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THE EU AGENCY SUPPORTING COUNTRIES TO DEVELOP THROUGH LEARNING

ADULT LEARNING IN UKRAINE

Factsheet

This report has been prepared for the European Training Foundation by Snizhana Leu-Severynenko, with the contribution of Maria Carmo Gomes. ETF's Siria Taurelli steered the elaboration process and reviewed the draft report.

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INTRODUCTION

This factsheet was developed in 2025 by the European Training Foundation (ETF) as part of a mapping of adult learning (AL) in the EU candidate countries and potential candidate: Albania, Bosnia and Herzegovina, Kosovo*[1], Moldova, Montenegro, North Macedonia, Serbia and Ukraine.

This project focuses on AL as a sub-sector of growing importance, given ongoing societal and economic transformations and the increasing demand for monitoring and reporting on reforms aimed at upskilling, reskilling and overall human capital development.

Adult learning is understood as an important part of Lifelong Learning[2] (LLL). It includes formal (i.e. linked to formal qualifications) and non-formal learning (mainly in companies but also in other learning environments), including upskilling and reskilling activities, and learning aimed at developing a wide spectrum of skills[3].

Adult learning in Ukraine is the initial part of adult education (AE) which is a legally guaranteed component of LLL, ensuring every adult's right to continuous education in line with personal needs, societal priorities, and economic demands. The Law of Ukraine 'On Education' 2017/09-2145-VIII establishes the legal framework for all education levels and explicitly affirms the right to quality and accessible education, including AE[4]. Article 18 defines AE as part of LLL and guarantees the right to learn throughout life. Adults may access free vocational education and training (VET) and higher education, subject to state or local budget funding, particularly when obtaining their first degree. The state and local communities have the right to provide conditions for formal, non-formal and informal AE, while learners may freely choose institutions, programmes, forms and pace of study. Key components include postgraduate education, vocational training for employees, retraining and advanced training courses, and continuous professional development. Postgraduate education encompasses specialisation, retraining, advanced training and internships, and in the field of medicine, internships and residencies also. Adult education providers must hold licences and run accredited programmes, with teaching and scientific staff responsible for ensuring quality and compliance with occupational standards.

For the development of this factsheet, a systematic collection of information was conducted through desk research and field work. The analysis is organised around the analytical framework and guiding questions presented in Annex I. Group and individual interviews were carried out during the period from June to August 2025 with representatives of relevant institutions – key actors and stakeholders in AL in Ukraine including formal and non-formal AL providers, such as AL centres of different types and a VET school. The list of interviewees is enclosed as Annex II. This report has been shared for consultation with the Ministry of Education and Science of Ukraine (MoES).

The information presented in this document reflects on and offers insights into three important AL dimensions: **1. Strategic and policy frameworks; 2. Institutional arrangements and governance; 3. Types and forms of formal and non-formal AL provision**, and it will serve as a basis for ETF and stakeholders involved to identify priority areas for possible future actions or policy advice.

This factsheet presents key factual elements about AL in Ukraine, considering the three dimensions mentioned above.

[1] This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.
[2] Cedefop's glossary defines lifelong learning as 'any learning activity undertaken throughout life in a formal, non-formal or informal setting, which results in improving knowledge, know-how, skills, competences and qualifications for personal, social or professional reasons' (see: lifelong learning | CEDEFOP).
[3] Skills are understood in a broad sense, encompassing skills, knowledge and competences for life, well beyond the skills needed for the labour market.
[4] Supreme Council of Ukraine (2017). The Law of Ukraine 'On Education' 2017/09-2145-VIII

Country context

Key socio-economic and demographic trends

Ukraine[5] has been going through a difficult period due to the war and its consequences resulting in all aspects of social and economic development.

According to the State Statistic Service, as of 1 January 2022 the total population of Ukraine was approximately 41.17 million people. Ukraine is administratively divided into 27 first-level units. They include 24 *oblasts*, 2 cities with special status (Kyiv and Sevastopol) and 1 autonomous republic (Crimea). In 2020, the ongoing decentralisation reform further subdivided the country into 136 rayons (districts) and 1 469 *hromadas* (local territorial communities). In 2025, there are 1 439 of them, which is partly due to the temporary occupation. Primary and secondary education, kindergartens, several nursing homes and cultural institutions are under the jurisdiction of rayons and *hromadas*.

According to estimates of the International Monetary Fund (IMF), Ukraine's population is 32.9 million in 2025[6], with a further decline expected by the end of the year. From 2026, the IMF projects a gradual return of people, bringing the population to around 33.9 million by 2030[7]. According to estimates by the Ptoukha Institute for Demography and Social Studies of the National Academy of Sciences of Ukraine, by 2041 it may decrease to 28.9 million people and, by 2051, to 25.2 million people.

Ukraine's labour market remains constrained by war and demographics: the latest estimates of the International Organization for Migration (IOM) indicate approximately 3.8 million internally displaced persons (IDPs), sustaining uneven regional labour supply. Unemployment was estimated by Info Sapiens[8] at 14.7% in February 2026 vs 16.8% in February 2025, reflecting fewer self-employed and more active jobseekers as summarised by the Centre for Economic Strategy (CES, 2026). Persistent skills shortages are repeatedly flagged in business surveys of the National Bank of Ukraine (NBU) and employer polling (e.g. 'shortage of skilled staff' as a headwind; 71% of firms reporting significant qualified-personnel deficits in 2024), while EU monitoring estimated overall labour shortages at about 16% of labour demand in 2024. In response, the MoES continues to carry out the modernisation of VET and to introduce tighter industry linkages, but the depth of displacement, mobilisation, migration and mismatch keeps labour-market friction high.

Key country insights

Demographics: Ageing population, low birth rates, war related out migration and internal displacement are reshaping the demographic landscape. The proportion of people aged 65 overreached 22% in 2024 and continues to grow[9]. In 2025, 53.5% of Ukraine's population was female, while 46.5% was male[10].

Labour market: According to estimates (CES, 2026), Ukraine's unemployment rate is subject to significant fluctuations, yet the trend is descending. It was estimated at 14.7% in February 2026 compared to 16.8% a year earlier, driven by fewer self-employed and more people actively seeking work. In July 2025, it hit a post-war low of 11.2%.

Youth and vulnerability: Before the war, Ukraine had a youth population of 10 million (aged 15-35); nearly half are now displaced or in active service. In 2021, the youth unemployment rate was 19.1%[11], a challenge that directly involved the relevance of vocational education and training (VET). By 2023, the

[5] Ukraine is a sovereign, democratic and unitary state (the Constitution of Ukraine, Article 2). It operates under a semi-presidential (sometimes described as 'premier-presidential') system of government. Ukraine was granted candidate status in June 2022. Accession negotiations were officially launched in June 2024.
[6] IMF. Population. https://www.imf.org/external/datamapper/LP@WEO/UKR?zoom=UKR&highlight=UKRhttps://www.imf.org/external/datamapper/LP@WEO/UKR?zoom=UKR&highlight=UKR.
[7] The IMF has worsened its forecast for Ukraine's population: the country will not recover its pre-war population by 2030 https://landlord.ua/news/mvf-pogirshyv-prognoz-shhodo-naselennya-ukrayiny-do-2030-roku-krayina-ne-vidnovyt-dovoyennu-chyselnist/.
[8] The State Statistics Service of Ukraine limited publishing unemployment data when the full-scale war started. The Info Sapiens research agency makes its own estimates of the unemployment rate. The National Bank of Ukraine provides projections based on the economic modelling.
[9] Supreme Council of Ukraine (2024). On approval of the Strategy for Demographic Development of Ukraine for the period up to 2040 https://zakon.rada.gov.ua/laws/show/922-2024-%D1%80#Text.
[10] Digital 2025: Ukraine https://datareportal.com/reports/digital-2025-ukraine.
[11] Labour Force Survey data (ILO, 2021) cited by UNICEF (2024). A Brighter Future: An Investment Case for Youth in Ukraine https://www.unicef.org/ukraine/media/48811/file/Youth%20Investment%20Case_Brief_EN.pdf.pdf.

employment rate was 68.3% among graduates of school-based VET versus 81.4% among graduates of dual programmes, showing that greater effort in engaging employers in work-based learning is needed[12]. The rate of 15–24-year-olds not in employment, education or training (NEET) declined from 17.2% in 2015 to 14.3% in 2021[13];

Digital and education: 82.4% of the adult population aged 18-70 use the internet[14] 93% have digital skills in general, 40.4% have digital skills below the baseline level, and 7.2% of the population have no digital skills 7.2%[15]. Over 50% of population has access to learning via Initial VET (IVET), Continuous VET (CVET) and other LLL opportunities, including long-term unemployed, economically inactive adults and adults with low or no education[16]. In 2024, 23 504 adults participated in formal VET (20 314) and upskilling (3 229) programmes[17]. In 2025, over 15 000 men of 25+ age group started their bachelor's degree education[18] and 12 498 people of 18+ age group have already used vouchers for training from the State Employment Service of Ukraine (SES).

Urbanisation: In early 2025, 70.4% of Ukraine's population lived in urban centres, whereas 29.6% lived in rural areas[19].

[12] Kyiv School of Economics (2025). MoES and KSE presented the study on dual education in Ukraine. https://kse.ua/wp-content/uploads/2025/09/Zvit.-Dualna-profesiyno-tehnichna-osvita.pdf.
[13] European Training Foundation (2023). An ETF cross-country monitoring report 2023 Education, Skills and Employment – Trends and Developments https://www.etf.europa.eu/sites/default/files/2023-11/ETF%20CrossCountry%20Monitoring%20Report%202023%20FINAL%20%20%281%29.pdf.
[14] Digital 2025: Ukraine Digital 2025: Ukraine — DataReportal – Global Digital Insights.
[15] Diia. Education (2023). Research on the digital skills of Ukrainians. Third wave https://osvita.diia.gov.ua/uploads/1/8800-ua_cifrova_gramotnist_naselenna_ukraini_2023.pdf.
[16] European Training Foundation (2023). An ETF cross-country monitoring report 2023 Education, Skills and Employment – Trends and Developments https://www.etf.europa.eu/sites/default/files/2023-11/ETF%20CrossCountry%20Monitoring%20Report%202023%20FINAL%20%20%281%29.pdf.
[17] State Statistics Service Державна служба статистики України.
[18] MoES (2025). Results of the 2025 admissions campaign: challenges, achievements and prospects https://www.youtube.com/watch?v=xqhYeL9_uvo.
[19] Digital 2025: Ukraine https://datareportal.com/reports/digital-2025-ukraine.

CHAPTER I: ADULT LEARNING STRATEGIES AND POLICIES

This Chapter offers insights into the main policy objectives of AL in Ukraine, and their alignment with EU goals and initiatives, national strategic and policy priorities, main indicators and targets to be achieved and their comparison to EU targets.

Strategies

In Ukraine, during the whole independence period (since 24 August 1991), AL had not been fully recognised as a part of lifelong learning (LLL). Non-formal education is often considered as a personal or commercial matter. Aside from government-run upskilling for public employees e.g. educators, medical workers, military personnel, etc., and retraining for the unemployed, most AL programmes are funded by companies or employers or self-funded by participants. As of 2025, Ukraine still does not have a comprehensive national strategy specifically dedicated to AL. However, some AL-related priorities are integrated in several broader strategic and policy frameworks.

The overarching approach to AL encompasses a wide spectrum of learning, including formal, non-formal and informal learning modalities for the adults of the age 18+, and extends beyond objectives tied solely to labour market integration.

Overview on relevant strategic documents

Currently, AL is in the focus of following relevant strategic documents developed at national level:

Ukraine's Human Development Strategy 2021

Ukraine's Human Development Strategy (Decree No 225/2021)[20] outlines five strategic goals emphasising the growing importance of LLL, formal, non-formal, and informal (self) education in skills development for social and economic activity. It focuses on creating an inclusive, educated and innovative society (Strategic Goal 2), and specifically targets AL quality and development by promoting a flexible system, supporting non-formal learning and encouraging LLL (Operational Goal 2.4).

State Strategy for Gender Equality until 2030

The State Strategy for Ensuring Equal Rights and Opportunities for Women and Men for the Period Until 2030[21] highlights AL's importance for a person's economic independence based on their education level, appealing to the Law 'On Education' 2017/09-2145-VIII about LLL in all forms. It ensures equal opportunities for women and men in education, healthcare, social protection, culture, and sports (Strategic Goal 3). The State Strategy aims to implement a gender-sensitive approach, increase women's participation in Science, Technology, Engineering and Mathematics (STEM), and expand the access to LLL – especially for rural, older and marginalised women facing multiple forms of discrimination.

Demographic Development Strategy until 2040

One of the focuses of the Strategy of demographic development of Ukraine for the period until 2040 addresses labour market imbalances and clearly formulates the need to engage as many working-age

[20] Decree of the President of Ukraine No 225/2021 On the decision of the National Security and Defence Council of Ukraine of 14 May 2021 'On the Human Development Strategy' https://www.president.gov.ua/documents/2252021-39073.
[21] The State Strategy for Gender Equality until 2030 https://zakon.rada.gov.ua/laws/show/752-2022-%D1%80#Text.

citizens as possible (Strategic Goal 4)[22]. It emphasises the importance of an effective system for upskilling, retraining and supporting professional mobility to help individuals stay competitive and adapt to changing labour market conditions. While not stated directly, the Strategy clearly supports AL as a tool for professional development, participation and/or re-entry to the labour market – based on the ongoing analysis of labour supply and demand, and the alignment of educational programmes with the needs in workforce.

National Strategy for creating a barrier-free environment in Ukraine for the period until 2030

One of the areas of focus of the Strategy for creating a barrier-free environment in Ukraine for the period until 2030 is educational accessibility (Direction 5)[23]. It aims to create conditions in which every person has the opportunity to realise their potential and obtain a profession through inclusive and accessible education. The key strategic guidelines are to meet the educational needs of adults throughout their lives and to ensure the accessibility of distance learning for all social groups. To achieve the strategic goal of ensuring continuous adult education, a set of interrelated tasks has been identified, including: developing a concept for LLL development that combines formal and informal education; establishing sustainable mechanisms for financing LLL; implementing programmes for the development of labour potential, training and retraining of specialists, especially in sectors with technological gaps; standardising procedures for the recognition of prior learning; training personnel in line with the needs of barrier-free space development; ensuring the infrastructural accessibility of higher education institutions, VET schools and colleges, as well as systematic monitoring and adaptation of AL opportunities in line with changes in the needs of society and the labour market.

Plan for the Implementation of Ukraine Facility 2024-2027

On 18 March 2024, the Cabinet of Ministers of Ukraine (CMU) approved the Plan for the Implementation of Ukraine Facility, which became the basis for the implementation of the EU's financial support programme for Ukraine for 2024-2027[24]. The reform projects outlined in the Ukraine Plan represent the cornerstone of Ukraine's path toward economic sustainability (Government Portal, 2024). Chapter 7 on 'Human Capital' states the support to the Ukrainian Government and EU strategies for stabilisation and recovery of the country. Reform 1 of the MoES remit aims to improve VET, including among others the AL-related interventions e.g. the capacity building for VET schools to offer also short-courses for adults, inclusion of vulnerable groups such as IDPs and veterans etc. Reform 6 of the MoE remit aims to improve the labour market functioning, including among others the AL-related interventions e.g. an Employment Strategy development, entrepreneurship fostering (with focus on women), support women and vulnerable groups for their integration to the labour market, labour market access simplification and SES reformation.

In addition, in March 2024 the MoES issued 'Education of Winners', the Ministry's Strategic plan until 2027, which among other priorities emphasises LLL and notes the insufficient development of a network of adult education institutions and research centres, on the offer side, along with the relatively low participation in adult learning, on the demand side[25].

There is no specific information about AL in the Report on the implementation of the Association Agreement between Ukraine and the European Union for 2024, except mentioning AE in the title of subsection for higher education[26] at page 141.

MoES Operational Plan 2025

[22] Cabinet of Ministers of Ukraine (CMU). (2024a). Orders dated 30 September 2024 No 922-r On approval of the Demographic Development Strategy of Ukraine for the period until 2040 https://zakon.rada.gov.ua/laws/show/922-2024-%D1%80#n12.
[23] Cabinet of Ministers of Ukraine (CMU). (2021a). Order No 366-r On Approval of the National Strategy for Creating a Barrier-Free Space in Ukraine for the Period Until 2030. URL: https://zakon.rada.gov.ua/laws/show/366-2021-%D1%80#Text.
[24] Ukraine Facility (2024). Economic support programme. Plan for the implementation Ukraine Facility 2024-2027. https://www.ukrainefacility.me.gov.ua/en/.
[25] Ministry of Education and Sciences (2024). Strategic plan 'Education of Winners', https://mon.gov.ua/strategichniy-plan-diyalnosti-mon-do-2027-roku
[26] Cabinet of Ministers of Ukraine (CMU). (2024b). Report on the implementation of the association agreement between Ukraine and the European Union for 2024, zvit-pro-vikonannia-ugodi-pro-asociaciiu-za-2024-rik.pdf.

The MoES Operational Plan 2025 states that the Law 'On Education' 2017/09-2145-VIII is the entry point to launching the network of Centres for Adult Education at the colleges and universities of Ukraine (Strategic Goal 5.4)[27]. It indicates that this network should be created during one year after the Law is approved but there is no information about the potential deadline for adoption of the draft Law on Adult Education, except the longer timeframe of 2025-2027. The Plan also identifies LLL as a key element for personal and professional development, particularly in response to labour market needs and demographic challenges. So, the Strategic Goal 4.2 includes the promotion of continuous professional development through the organisation of short-term learning programmes and micro-qualification courses, especially for veterans and IDPs.The Strategic Goal 5.2 focuses on enhancement of recognition of non-formal and informal learning by developing legal and methodological tools for integrating such outcomes into formal education; and alignment of national qualifications with European standards by validating diverse learning outcomes, including those acquired through non-formal and micro-credentialed formats. Altogether, these measures aim to foster LLL culture, ensure inclusive educational access and strengthen AL role in Ukraine's social and economic recovery.

Ukraine's Employment Strategy for the period up to 2030

The draft Employment Strategy for Ukraine for the period up to 2030[28] aims to create a balanced and inclusive labour market where everyone can find a job that matches their skills and qualifications with decent pay, and employers can meet their staffing needs in a timely manner, especially for specialists with the right profile. The expected outcome of the Strategy is to improve the quality, formalisation and inclusiveness of employment, overcome labour shortages and expand opportunities for the population to participate in economic activity. The key quantitative target is to bring at least two million people into the labour market by 2030, primarily from among the economically inactive population. Strategic objective 2 focuses on aligning the outcomes of education and vocational training with the current and projected demand of employers by developing dual education, expanding the network and range of non-formal education services, improving regulatory mechanisms for the recognition of non-formal and informal learning outcomes, and strengthening basic and STEM competencies, and career guidance and counselling systems for young people, people aged 45+, IDPs, women, war veterans and other groups. The implementation of this objective should eliminate key structural imbalances in the labour market, in particular the mismatch between qualifications and demand, the lack of practical training, the weak development of internships, the fragmentation of career guidance services, the imperfection of procedures for recognising learning outcomes, and the gap between state orders and the real needs of employers.

Decree of the President of Ukraine on Ukraine's Sustainable Development Goals for the period up to 2030

The Decree of the President of Ukraine on Ukraine's Sustainable Development Goals[29] for the period up to 2030 aims to ensure Ukraine's national interests in the sustainable development of the economy, civil society and the state in order to achieve growth in the standard of living and quality of life of the population and to uphold the constitutional rights and freedoms of individuals and citizens. The decree stipulates compliance with Ukraine's Sustainable Development Goals for the period up to 2030, including ensuring comprehensive and equitable quality education and promoting LLL opportunities for all.

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[27] MoES (2025) Operational Plan 2025 https://mon.gov.ua/static-objects/mon/sites/1/rizne/2025/03/06/operativn-plan-mon-2025-06-03-2025.pdf

[28] On 12 December 2025, the Ministry of Economy, Environment and Agriculture of Ukraine presented the Employment Strategy 2030 that defines the framework for the development of the labour market until 2030. The draft Employment Strategy of Ukraine is being developed by the Ministry of Economy, Environment and Agriculture of Ukraine with the assistance of the Government of Germany and the support of Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and the Office for Effective Regulation BRDO within the framework of the project 'REYOIN – Promoting the socio-economic integration of Ukrainians returning from abroad, internally displaced persons and the population of host communities in Ukraine.' The text of the Strategy is available at https://me.gov.ua/view/f795dcce-1469-454c-8f29-b3a5f9f02e77.

[29] Supreme Council of Ukraine (2019) On the Sustainable Development Goals of Ukraine for the period up to 2030. URL: https://zakon.rada.gov.ua/laws/show/722/2019#Text.

Legal framework

The existing legal framework provides only partial support for AL. The Law 'On Education' 2017/09-2145-VIII and Law 'On Vocational Education' 2025/09-4574-IX make reference to LLL, but there is no dedicated legislation to regulate AL as a system. Many initiatives – such as digital skills programmes, Dual VET, or courses for IDPs – are implemented through ad hoc government resolutions or donor-funded pilots rather than stable legal provisions. Social partners, including employers, trade unions and non-governmental organisations (NGO), play an increasingly important role and actively advocate for strengthening AL. However, the absence of a national coordination mechanism prevents these efforts from being integrated into a coherent national framework. This situation results in disharmony between legislation and strategies and insufficient space for strategic development. Besides, the absence of a unified regulatory framework prevents scalability of some local authorities' and international donors' financial support. The current state of play in AL limits the comparability with EU policies and targets.

Overview of relevant legal framework

Law 'On Education'

The Law 'On Education' 2017/09-2145-VIII establishes the legal framework for all education levels, particularly highlighting that everyone has the right to quality and accessible education, including AL. The Article 18 identifies AL as a LLL component aimed at realising the right of every adult to continuous learning, considering their personal needs, priorities of social development and the needs of the economy. It also states a person's right to receive education throughout life, confirming the availability of LLL in Ukraine. Adults have the right for free VET and higher education if there is the available funding from the state and/or local budgets in accordance with the procedure established by law, particularly it should be their first education.

Law 'On Vocational Education and Training' (2025)

The Law 'On Vocational Education' 2025/09-4574-IX opens wider opportunities for adults for obtaining VET qualifications. Adults can enroll in VET programmes with or without prior secondary education completion and attend reskilling programmes in new professions earlier than in three years under specific conditions (e.g., health issues or labour market demand). The term of VET programme can be shortened based on the results of the recognition of prior learning (RPL). Adults can pursue CVET programmes which are typically built on relevant IVET programmes and/or confirm their qualification after work-based learning (WBL) at any Qualification Centre (QC) of the existing network. Any VET student (including adults) now has the right to the individual learning pathway via the individual training plan and realise their right to academic mobility.

Law 'On Higher Education'

The Law of Ukraine 'On Higher Education' 2014/07-1556-VII provides only indirect regulation of AL. While its primary focus is the organisation of the higher education system, it guarantees adults the right to pursue higher education and establishes the legal and institutional foundations under which adult learners are included. Importantly, the law also encompasses processes related to postgraduate education, which is recognised as a key component of AL and LLL. In this way, the legislation contributes to the legal environment for AL, although it does not define it as a separate area, despite the outlined training of scientific and pedagogical workers.

Draft Law 'On Adult Education'

In January 2023, the Government of Ukraine approved the draft Law 'On Adult Education' in the first reading, included it in the 2024 agenda for consideration in second reading but later it was taken out. As of 2025, the draft law remains at the same version of 2023 as an attempt to make AL a key tool for rebuilding Ukraine's workforce and economy. The text of the draft law is matching the EU Association Agreement obligations, by taking into account the recommendations of the Council of Europe on key

competences for LLL[30], EQF for LLL[3132] and UNESCO. The draft law's current formulation is introducing a new approach to AL, focused on rebuilding and modernising the system. It is moreover addressing the urgent need for large-scale adult (re)training caused by the impacts of the war. It defined the legal, organisational, and financial framework for AL and promoted LLL.

As part of its new approach, the draft law outlined clear roles for the state, local authorities, and education providers; supported the recognition of non-formal education within the formal system; offered the revised AL structure including postgraduate education, retraining, upskilling, continuous professional development, civic and compensatory education; emphasised the need for creating a Register of Personal Electronic Portfolios to track LLL, especially for regulated professions like doctors and teachers; claimed the provisions for state funding, preferential loans and tax incentives, especially for adults with special educational needs, etc.

Law of Ukraine 'On Professional Development of Employees'

The Law of Ukraine 'On Professional Development of Employees' 2012/01-4312-VI provides the framework for non-formal professional training in Ukraine[33]. It is supported by the Regulation on Professional Training of Employees in Production indirectly reinforcing AL importance[34]. It aims to improve workforce quality across all types of employers by promoting high professionalism, modern skills and adaptability to new economic conditions. It highlights the role of continuous training throughout an employee's career in expanding and updating knowledge and skills in line with industry needs.

Law of Ukraine 'On Public Associations'

AL delivered by NGOs operates under the Law 'On Public Associations' 2013/01-4572-VI [35]. It regulates the legal status and activities of NGOs (registration, governance, fundraising, service delivery). It does not set AL standards or curricula; rather, it enables NGOs to run AL programmes legally (courses, trainings, community education). The law allows NGOs to partner with authorities, donors and businesses, receive funds, and use premises – creating the organisational basis for AL provision. Given that it is procedural and not pedagogical in nature, AL programmes run by NGOs remain flexible but face recognition/quality-assurance gaps unless covered by other education laws or agreements. Providers prioritise non-formal education with strong labour-market relevance, identifying demand through surveys, open-source analysis, community interviews and thematic consultations (e.g. with veterans on occupational safety). Across centre types, stated missions emphasise universal access to affordable learning and practical application of skills for employability, self-employment and social reintegration.

Adult learning policies

Recognition of learning outcomes achieved through non-formal and/or informal education in the formal education system

MoES Order No 130 as of 8 February 2022 establishes the procedure for recognising learning outcomes achieved through non-formal and/or informal education in higher and pre-higher education, defining the requirements for recognition procedures, their stages, the range of responsible institutions and persons, as well as the mechanisms for assessing and crediting such results in the further

[30] Proposal for a Council Recommendation on Key Competences for Lifelong Learning, Brussels, 17 January 2018 SWD 14 final 2018/08 (NLE).
[31] Council recommendation of 22 May 2017 on the European Qualifications Framework for lifelong learning.
[32] Recommendation of the European Parliament and of the Council of 23 April 2008 on the establishment of the European Qualifications Framework for lifelong learning.
[33] Supreme Council of Ukraine (2012). Law of Ukraine No 4312-VI dated 12.01.2012 "On Professional Development of Employees" Available at: https://zakon.rada.gov.ua/laws/show/4312-17#Text.
[34] Regulations on professional training of workers in production. Available at: https://zakon.rada.gov.ua/laws/show/z0315-01#n18.
[35] Supreme Council of Ukraine (2013). The Law of Ukraine "On Public Associations". Available at: https://zakon.rada.gov.ua/laws/show/4572-17#Text.

educational process. The document gives educational institutions autonomy in developing their own internal regulations, determining organisational aspects, assessment methods and formats and authorising responsible structural units, which in turn facilitates the flexible integration of non-formal and informal learning outcomes into the formal education system.

Validation of non-formal vocational learning

The 2022 Validation of non-formal vocational learning supports LLL by formally recognising skills acquired outside traditional education via the network of colleges, universities and QCs[36, 37, 38]. The Law 'On Vocational Education' 2025/09-4574-IX states the independent qualification confirmation in terms of formal education and the opportunity of official confirmation of qualifications acquired in WBL via QCs network.

Vocational training, retraining, and advanced training of registered unemployed individuals and veterans

CMU Resolution No 264 outlines the procedures for vocational training, retraining, and advanced training of registered unemployed individuals. As of 24 March 2023, professional training for registered unemployed individuals, including IDPs, combatants, and people with disabilities (PwDs), is regulated by the Procedure for Vocational Training, Retraining and Advanced Training (Procedure) and funded by the Fund of Compulsory State Social Insurance of Ukraine for Unemployment[39]. The employer also has a right to prior select the applied trainee(s). The Order of the Ministry of Economy (currently, the Ministry of Economy, Environment and Agriculture – MEEA) provides for compensation of travel expenses for registered unemployed individuals[40]. CMU Resolution provides specifics for VET of veterans[41]. Professional training for veterans, including former combatants and PwDs as a result of war, is available as IVET and up/reskilling in various formats (full-time, distance, dual, and combined). In addition, several Laws provide for the social and legal protection of veterans[42, 43].

The procedure for issuing vouchers to support the competitiveness of certain categories of citizens in the labour market

SES provides vouchers for adults over 45 to retrain or obtain new qualifications at more than 200 state-accredited institutions, without requiring unemployment registration[44]. The programme also targets veterans, IDPs and other war-affected groups. More details are given in the **Chapter III** below.

[36] MoES (2022). Non-formal and informal education: how to get recognition of learning outcomes. https://mon.gov.ua/news/neformalna-ta-informalna-osvita-yak-otrimati-viznannya-rezultativ-navchannya.
[37] CMU (2021a). Resolution No 576 dated 2 June 2021 'On approval of the Procedure for the recognition in Ukraine of professional qualifications obtained in other countries'. https://zakon.rada.gov.ua/laws/show/576-2021-п#Text.
[38] MoES (2025). The Law of Ukraine 'On Vocational Education' https://zakon.rada.gov.ua/laws/show/4574-20#Text.
[39] CMU (2023). Resolution No 264, dated 24 March 2023, 'On Approval of the Procedure for Vocational Training, Retraining and Advanced Training of Registered Unemployed.' https://zakon.rada.gov.ua/laws/show/264-2023-%D0%BF#Text.
[40] MoE (2023). Order No 14432, dated 28 September 2023, 'On Approval of the Procedure for Compensation of Travel Expenses to the Place of Training and Back for Registered Unemployed Persons during Vocational Training or Retraining, Professional Development.' https://zakon.rada.gov.ua/laws/show/z1973-23#Text.
[41] CMU (2023). Resolution No 984, dated 15 September 2023, 'On the Implementation of a Pilot Project on the Organisation of Vocational Training for Combatants and Persons with Disabilities as a Result of War in Vocational (Vocational and Technical) Education Institutions of the State Employment Service.' https://zakon.rada.gov.ua/laws/show/984-2023-%D0%BF#Text.
[42] Supreme Council of Ukraine (1992). The Law of Ukraine of 20.12.1991 No 2011-XII 'On Social and Legal Protection of Servicemen and Members of Their Families.' https://zakon.rada.gov.ua/laws/show/2011-12#Text.
[43] Supreme Council of Ukraine (1993). The Law of Ukraine of 22.10.1993 No 3551-XII "On the status of war veterans and guarantees of their social protection.' https://zakon.rada.gov.ua/laws/show/3551-12#Text.
[44] CMU (2013). Resolution No 207 dated 20 March 2013 'On approval of the Procedure for issuing vouchers to support the competitiveness of certain categories of citizens in the labour market'. https://zakon.rada.gov.ua/laws/show/207-2013-%D0%BF#Text.

National performance against key EU targets on AL

Due to the current war in Ukraine, there are the issues of inconsistent data collection, use of proxies, mix of achievements and indicators.

Participation of adults in learning

In this section, data on participation of adults in learning at national level will be compared to the EU benchmarking indicators, by taking into account the following reference targets set by EU member-states:

EU Target	National Target
At least 47% of adults aged 25-64 should have participated in learning during the last 12 months by 2025.	No data collected
At least 60% of adults aged 25-64 should have participated in learning during the last 12 months by 2030.	No data collected

Source: Author

Ukraine has no officially established national targets corresponding to the EU benchmarks for adult participation in learning. While the EU framework sets a target of 47% of adults aged 25-64 participating in learning by 2025 (NEAAL 2030), and 60% by 2030 (European Pillar of Social Rights' Action Plan), Ukraine has not yet adopted comparable national indicators. At the same time, Ukraine set tasks and indicators for attaining the Sustainable Development Goals (SDG) by 2030. For the SDG on Quality Education (SDG4), one target is that 10% of the 15–64-year-olds participate in formal or non-formal vocational-technical education and training, pre-higher or higher education, by 2030. The share of those aged 24 or older is set to be 13% among VET students and 15% of university students. It is also planned to enhance the participation of women up to 23% in STEM and defence fields[45].

Existing data reflect sectoral achievements rather than system-wide targets. For example, data for the academic year 2024-2025 report that adults aged 25-60+ accounted for 12.1% of VET students, 21.4% of VET graduates, 24% of college students, and 22.4% of university students. However, these figures remain descriptive rather than target based as no national benchmarks have been set to measure annual progress.

The only partial alignment appears in digital skills indicators. According to the Ministry of Digital Transformation, in 2023 59.6% of adults demonstrated at least basic digital literacy. Ukraine has the Digital Education Action Plan (2021-2027). It outlines the European Commission's vision for quality, inclusive and accessible digital education in Europe and calls to learn from the COVID-19 crisis to make education and training systems fit for the digital age. Since 2019, Ukraine has been conducting a survey to assess the level of digital skills of Ukrainians[46].

Experience in formal schooling for young people tends to influence AL participation. A brief analysis of indicators measuring young people formal education outcomes shall provide relevant information to better understand the state of play in AL.

[45] Government Portal. Sustainable Development Goals and Ukraine https://www.kmu.gov.ua/storage/app/sites/1/ind.80/bookmtd-goalsalbum110pagesok-3.pdf
[46] Diia. Education. https://osvita.diia.gov.ua/en/research.

Underachievement in basic/ digital skills and top performance in basic skills

EU target	Current state of play in Ukraine
The share of underachievement in literacy, mathematics, science and digital skills should be less than 15%, whereas the share of top performance in literacy, mathematics and science should be at least 15% by 2030.	Above the threshold in 2022 PISA (data for 18 out of 27 regions): at least-basic proficiency reached by 58% (maths), 59% (reading), 66% (science) – implying 42%, 41%, 34% below baseline respectively. (OECD/Ukraine national notes).

Source: Author

Ukraine joined PISA in 2018, published PISA-2022 results (18 out of 27 regions due to the war) and participated in PISA-2025. The overall process is administered by the Ukrainian Centre for Educational Quality Assessment with oversight from the State Service of Education Quality (SSEQ). PISA-2022 indicates substantial shares below baseline proficiency, underscoring the challenge in the absence of target thresholds. Ukraine references EU alignment for PISA but has not reflected them in national numeric goals, e.g. reducing the rate of low achievers to below 15% by 2030.

STEM in VET

EU target	Current state of play in Ukraine
The share of students enrolled in STEM fields in initial medium-level VET should be at least 45%, with at least 1 out of every 4 students being female by 2030	Collected data are not comparable

Source: Author

STEM in higher education

EU target	Current state of play in Ukraine
The share of students enrolled in STEM fields in third- level education be at least 32%, with at least 2 out of 5 students being female by 2030	Collected data are not comparable

Source: Author

Data on STEM education in Ukraine are not comparable with the EU due to an ambiguity in the data collection methodology. While the general concept of STEM (science, technology, engineering and mathematics) is widely acknowledged, what remains undetermined is whether to include learners studying explicitly STEM disciplines or also those using STEM-related knowledge and technologies in non-STEM fields, such as history, sociology or education.

Despite these limitations, some indicative data is available from the State Statistics Service and the Unified State Digital Database of Education[47]. In 2024, 28.9% of secondary school graduates enrolled in VET institutions. In the academic year of 2024-2025, the share of girls among VET graduates was 33.6%. At the college level, 45.6% of graduates were female with the share of 9.9% for women aged 25-60+. At universities, 48.7% of all students were women, including 13.7% of female students aged 25-60+. However, about 19% of Information and Communication Technologies (ICT) university students were female, which could be considered as a persistent gender imbalance in key STEM disciplines.

[47] The percentages presented in this paragraph are author's calculation based on: State Statistics, The network and activities of educational institutions https://stat.gov.ua/uk/datasets/merezha-ta-diyalnist-zakladiv-osvity, and Unified State Database of Education https://info.edbo.gov.ua/

ICT PhD programmes

EU target	Current state of play in Ukraine
The share of students enrolled in ICT PhD programmes should be at least 5%, with at least 1 out of every 3 students being female by 2030.	Collected data are not comparable

Source: Author

The data collection on ICT-related doctoral education in Ukraine is in place, namely the Unified State Digital Database on Education gives the opportunity to aggregate the data and information across all doctoral programmes. Educational institutions can update the database information regularly, e.g. on a weekly basis, a flexible methodology where some relevant data are available and offer partial insights. In 2024, approximately 9.9% of newly admitted PhD students in Ukraine selected information technology, making ICT one of the top doctoral disciplines. At the master's level, 10.5% of ICT students were women, while ICT students overall accounted for 1.43% of all male and 0.3% of all female university students[48].

Conclusions

Strengths

- There are AL anchors across major strategies e.g. Human Development Strategy (2021), Gender Equality Strategy 2022-2030, Demographic Strategy 2024-2040, and Ukraine Facility Plan 2024-2027 (VET and employment reforms);
- Some operational instruments are in place. SES vouchers (45+ and vulnerable groups) are active and expanding, employer and provider pathways, growing micro-/short courses, RPL methodology established, employers can detract training expenses from taxable income.
- Visible adult presence in formal education e.g. adults among learners/graduates in VET schools, colleges and universities (e.g. 12.1% of VET students; 22.4% of university students are adults of 25+ year-olds in 2024-2025).

Challenges

- The legal basis exists but AL statements are dispersed. The Law 'On Education' 2017/09-2145-VIII defines AL status. The Law 'On Vocational Education' 2025/09-4574-IX opens wider opportunities for adults for obtaining VET qualifications. The Law of Ukraine 'On Higher Education' 2014/07-1556-VII provides regulation of AL in the system of higher education. The Law of Ukraine 'On Professional Development of Employees' 2012/01-4312-VI frames non-formal professional training. There is no dedicated national AL strategy. Adult learning is historically recognised as part of formal professional development. So, there is a gap between strategies and the following legislation steps limiting subnational authority for scaling AL.
- The normative framework on AL quality assurance does not embrace non-formal learning.
- National targets for AL are not in place. Monitoring against the EU targets for AL by 2030, is currently not possible due to data collection issues. Therefore, data availability and collection methodology may have to align to allow comparison.

State of play

- AL in the national and regional strategies is partially prioritised. In open resources and public discourse, AL is highlighted as a priority and is actively supported by government initiatives and many donor projects, but it still lacks a unified legal framework. On the one hand, this gives AL maximum

[48] The percentages presented in this paragraph are author's calculations based on: State Statistics. The network and activities of educational institutions https://stat.gov.ua/uk/datasets/merezha-ta-diyalnist-zakladiv-osvity, and Unified State Database of Education https://info.edbo.gov.ua/

flexibility and the ability to respond to labour market needs, but on the other hand, it limits the priority of AL in local programmes.

- At regional and municipal levels AL has the uneven/emerging character. Adult learning initiatives exist and, in some cases, demonstrate strong local leadership and innovation. However, regional coverage remains uneven, and most initiatives depend on donor funding or individual leadership rather than institutionalised regional strategies.
- AL policy is fragmented within the wider education and training system of the country. The legal framework is only partially adjusted to the national/regional strategies and policy objectives, while link to specific needs of regions is weak resulting in misalignment between the different levels of policy definition.
- National indicators and targets are weak/descriptive. Ukraine does not currently define national quantitative targets for AL, except the internationally comparable participation indicators (SDG 4.3.1). Main indicators in use and related targets for AL sector exist in the formal education sector. They cover participation rates, skill levels, employment outcomes, gender aspects, etc. Monitoring is therefore descriptive rather than target-driven, limiting evidence-based policy steering.
- Alignment with EU policy objectives is partially matching. Ukraine is conceptually aligned with EU policy priorities, including LLL, inclusion of vulnerable groups, micro-credentials, validation of non-formal and informal learning, and skills for recovery. However, EU benchmark targets (e.g. adult participation rates, STEM participation, ICT pathways) have not been translated into national commitments or measurable milestones. Alignment thus remains strategic rather than operational, constraining comparability and progress tracking.

CHAPTER II: INSTITUTIONAL ARRANGEMENTS AND GOVERNANCE OF AL

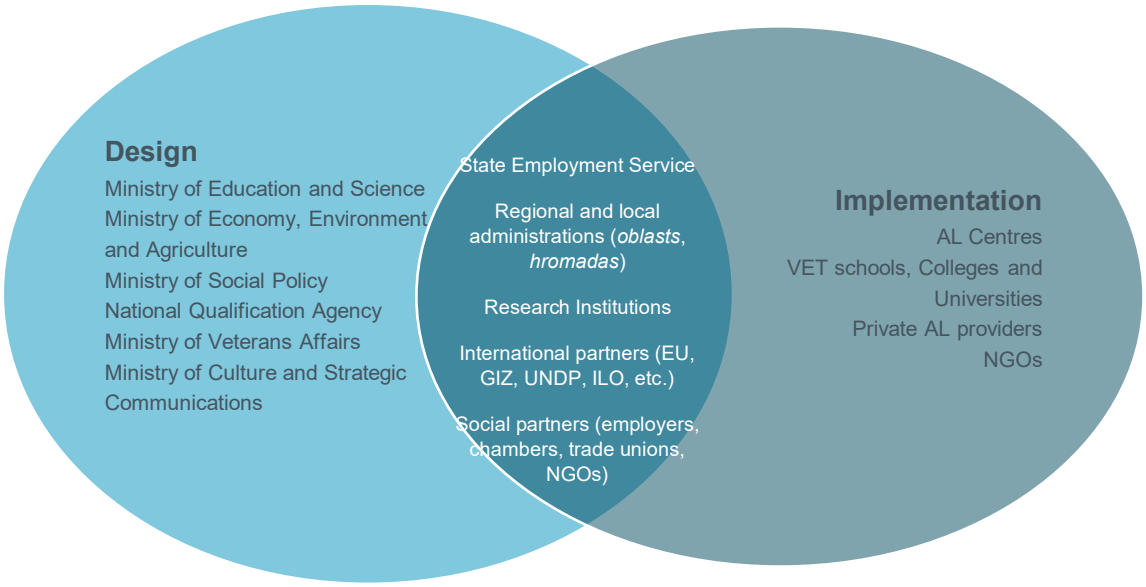
This Chapter analyses and presents the division of roles and responsibilities among institutions in charge as well as the main features of the model of governance in place for AL sub-sector.

Institutional arrangements

Ukraine governs AL within a unitary system anchored in Law 'On Education' 2017/09-2145-VIII, where AE is a component of LLL. Central bodies set policy; local authorities create conditions and run institutions. The key actors are the MoES, the MEEA, the SES, the National Qualifications Agency (NQA) and sectoral ministries (e.g. Ministries for Social Policy, Health, Veterans, etc.).

Roles and responsibilities in AL

The diagram below offers an insight into the responsibilities of each of the involved institutions as defined by the adopted legal framework. A detailed overview of the institutions and their responsibilities is enclosed as **Annex II**.



The coordination model can be defined as moderately centralised but sector-specific – policy, financing tools and standards are set nationally by different responsible decision-makers. Donor-supported initiatives increasingly foster decentralised and participatory delivery at regional level (through *oblasts*/*hromadas*, providers and social partners).

The monitoring and evaluation function is also shared among different institutions based on the approach 'the one who sets rules – monitors their use'. More details are available at the section 'Monitoring and Quality Assurance' below.

Adult Learning governance model

Governance is predominantly centralised in law and procedures, with delivery shared across state, communal and private providers. The specific feature of this centralisation is its sectoral approach. For example, SES-driven AL activities are governed by the MEEA, AL activities for prisoners are under the full control of the Ministry of Justice, AL in formal education are under the remit of the MoES, etc. The NQF and its Register structure qualifications across education and the labour market. Amendments to NQF descriptors were approved in June 2025, with the aim of strengthening alignment with EU tools.

Intra-sectoral cooperation and coordination

The coordination is well-operated in the sector of formal education. The non-formal sector of AL is self-developed, and demand driven. The validation framework is operational. CMU resolutions set the procedures for awarding/confirming qualifications (CMU No 956, 15 September 2021) and accrediting QCs (CMU No 986, 22 September 2021). As of November 2025, NQA has reported 191 accredited QCs demonstrating the with ongoing expansion of their network. The last one is obviously seen via the upcoming procedure of the independent external assessment for VET students and qualification confirmation after WBL stated by the Law 'On Vocational Education' 2025/09-4574-IX (articles 11 and 44).

Providers of formal and non-formal AL

AL is delivered by VET institutions, professional pre-higher and higher education institutions (including postgraduate education units), QCs (assessment/awarding), municipal AL centres, private providers, NGOs and employers. Over 19 Ukrainian cities (i.e. Lviv, Sumy, Ternopil, Poltava and others) have already adopted local LLL strategies under the UNESCO Global Network of Learning Cities, strengthening municipal roles. It should be noted that the activity of joining the UNESCO Global Network took place after the full-scale invasion.

Funding of Adult Learning

Financing and provision of AL governed by the Laws of Ukraine 'On Professional Development of Employees' (12 January 2012 No 4312-VI), 'On Employment of the Population', the Tax Code of Ukraine, and Government orders/resolutions (including CMU No 1170 of 22 December 2010).

AL in Ukraine is financed by:

1. the State budget of Ukraine
2. local budgets: the budgets of communities/hromadas and/or cities in the oblasts (regions)
3. companies
4. learners' self-financing
5. donations, loans, donor contribution through projects.

According to Ukraine's draft state budget for 2026, projected spending on education will amount to 4.8% of GDP. This indicates planned growth compared to previous years (4.5% of GDP in 2024-2025). The specific percentage for AE is not a separate public item in the general data on the state budget of Ukraine for 2024 and 2025. The main budget expenditures on education are broken down by level, i.e. preschool education, general secondary education, VET, higher education (includes university funding, grants and scholarships).

The state budget covers expenses for the official upskilling of specialists of different sectors, including regulated professions e.g. teachers, doctors etc. For these purposes, the total amount allocated in the state budget for financing state orders in 2025 (broken down by state customers) is UAH 64 376,529.7 and includes UAH 57 296 180.8 for the training of specialists, scientific and scientific-pedagogical personnel, UAH 1 309 996.4 for the training of workers, and UAH 5 770 352.5 for the advanced

training and retraining of personnel (postgraduate education). Detailed information on the volume of state orders for the training of specialists, scientific, scientific and pedagogical personnel, and workers, as well as for the advanced training and retraining of personnel in 2025, is presented in Resolution No 812 of the Cabinet of Ministers of Ukraine dated 7 July 2025[49].

Funding is highly decentralised and relies on multiple sources, including private contributions from citizens and employers, international technical assistance, grants and occasional allocations from local budgets for specific projects or community learning centres.

Adult learning is not a mandatory responsibility of local authorities and therefore receives low fiscal priority, particularly under martial law when resources are primarily directed towards security, defence, and the operation of critical public services such as general secondary education (GSE) which is financed by a state subvention. In 2024, most of the community's education expenditures were directed to GSE (teacher salaries, school maintenance, and shelters), preschool and after-school education, and VET. The share of local budgets specifically allocated to AL is not reported as a separate indicator. A related indicator in the municipal budget is the maintenance of postgraduate teacher training institutions. Adult learning activities largely depend on ad hoc funding. The regular state funding is allocated to ensure the professional development of state employees.

Ukraine's tax and contribution framework offers several incentives for education, training and professional development. Licensed preschool, secondary, VET schools and higher education institutions (including postgraduate and doctoral programmes) are exempt from value-added tax (VAT) under Article 197.1.2 of the Tax Code. Training and retraining costs are also exempt from the Unified Social Contribution (USC) according to CMU Resolution No 1170, clause 9, with the exception of wages paid during off-site training. Employer-funded training at licensed Ukrainian higher or VET providers is exempt from personal income tax (PIT) and the military levy up to three times the minimum monthly wage per month of training, as of 1 January of the reporting year (Tax Code 165.1.21). Similarly, upskilling and retraining expenses are tax-free if they meet the compliance requirements (Tax Code 165.1.37); otherwise, they are taxable. Finally, training-related expenses are deductible for corporate income tax purposes in the same reporting period in which they occur.

The interviews with AL centres showed that their funding is mixed. It may include municipal programmes (e.g. Learning Cities), employer-paid cohorts, donor projects (DVV International, UNDP, international foundations) and participant co-payments for non-priority courses. SES vouchers finance training in formal institutions only, while SES' cooperation with non-formal providers is not systematic.

Adult learning centres routinely re-survey demand and re-allocate resources across professional, psychological, social-integration, hobby/self-development and civic education streams. Sustainability hinges on diversified revenue, equipment investment for practice-based programmes, and, ultimately, clearer recognition frameworks to convert short-cycle learning into portable, labour-market-valued credentials.

Monitoring and quality assurance

Institutional roles and responsibilities

Formal quality assurance (QA) in higher education is ensured by the National Agency for Higher Education Quality Assurance (NAQA). SSEQ is responsible for QA in general secondary and VET. The MoES monitors the information about short-term training courses provided by VET schools. The SES monitors training and voucher implementation under Active Labour Market Programmes (ALMP). Professional qualifications and VNFIL are quality-assured via occupational standards developed in accordance with NQA procedures and available for verification via the network of accredited QCs. Adult learning providers use their own survey forms to collect needs and feedback in order to improve

[49] Cabinet of Ministers of Ukraine (2025). Resolution No 812 of 7 July 2025 On the state order for the training of specialists, scientific, scientific-pedagogical and labour personnel, for advanced training and retraining of personnel in 2025 URL: https://zakon.rada.gov.ua/laws/show/812-2025-%D0%BF#Text.

further planning of their activities. In most cases, these monitoring activities are regular and pretty similar. More details on institutional roles and responsibilities are provided in **Annex III**.

Continuous professional development of AL practitioners

The MoES oversees continuous professional development (CPD) for pedagogical and scientific-pedagogical staff. The same approach is used by the Ministry of Health regarding medical workers and other ministries responsible for the certain target group of their sectoral workforce. In these cases, AL trainers are increasingly guided by occupational standards. Recent updates to professional standards illustrate the shift toward competence-based CPD and recognition of andragogical skills.

In the non-formal AL provision, CPD for AL practitioners in Ukraine has been systematically advanced by DVV International in partnership with the Ukrainian Association of Adult Education (UAAE). A cornerstone of this effort is Curriculum globALE – a five-module, year-long competence framework for adult educators implemented nationally in 2018-2020. It established shared professional standards and seeded a network of trained educators and managers. Building on this foundation, DVV International has introduced complementary tracks – ManagerALE (for leaders of AL centres) and InstitutionALE (for organisational development) – and conducted a regional needs assessment in early 2023 to prioritise managerial CPD themes for national and subnational roll-out. Programming in 2025 included a three-day, practice-oriented course for AL-centre managers on social entrepreneurship (legal frameworks, value proposition design, digital tools, scaling and fundraising, and impact assessment), culminating in applied business-plan development. These activities form part of a longer professionalisation agenda (2019-2027) aimed at strengthening both individual competencies and institutional capacity within the AL ecosystem.

The UAAE has complemented this trajectory with practitioner-focused and municipal CPD. In 2025, it delivered member trainings on digitalisation in AL and communication/group dynamics, including the use of social-media and AI tools for content creation. In parallel, the UAAE launched an online in-service course for local-government officials on managing AL in communities for national recovery. Earlier UAAE-driven CPD pathways (2016-2017) combined three intensive five-day modules with international internships, alongside competency seminars on educator roles and group dynamics.

Taken together, DVV International and UAAE have introduced a layered CPD architecture – spanning educator competences, managerial capability and organisational development – that anchors the professionalisation of Ukraine's AL workforce and supports scalable, locally responsive provision.

Adult learning providers apply motivation-based selection to preserve instructional quality. Quality assurance is conducted via post-course feedback forms, follow-up surveys, trainer reviews and adjustments to programmes year-on-year. Some AL centres require recommendation letters for new trainers. Several AL providers invest in andragogy training and maintaining trainer registries.

Adult learning providers often organise ToT courses for their trainers. In some cases, they also have the experience of training their trainers 'from scratch' building their competence on the already existing expertise in the certain field. It helps them retain young specialists and keep the audience of their students interested and tuned. Their pedagogical models prioritise practice-oriented learning ('practitioners teaching practitioners'), course projects, and competence demonstrations. Admission often exceeds capacity.

Conclusions

Strengths

- The governance approach is rather transparent due to attribution of remits across different ministries that corresponds to the legislation. In this context, inter-sectoral coordination functions relatively well in the sphere of formal adult education.
- Standards and recognition are centrally defined and are in place. NQF works and the Register of Qualifications is being updated. NQF descriptors are updated (June 2025) for closer EU alignment. VNFIL is operational – initial stage – 191 Qualification Centres are accredited as of November 2025.
- Six cities pursue LLL strategies and have membership in the UNESCO Learning Cities network. The mix of providers including VET schools, colleges, universities (including Universities offering postgraduate programmes), QCs, municipal AL centres, private providers, NGOs, employers form a broad network, which is an asset in view of increasing participation in AL in future.
- Quality assurance architecture includes NAQA (higher education), SSEQ (general secondary education and VET), NQA/QCs (professional qualifications), MoES (VET's short-term courses for adults), SES (ALMP training and vouchers) and AL centres' self-assessment.
- CPD ecosystem is maturing. DVV International and UAAE multilayer CPD (e.g. Curriculum globALE, ManagerALE, InstitutionALE) accompanying by AL provider-run ToT pipelines.

Challenges

- AL governance is characterised by the remits of a range of institutions, which comprise coordinating the design and implementation of AL policies. Ministries, agencies and other relevant actors, however, lack a formalised mechanism to coordinate (e.g. AL council, Inter-ministerial committee on AL, Economic and Social Council, etc.). As a result, advisory, consultative, decision-making functions risk remaining unconnected across different authorities.
- AL sector features fragmented and under-resources financing. Co-financing mechanisms such as training funds and stable tax incentives are not institutionalised, while the reliance on donors and their projects is high.
- Regional and municipal administrations have autonomy but lack incentives to prioritise AL in their local development plans and budget allocations.

State of play

- AL governance is highly fragmented across multiple ministries and agencies, with no central coordination or unified monitoring structure. This fragmentation allows flexibility and experimentation – particularly in non-formal education – but limits system coherence, quality assurance, and scalability. Responsibilities are often unclear, and coordination relies heavily on donor projects rather than institutional arrangements. The management of AL policies is decentralised, ensuring a structured approach in terms of the relevant responsible authority.
- The funding of AL provision is moderately adequate. Adult learning provision in formal education has the small share of education budget. Public-private partnerships related to AL funding are mostly realised via donor projects. Adult learning providers in the sector of non-formal training consider financing model and the funding sources as moderately adequate because they have access to the funds of donor projects but limited opportunities for funding under state programmes.
- Planning, design, implementation, and monitoring of non-formal AL initiatives is self-regulated. These processes involve a somewhat diverse range of stakeholders – such as employers, trade unions, civil society organisations, and learners. Their involvement becomes substantial primarily when they directly commission AL services from specific providers.
- The recognition, portability and integration of AL outcomes/qualifications is integrated/linked to NQF/NQS to a certain extent. It depends on the existence of occupational standards which allow to ensure the recognition of partial or full qualifications.
- Quality assurance is covered to a certain extent. In adult learning, quality mechanisms exist at the level of both formal and non-formal education providers and cover their formal and non-formal programmes. These quality assurance mechanisms are well-regulated in the formal education, whereas they are demand-driven in non-formal AL. Mostly they include self-created survey forms aiming to collect needs and feedback and used for further planning of activities. Also, among non-

formal AL providers the quality of trainers/facilitators is directly related to the scope and popularity of their training services. Therefore, they pay a lot of attention and efforts to the selection of trainers and monitoring the results of their work. The main concern relates to the overall robustness and comparability of these mechanisms, given the absence of a standardised framework, common indicators or methodological guidance at national level.

CHAPTER III: AL PROVISION

This Chapter offers insight into the AL provision in Ukraine, the third dimension of the analysis. It presents AL programmes as well as support measures and services made available to adult learners.

AL types and programmes

Programmes for remedial education for adults

Formal AL is organised through primary, secondary and post-secondary education programmes tailored to the needs and capabilities of adults organised in educational institutions that are verified for these programmes. Adults can complete basic and upper-secondary schooling via evening, distance and external (exam-based) forms defined in the Law on Complete General Secondary Education. Enrolment may occur at any age and prior learning can be recognised.

As pictured in Chapter I, some special non-formal AL programmes and AL providers can be state verified and accredited, a process which is not legally mandatory.

The table below presents the types of formal AL and verified non-formal AL programmes leading to qualifications.

Type of programme	Provider(s)	Target group	Final certification/ qualification
Second-chance basic/complete secondary ('remedial'): evening/part-time, distance/online, external (external exams)	General secondary schools, some VET schools offering combined study	Adults who did not complete school; IDPs; working learners	State-recognised certificate of complete general secondary education (via evening/part-time or external paths).
IVET/CVET: full programmes and short modules	VET schools; occupational colleges; employer-based training	Reskilling/upskilling-oriented school leavers and adults	VET diplomas/qualifications; short-course certificates; programmes may be financed by targeted state orders for urgent skills needs (post-2022 amendments).
Higher education (adult entry, part-time/online)	Universities; occupational colleges	Adults (including 25+ entrants, veterans, IDPs)	Junior Bachelor/Bachelor/Master diplomas; postgraduate study and internships as part of AL.
VNFIL via professional qualifications	NQA-accredited QCs	Adults with skills gained at work, courses, self-learning	Full or partial professional qualification after assessment against occupational standards. QCs network is expanding (191 accredited/declared centres are in place as of November 2025).
SES training for registered unemployed (ALMP)	SES via licensed providers of formal education	Registered unemployed, IDPs, veterans, PwDs	Training up to 10 months. Costs covered up to 10 subsistence minima. Certification per programme.
SES Voucher Scheme (45+ and war-affected adults)	200+ state accredited HE/VET providers	45+; veterans; IDPs; other eligible groups	Voucher covers tuition up to 10 subsistence minima. The eligible programmes expanded to 156 professions/specialties (August 2025).

Type of programme	Provider(s)	Target group	Final certification/ qualification
Micro-credentials / micro-qualifications (emerging)	Universities, VET providers; pilots with EU-funded projects	Adults needing short, flexible up/re-skilling	Award micro-credential. Pilots progressing.
Municipal and NGO non-formal AL (civic, digital, language, entrepreneurship, etc.)	City AL centres (e.g. UNESCO Learning Cities), DVV International/UAAE, NGOs, employers	Broad adult population; veterans/IDPs; older adults	Award certificates.
Digital skills at scale	Diia.Education platform; library-based digital hubs (UNDP and partners)	Adults nationwide; 'elegant age' seniors; IDPs	Free online series, simulators, Digigram self-assessment (aligned to DigComp), local hub support.
Career guidance and counselling for adults	SES 'One-window' portal and centres; Euroguidance/Europass centres at NQA	Jobseekers, returnees, adults changing careers	Career counselling, training navigation, guidance resources (online/offline).

Non-formal AL provision

Ukraine does not license individual non-formal short courses as such, and the quality/recognition flows through the National Qualifications System. Learning can be delivered by VET schools, colleges, universities, municipal AL centres, NGOs and private providers. Learning outcomes are recognised when assessed by QCs that confirm full or partial professional qualifications. Procedures are set by CMU Resolutions No 956 (assignment/validation) and No 986 (QC accreditation), with a public QC/Qualifications Register run by NQA.

Adult learning centres demonstrate high adaptability, inclusive design and strong local labour-market responsiveness – notably in construction trades, health-related skills, digital competencies and psychosocial support. Professional development for adults is most effective where programmes are co-produced with employers, embed practice-heavy pedagogy, articulate to formal pathways, and include follow-up support (mentoring, job placement). System-level bottlenecks – recognition, data and stable financing – continue to limit scaling, but the ecosystem's plurality of providers and peer-learning innovations offers a robust base for post-war recovery and long-term human capital development.

A network of AL centres and VET providers offers non-formal training to adults of different age groups. They offer a wide range of short-term courses and programmes of general and/or VET. Adult learning centres may partner with universities/VET schools to award state-format documents for specific short programmes, which enhances the credibility. Adult learning providers' certificates usually include hours, content, learning outcomes and numbering, though formal recognition varies by recipient. This category of training providers is extremely flexible and responsive to the needs of their target groups or partners. The quality of training is influenced by participants' engagement with a particular course, and their autonomy is undoubtedly greater than that of formal education institutions.

There is a network of AL centres focused on people in detention and recently released. Their training approach is built on peer education and delivered by trained social workers and paralegals. Content covers harm-reduction (HIV/TB), legal basics and mental-health/addiction support, tailored counselling for veterans with incarceration experience. Local pilots in Ternopil (women's hairdressing) and Rivne (welding with state-recognised certification) demonstrate that profession-bearing programmes can be licenced within penitentiary-linked institutions. Staff of penitentiary and policing services receive dedicated training on stigma reduction, interaction with target groups, and the use of support applications. Scaling is constrained by insufficient equipment and consumables.

Programmes for improving skills, qualifications and employability

1. Programmes for the registered unemployed

Training for the registered unemployed (including employer-requested courses, WBL and short skills modules) is regulated by the CMU Resolution No 264 (24 March 2023; rev. April 2025) and implemented by the MEEA/the SES with state funding. In 2025 the Government earmarked UAH 6.3 bn for employment programmes where training is a core component.

The SES provides vocational training to registered unemployed persons, including IDPs, combatants and military personnel, at the expense of the Ukrainian State Social Insurance Fund for Unemployment. Eight out of 11 existing SES VET centres are operating, providing training, retraining and upskilling for unemployed persons in the Dnipropetrovsk, Ivano-Frankivsk, Lviv, Odesa, Poltava, Rivne, Sumy and Kharkiv regions. The VET centres in the Luhansk, Donetsk and Kherson regions have ceased operations due to the full-scale invasion and partial occupation of these regions. The training programmes of the VET Centres cover 95 professions and 335 educational programmes (including 92 partial qualifications) lasting up to 10 months.

2. SES vouchers

SES training vouchers finance reskilling without unemployment registration for adults 45+, veterans, IDPs and other categories, covering tuition up to a legal cap (voucher value tied to subsistence minimum; list of eligible professions updated periodically). Currently, the list of eligible professions includes over 200 professions and specialties, with a significant share in VET fields. Applications are run via SES offices or the SES portal / the SES mobile app (with e-voucher functionality). Since its launch, 37 424 people have received vouchers, of which 30 622 were financed by the SES. Uptake has been substantial despite wartime disruption. In 2024, the SES issued ~23 000 vouchers and had issued more than 12 600 by the mid of 2025.

The average voucher cost is UAH 14 775 (≈EUR 340), with a maximum of UAH 30 280 (≈EUR 694). If the training cost exceeds, trainees pay the difference. It can be also covered by their employer (if any). In 2024, the most popular programmes were nursing, preschool education, medicine, and cooking. Among 15 609 voucher trainees, 389 found employment in their trained profession, 66 in different fields, 1 154 remained unemployed, and about 14 000 did not report their status[50].

3. Entrepreneurship and integrated ALMPs

Ukraine's ALMPs include business grants (e.g. eRobota, Own Business), training and retraining programmes (e.g. ReSkillUA, voucher programme), short-term courses, recognition of non-formal education, employment subsidies, and compensation for hiring jobseekers, veterans, IDPs and PwDs. Re/training programmes feature updated curricula aligned with labour market needs, prioritising vulnerable groups' access to skills and jobs. The eRobota grant programmes support training linked to self-employment and SME development, with dedicated veteran windows. Micro-grants complement up-/re-skilling and job creation.

The SES leads most ALMPs, offering upskilling services such as career counselling, skills assessments, apprenticeships, certifications, internships and WBL through 800+ partner companies and online platforms. Training programmes (3-12 months) focus on high-demand sectors (IT, construction, agriculture, healthcare, manufacturing, logistics, services, automotive repair) and increasingly adopt dual education models and WBL. Current trends include growing demand for work-ready skills, project-based learning and internships.

4. Professional development of employees

Under Article 7 of the Law of Ukraine 'On Professional Development of Employees' 2012/01-4312-VI, AL may be delivered in day, evening (shift), full-time, distance, or external formats, with or without separation from production, and on the basis of individual curricula. For working professions, provision

[50] SES (2024a). Provision of vouchers. Available at: https://dcz.gov.ua/stat/statvoucher.

can be either course-based (in classes or laboratories with grouped trainees) or individual and WBL under the supervision of qualified industrial instructors or mentors.

Article 11 authorises employers to conduct employee certification according to procedures set in the collective agreement, which defines the categories of staff subject to assessment and its periodicity. Specific groups are exempt from certification, including employees with less than one year in the position, pregnant women, and single parents of children under 14.

Non-formal vocational training is formalised by an internal employer order acknowledged by employees. Short seminars and trainings are classified as information and consulting services delivered under a general services contract that does not name individual employees and, accordingly, are not registered as 'training' under the Model Procedure.

5. Professional development of adults

AL centre's structure programmes for veterans and their families, IDPs, PwDs, older adults, women (including women training for non-traditional occupations) and local residents. They use pre-course needs assessments, focus groups, and iterative surveys to calibrate topics, formats and durations. Inclusion measures include ground-floor workshops, barrier-free access, mobile furniture and advance adaptation to group needs. Peer-to-peer models are commonly used for training IDPs, PwDs and veterans). Some AL centres cooperate with universities or VET institutions to enable state-format documents for specific modules, while others rely on provider certificates recognised *de facto* by local employers or institutions.

AL provision offers formal VET and HE pathways and non-formal, short-cycle courses. The formal VET track includes adult programmes in construction trades, plastering and decorative finishes, electrotechnical specialties (including alternative energy), auto mechanics, welding (MIG/MAG/TIG), and newly established sanitary/technical systems centres. These curricula increasingly integrate automation and modern equipment, reflecting high employer expectations despite wartime conditions. Non-formal track typically offers 12- to 60-hour courses, combining approximately 30% theory and 70% practice, interactive delivery, course projects and trainer-guided practical sessions. The scope of training offer covers psychology and mental health (including art therapy), languages (English), graphic design, data analytics, first aid and hands-on trades (culinary, sewing with dedicated labs and a 'fashion library'). Demand is volatile except for psychology, which remains consistently strong.

Labour-market alignment is achieved through co-design with employers, supervisory boards (at VET schools[51]) and business-led masterclasses. Employers influence core and variable curriculum components and can commission bespoke programmes (including mental-health modules as part of Occupational Health and Safety in large factories).

Several AL centres shared their experience in pathways from introductory micro-courses to deeper formal training. They recognise that experienced workers may require re-skilling to update methods (e.g. mechanised plastering, modern welding). In some regions where training is tightly coupled to labour demand the job placement before the course end can reach >75%.

The interviewed AL centres identified that AL outcomes include rapid skill refresh, entry-to-profession tasters, micro-entrepreneurship support (business planning, SMM) and psychosocial resilience. Notable successes include the repeated demand from partners/clients, high attractiveness (especially free/donor-funded courses), and job queues in certain trades.

Persistent gaps in Ukraine's AL reveal structural, institutional, and contextual limitations that affect both quality and accessibility. Recognition and validation operate partially, and certificates obtained through non-formal training lack consistent state recognition. This limits the transferability of learning outcomes and the integration of adults' skills into formal qualifications. There is a tension between depth and breadth of training provision. Short-cycle courses, while flexible and responsive to demand, often provide limited practical exposure. To address this, some AL providers guide learners toward longer formal education tracks that offer more intensive practical components. The staffing capacity of

[51] Supervisory boards at VET schools include representatives of enterprises, associations, regional authorities and educators.

teachers and feedback systems in formal institutions remain uneven. There is a mismatch between theory-oriented and practice-oriented teachers, insufficient feedback mechanisms with students and weak monitoring of learning outcomes, especially in SES voucher-funded programmes. In addition, wartime conditions impose severe delivery constraints. Restrictions on mass gatherings, mandatory access to shelters, small group limits (approximately ten participants), and the need for prior security approvals have pushed much of the training provision into online or hybrid formats. While this ensures continuity, it diminishes opportunities for hands-on learning – particularly in VET fields where practical engagement is essential.

6. Vocational training for adults for targeted employment

The Vocational Training Centre of the Kyiv School of Economics (KSE Proftech)[52] is an example of an innovative model of non-formal VET focused on quickly meeting the needs of the labour market in conditions of war and post-war recovery. KSE Proftech specialises in technical fields (CNC machine operators, welding, electronics) and offers short-term, intensive programmes lasting between two and six weeks, which provide a quick entry into the profession for adult students aged 18 to 67. The training is practice-oriented and tailored to the needs of specific employers, with whom KSE Proftech builds systematic cooperation through regular consultations, production visits, joint programme development and the involvement of businesses in intermediate practice and final certification.

A key feature of the model is its focus not on 'selling training' but on guaranteed employment: students choose an employer while still in training, and employers determine the number of specialists they need and participate in financing the training (approximately 60% of the costs, with the remaining 40% coming from donor support). The main indicator of KSE Proftech's effectiveness is the employment rate of graduates, supplemented by indicators of completion of training and a high level of satisfaction (Net Promoter Score – approximately 93%). Several QCs operate within the structure of KSE Proftech, which carry out testing and confirmation of full or partial qualifications.

The KSE Proftech case demonstrates the potential of non-formal education as a tool for rapid response to labour shortages, especially in conditions of limited demographic resources and high population mobility. At the same time, the model is resource-intensive and relies on highly qualified trainers and practitioners, which increases the cost of the programmes but ensures their quality and credibility among businesses.

Support measures and services to adult learners

Information and outreach

There is no single state catalogue of all non-formal offers and usually civil-society platforms fill the gap. UAAE (with DVV International) runs an online platform of non-formal education to list programmes and providers[53], while many cities develop 'learning city' ecosystems.

VNFIL

Adults can validate skills acquired non-formally through QC assessment against occupational standards, receiving state-recognised certificates for full or partial professional qualifications. Rules and documentation are fixed by CMU No 956 and No 986 and implemented via the NQA register and guidance.

Micro-credentials

Ukraine is piloting micro-credentials (MC). The NQA issued national recommendations (2024) and NAQA is facilitating university pilots (2025). Erasmus+ projects (e.g. BEM, CRED4TECH, MInT-Ukraine) are training VET schools and universities to create and/or implement them. At the final stage

[52] KSE Proftech. Vocational Training and Employment Hub. Available at: https://proftech.kse.ua/en?gclid=undefined.
[53] Ukrainian Association of Adult Education. Online platform for non-formal education in Ukraine. https://uaod.org.ua/en/spivpracya/online-platform-for-non-formal-education-in-ukraine.

of Erasmus+ Project 'Beyond Europe with Micro0credentials' (BEM) NQA expressed their sceptical vision of MCs' future in formal education and claimed to their wide use in the system of non-formal training.

Career guidance and counselling of adult learners

Ukraine launched Europass and a national Euroguidance Centre (hosted by NQA) in July 2024, operationalised in 2025 to strengthen adult guidance, mobility and information services. Complementary digital tools (e.g. EPALE-profiled Career Hub Ukraine) offer certified counsellor training and services for adults, including those abroad. The SES also provides counselling through its centres/app.

Conclusions

Strengths

- Wide pathways mix of second-chance general education (evening/distance/external), IVET/CVET (full and partial qualifications), part-time/online higher education, VNFIL via Qualification Centres, micro-credentials pilots, municipal/NGO offers, and large-scale digital programmes is in place.
- VNFIL is operational with 191 accredited QCs (November 2025) issuing full/partial qualifications against occupational standards.
- Active labour-market measures are in place including SES training for the registered unemployed and SES vouchers for 45+, veterans, IDPs, plus eRobota grants complementing re/upskilling initiatives.
- Flexible delivery and employer links via WBL, employer-requested training, and legal bases for employer-funded CPD support rapid skills acquisition.
- City AL centres, UNESCO Learning Cities, DVV-UAAE networks and AL providers ToT pipelines increase responsiveness and outreach.

Challenges

- There is no single, up-to-date state catalogue of non-formal offers. Many programmes are financed from their own funds. Transparency regarding quality and results varies.
- War-related closures of AL centres and limitations to size of people gatherings. The existing regional differences in AL provision have been further exacerbated due to the war.
- The opportunities offered by individual SES centres are uneven, depending on the geographical location and on specific capacities. Relevant services for adult people, such as outreach and career guidance, are not yet systematic.

State of play

- Both formal and non-formal AL programmes are currently available aiming to meet the needs of various target groups on professional development, upskilling and/or reskilling purpose but they still match needs partially. Providers of non-formal AL state that they offer a wide extent of services that match the needs of their target audience and address the issues of diversity, equity and inclusion. In the sector of formal education, AL is pre-planned and structured as required by occupational standards or other job-descriptive documents, thus it can be considered as partially matching demand because in most cases the formal character of delivery prevails over orientation to the learners' real needs.
- AL provision is moderately attractive. There is a broad variety of AL providers in the sector of non-formal education and the traditional set of AL providers in the formal education sector. The difference between formal and non-formal provision is significant, reflecting the formal and standardised approach in the formal education sector and high responsiveness to labour market need in the non-formal education sector. Therefore, the attractiveness of the existing non-formal programmes is higher while the official recognition provided by formal education reflects their traditionality. Persistent gaps in Ukraine's AL reveal structural, institutional and contextual limitations that affect both quality and accessibility.

Conclusions

The main findings identified for each of the three dimensions are as follows.

Dimension I: Strategic and legal framework

AL is widely discussed and accepted as a priority, but it lacks a legislative basis as the Law of Adult Education is still not adopted. Meanwhile AL objectives are dispersed among different laws, a situation that creates both challenges and opportunities for AL providers regarding their project funding from governmental sources. This relative fragmentation is reflecting the lack of national targets for AL, which at later stage create challenges in access to the EU-funded initiatives related to the priorities set by the NEAAL, European Pillar of Social Rights and Union of Skills in the area of adult education and training. The lack of a law governing AL generates twofold reactions. Some interviewees expressed their aspiration for AL regulation and coordination, open opportunities for financial support from the state and ensure proper quality of AL services. Others noted the potential limits and over-regulation that a unified law on AL could bring. They underlined the resulting inevitable limitation of AL provision's responsiveness and rapid reaction to the labour market changes and the needs of their target audience.

Dimension II: Governance and institutional arrangements

Adult learning-related institutional arrangements and governance features a mix of centralised governance and partially decentralised implementation. Remits of Ministries and agencies within government are transparent and well defined; at the same time, there is no unified governing body, such as a Council, that could steer the development of AL sector as a whole. With that, the personal will of individual decision-makers matters. The local level is active and bring innovation. The case of Ternopil city as the brightest example of well-coordinated and developed AL initiatives was several times mentioned by different interviewees. The library-based network of AL centres in Lviv was mentioned as the example of smart use of available resources (libraries premises) for meeting the needs of different target groups that are fully or partially covered by the city development programme(s). At the national level, interest exists but greater institutional action and/or engagement as well as financial resources would be needed. Adult learning is viewed by some as a self-directed system that is capable of change. Also, Ukraine is currently facing concurrent priorities. Therefore, reliance on donor projects is still perceived as an option to support training offers and opportunities, leading to delay in real and sustainable system change.

Dimension III: Provision of AL

There is a huge network of AL providers of different types in the sector of non-formal education. Mostly, they are inspiring and dedicated, highly motivated and driven by the needs of their target audience which are carefully and regularly tracked. The approaches also differ and there are no acknowledged standards. Among these diverse non-formal providers, ambitious private players that aim at a market position as good quality providers are emerging. Overall, the non-formal provision of AL is accepted as the sector with a broad variety of learning and professional development opportunities at the same time not quality assured. Adult learning formal provision is considered obligatory but not always useful, given that the updating of training programmes is often a compliant exercise but does not effectively meet the needs of the target audience. Therefore, AL provision in non-formal education has the flexibility to adapt to needs but lacks the officially recognised quality assurance, while formal education meets quality assurance standards but its attractiveness for the target audience is low.

ANNEX I – ANALYTICAL FRAMEWORK AND GUIDING QUESTIONS

Chapters	Guiding questions [1]	Sources/methods
Introduction ■ Country context (governmental and administration features over education and training affairs, main legal frameworks, placement of AL sub-sector within the wider education and training system). ■ Specific elements related to the country political situation, constitutional arrangements, territorial/regional autonomies and jurisdiction over education sector. ■ Presentation of the country paper structure and objectives.		Desk review
Chapter 1. Adult learning strategies and policies ■ AL national and regional strategies (existing, past and present, or under preparation and expectations on their adoption) – approach to AL (broad, narrow), main strategic objectives, results obtained to date, and targets to be achieved, comparative analysis with EU policy priorities alignment, existing legal framework; level of priority attributed to AL, plans for reforms or large-scale programmes). ■ AL national policies (overview of the main policy objectives, national and regional policy measures implemented or under implementation, target-population, equity and inclusiveness gaps identified, sources of funding, stakeholders' participation, monitoring and evaluation mechanisms). ■ National targets vs EU targets (analysis of five key indicators and targets by 2030 at national level, plus indicators related to AL from Growth Plans/National Reform Agendas).	1. What are the main priorities of existing AL national/regional strategies? Where do they intend to bring AL in the country? Currently, is AL a priority, does the government intend to advance AL, do social partners and/or other non-state actors advocate for progress in AL? 2. Is the legal framework adjusted to the national/regional strategies and policy objectives? Do they correspond to specific needs of regions? Is there a mismatch between the different levels of policy definition? (fully aligned/partially aligned/not aligned at all) 3. What is the level of fragmentation of AL policies within the wider education and training system of the country? (highly fragmented/fragmented/not so much fragmented) 4. What are the main indicators in use and related targets for AL sector (e.g. participation rates, skill levels, employment outcomes)? 5. Where relevant and possible, compare with EU policy objectives, as well as benchmarking indicators and other national targets? (fully match / partially match / do not match at all)	Desk-review Interviews Data analysis

Chapters	Guiding questions [1]	Sources/methods
Chapter 2. Adult learning-related institutional arrangements and governance ■ Institutional arrangements (responsible institutions at national and regional levels, roles and responsibilities, coordination bodies, type of providers (public/private/others), coverage of the territory and gaps in the AL supply and demand, participation of employers and other players from the world of work, funding sources and financing models). ■ AL governance models (key-features of the governance model, i.e. centralised/decentralised, participative, co-decision (diversity of actors, autonomy of the providers), supervision and coordination processes, relation to NQFs). ■ Monitoring and quality assurance, data collection and analysis on AL, including evaluation.	1. Which institutions are responsible for the coordination and implementation of AL policies, and how are roles and responsibilities divided among ministries, agencies, and other relevant actors? What coordination mechanisms are in place (e.g. AL council, inter-ministerial committee on AL, economic and social council, etc.) and their roles, i.e. advisory, consultative, decision-making? 2. What are the main sources of funding of AL provision? Are there public-private partnerships related to AL funding, e.g. training funds, tax exemptions, levies, etc? Are the financing model and the funding sources sufficient and adequate? (adequate / moderately adequate / not adequate at all). 3. Which stakeholders (for example employers, trade unions, civil society, learners) are involved in the planning, design, implementation, and monitoring of AL initiatives and to which extent there is a wide participation of relevant players in the different areas of AL governance? (High diversity of stakeholders / somehow diverse / not diverse at all). 4. How well coordinated is the management of AL policies implementation as per the country's institutional arrangements? Are they corresponding to the adopted legal frameworks and to a more centralised or decentralised model? (Very centralised/ centralised to a certain extent centralised/ decentralised). 5. How far the recognition, portability and integration of AL outcomes/qualifications are integrated/linked to national qualification frameworks/national qualification systems? (Fully integrated / integrated to a certain extent / not integrated at all). 6. What mechanisms (at national/regional/ at provider level) are in place to ensure the quality of AL provision? How is the monitoring of results implemented and what type of programmes are covered? How quality of trainers/facilitators ensured? (fully covered / covered to a certain extent / not covered at all).	Desk-review Interviews
Chapter 3. Adult learning provision ■ Adult learning programmes (main existing formal and non-formal programmes, complementary services such as outreach, coaching, career guidance and validation of skills including the broader range of learners, objectives and relation to upskilling and reskilling initiatives, types of provision, recent initiatives in the AL domain for specific target groups, skills acquisition). ■ Adult learning provision (size of the provision, number of enrolled learners, completion of the programmes).	1. What types of AL programmes are currently available (formal and non-formal), and what are their primary objectives and target groups? To what extent does the AL provision match the needs of different groups of adult learners, addressing the issues of diversity, equity and inclusion? (Fully match / partially match / do not match at all). 2. Which are the current providers of AL and are there significant differences between formal and non-formal provision? How attractive are the existing programmes (formal and non-formal)? Are there significant gaps in AL provision? (highly attractive/moderately attractive/not attractive at all).	Desk-review Interviews Statistical data analysis
Conclusions ■ Main findings.	1. Identify the main findings in each of the three dimensions. 2. What indicates progress (a new law under preparation, more funding for AL, government	Expert's own analysis, based on key qualitative

Chapters	Guiding questions [1]	Sources/methods
■ Main successes, what works well, as well as challenges identified at each level (Chapters 1, 2, 3). ■ Specificities of AL findings, perspectives in AL, source of policy learning. ■ One to a maximum of three conclusions to be highlighted.	calling non-state actors to mobilise and contribute to AL, very successful programmes, etc.)? 3. What remains as an established challenge, or which are the emerging challenges? 4. Do the findings in 1, 2 and 3 support the study assumption that AL is recognised as a priority and there is progress? 5. What are the sources of 'policy learning' (sources of inspiration: neighbours, EU countries, international practices, etc.)?	and quantitative information collected through desk research and interviews

[1] These guiding questions were used as check list for the authors to use while drafting the different sections of the reports, in particular in the 'Conclusions' boxes of each Chapter – 'State of play' section.

ANNEX II – LISTS OF INTERVIEWEES

List of focus group interviews

Institution	Interviewee 1	Interviewee 2
NGO 'South Learning and Adult Education Centre'	Director	Project manager
Institution of Vocational Education and Training 'Kharkiv Vocational College of Construction and Industry'	Director	AL Coordinator
Charitable Foundation 'Public Resources and Initiatives'	Director	AL Coordinator
Public Union 'Social Enterprise Adult Education Centre 'Pershyi'	Director	Project manager and trainer
Ukrainian Adult Education Association	Director	Project manager
DVV International	Director	Project manager

List of individual interviews

Institution	Interviewee
NGO 'Network of Education Centres'	Director
Charitable Organisation 'FREE ZONE'	Director
NGO 'Adult Education Centre of Poltava Region'	Project manager
NGO 'Kozatskyi Nabat'	Director
NGO 'Lifelong Learning Centre'	Director
State Employment Service	Head of the Department of Vocational Training and International Cooperation
VET Directorate of the Ministry of Education and Science of Ukraine	General Director
Directorate of higher education and adult education of the Ministry of Education and Science of Ukraine	Head of the expert group
KSE Proftech – the Vocational Training Centre of the Kyiv School of Economics	Head

ANNEX III – ADULT LEARNING-RELATED ROLES AND RESPONSIBILITIES IN UKRAINE

Institution	Responsibility
Ministry of Education and Science (MoES)	Defines AL priorities Develops regulatory base Coordinates postgraduate studies, CPD and internships Steers AL programmes in VET and higher education
Ministry of Economy, Environment and Agriculture (MEEA)	Forms state orders for training/retraining/upskilling Leads policy for public-private partnership Ensures technical regulation and standardisation Workforce planning
Ministry of Social Policy	Social protection, family policy, veterans, IDPs, PwDs Policy oversight of the SES to ensure alignment with broader social-protection and employment policies Frames active labour-market support Coordinates social rehabilitation and reintegration measures for war-affected populations which indirectly shape demand for AL Promotes gender equality and equal access to services
State Employment Service (SES)	Organises training/retraining for unemployed Provides career guidance Validates non-formal vocational learning (blue-collar) Provides voucher scheme for 45+ and other categories Offers short courses via regional centres
National Qualifications Agency (NQA)	Maintains the Register of Qualifications Ensures recognition of non-formal and informal learning Sets procedures and accredits Qualification Centres (QCs) to assess/award (full/partial) qualifications Ensures legal, methodological and international coordination
Ministry of Culture and Strategic Communications (MCSC)	Provides cultural/creative education, online learning resources Ensures public awareness Promotes legal culture and personal development
Ministry of Veterans Affairs (MVA)	Supports social adaptation and professional reintegration of veterans Coordinates VET/LLL opportunities for veterans
Regional and local administrations (‘oblasts’, ‘hromadas’)	Co-fund/host programmes Develop local partnerships with providers and employers
International partners (EU, GIZ, UNDP, ILO, etc.)	Support post-war recovery AL projects, inclusion, capacity building Pilot decentralised/participatory delivery
Social partners (employers, chambers, trade unions, NGOs)	Make input on standards Ensure WBL, co-delivery of non-formal AL Outreach to target groups

ACRONYMS

AE	Adult education
AL	Adult learning
ALMP	Active labour market programme
CMU	Cabinet of Ministers of Ukraine
CVET	Continuous vocational education and training
CPD	Continuous professional development
ETF	European Training Foundation
EU	European Union
IDP	Internally displaced person
IVET	Initial vocational education and training
LLL	Lifelong learning
MEEA	Ministry of Economy, Environment and Agriculture
MoES	Ministry of Education and Science
NGO	Non-governmental organisation
NQA	National Qualification Agency
NQF	National Qualifications Framework
OECD	Organisation for Economic Co-operation and Development
PwD(s)	Person(s) with disabilities
QC	Qualification centre
RPL	Recognition of prior learning
SES	State Employment Service
STEM	Science, technology, engineering and mathematics
UAAE	Ukrainian Association of Adult Education
VET	Vocational education and training
VNFIL	Validation of non-formal and informal learning
WBL	Work-based learning

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