

TORINO PROCESS SYSTEM MONITORING REPORT: LEBANON (2023)



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This Torino Process monitoring was carried out in partnership with national authorities, experts, and stakeholders in Lebanon under the coordination of Dr Houssam W. Hajj, DGVTE Lebanon, who is also the national coordinator for Lebanon for the current round of the Torino Process.

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

DISCLAIMER

This version of the report is preliminary. While it encapsulates the collaborative efforts and inputs from various counterparts at various stages, it awaits final verification by the participating country. Therefore, the report is released as “work in progress” which may be subject to refinement and subsequent endorsement in the future.

KEY TAKEAWAYS

- **Scope of system performance monitoring:** The Torino Process monitoring covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C.
- **Access and attractiveness:** In Lebanon, initial VET is more accessible but struggles with attractiveness due to societal perceptions that it is less valuable than academic education. Programs are available in both rural and urban areas, yet they often attract low-performing or at-risk students. Continuing VET is underdeveloped, with limited funding and support. While transitions between education tracks are possible, they need to be more seamless. IVET and CVET graduates can move to university-level general education but not back to non-tertiary general education. Despite comparable progression and graduation rates, the lack of remedial and drop-out prevention programs in public VET schools necessitates improved support mechanisms.
- **Quality and relevance:** The delivery of basic skills and key competencies in Lebanon is a significant challenge, with students lagging three to four years behind international standards in reading, science, and mathematics. Socioeconomic, gender, and geographic disparities impact performance. Vocational education often attracts low-achieving students lacking essential skills due to an outdated curriculum. VET graduates face employability issues due to a skills mismatch with market demands. Adult education needs improvements in language, problem-solving, and tech skills. Career guidance services are strong, but work-based learning integration is limited. The VET system is making progress in greening initiatives but needs better digital skills education.
- **Excellence and innovation:** In Lebanon, promoting excellence in the VET system is uneven. There is a weak focus on program content, implementation, governance, and management. However, mid-range performance in pedagogy and professional development shows some prioritization of teaching improvements. The commitment to social inclusion and equity is significant but still below average. The VET system is least open to innovation in support of access and participation. Recent initiatives aim to provide lifelong learning but lack formal policy and implementation. The National Vocational Strategic Framework shows better performance in quality learning, with high relevance in learning outcomes suggesting potential for labour market alignment.
- **System management and organisation:** Lebanon faces challenges in gathering and applying data for monitoring VET but performs better in this area than other countries. Nevertheless, data availability is uneven across domains of monitoring. VET governance in Lebanon involves external stakeholders effectively, particularly through the National Vocational Strategic Framework. Quality assurance mechanisms are in place and have the potential to foster trust in the system. Financial resource allocation in Lebanon's VET is above average, but inefficiencies exist in converting funds into infrastructure and materials. Human resources are well-managed, but the financial crisis has caused a shortage of training materials and outdated infrastructure needing modernization to meet growing demands.
- **Quality and reliability of monitoring evidence:** Lebanon ranks in the top quartile for international comparability of its monitoring results. This suggests Lebanon has more internationally comparable data than most countries, though availability is uneven. However, only about a quarter of monitoring results are based on quantitative evidence, which brings a substantial risk of bias. Nevertheless, Lebanon tends to self-assess the performance of its VET and lifelong learning systems in a rather neutral way, delivering neither too complimentary nor too self-critical self-assessment scores

1. INTRODUCTION

1.1 Focus and scope of monitoring

This report summarises the results of monitoring VET system performance in Lebanon, initiated in the context of the Torino Process and completed in 2023.¹ “Performance” describes the extent to which the vocational education and training (VET) system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL). “VET system”² refers to the network of institutions, people, policies, practices, resources, and methodologies in a country and the way in which they are organised to provide individuals of any age with the practical skills, knowledge, and competencies needed for specific occupations, trades, or professions.

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

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

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

This report showcases a selection of key monitoring results based on those indices, as follows: overall performance by broad monitoring dimension (Section 2.1), performance by specific area and system deliverable (Section 2.2 and subsections), and performance in support of specific groups of

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

² This report may use “VET”, “VET system”, and “system” interchangeably.

³ Further in the report “outcomes” and “deliverables” are used interchangeably.

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

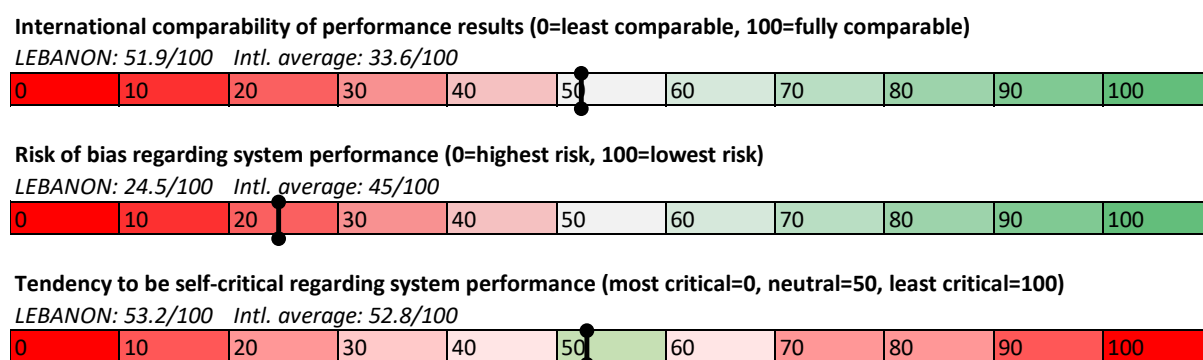
learners (Section 2.3). The report also provides an international average score⁵ for these results for reference purposes, and, where relevant, it showcases some of the disaggregated data used to calculate the system performance indices. Links to the full dataset for Lebanon and the Torino Process monitoring framework and methodology can be found in the third and final section of this document.

1.2 Comparability and reliability of monitoring data

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

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

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



In the group of countries covered by the Torino Process monitoring in 2023, Lebanon ranks in the top quartile in terms of the international comparability of its monitoring results (first horizontal scale in Figure 1). This finding reflects the extent to which the monitoring results of the country are based on internationally comparable evidence. More than two thirds of all countries in the Torino Process sample demonstrate a lower level of comparability. The result does not necessarily imply that evidence is readily available where it is most needed, but it does suggest that Lebanon is less affected by a shortage of internationally comparable information on the performance of its VET and lifelong learning systems than other countries, on average.

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

However, the monitoring results of Lebanon are at considerable risk of bias (second horizontal scale in Figure 1), as only about a quarter of the monitoring results for 2023 are based on quantitative evidence. Rather than a contradiction with the first finding, this result suggests that the availability of internationally comparable evidence in Lebanon is quite uneven – it is abundant in some areas of monitoring, and scarce to non-existent in others. In sum, some 75% of the results in this report are based on self-assessment responses.

Despite that, judging by the responses provided in the supplementary monitoring questionnaire, Lebanon tends to self-assess the performance of its VET and lifelong learning systems in a rather neutral way, delivering neither too complimentary nor too self-critical self-assessment scores. In fact, the score of Lebanon on this metric is at the average mark (third horizontal scale in Figure 1), which is a commendable result in itself.

2. MONITORING RESULTS: LEBANON

2.1 Policy and system performance in 2023: overall results

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

The eight monitoring dimensions mentioned in the previous section are the top layer of reporting in this respect. They capture VET system performance in various domains, the selection of which is aligned with national and international country commitments and reform and development priorities concerning learning. These eight dimensions are described in Table 1.

This chapter of the report focuses on examining the performance of VET in Lebanon across these eight dimensions of monitoring. VET performance in these dimensions displays both successful practices and areas where enhancement and further development are required.

The first dimension in focus is access to learning (Dimension A.1). The data suggests that Lebanon falls somewhat short of the international average in attracting participants to the lifelong learning opportunities it offers through initial and continuing VET, and through other channels of adult education provision. This finding signifies that although learning opportunities are present, there is need to make these more accessible and attractive for potential learners, regardless of their backgrounds and motivations for learning.

To complement access, the Torino Process looks into the degree to which learners have a chance to participate and graduate successfully (Dimension A.2). Although still below the international average, here Lebanon exhibits a more robust performance, indicating that learners who enter the VET system have a good chance to navigate and successfully complete their education and training journey. The contrast between accessibility (A.1) and participation (A.2) suggests potential entry-level barriers that could be examined further to widen access to VET.

Exploring the quality and relevance of learning (Dimension B.1), the monitoring results show that the performance of VET in Lebanon is considerably lower than the international average. While learners

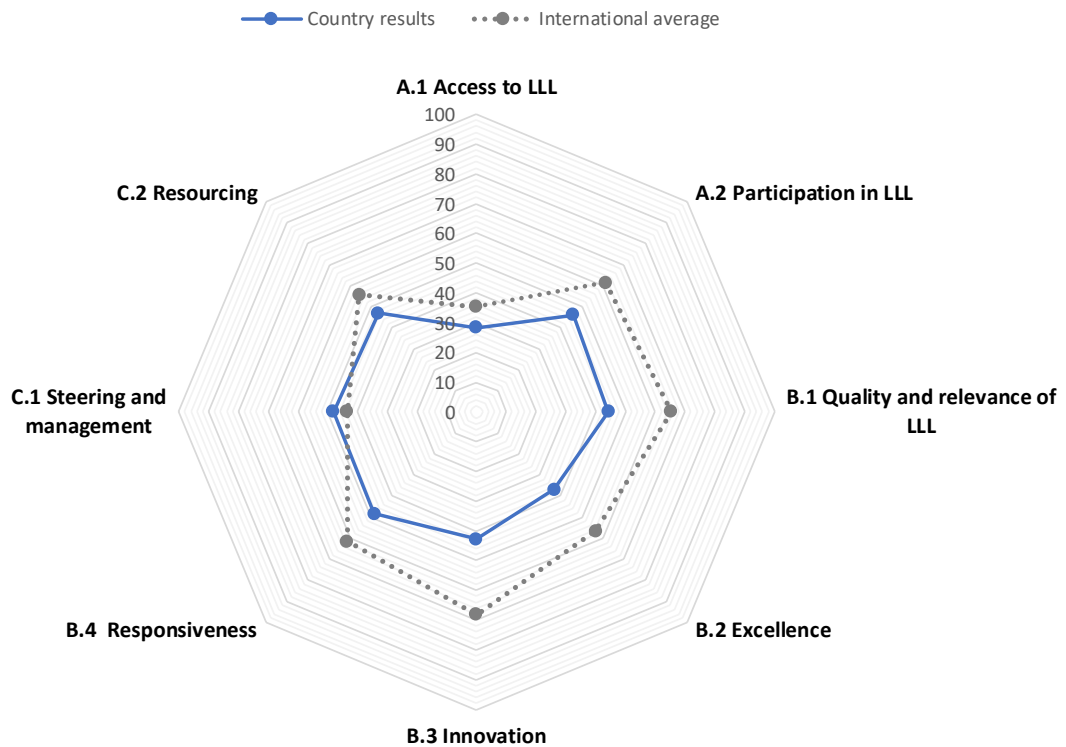
strive to be equipped with basic skills and key competences, efforts are required to ensure their learning is more aligned with employment requirements and labour market needs.

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

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

In terms of fostering excellence (Dimension B.2), Lebanon attains a lower SPI score than in most other dimensions of monitoring, which suggest that commitment to high-quality practices in various areas of VET policy and practice could be strengthened. There is also room for encouraging more innovation in VET (Dimension B.3), just like there is room for boosting the responsiveness of VET to external developments (Dimension B.4). In fact, responsiveness and flexibility are essential domains of performance as they reflect the ability of VET to adapt to external demands, such as changes in the labour market, demographic shifts, and socio-economic developments. While Lebanon exhibits some capacity in this respect, the VET system could and should be more agile and responsive.

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



Theoretical⁶ index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Lebanon performs somewhat better than other countries with the steering and management of its VET system (SPI of 48 for Lebanon versus SPI of 43 for other countries in Dimension C.1, on average). The monitoring evidence reveals, however, that there is need and opportunity to refine decision-making processes, enhance governance participation, and increase transparency in quality assurance. Similarly, the resourcing aspect of VET (Dimension C.2), indicates a need for more efficient utilization of human and financial resources.

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

VET performance in Lebanon in the eight monitoring dimensions presented above is driven by 30 policy and system outcomes. It is through these outcomes that the IVET and CVET subsystems work to meet the needs and expectations of stakeholders, particularly of youth and adult learners. This

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

section of the monitoring report presents findings about system performance on the level of these deliverables.

To facilitate reading and the navigation of content, the section groups the presentation of the 30 outcomes by the three major areas of commitment to learners, which were introduced in the first section of this report: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). Reporting in Area B, the largest by the number of outcomes, is divided into B (1) and B (2).

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

In Area A (Access and participation in opportunities for LLL), the Torino Process tracks the first two of the monitoring dimensions presented in Section 2.1 – access/attractiveness and participation, with a total of six system outcomes. These outcomes include access to IVET, CVET, and other opportunities for lifelong learning, the vertical and horizontal permeability of the VET system, as well as the prospects of learners in IVET and CVET to graduate and - where relevant – progress to subsequent levels of education and training. The outcomes included under Area A are defined in Table 2.

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

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

Initial VET in Lebanon (Outcome A.1.1) emerges as a more accessible pathway in comparison to continuing VET (Outcome A.1.2). Accessibility is indeed a significant aspect, as Lebanese initial VET programmes are accessible to all prospective learners, with VET schools spanning both rural and urban areas of Lebanon. However, the attractiveness of initial VET programmes is questionable; they struggle to attract learners due to a negative reputation among parents. Vocational education is often perceived by parents as less valuable compared to academic education, seen as a track for low-performing students or an alternative for those at risk of dropping out of academic education.

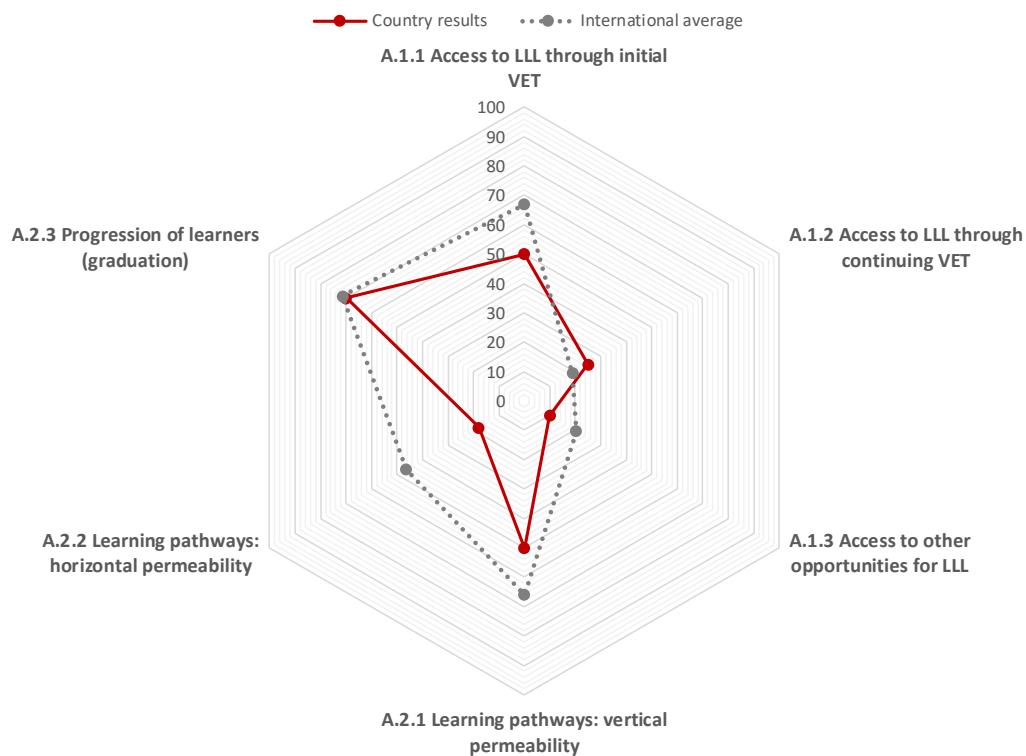
Continuing VET programs in Lebanon are still in the inception phase. Some municipalities have initiated these programs, and before the Lebanese financial crisis, some employers funded them, albeit reluctantly, viewing such funding as a financial burden.

Accessibility is a key issue also beyond VET (Outcome A.1.3), highlighting the need for more attention to the development and implementation of opportunities for lifelong learning. Active Labour Market Programs (ALMPs) are not available in Lebanon. According to information by national authorities, the New Entrants to Work (NEW) programme of the Ministry of Labour, launched in 2012

to provide life and soft skills training to unemployed first-time job seekers, has faced delays and has not yet been implemented.

Permeability within the education system in terms of transitions between consecutive tracks of education and training is possible in Lebanon (Outcome A.2.1), though there is room for improvement to make these transitions more intuitive and seamless. While IVET and CVET graduates are eligible to join general education at the university level in their areas of expertise, they cannot transition back to the general education stream at non-tertiary levels. According to Lebanese law, students can branch off the general education track at the end of grade nine, but once they join their vocational studies, they cannot move back to the general education track. This limitation highlights the need for greater flexibility in the system.

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



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

Source: Torino Process monitoring database

In terms of transitioning between parallel tracks of education and training or between formal and non-formal learning settings, the system must develop more flexibility (Outcome A.2.2). Consequently, students often face difficulties when attempting to transfer from one pathway to the other, emphasizing the need for greater coordination between the two systems and the development of clear pathways for students who wish to switch between them.

Once enrolled in a programme, both young and adult learners in Lebanon are as likely to progress and graduate as their peers in other Torino Process countries, on average. This can be seen as a positive achievement for the VET system in Lebanon (A.2.3). However, while the progression rates are commendable, the lack of remedial teaching programs and drop-out prevention programs in the

Lebanese public system could leave some students without the necessary support to succeed. Although some vocational schools in the private sector offer such programs, enhancing these support mechanisms in the public sector could further improve student success and retention rates within the VET system.

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

In the first part of Area B (Quality and relevance of LLL outcomes), the Torino Process follows another two of the dimensions presented in Section 2.1, namely quality/relevance and responsiveness of VET, with a total of eight policy and system outcomes. These outcomes cover the quality of learning of youth and adults in VET in terms of key skills and competences, the exposure of learners in VET to the world of work, the employability of graduates from IVET and CVET, the availability of career guidance for them, as well as the relevance of learning and training content in VET.

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

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

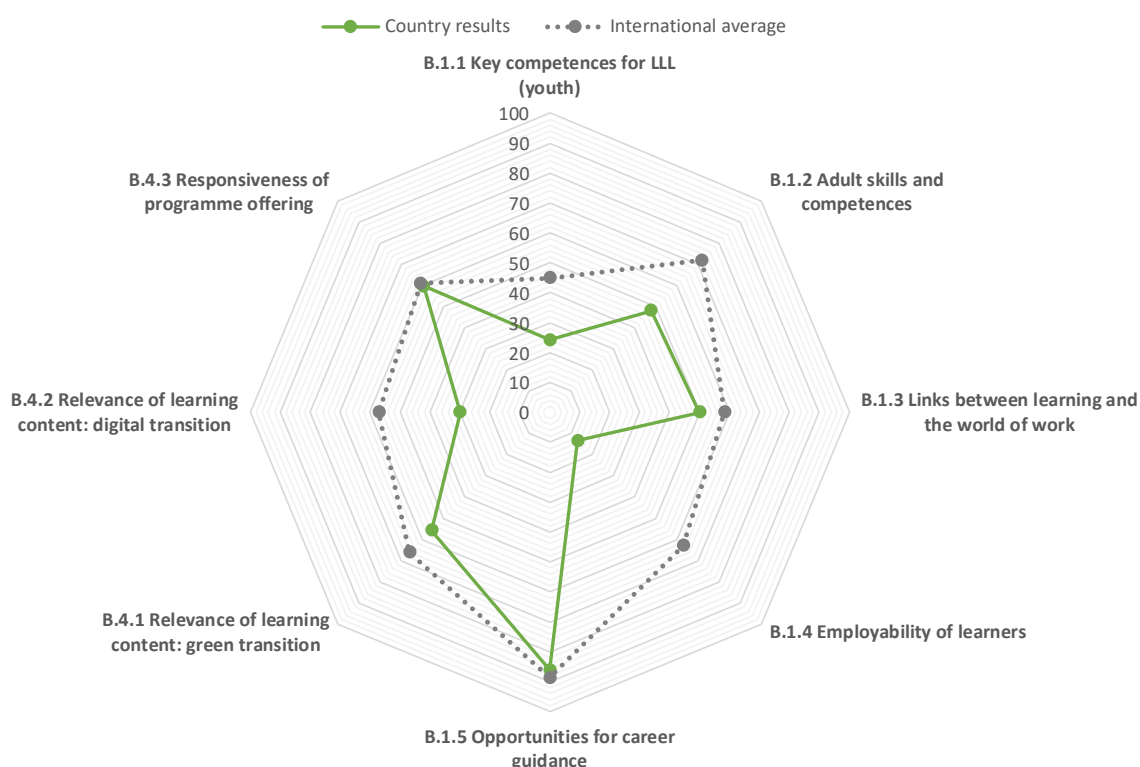
Under relevance, the monitoring records the responsiveness of the VET programme offering to demographic, labour market, and socio-economic developments, as well as the inclusion in VET curricula of themes pertaining to the green and digital transition. The outcomes included under Area B (1) are shown in Table 3.

The delivery of basic skills and key competencies for young learners in formal education (Outcome B.1.1) remains a significant challenge in Lebanon, falling well below international standards. The monitoring findings, based in part on data from international surveys such as the Programme for International Student Assessment (PISA) of the OECD, indicate that Lebanese students are lagging behind international averages by three to four years of schooling, depending on the subject. Reading performance is particularly problematic, with approximately two-thirds of Lebanese students failing to reach the basic proficiency level in all three PISA domains (reading, science, mathematics), putting them at risk of educational exclusion.

While this report does not delve deeply into the reasons behind these results, socioeconomic, gender, and geographic disparities are among the more prominent factors. Lebanese students from wealthier backgrounds perform significantly better, enjoying an advantage equivalent to four years of schooling over their less affluent peers. There is also a gender disparity in reading, with female students outperforming male students by nearly a year of schooling. Additionally, students attending private schools outperform those in public schools by approximately two years of schooling, while rural students are about 1.5 years behind their urban counterparts.

Vocational education is often viewed as a pathway for low-achieving or at-risk students, who generally struggle with basic skills, especially in mathematics and foreign languages (English or French). They also lack essential life skills such as communication, decision-making based on data, teamwork, problem-solving, planning, and self-management. This skills gap is largely due to an outdated curriculum that is currently undergoing revisions.

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



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

Source: Torino Process monitoring database

The employability of VET graduates (Outcome B.1.4) is also a concern, as many face difficulties transitioning into the workforce. There is a mismatch between the skills that IVET and CVET graduates possess and the demands of the labour market, indicating that these programs need significant updates to better align with industry needs.

Adult education performs somewhat better in delivering key skills and competencies (Outcome B.1.2), but it still does not meet international standards. According to national authorities, adult learners in Lebanon require improvements in foreign language proficiency (English and French), problem-

solving, soft skills, and technological abilities. The overall quality of learning outcomes in Lebanon necessitates focused attention and improvement.

The limited integration of work-based learning into VET programs (Outcome B.1.3) exacerbates these issues. While practical, hands-on training is available in vocational fields like mechanics, nursing, and hotel management, participation data is lacking, and there are clear gender imbalances—mechanics generally attract male students, while nursing appeals more to female students.

On a positive note, career guidance services in Lebanon are relatively strong, with an SPI score of 86 (Outcome B.1.5), suggesting that these services are a bright spot in the otherwise challenging VET landscape in Lebanon.

The Torino Process monitoring framework assesses the relevance of learning content from a longer-term perspective by examining the extent to which curricula incorporate forward-looking, emerging themes such as digital and green transitions. Here, the VET system of Lebanon presents a mixed picture.

The government has prioritized greening (Outcome B.4.1), This progress is evident in a relatively promising SPI score of 56 for this outcome. The integration of digitalisation into the curriculum on the other hand, is still work in progress (Outcome B.4.2). The relatively modest SPI score for this outcome B.4.2 highlights the need for further improvements in this domain. According to national authorities, VET and CVET in particular are not yet providing their beneficiaries with basic digital skills just yet, but work is ongoing on digitizing the learning content and developing basic digital skills modules for learners.

The VET system in Lebanon appears to be more responsive to immediate demands like those stemming from the labour market, than to longer-term developments (Outcome B.4.3). System performance in this domain is on par with that of other countries participating in the Torino Process, on average.

The diverse and in part below-average scores should not be interpreted as signs of stagnation, but rather as a snapshot of a system in flux, actively working to address its shortcomings. Although the efforts are ongoing, they highlight a proactive approach to improving the adaptability and responsiveness of the VET system, which may in turn lead to a more favourable SPI score in the future.

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

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

The concept of excellence, as defined within the Torino Process, signifies the existence of system-wide policies and measures that advance the highest quality practices and results in a selection of critical domains of policy and system delivery in VET. These domains encompass excellence in pedagogy and professional development, excellence in programme content and implementation, excellence in governance and provider management, and excellence in social inclusion and equity.

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

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

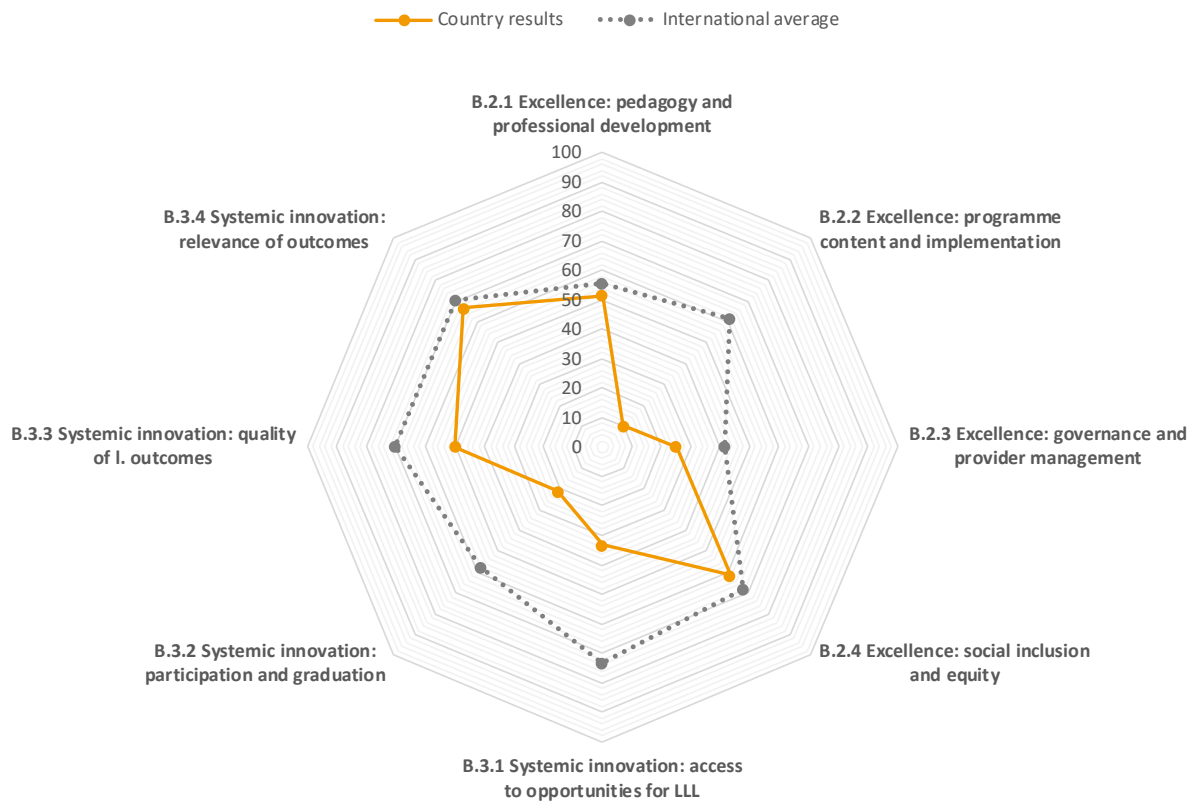
In Lebanon, the promotion of excellence is quite uneven across the different domains of the VET system. Some areas which are of direct significance to the quality of learning outcomes discussed in the previous section, such as excellence in programme content and implementation (Outcome B.2.2), are also areas with the weakest focus on excellence. The same is true for excellence in governance and provider management (Outcome B.2.3). Good governance and efficient management of educational institutions create an enabling environment for high-quality teaching and learning.

Performance regarding excellence in pedagogy and professional development (Outcome B.2.1) on the other hand, is mid-range, which suggest that Lebanon is prioritising the improvement of teaching and training in the VET sector. Similarly, the commitment to high-quality solutions regarding social inclusion and equity throughout the VET system is significant (Outcome B.2.4), albeit still below the average of other countries participating in the Torino Process. This suggests the need to continue the efforts to identify and promote best practices in that support the involvement and fair treatment of all individuals, regardless of their social or economic background, in the VET system.

In the context of Torino Process monitoring, excellence and innovation represent different but interlinked domains. While excellence refers to the pursuit of the highest quality practices and outcomes in mainstream vocational education and training policy and delivery, innovation reflects pioneering practices and policy solutions within these and related domains. Innovation in the monitoring context signifies adaptability, creativity, and a forward-thinking approach in the VET system to cater to the evolving needs of learners and labour markets.

The Torino Process gauges systemic innovation regarding access to lifelong learning opportunities (Outcome B.3.1), participation and graduation (Outcome B.3.2), quality of learning and training outcomes (Outcome B.3.3), and relevance of learning and training (Outcome B.3.4). The emphasis placed on innovation in the VET system of Lebanon varies significantly across these different outcomes.

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



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

Source: Torino Process monitoring database

The VET system appears least open to innovation in the domains of access (Outcome B.3.1) and participation (Outcome B.3.2). While recent initiatives by the Lebanese Ministry of Labour, some municipalities, and NGOs aim to provide lifelong learning opportunities by training youth and adults in high-demand jobs such as solar power maintenance, no formal policy has been drafted, and activities have yet to be carried out to support participation and graduation effectively.

Fostering systemic innovation in the quality of learning and training (Outcome B.3.3) shows better performance than innovation efforts in other monitored domains. The establishment of the National Vocational Strategic Framework is a notable step towards enhancing the quality of learning, although it is still in the process of being launched.

Lastly, the above-average SPI for systemic innovation in the relevance of learning and training outcomes (Outcome B.3.4) indicates the presence of innovative solutions that could further enhance the labour market relevance of learning outcomes. This suggests that while there are areas needing significant improvement, particularly in access and participation, there are also promising developments that can drive the VET system forward in Lebanon.

2.2.4 Area C. System organisation

In Area C (System organisation), the monitoring framework accommodates the last two dimensions presented in Section 2.1 – steering/management and resourcing, in which the Torino Process tracks a total of eight system outcomes. These outcomes include the availability and use of data for informed decision-making, the involvement of stakeholders in VET policy, provider management, and resourcing, quality assurance and accountability, the internationalisation of VET providers, as well as the availability and use of human and financial resources in VET. The outcomes included under Area C are defined in Table 5.

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

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

Lebanon, like many other countries participating in the Torino Process, faces obstacles in gathering and applying administrative and large-scale data for monitoring VET (Outcome C.1.1). However, the results in this domain are considerably higher than those of other countries on average. This higher performance should be interpreted with caution, as the international average is very low, indicating widespread challenges in evidence gathering. Lebanon has more internationally comparable data than many other Torino Process countries, but data availability is uneven, leaving some policy and system operation areas at a disadvantage.

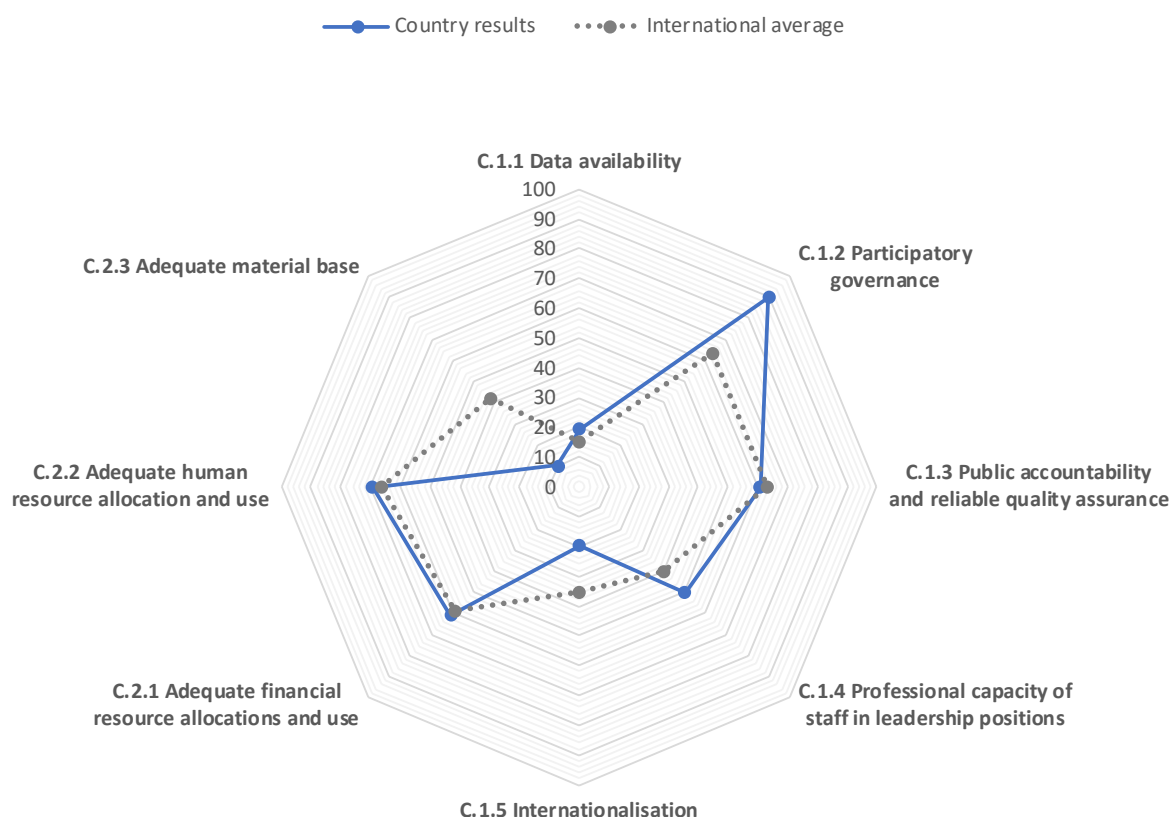
On the other hand, VET in Lebanon is reported to perform well in the domain of participatory governance (Outcome C.1.2). This suggests a sound degree of involvement and consultation with external stakeholders in the steering and management of the VET system. Stakeholders have played a significant role in formulating the National Vocational Strategic Framework, which at the time of preparation of this monitoring report was yet to be launched.

VET in Lebanon demonstrates above-average performance in the domain of quality assurance and public accountability (Outcome C.1.3). The presence of dependable quality assurance mechanisms and accountability structures indicates a system that is well-positioned to promote trust in its results and

deliverables. However, the extent to which the system succeeds in promoting trust depends on several additional factors.

An area with potential for improvement is the professional capacity of staff in leadership positions in VET (Outcome C.1.4). With an SPI of 50, Lebanon performs slightly better than other countries in this domain, on average. This midrange performance suggests scope for improvement, as the abilities of leaders and administrators in VET directly influence the overall effectiveness of the VET system.

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



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

Source: [Torino Process monitoring database](#)

On the other hand, VET in Lebanon has more limited international exposure than the VET systems of other countries, on average (Outcome C.1.5). This is one of the weakest domains of system performance in the country, indicating room for boosting cooperation with peers from other countries and learning from international experience. Teacher and student mobility and exchange programs are yet to be established in Lebanese IVET and CVET, highlighting an area for potential development.

The allocation and use of financial resources in and for VET (Outcome C.2.1) is an area of above-average performance in Lebanon. However, this does not necessarily mean that funding is used efficiently. Monitoring evidence suggests that the VET system in Lebanon faces shortcomings related

to the material base required for effective learning (Outcome C.2.3). Challenges exist in converting these resources into necessary infrastructure, including learning and training facilities, equipment, and educational materials. These issues suggest potential inefficiencies in procurement processes or challenges in planning and implementing infrastructure projects. Therefore, while financial resources seem to be on solid ground, these resources still need to be translated into tangible assets that can directly enhance the quality and effectiveness of vocational education and training in the country.

The management and utilization of human resources (Outcome C.2.2), on the other hand, is an area where authorities report above-average results. Human resources for IVET and CVET are available across all Lebanese vocational schools and are managed properly by their respective principals. However, due to the ongoing financial and economic crisis in Lebanon, the VET system is suffering from a shortage of training materials. Additionally, the physical infrastructure of vocational schools requires updating and modernizing to respond to growing needs.

2.3 How did policies and systems benefit specific groups of learners?

In this round, the Torino Process monitoring looks not only into the deliverables of national VET policies and systems in general but also into the degree to which they address the needs and expectations of present and prospective lifelong learners. The monitoring framework traces how well and equitably system outcomes are distributed to these learners depending on their age and gender, and by features which can be influenced by policy, such as socio-economic disadvantage, labour market status, migration status and learning setting/pathway.

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

2.3.1 Female learners

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

Initial VET is accessible to all learners regardless of gender, as stipulated by Lebanese law, which ensures gender equality. The access of female learners to the VET system in Lebanon varies significantly based on age, with young females enjoying better access to learning opportunities than their adult counterparts (Dimension A.1 - Access). The performance of VET in supporting young female learners surpasses the average score for this dimension, indicating that initial VET is more accessible and appealing for this demographic. At the same time, continuing VET programs offered by some Lebanese municipalities and NGOs are inclusive of both genders and do not exclude any segment of TVET specialties.

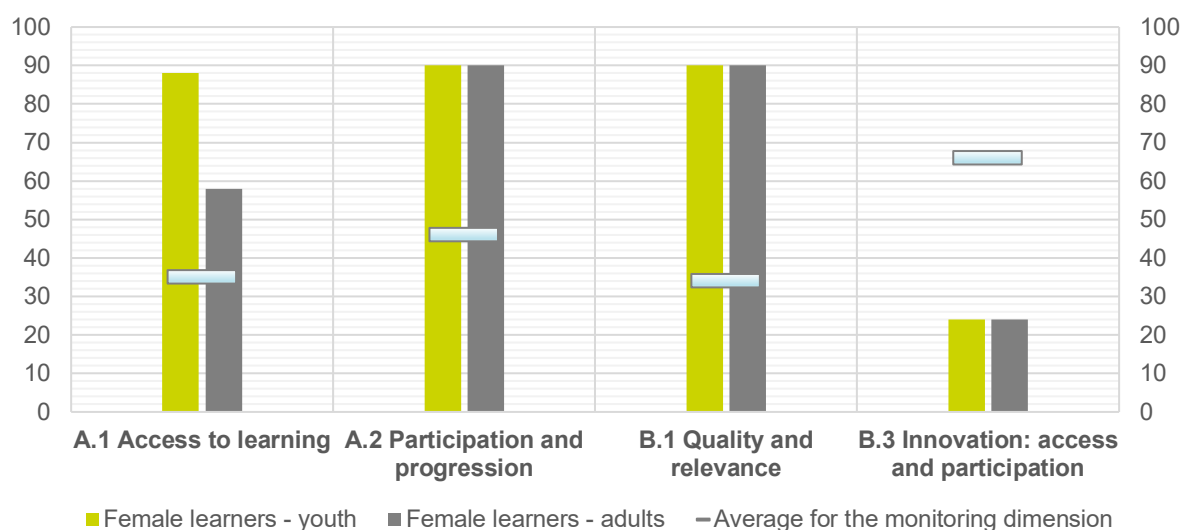
However, cultural norms may inhibit female enrolment in traditionally male-dominated TVET careers such as carpentry and mechanics. Conversely, careers like nursing, early childhood education, accounting, and management tend to attract more females, indicating that gender stereotypes can influence specialization choices.

Once enrolled in a programme, the discrepancy in performance vis-à-vis female learners disappears. Participation and graduation rates do not depend on age, as both young and adult females have equal chances of engaging with and successfully completing their learning programmes (Dimension A.2 - Participation). Both genders have equal opportunities to complete their courses of study in IVET or CVET, and the influence of gender on quality is non-existent.

According to national authorities, the quality and relevance of learning delivered to both young and adult females is above that delivered to other learners, on average. Gender does not impact the quality of education received, with both young and adult females receiving education of equal quality and relevance as other learners (Dimension B.1). However, this does not necessarily imply better employment prospects for female graduates, as their choice of programme also plays a role, as discussed above. As noted by national authorities, employability is influenced more by the needs and vision of business owners than by gender.

The final dimension being monitored, "Innovation in Access and Participation" (Dimension B.3), provides interesting outcomes. The VET system of Lebanon is not particularly open to innovation in support of female learners. While initial and continuing VET programmes do not discriminate based on gender, and official policies are non-discriminatory, innovation efforts are generally more targeted towards other groups of learners. This may reflect the perception that VET already delivers above-average results for female learners in terms of access and participation.

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



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

Source: Torino Process monitoring database

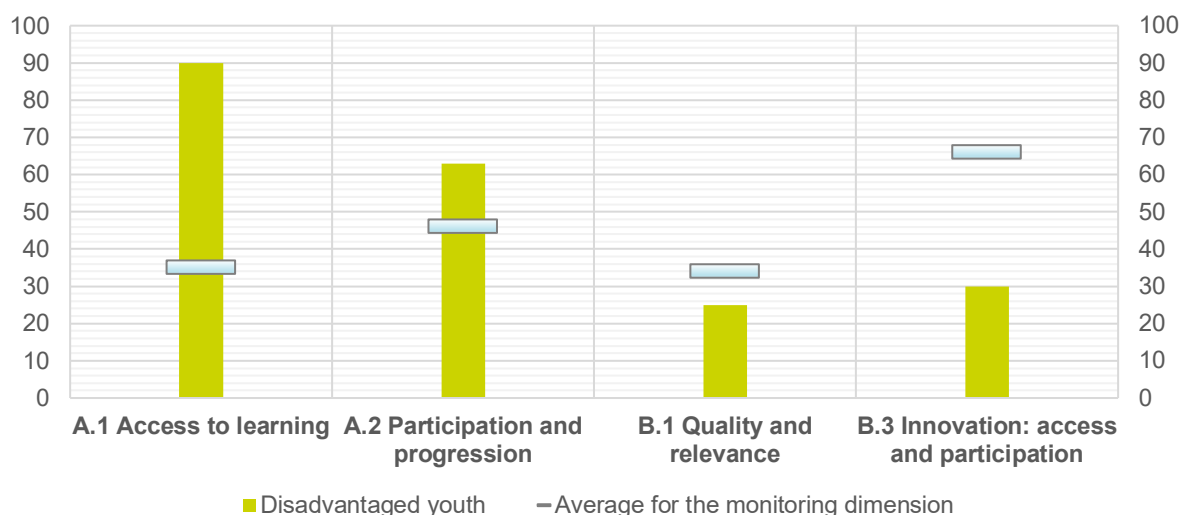
2.3.2 Disadvantaged learners

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

The VET system in Lebanon is marked by its focus on inclusivity, particularly in terms of accessibility for disadvantaged youth (Dimension A.1). The system provides opportunities for education and training to these learners, allowing them to transcend socio-economic barriers and gain the skills and knowledge required for employment. Indeed, students from disadvantaged socio-economic backgrounds are more likely to enrol in VET programs compared to their advantaged peers. This situation highlights the importance of VET as a lifeline for these students, who often seek early entry into the workforce to support their families financially, as university tuition fees are unaffordable and the delay in earning potential is untenable for many.

When considering the progression of these learners within the system (Dimension A.2), monitoring results suggest that disadvantaged youth are less likely to face obstacles in advancing their education and training compared to other learners. This indicates that the VET system is effective in providing continuous educational opportunities for these students.

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



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

Source: Torino Process monitoring database

However, the quality and relevance of the education received by this group (Dimension B.1) is an area with potential for improvement. Students from disadvantaged socio-economic backgrounds often face limited access to quality education and resources, resulting in lower levels of educational achievement and proficiency in basic skills. This disparity necessitates targeted efforts to enhance the educational experience for these individuals. Generally, IVET learners are of low socio-economic status and often suffer from deficiencies in basic skills, as vocational education tends to attract learners who have failed official examinations. Some middle-income students, who can afford private tutoring, are better equipped with essential skills, which helps them succeed in society.

Unfortunately, the VET system does not seem to prioritize innovation in support of access and participation for disadvantaged learners (Dimension B.3). While the Lebanese Ministry of Labour, along with some municipalities and NGOs, has taken initiatives to provide lifelong learning opportunities and

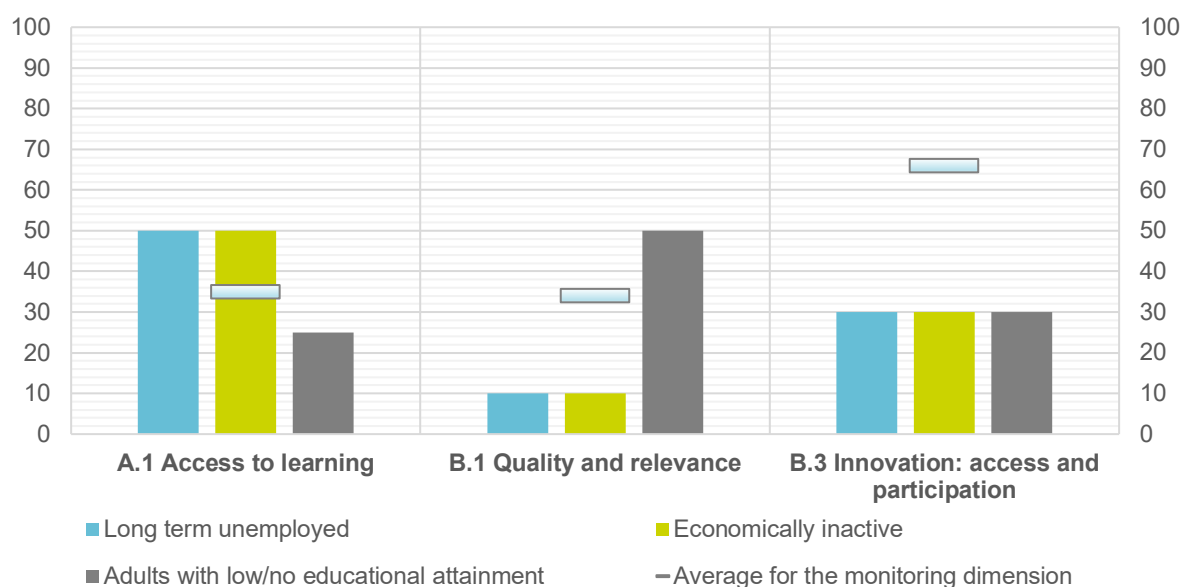
training for high-demand jobs like solar power maintenance, there is no specific program or policy targeted at socioeconomically disadvantaged youth. This lack of targeted innovation and policy underscores the need for a more focused approach to support these vulnerable groups within the VET system.

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

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

The monitoring findings indicate that, while VET in Lebanon does not marginalize any specific group, it also falls short of fully accommodating the distinct needs of some groups compared to the average learner. The situation is particularly challenging regarding access to learning (Dimension A.1) for adults with low or no educational attainment. Recently, the Lebanese Ministry of Labour, in collaboration with private organizations, has offered non-formal CVET opportunities for unemployed people of working age to upskill in response to the ongoing financial crisis. These opportunities, aimed at helping individuals afford their living expenses, are still in the inception phase and are limited to specific jobs such as solar power maintenance, mobile phone maintenance, and home-based housework. The second phase of this initiative will address digital transformation.

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



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

Source: Torino Process monitoring database

The quality of skills and competencies provided by VET and other adult education sub-systems to individuals who participate in learning as a remedy for their status as long-term unemployed or economically inactive (Dimension B.1) is below average. These individuals often lack relevant skills,

presenting additional barriers to their employability. Long-term unemployed individuals need reskilling in reading foreign languages (English, French), problem-solving, soft skills, and technological skills. Their proficiency in basic skills is generally low due to their lack of workplace involvement, necessitating ample reskilling opportunities to help them re-enter the workforce. While the proficiency level of these individuals in fundamental skills such as maths, reading, and problem-solving is low, this knowledge gap further complicates their job prospects.

On a more positive note, adults who manage to re-engage in learning to remedy their low educational attainment or lack of education, despite difficulties in access (see Dimension A.1), can expect to benefit from a learning offer of better-than-average quality. NGOs and international donors play an important role in educating vulnerable communities, including non-educated people and those with low levels of education. These programs, which cover skills like carpentry, welding, and dairy production, have successfully grabbed the attention of these communities but are currently accessible only in the north of Lebanon.

The VET system of Lebanon shows a weaker commitment to innovative practices in enhancing access and participation (Dimension B.3) to benefit all three groups in focus in this section. In-company training, usually conducted by private organizations, is undertaken in non-formal settings. However, economically inactive individuals and those with low or no education have not seen significant initiatives from the Ministry of Labour. Instead, NGOs have taken up this role in some areas of Lebanon. While the scores in this dimension are below average for other learners, even modest exposure to innovative practices could improve the benefits of participation in VET for these groups.

Overall, while there are efforts to support disadvantaged groups through non-formal CVET opportunities and initiatives by NGOs, the VET system in Lebanon needs to enhance its focus on innovation and policy development to better address the needs of long-term unemployed and economically inactive individuals, as well as those with low or no education.

2.3.4 Learners by country of origin

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

Lebanon, despite its relatively small size and economic challenges, has been a critical host country for refugees in the region, hosting significant numbers from Syria since the onset of the Syrian civil war in 2011, as well as from Palestine and other countries. As a destination for refugees, Lebanon's VET system must address the needs of first-generation migrants, who often transition into more permanent migrant statuses over time.

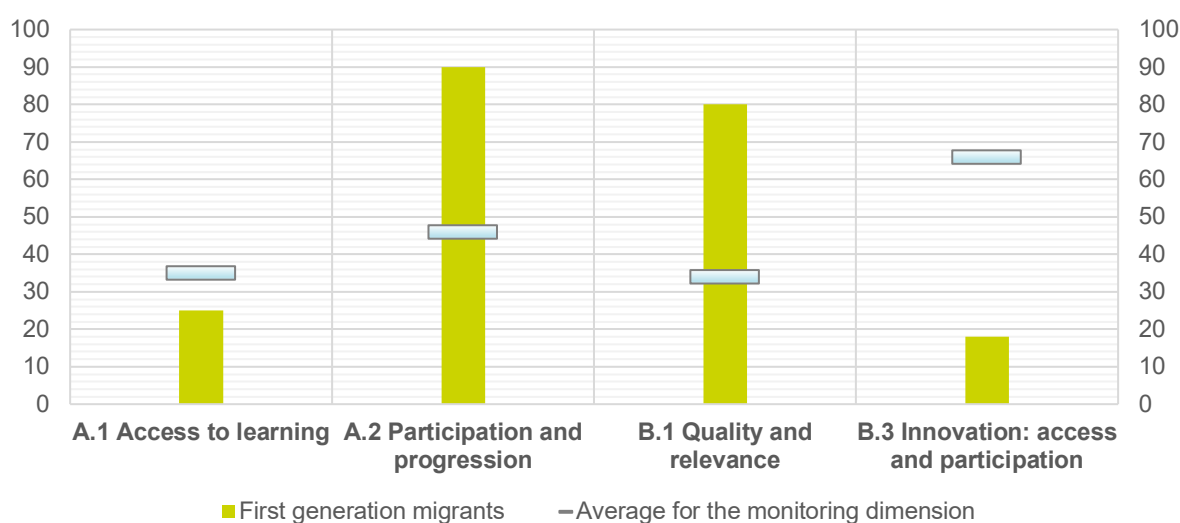
It is important to note that discussing the status of Lebanon as a destination for refugees is closely linked to a conversation around first-generation migrants. While refugees have often been arriving in Lebanon due to specific and immediate threats to their safety, many of them who initially sought refuge end up staying for extended periods, sometimes spanning decades, effectively transitioning into more permanent migrant statuses over time. Thus, by covering “first generation migrants”, this section of the report refers to the long-term implications of, and policy responses to, refugee flows into Lebanon, shedding light on how well the VET system responds to their experiences and learning needs.

Despite the challenge of hosting large numbers of refugees, monitoring results suggest that VET in Lebanon does not disadvantage first-generation migrants compared to the average learner (Dimension A.1). Any Lebanese resident, regardless of status, can be admitted to VET programs if they

are academically qualified. VET programs are attractive to first-generation migrants, many of whom are job seekers, as these programs enable them to enter the workforce.

Participation in the VET system (Dimension A.2), which encompasses the capacity of learners to navigate and complete their learning pathways, appears more supportive of migrants than other learners on average. This suggests that once engaged in learning, first-generation migrants can successfully navigate VET and complete their chosen pathways. Student status, whether first-generation migrant or otherwise, is irrelevant to their likelihood of completing IVET and CVET programs. However, the Lebanese economic meltdown could negatively affect first-generation migrants' chances of completing their studies successfully unless they receive external financial support, for instance from international donor organisations.

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



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

Source: Torino Process monitoring database

In evaluating the quality and relevance of learning (Dimension B.1), the VET system is reported to be quite supportive of first-generation migrants, providing them with key competencies and skills relevant to employment. National authorities indicate that the system is more effective in this dimension for first-generation migrants compared to other learners. However, this finding contrasts with external assessments like the OECD's PISA, where immigrants, including refugees, performed lower in reading by 51 points compared to non-immigrants in 2018, despite comprising only a small portion (6%) of the sample.

Finally, innovation in support of access and participation (Dimension B.3) reveals that the system's capacity for innovation in supporting first-generation migrants is relatively low. While Lebanese learners and first-generation migrants are treated equally in both IVET and CVET programs, the proficiency in basic skills and key skills required for successful societal involvement depends largely on their academic background acquired during general education.

Overall, while the VET system in Lebanon is inclusive and supportive of first-generation migrants in terms of access and participation, there are notable challenges in quality, relevance, and innovation

that need to be addressed to fully meet their needs and improve their educational and employment outcomes.

3. SUPPLEMENTARY SOURCES AND INFORMATION

3.1 Links to background information and data

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

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

<https://docs.google.com/spreadsheets/d/1Scrz7pZKMnYHwohnaOKE2sNqFKc678pQ/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

The full collection of qualitative responses to the country-specific questionnaire for Lebanon can be found here: <https://docs.google.com/document/d/1Sd-iqT2V3tl3-TAarb7QdMrp4es3dNXo/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

General information for the Torino Process as well as the reports and data of other participating countries, can be found here: <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>.⁷

3.2 Definitions, terminological clarifications, methodological limitations

3.2.1 Definitions and terminological clarifications

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

- **Youth:** Population in the official age of entrance and participation in initial VET programmes.
- **Adults:** Population of working age (15+ years of age) not enrolled in initial VET programmes.
- **Disadvantaged youth:** This refers to socio-economic disadvantage and describes youth with access to below-average levels of financial, social, cultural, and human capital resources.
- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)
- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.

⁷ The Torino Process monitoring reports and data will be released gradually in the period March-May 2023 in the order in which countries submit their evidence and the reports are being finalised with them.

- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.
- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.

3.2.2 Methodological limitations

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

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

1. Refinement of aggregations and analysis: the current version of the indices represents a sub-set of the national systems under analysis. While these are sufficient for the formulation of initial findings, future cross-country analysis will include a larger number of countries with possible alternative (dis)aggregations i.e., at regional or development level, which may also affect the formulas using in the calculation of the indices as well as their values. The methodological framework of the Torino Process monitoring allows for such extensions and refinement without jeopardizing the validity of results which have been released already.

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