS, EMPLOYMENT

4.1 Headline indicators

Education and VET

Monitoring a complex education and training system typically starts with three straightforward questions: who takes part, what do they achieve, and what supports the process?

The first question explores the extent to which learners engage in education or training. It is addressed by indicators grouped under *participation and access* in Table 4.1: net enrolment rates at lower and upper secondary levels, the share of students in upper secondary VET, the gross enrolment ratio in tertiary education, and adult participation rates in lifelong learning. The second question – what learners achieve – examines key education outcomes, such as learner progression and the skills or qualifications they obtain. These are reflected in the indicators under attainment, completion and outcomes: the share of adults with tertiary qualifications, the rate of early leavers from education and training, and the percentage of 15-year-olds underachieving in mathematics. The third question considers the financial, physical and informational resources that sustain the education process, reflected by the indicators under *resources and data*: public expenditure on education as a share of GDP, the adequacy of infrastructure, and the availability of internationally comparable data.

Table 4.1 Headline indicators: education and VET (Georgia, EU average) (2022–2024)

Participation and access	**2022**	**2023**	**2024**	**EU (1)**	**Source**
Total net enrolment rate (lower secondary)	98.0	98.2	M.D.	98.1	UIS UNESCO
Total net enrolment rate (upper secondary)	98.4	98.3	M.D.	93.6	UIS UNESCO
Students in VET as a % of total upper secondary students	7.2	9.1	M.D.	48.8	UIS UNESCO
Gross enrolment ratio (tertiary)	79.3	78.3	M.D.	79.7	UIS UNESCO
Participation in training/lifelong learning in the previous 4 weeks (% aged 25–64)	1.6	1.7	1.6	13.3	LFS
Attainment, completion and outcomes	**2022**	**2023**	**2024**	**EU (1)**	**Source**
Educational attainment of total population: % with ISCED 5–8	30.5	31.2	30.3	30.2	LFS
Early leavers from education and training (% aged 18–24)	6.0	5.3	6.4	9.3	LFS
Underachievers in maths (% aged 15)	66.4	N.A.	N.A.	31.1	PISA OECD
Resources and data	**2022**	**2023**	**2024**	**EU (1)**	**Source**
Public expenditure on education (as % of GDP)	3.8	3.7	M.D.	4.7	UIS UNESCO
Inadequate or poor quality physical infrastructure (2)	34.4	N.A.	N.A.	27.9	PISA OECD
Availability of internationally comparable data on education	N.A.	52.6	57.8	N.A.	TRP (3)

Notes: 1. EU average, latest available year. PISA data: OECD average. 2. % of students in schools whose principal reported that the school's capacity to provide instruction is hindered at least to some extent by inadequate or poor quality physical infrastructure. 3. ETF Torino Process (TRP).
Source: ETF KIESE database.

Table 4.1 shows that enrolment in lower and upper secondary education in Georgia is almost universal, at around 98% for both levels. While for lower secondary this rate of participation is broadly in line with the EU average, for upper secondary it is well above the average, as most young people in Georgia continue their education beyond the compulsory level.

As progression to tertiary education is a dominant aspiration and thus general education is the default option for most learners, VET is often perceived as a secondary or less prestigious track. Consequently, VET continues to attract only a small share of learners in Georgia. In 2023, 9.1% of upper secondary students were enrolled in vocational programmes, compared to nearly half in the EU. Participation in tertiary education is comparable to EU levels, with a gross enrolment ratio of 78.3% in 2023. On the other hand, adult participation in learning is limited: only 1.6% of adults reported participating in training or lifelong learning during the previous four weeks, compared with 13.3% in the EU.

In terms of attainment and outcomes, 30.3% of the population holds a tertiary qualification (ISCED 5–8), which is roughly on par with the EU average. Early leaving from education and training remains relatively low, at 6.4% in 2024, though slightly higher than a year earlier. However, learning outcomes remain a significant concern. Two thirds of 15-year-olds perform below the basic proficiency level in mathematics, more than twice the EU average (Table 4.1).

At 3.7% of GDP, spending on education remains below the EU average of 4.7%. In the same vein, there are widespread reports of physical infrastructure which is not adequate (34.4% of schools, compared to 27.9% in the EU). A positive development is the growing availability of data on education that is internationally comparable, from 52.6% in 2023 to 57.8% in 2024.

Employment and demand for skills

The set of labour market indicators follows the same question-and-answer logic applied to education and training, but from the perspective of employment. The indicators are organised into two complementary groups. The first group, employment and labour market outcomes (Table 4.2), addresses how effectively the labour market absorbs people. It consists of the overall employment rate (aged 15+), the youth employment rate (aged 15–24), the employment rate of recent graduates (aged 20–34, ISCED 3–8), the unemployment rate of the overall population (aged 15+), the youth unemployment rate (aged 15–24), and the NEET rate (aged 15–29). The second group, demand for skills (Table 4.2), looks at the types of jobs and skills that the economy generates. It consists of employment by broad economic sector (agriculture, industry, services), the incidence of vulnerable employment, and educational mismatch.

Table 4.2 Headline indicators: employment (Georgia, EU average) (2022–2024)

Employment and labour market outcomes	2022	2023	2024	EU (1)	Source
Employment rate (% aged 15+ or similar age group)	42.9	44.5	47.1	54.7	LFS
Employment rate (% aged 15–24 or similar age group)	19.0	20.7	23.6	35.0	LFS
Employment rate of recent graduates aged 20–34 (ISCED 3–8)	48.2	54.8	59.7	82.4	LFS
Unemployment rate (% aged 15+ or similar age group)	17.3	16.4	13.9	5.9	LFS
Unemployment rate (% aged 15–24 or similar age group)	39.4	34.5	28.9	14.9	LFS
NEET rate (% aged 15–29 or similar age group)	30.7	26.9	24.1	11.0	LFS
Demand for Skills	**2022**	**2023**	**2024**	**EU (1)**	**Source**
Employment by broad economic sectors (%): agriculture	17.9	16.5	16.0	3.3	LFS

Employment by broad economic sectors (%): industry	20.3	21.1	21.7	24.1	LFS
Employment by broad economic sectors (%): service	61.8	62.4	62.2	72.1	LFS
Incidence of vulnerable employment (%)	29.0	27.9	28.3	10.0	LFS
Employment by 'educational mismatch': % matched	M.D.	M.D.	M.D.	M.D.	ILOSTAT

Notes: 1. Data refer to 2019. 2. Data refer to 2019, age group 15–59. 3. Data refer to 2019, age group 16–24. 4. Data refer to 2019, age group 15–24.
Source: ETF KIESE database

Against the background of solid economic growth (see Section 1.2), labour market conditions and employment outcomes in Georgia have improved steadily over the past three years. The employment rate for those of working age rose from 42.9% in 2022 to 47.1% in 2024, while unemployment declined from 17.3% to 13.9% over the same period.

The data suggest that young people also benefited from these positive developments. The employment rate among 15–24-year-olds increased from 19% to 23.6% per cent (Table 4.2), while youth unemployment fell sharply from 39.4% to 28.9%. The NEET rate among young people continued to decline, from 30.7% in 2022 to 24.1% in 2024. Employment among recent graduates aged 20–34 also improved, from 48.2% to 59.7%.

Although these trends are positive, employment outcomes in Georgia are still weaker than in the EU on average. The overall employment rate is almost eight percentage points lower, while the gap in youth employment is more than 11 points. Unemployment, at 13.9%, is more than twice the EU average, and youth unemployment is nearly double the EU average. Likewise, the NEET rate remains about twice as high as in the EU. While Georgia's labour market is becoming more dynamic, it continues to face structural barriers to inclusive participation, particularly for young people and new entrants.

The structure and quality of employment are also a concern. Agriculture still accounts for 16% of total employment – five times the EU average – which suggests that a considerable share of the labour force is concentrated in lower productivity activities. Industry represents 21.7% of employment, slightly below the EU average, while services, at 62.2%, play a smaller role than in most advanced economies. In addition, vulnerable employment remains high, affecting more than a quarter of all employed persons. This share has changed little since 2022 and remains almost three times higher than the EU average.

4.2 System performance indicators

As noted in the introduction to this paper, 'performance' in the context of ETF monitoring describes the extent to which VET systems deliver on their commitments to learners and stakeholders in support of lifelong learning. These commitments typically cover three key areas: ensuring broad and equitable access to opportunities for education and training; delivering high-quality and relevant education; and maintaining effective and efficient organisation and management of the education system, including adequate resourcing.

To systematically measure performance, the ETF uses SPIs, which summarise the extent to which education and training systems fulfil each of their commitments. Each SPI is presented on a scale from 0 to 100, with higher scores indicating stronger performance.

Both the headline indicators in Section 4.1 and the SPIs presented in this section are guided by the same core questions: Who takes part? What do they achieve? How do education and training systems support them? The main difference between these two sets of data lies in how these questions are answered. Headline indicators answer the questions with single, standalone measures drawn directly from international data sources. The SPIs, on the other hand, are evaluative, composite measures.

They are designed explicitly to assess how well VET systems fulfil broader policy commitments that cannot be adequately captured through individual statistics.

Access and participation

This section presents system performance in VET and adult learning against two specific policy outcomes: support for equitable access and participation for young people and adults, and support for young people in initial VET (IVET) to successfully complete their programmes.

The scope of SPIs tracking access differs according to the target group of learners. For youth, the SPI assesses access specifically to IVET, while for adults it captures access to continuing VET (CVET) and other adult learning opportunities, such as those provided through ALMPs. A separate SPI measures how effectively young learners in IVET are supported in progressing through their programmes and achieving graduation.

In both cases, performance depends on the policies and measures the country is implementing. They provide the opportunities, incentives and guidance needed to encourage participation and successful completion. The SPI results therefore reflect how effectively these policies deliver on their intended objectives.

Access by age and gender

According to the monitoring survey, Georgia has created the formal preconditions for broad participation in initial VET. Eligibility is wide, which means that any learner who has completed basic education (Grade 9) can enrol, with no age restrictions. In addition, the financing rules make participation easier: the State finances all public IVET programmes and co-finances private providers offering training in national priority fields, which helps to reduce cost-related barriers.

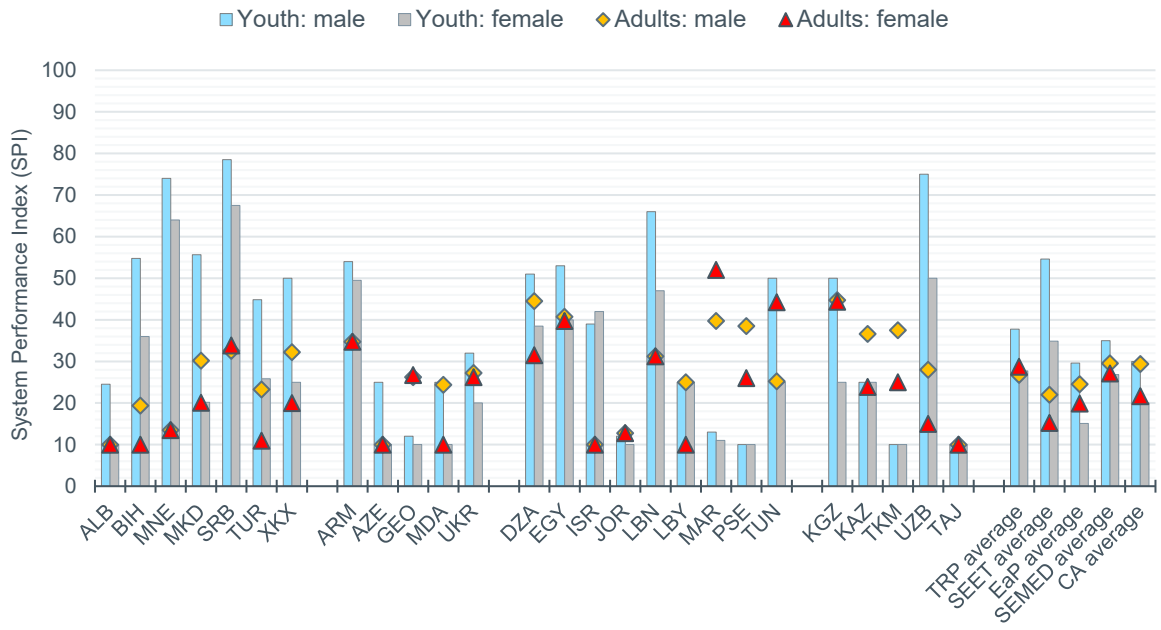
However, actual participation remains modest, as reflected in weak policy and system performance in this area (an SPI of 12 for boys and 10 for girls), well below the already low regional EaP average of 30 for boys and 15 for girls, and the average for the monitoring (Torino Process – TRP) sample of 38 and 28 respectively. According to the KIESE data used to calculate the composite result, only 5.9% of female and 11.9% of male upper secondary students are enrolled in vocational programmes (KIESE SPI Indicator 4), which confirms that participation in initial VET remains limited and uneven by gender. According to the monitoring survey, participation in VET is also unstable. It has fluctuated between fewer than 10 000 learners in 2020 and just over 17 000 in 2024, due to a combination of factors such as limited attractiveness, financial constraints, but also uneven distribution of providers.

The point about geographical coverage is noteworthy. Nearly half of all vocational institutions are located in Tbilisi (45%), which leaves large swathes of rural Georgia underserved. The monitoring survey notes that this problem limits opportunities for youth outside the capital, particularly in areas where VET could most contribute to local employment and inclusion, such as the regions of Kvemo Kartli and Samtskhe-Javakheti in the south of the country. Financial barriers also impede participation, as students often report difficulties in covering food, transport, and accommodation costs, suggesting that affordability remains a decisive factor in access.

In general, access to IVET is balanced in terms of gender. In 2024, women accounted for 50% of admitted students and 48% of graduates. However, at regional level IVET access also suffers from gender imbalances. In some regions, the participation of girls in VET is far lower, for instance in the regions of Adjara (34% of all VET enrolment) and Samtskhe-Javakheti (32%). In other regions, the participation of girls is much higher, for example Kvemo Kartli (71%).

According to the monitoring survey, to address this, the Skills Agency's Gender Action Plan (GAP) seeks to mainstream gender equality across VET through gender-sensitive regulations, awareness campaigns, targeted guidance services, and infrastructure such as childcare rooms in several colleges. There are also inclusion measures in support of ethnic minorities in VET, which the survey describes as highly effective. The introduction of entrance testing in minority languages (Armenian, Russian, Azerbaijani) has increased minority participation from only 15 applicants in 2016 to 250 in 2021.

Figure 4.1 Access to learning opportunities by country, age and gender of learners – system performance index, ETF partner countries and international average (2025)



Note: Theoretical index range: min/low performance=0, max/high performance=100.[15]
Source: ETF KIESE and Torino Process databases.

As far as adult learning is concerned, since 2019 Georgia has implemented measures that have considerably expanded access to learning opportunities. These include the introduction of a comprehensive framework for CVET, which enables short-term, work-based, modular programmes for adults to be recognised and certified by the State, and the possibility for any legal entity, public or private, to deliver such programmes, provided they meet national standards.

The monitoring survey notes that, as a consequence of these reforms, enrolment in adult learning through CVET increased threefold between 2020 and 2022. Programmes are open year-round, delivered in flexible formats, and often tailored to the schedules of adults. Funding arrangements through the Skills Agency and SESA are in place to ensure that training remains free of charge or at reduced cost for adults in priority sectors or registered jobseekers.

Figure 4.1 shows that system performance in support of adult learning is correspondingly stronger than in support of participation in IVET, on a par with the average for other countries in the Torino Process monitoring sample. However, with an SPI of 26 for men and 27 for women, the results are still low. Some of the KIESE data used to compile this result show that overall participation in adult learning remains very modest. Only 2.9% of women and 3.4% of men aged 15–24 are enrolled in accredited adult learning through CVET (KIESE SPI Indicator 15), while participation in other adult learning reaches just 1.7% of women and 1.4% of men aged 25–64 (Indicator 16).

According to the monitoring survey, the integration of CVET within active LMMs has been an important factor in improving access to adult learning. SESA, established in 2020, expanded the reach of training and employment measures to 32 870 participants in 2024, including many women and vulnerable adults outside Tbilisi. However, 89% of this group participated in PWP. Planned reforms under the 2024–2030 VET Strategy aim to consolidate these advances by prioritising career guidance, flexible provision, and the inclusion of women, persons with disabilities, NEET youth, and minorities.

[15] The Torino Process makes a distinction between the theoretical (full) index range and the 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 between SPI values below 10 and above 90. The international average, on the other hand, is calculated using the full range of the index.

Further data show that, although few adults participate in learning overall, among those who do, women are the clear majority. They particularly participate in ALMP-linked training, more than in formal CVET or other adult learning. According to the monitoring survey, women accounted for 82% of all vocational training participants in 2024, well above their share among jobseekers (68%).

This pattern is also common across other countries in the ETF monitoring sample. Women tend to engage more readily in short-term, flexible and publicly supported training opportunities that combine practical skills acquisition with clear employment prospects and lower opportunity costs, while participation in longer or more structured programmes remains limited.

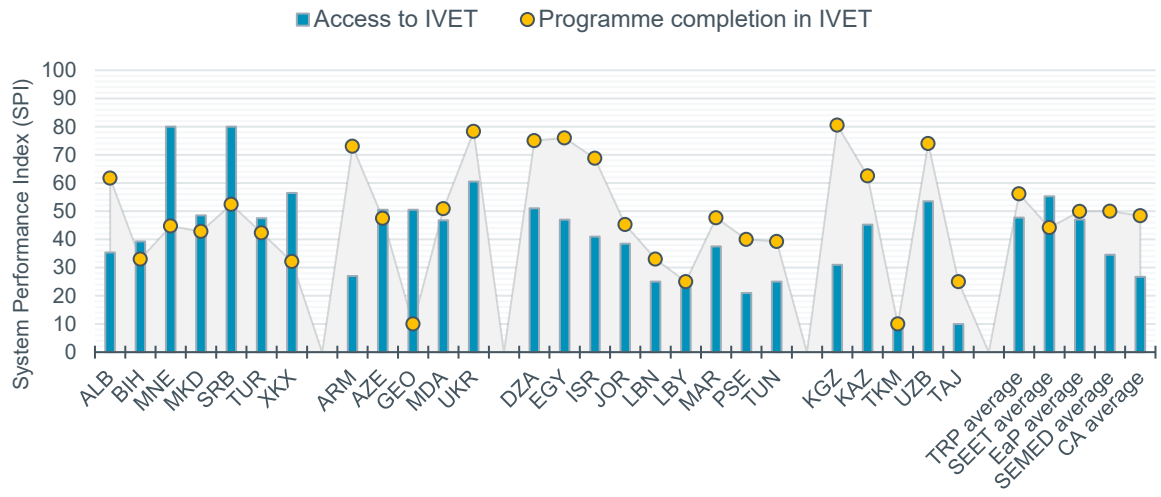
Retention and programme completion

Progression and programme completion are a weak point in IVET in Georgia (Figure 4.2). Despite some progress over the past five years, the scale of dropouts and suspensions remains high, which reflects the limited capacity of providers to support learners in completing their studies. According to the Torino Process monitoring survey, between 2018 and 2023, dropout and suspension rates decreased only slightly, by around two percentage points, and the average dropout rate for IVET programmes remained between 30% and 35%, roughly twice as high as in continuing VET (CVET). The overall completion rate stood at just 51.3% in 2023, with 7 741 students graduating from vocational education. These figures contrast sharply with broader performance at upper secondary level, where completion rates are considerably higher: 92.8% females and 91% per cent for males (KIESE SPI Indicator 23). In other words, the data suggests that in Georgia, the barriers to progression and completion are largely specific to IVET, rather than systemic across all secondary education.

The monitoring survey describes a number of structural, institutional and socio-economic reasons for the weak performance in this domain of monitoring. Many learners face practical obstacles such as the inconvenient location of training institutions, rigid study schedules, and difficulties reconciling education with employment or family responsibilities. Financial constraints, including transport and accommodation costs, contribute to the risk of dropout, especially among students from disadvantaged backgrounds. These barriers are often compounded by limited career guidance and insufficient flexibility in programme design, which prevent many learners from adapting their study pathways to their personal circumstances.

The survey notes that attendance rates vary widely as well, from 50% to 90%, which is indicative of the ongoing struggle of many students to balance their learning commitments with other obligations. Although the share of early leavers from education and training remains low overall (at 6.5% among girls and 6.4% among boys; KIESE SPI Indicator 19), the majority of those who do drop out are students in VET. Gender-disaggregated data reveal that female learners generally achieve higher completion rates than male learners, with men representing 54% of all dropouts between 2017 and 2021. However, significant barriers persist for women in rural areas and among vulnerable groups, and the system currently lacks specific gender-sensitive measures to address these disparities.

Figure 4.2 Access and programme completion in IVET – system performance index, ETF partner countries and international average



Note: Theoretical index range: min/low performance=0, max/high performance=100
Source: ETF KIESE and Torino Process databases

National authorities in Georgia are well aware of these challenges and have begun to introduce mechanisms to address them. The 2024–2030 VET Strategy explicitly prioritises reducing dropouts and improving student progression. It places an emphasis on early identification of learners at risk, stronger career counselling, more flexible provision, and inclusive, learner-centred approaches. If effectively implemented, these measures could gradually enhance completion outcomes and strengthen the continuity between enrolment and graduation. Examples of initiatives include the introduction of midterm evaluations, expanded career management services, and sector-led qualification exams. The monitoring survey also lists new psychosocial support services, established to assist students facing personal or social difficulties, while the deployment of an LMS and the piloting of the 'Shuttle' methodology offer new opportunities for flexible, modular and skills-oriented learning.

Quality and relevance of learning outcomes

In this section, the SPIs capture the quality of the provision of basic skills and key competences to learners in IVET, as well as the degree to which adults possess foundational skills. These results are complemented by selected KIESE indicators, which track the relevance of learning outcomes by examining the employment rates of individuals aged 15 and older, disaggregated by educational attainment in ETF partner countries.

ETF monitoring keeps quality and relevance separate because, although they often reinforce each other, they do not always coincide. Learners with strong foundational skills may still struggle to find suitable employment, while individuals might secure jobs without acquiring a comprehensive skillset. By tracking these aspects separately, the reporting hopes to identify both the intrinsic benefits of education as well as how effectively it aligns with the needs of the labour market.

Quality of learning by age and gender

Figure 4.3 shows that the results of Georgia in providing foundational skills and competences to young learners in IVET (an SPI of 31 for boys and 34 for girls) are broadly in line with the regional EaP average (SPIs of 33 and 32 respectively) and close to those for the wider monitoring sample (SPIs of 23 and 40 respectively). However, they are still low, reflecting the wider challenges that most countries face in delivering high-quality skills to young learners in VET.

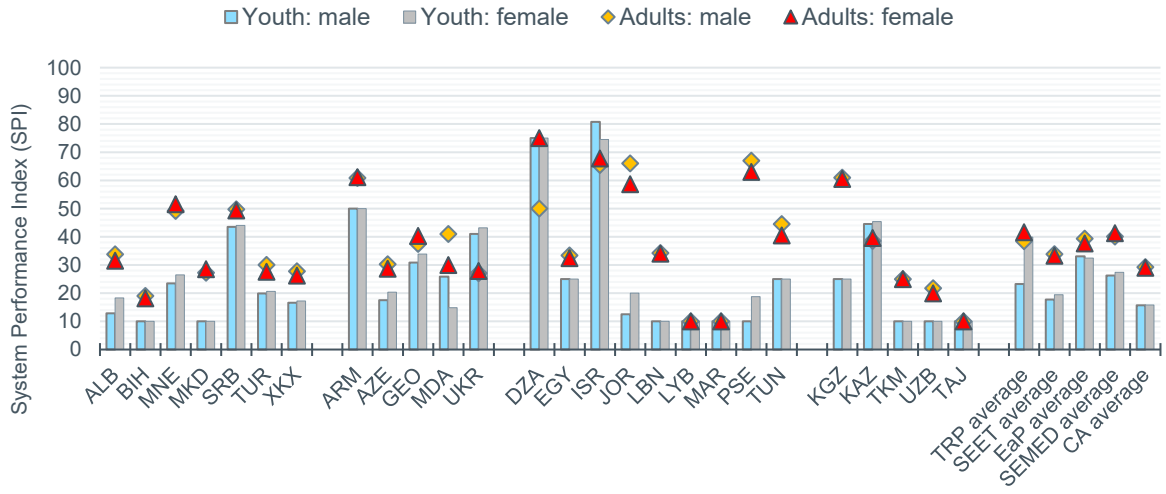
Although equipping learners with key competences and transversal skills is a recognised national priority, the monitoring survey notes that the quality and consistency of delivery still vary significantly across institutions and regions. According to a tracer study from 2022, while IVET graduates assess

their learning outcomes as generally positive, employers are considerably more critical due to perceived weaknesses in the foreign language proficiency of graduates, their ICT skills, creativity and innovation, as well as entrepreneurship and professional skills training (ACT, 2022).

These challenges are also visible more broadly in learning outcomes at earlier stages of education. KIESE SPI data used for the calculation of the results shown in Figure 4.3 show that a very high share of 15-year-olds perform below the basic proficiency level in foundational subjects such as reading (59% of girls and 74.3% of boys, KIESE SPI Indicator 24) and mathematics (65.5% and 67.3%, Indicator 25). The data suggest that many young people enter IVET with limited foundational competences and that VET providers struggle to deliver effective remedies.

There is no evidence of gender-based differences in the acquisition of basic and transversal skills among IVET graduates. However, the monitoring survey suggests that traditional gender roles and family responsibilities continue to affect how women apply these competences after graduation, both in employment and in life more generally.

Figure 4.3 Quality of skills and competences by country, age and gender of learners – system performance index, ETF partner countries and international average (2025)



Note: Theoretical index range: min/low performance=0, max/high performance=100
Source: ETF KIESE and Torino Process databases

Adults of working age in Georgia are, on average, about as likely to possess foundational skills and competences as their peers in other countries in the monitoring sample and in the EaP region (Figure 4.3). The results for Georgia (SPIs of 37 for men and 40 for women) are close to the monitoring sample averages (27 and 29 respectively) and to the regional EaP averages (25 and 20 respectively). None of these values, however, indicates particularly strong performance.

The KIESE data behind these aggregate results show that, in Georgia, adult literacy is nearly universal (KIESE SPI Indicator 59), and that there is no significant gender gap in this respect. However, there are shortcomings in digital literacy and competences. Proficiency in the use of everyday connectivity solutions is widespread: 96% of women and 94.5% of men participate in social networks, and over 90% make online calls (Indicators 42 and 43). Yet only around 30% of adults of working age can perform simple data-handling tasks, such as using copy-and-paste tools (Indicator 44), and fewer than 10% use arithmetic formulas in spreadsheets (Indicator 47) or create electronic presentations (9.7 % of women and 4.8 % of men; Indicator 45). Programming skills are almost non-existent, at below 1% for both sexes (Indicator 48). In other words, most adults display consumer-level digital proficiency, but the ability to use technology productively for work, learning or civic purposes remains limited.

The findings differ by gender. Women tend to engage more in information-seeking and communication activities than men (KIESE SPI Indicator 40), but they are also less active in acquiring more technical or work-related digital competences.

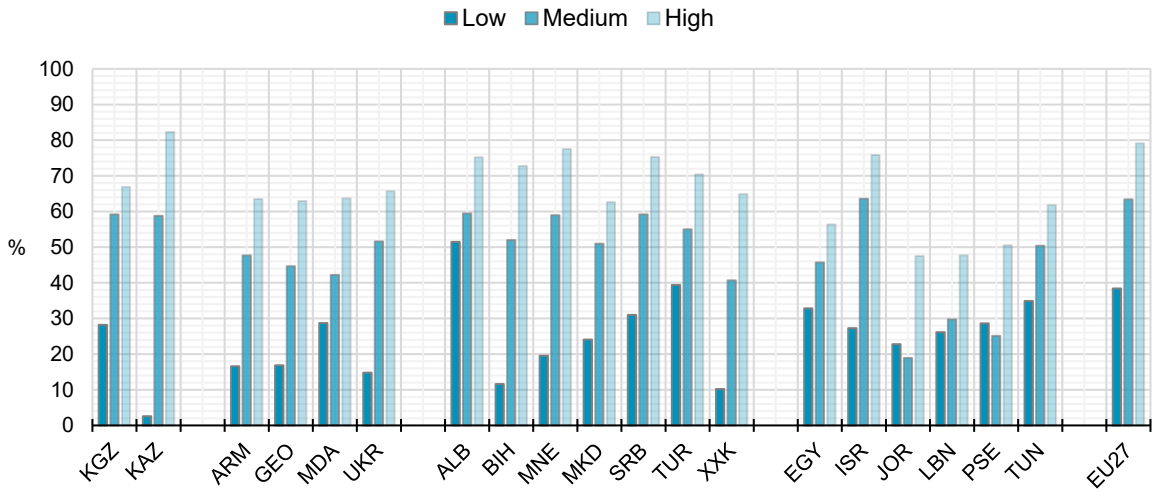
Although national strategies have begun to address these gaps, the monitoring survey notes that implementation capacity remains limited. The 2024–2030 VET Development Strategy calls for expanding access to both formal and non-formal learning opportunities, strengthening cooperation between providers, and aligning efforts with EU frameworks such as the European Agenda for Adult Learning and Upskilling Pathways.

Relevance and labour market outcomes

This section uses employment data to gauge how effectively education in Georgia meets labour market needs. Specifically, it compares employment rates by adults' highest educational attainment with EU-27 averages.

In Georgia, labour market participation is strongly associated with the level of educational attainment. According to the latest data shown in Figure 4.4, only 16.9% of adults with a low level of education (ISCED 0–2) are employed, compared to 44.6% among those with a medium level of education (ISCED 3–4) and 63.0% among those with higher education (ISCED 5–8).

Figure 4.4 Employment rate (age 15+) by educational attainment, ETF partner countries (2024)



Source: ETF KIESE database

While this pattern aligns with the well-known positive link between education and employability, the magnitude of difference between levels of educational attainment in Georgia is striking. The employment rate of highly educated adults is nearly four times that of those with a lower level of education, which shows the extent of the gap in employment between the least and most educated.

Although the relationship between education and employability in Georgia follows the same pattern as in EU countries, employment rates are considerably lower across all levels of educational attainment. The gap is widest among those with a low level of education (21.5% points below the EU average) and narrows progressively with higher levels of attainment. Employment among the highly educated is closer to the EU level than it is for those with lower levels of educational attainment.

Figure 4.4 shows that the most significant challenge in this domain in Georgia lies in the limited employability of adults with a low level of education, a group largely excluded from economic participation. The sharp rise in employment rates between groups with low and medium levels of education suggests that completing upper secondary education offers a substantial labour market premium. In this context, strengthening vocational and adult learning pathways could play a key role in improving access to work for those with low or outdated qualifications.

System management and organisation

In the final section on policy and system performance, the focus shifts to the organisation and management of the education and training system, with a particular focus on VET.

The analysis presents data on system performance in the form of SPIs in three areas: effective allocation and use of financial resources in VET; allocation, use and professional capacity of human resources, including leadership skills and the professional competence of school management and staff; and system steering and management, which includes data, quality assurance, school leadership, and the internationalisation of VET.

Financial resources in VET and lifelong learning

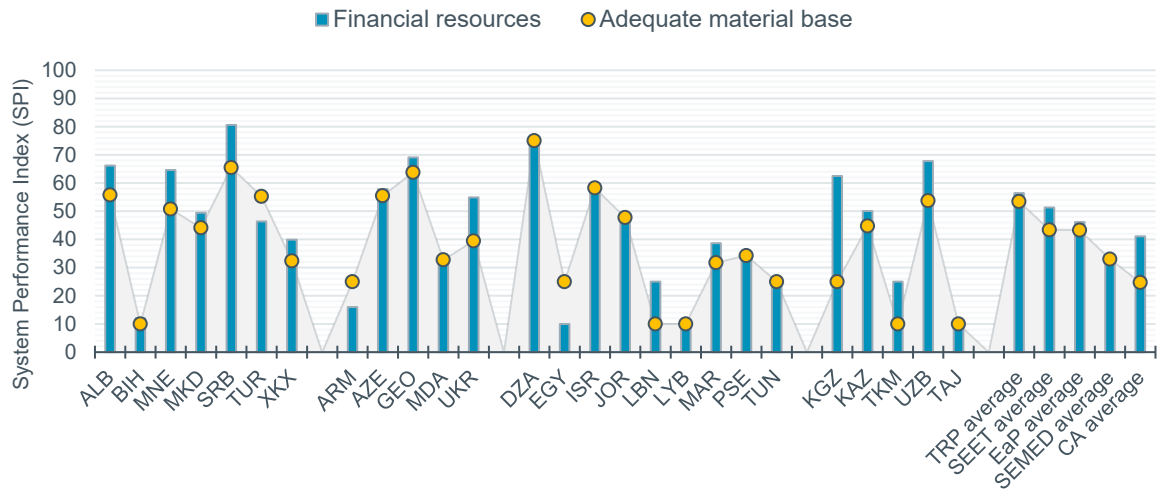
This section examines the availability of funding for VET in Georgia and discusses how effectively this funding translates into tangible resources, such as well-equipped teaching facilities, workshops, and appropriate instructional materials.

The monitoring results of Georgia in this domain are somewhat better than the regional and monitoring sample averages (Figure 4.5). Close to 92% of funding for education, and for VET in particular, is provided directly by the government (KIESE SPI Indicator 96), and public investment in VET has increased in recent years in line with the higher priority that national authorities have assigned to the sector. According to the monitoring survey, public spending on VET tripled between 2017 and 2024, reaching GEL 118 million and thereby narrowing the gap with higher education funding, which stood at GEL 173 million. Spending on VET also increased in relative terms, rising from 3.1% of total spending on education to 4% over the same period. Expressed as a proportion of GDP, funding for VET rose from 0.13% in 2020 to 0.16% in 2024, while its share of total public expenditure grew from 0.40% to 0.55%.

The monitoring survey notes that, in per-student terms, Georgia now spends more on VET learners than the average across OECD and EU countries, which positions the country among the better-resourced systems in relative terms. This expansion has been accompanied by substantial external support, including EUR 97 million in EU budget assistance and additional loans of EUR 41.2 million from the Asian Development Bank and EUR 82.5 million from the World Bank.

Notwithstanding these findings, the financing of VET in Georgia remains centralised and largely reliant on public transfers. Given that most resources originate from government sources and that private and learner contributions are limited, the sustainability of the system depends heavily on state and donor support and is therefore vulnerable to fiscal fluctuations and changes in external assistance. Public VET colleges operate with a degree of fiscal autonomy, but administrative barriers prevent them from generating or retaining their own income, which limits their options for diversifying their sources of funding. In the same vein, another challenge described in the monitoring survey is that the funding model remains predominantly input-based, linking resources to enrolment volumes rather than to measurable outcomes or performance improvements.

Figure 4.5 Allocation and use of financial resources in education and training – index of system performance, ETF partner countries and international average (2024)



Note: Theoretical index range: min/low performance=0, max/high performance=100
Source: ETF KIESE and Torino Process databases

In practice, these structural limitations contribute to financial inefficiency and to uneven quality in the infrastructure for learning. The monitoring survey notes that, although budgets have tripled, increased investment has not translated into stronger participation or attractiveness of VET. Enrolments have declined sharply, by 25% in public institutions and 46% in private institutions in recent years. Schools also report shortages and quality gaps, which confirms that funding allocations do not always translate into tangible improvements in the material base for teaching and learning at provider level (Figure 4.5). More than one third of students are enrolled in institutions where principals report that the capacity to provide instruction is hindered by a lack of or the poor quality of facilities and learning resources (KIESE SPI Indicators 97–100, sourced from the OECD's PISA). Schools also report shortages and quality gaps, confirming that funding allocations do not always translate into tangible improvements in the material base for teaching and learning at provider level (Indicators 117–120).

The material base of VET institutions has nonetheless improved in recent years through state investment and donor-supported projects. The monitoring survey underlines that the MoESY, through the Agency for the Development of Educational and Science Infrastructure (ESIDA), continues to implement annual modernisation plans, ensuring that most institutions now meet minimum authorisation standards and provide accessibility for learners with disabilities. Large-scale initiatives such as Modern Skills for Better Employment (ADB) and the KfW-funded centres of excellence have contributed to upgrading equipment and workshops to international standards.

Human resources: allocation, use, professional capacity

Georgia performs better than many other countries in the ETF monitoring sample in the domain of human resource management in VET (SPI of 78). The 2024–2030 VET Strategy places a strong emphasis on strengthening institutional capacity and leadership, including the development of human resources across the system. In 2024, this was complemented by the adoption of a unified regulation on the commencement of professional activities, professional development and career advancement of VET teachers. The monitoring survey notes that the regulation sets clear qualification requirements for three distinct categories of teachers – main teachers, invited teachers, and instructors – and introduces open recruitment procedures at provider level.

Despite improvements, some challenges persist. Teacher profiles remain differentiated by type of provision: in IVET, teachers tend to come from academic backgrounds, while in CVET they are more frequently industry professionals. This mix supports diversity in expertise but also points to a still unaddressed need for closer integration between pedagogical and occupational competencies. There

is also the challenge of attracting and retaining teachers in VET. Salaries are low, turnover is high, and there is a shortage of qualified teachers, especially in rural and remote areas.

The Skills Agency has taken steps to address these gaps through structured teacher inductions, formative performance evaluations, and CPD. Between 2022 and 2023, more than 900 VET teachers benefited from short-term and peer-learning training supported by the agency. Georgia is also gradually introducing performance-based funding, which is intended to incentivise providers to recruit and retain higher-quality teachers and trainers.

System steering and management

This section summarises the system performance results in the domains of data availability and capacity for informed decision-making, quality assurance, school leadership and internationalisation in VET in Georgia.

International data availability on education and VET in Georgia has improved in recent years, and the monitoring results in this domain are relatively high (Figure 4.6). However, national data systems are still struggling with fragmentation and weak integration, and there is limited capacity to use their outputs for policy analysis and monitoring.

Figure 4.6 System steering and management – index of system performance, selected dimensions, ETF partner countries and Torino Process average (2024)

Note: Theoretical index range: min/low performance=0, max/high performance=100
Source: ETF KIESE and Torino Process databases

The most significant problem is fragmentation. According to the monitoring survey, data are dispersed across EMIS, the Skills Agency and other public bodies, with no unified architecture or coordinated management. This fragmentation is compounded by the lack of integration between existing systems, which do not communicate or aggregate information effectively. As a result, Georgia lacks a coherent evidence-based insight into the state of its education and training. Analytical capacity is also limited,

as data are rarely processed or interpreted to inform policy design, planning or evaluation. Mechanisms for systematic monitoring and evaluation are incomplete, and there is still no consistent framework for tracking the implementation of reforms or assessing their outcomes. According to the monitoring survey, the Education Management Information System (EMIS), although serving as the main data platform under the MoESY, remains too narrow in scope and is insufficiently equipped to support national planning, monitoring and evaluation.

Several reforms aim to address these shortcomings. A single VET database is being developed jointly by EMIS and the Skills Agency, while standardised tracer and employer surveys are being introduced across institutions. A unified labour market data warehouse is also being created with the involvement of multiple ministries and international partners. In parallel, the Global Skills Taxonomy is being adapted to the Georgian context to improve consistency across education and labour market data.

Quality assurance in Georgia is one of the stronger and more structured areas of VET governance (SPI of 75, Figure 4.5). The 2020 revision of authorisation (licensing) standards introduced a results-oriented, European Quality Assurance in Vocational Education and Training (EQAVET)-aligned framework with clear institutional mission, programmes, services, human resources and infrastructure criteria. External quality assurance is conducted by the NCEQE, while providers oversee internal processes. Since 2023, EQAVET indicators have been used to monitor progress, and the MoESY can commission independent evaluations, such as the ETF-led review of the 2013–2020 VET Strategy.

These arrangements are well embedded throughout the education system. In most schools (94.8%), including VET providers, there are regular internal evaluations or self-evaluations (KIESE SPI Indicator 84, sourced from OECD's PISA) and in many (81.6%) there are also external evaluations (Indicator 85). Systematic data collection is also widespread: information on attendance and professional development is regularly recorded in 90.6% of schools (Indicator 88), and 87.3% confirm systematic tracking of student test results and graduation rates (Indicator 89). There are also feedback mechanisms and, to a somewhat lesser extent, also regular consultation for institutional improvement, as well as teacher mentoring.

At the same time, accountability to the public remains weak. Achievement data are made publicly available in only 6.7% of schools (Indicator 81) and tracked by administrative authorities in 24.7% (Indicator 82). While authorisation outcomes are published, detailed institutional performance data are not systematically accessible, and mechanisms for public accountability are still under development. The 2024–2030 VET Strategy recognises this gap and calls for systematic monitoring of implementation and results.

As in many other countries, VET institutions in Georgia face some challenges in leadership and management, and performance in this area is lower (SPI of 25). The monitoring survey describes how attracting and retaining qualified leaders is difficult in rural and remote areas in particular, because there the pool of experienced candidates is small. There is also no formal training or professional development for managers in VET, which further limits the supply of qualified professionals.

Several initiatives aim to strengthen leadership capacity in VET. The GIZ-supported International Leadership Programme (ILT), developed with Magdeburg University and Georgian partners, trained 17 multipliers across the region and led to the creation of a master's programme in VET and HR Development at Batumi State University. The Skills Agency has launched a national capacity building programme for leadership teams and promotes a governance model centred on skills hubs and centres of excellence to foster entrepreneurial management and collaboration between institutions.

In the meantime, internationalisation has become a recognised priority in Georgia's VET reform agenda. Its focal point is alignment with European standards in key areas, including the referencing of the NQF to the EQF, the introduction of a vocational credit system (ECVET), and the adoption of revised diploma formats that support cross-border recognition of qualifications. In 2023, ministerial orders No. 54/N and 55/N also introduced formal procedures for developing and implementing joint and exchange programmes with foreign institutions.

The monitoring survey reports that participation in European initiatives is expanding. Through Erasmus+, the project INVEsT in You has supported student mobility and practical training across

Eastern Partnership countries. Fifteen institutions have piloted the SELFIE tool for assessing digital readiness, and 14 VET providers, including nine private ones, launched 43 new programmes in 2023 that comply fully with EQAVET standards. Sector-specific cooperation is also developing: Georgian students have completed internships in Germany and the Netherlands, and the Adventure Tourism School received International Federation of Mountain Guide Associations (IFMGA) certification, with 30 graduates now qualified as international mountain guides.

Despite these developments, internationalisation remains limited in scope. The number of joint and exchange programmes is still small, foreign language competence among staff and students is low, and there are no international students enrolled in Georgian VET institutions. This also explains the relatively low score of Georgia in this domain of monitoring (SPI of 25). In response, the VET Strategy 2024–2030 notes these gaps and calls for stronger partnerships, greater mobility, and improved institutional capacity to manage cross-border cooperation.

ABBREVIATIONS

ADB	Asian Development Bank
AFD	Agence Française de Développement
ALMP	Active labour market policy
BMZ	German Federal Ministry for Economic Cooperation and Development
COVID-19	Corona Virus Disease of 2019
CPD	Continuous Professional Development
CVET	Continuing Vocational Education and Training
EC	European Commission
ECVET	European Credit System for Vocational Education and Training
EMIS	Education Management Information System
ENE	(ETF) Network for Excellence
EQAVET	European Quality Assurance in Vocational Education and Training
EQF	European Qualifications Framework
ESCO	European Skills, Competences, Qualifications and Occupations
ESIDA	Educational and Science Infrastructure Development Agency
ETF	European Training Foundation
EU	European Union
GAP	Gender Action Plan
GDP	gross domestic product
GITA	Georgia's Innovation and Technology Agency
HDI	Human Development Index
ICT	Information and communication technology
IDP	Internally displaced person

IFMGA	International Federation of Mountain Guide Associations
ILO	International Labour Organization
ILT	International Leadership Training
ISCED	International Standard Classification of Education
ISIC	International Standard Industrial Classification
IVET	Initial Vocational Education and Training
LFS	Labour force survey
LMIS	Labour Market Information System
LMMs	Labour market measures
LMS	Learning Management System
MIDPLHSA	Ministry of Internally Displaced People, Labour, Health and Social Affairs
MoCSY	Ministry for Culture, Sports and Youth
MoES(Y)	Ministry of Education and Science (and Youth)
MoESD	Ministry of Economy and Sustainable Development
MOLSHSA	Ministry of Labour, Health and Social Affairs
NAEC	National Assessment and Examinations Centre
NCEQE	National Centre for Educational Quality Enhancement
NCER	National Centre for Educational Research
NEET	not in employment, education or training
NQF	National Qualifications Framework
NYPG	National Youth Policy for Georgia
OECD	Organisation for Economic Cooperation and Development
OJV	Online job vacancies
ORO	Office of Resource Officers
OSH	Occupational safety and health
PISA	Programme for International Student Assessment

PMCG	Policy and Management Consulting Group
PWP	Public Works Programme
RPL	Recognition of prior learning
SAO	State Audit Office
SCMI	State Commission on Migration Issues
SDC	Swiss Agency for Development and Cooperation
SESA	State Employment Support Agency
SSA	Social Service Agency
SSO	Sector Skills Organisation
TA	Technical Assistance
TPDC	Teacher Professional Development Centre
TRP	Torino Process
TSA	Targeted social assistance
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
VET	Vocational education and training
VNFIL	Validation of Non-Formal and Informal Learning
WBL	Work-based learning
YG	Youth Guarantee

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