

TORINO PROCESS SYSTEM MONITORING REPORT: EGYPT (2023)



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This Torino Process monitoring was carried out in partnership with national authorities, experts, and stakeholders in Egypt under the coordination of Dr Mohammad Megahed, Deputy Minister for Technical Education, Ministry of Education and Technical Education, who is also the national coordinator of Egypt for the current round of the Torino Process.

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

This monitoring report was prepared by a team led by Mihaylo Milovanovitch, Senior Human Capital Development Expert and Coordinator for System Change and Lifelong Learning at the ETF. The report follows a proprietary monitoring methodology developed by the same team and is based on evidence collected, processed, analysed, and verified by the ETF and by national stakeholders in Egypt under the overall coordination of Dr Mohammad Megahed and with the support of Mr. Ahmed El-Ashmawi, Member of the Advisory Committee for the Reform of Technical Education, Ministry of Education and Technical Education, and Ms. Ghada Amin, national Torino Process expert.

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:** The VET system in Egypt performs well in providing access to initial vocational education, underscored by the implementation of specific educational models and the establishment of Technological Universities. Nonetheless, there is scope for improvement in the provision of access to CVET and lifelong learning opportunities. The system facilitates transitions within educational and training pathways, particularly for targeted vulnerable groups, through specific initiatives designed to mitigate dropout rates. Efforts to integrate CVET into the initial VET infrastructure and enhance systemic efficiency are ongoing, indicating a focus on improving participation and completion rates across the learner spectrum
- **Quality and relevance:** Acquiring key skills and competences poses challenges across all age groups in VET, more so for adults than youth, however. Despite this, youth skill levels in IVET slightly exceed the international average, signalling a potential upward trend. Major reforms include transitioning to competency-based curricula and establishing ETQAAN for program accreditation, aiming to enhance student outcomes. Many students, redirected from general secondary due to low scores, lack basic skills, highlighting the need for integrated literacy and numeracy in curricula. While VET links to the labour market are relatively strong, a mismatch between taught skills and market needs persists, contributing to "educated unemployment" and underscoring the need for improved career guidance and efforts to close the educational-to-work gap.
- **Excellence and innovation:** The VET system in Egypt is committed to excellence and open to innovations enhancing learning relevance and quality, supported by policy, infrastructure investments, and private and international partnerships, fostering an environment conducive to excellence and innovative practices. However, areas with average innovation performance, particularly in supporting participation and graduation, reflect a contentment with current standards, potentially dampening the motivation for further innovation. This suggests that there may be a need for a nuanced approach, leveraging strong areas while actively seeking enhancements where performance is perceived as satisfactory.
- **System management and organisation:** The monitoring results reveal a mixed performance in the organization of Egypt's VET system. A notable strength lies in public accountability and reliable quality assurance, hinting at structured, trustworthy oversight, potentially bolstered by the recent establishment of ETQAAN. Participatory governance is also an area of stronger performance, but there are still gaps in stakeholder engagement. The capacity for evidence-informed decisions and international exposure for professionals and students are identified as weaker domains, while VET in the country has less of a challenge with the availability and professionalism of staff in leadership positions. The results also highlight a pressing need to revisit current spending levels on VET and resource allocation methods to enhance effectiveness and efficiency, as existing funding sources, including state support, and the quality of materials, are deemed insufficient.
- **Quality and reliability of monitoring evidence:** Egypt is in the lowest quartile for international comparability of its VET system data. This finding does not suggest an absence of national data or lack of evidence-based policies, but it does indicate a lack of internationally comparable information. Additionally, the monitoring results are highly susceptible to bias as only 15% of the monitoring targets are based on quantitative evidence. Nevertheless, the performance self-assessment of Egypt remains neutral, closely aligning with the average of other countries in the Torino Process. This highlights a balanced view by stakeholders of the performance of VET and lifelong learning in the country.

1. INTRODUCTION

1.1 Focus and scope of monitoring

This report summarises the results of monitoring VET system performance in Egypt, initiated in the context of the Torino Process in 2022 and completed in 2023.¹ “Performance” describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL). “VET system”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 learners (Section 2.3). The report also provides an international average score⁵ for these results for

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.

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.

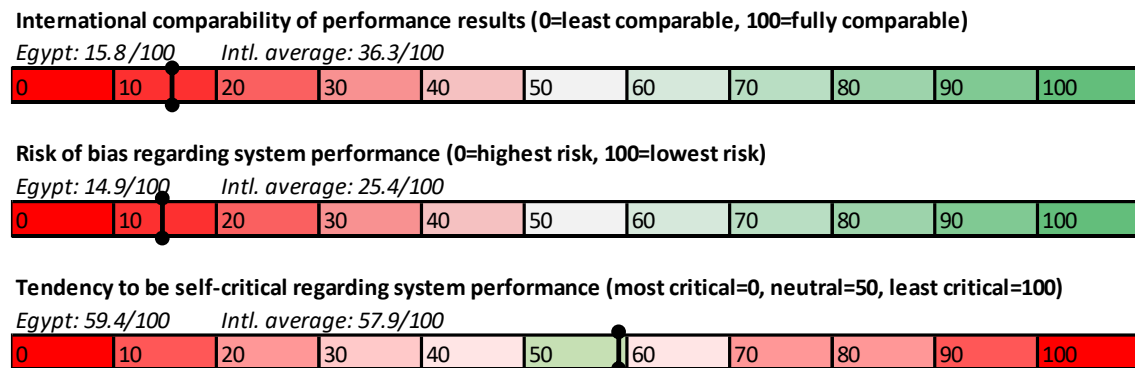
reference purposes, and, where relevant, it showcases disaggregated data used to calculate the system performance indices and information provided by national authorities through the monitoring questionnaire. Links to the full dataset for Egypt, the questionnaire, the Torino Process monitoring framework, and methodology can be found in the third and final section of this document.

1.2 Comparability and reliability of monitoring data

The evidence for this monitoring report was collected and analysed in several steps from September 2022 until April 2023. After an initial round of collecting internationally comparable indicators for each of the system outcomes and learner groups covered by the monitoring framework, the ETF compiled a supplementary questionnaire for national authorities and stakeholders in Egypt 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 Egypt.

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



In the group of countries covered by the Torino Process monitoring in 2023, Egypt ranks in the lowest quartile in terms of the international comparability of its monitoring results (first horizontal scale in Figure 1). Less than a third of all countries in the Torino Process sample demonstrate a similar level of comparability. This finding reflects the extent to which the monitoring results of the country are based on internationally comparable evidence. The result does not necessarily imply that Egypt does not have national level data, but it does suggest a significant shortage of internationally comparable information on the performance of its VET and lifelong learning systems.

Additionally, the monitoring results of Egypt are at significant risk of bias (second horizontal scale in Figure 1), as only about 15% of the monitoring results for 2023 are based on quantitative evidence. Despite that, judging by the responses provided in the supplementary monitoring questionnaire, Egypt 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 Egypt on this metric is close to the average for other countries in this round of Torino Process monitoring (third horizontal scale in Figure 1).

2. MONITORING RESULTS: EGYPT

2.1 Policy and system performance in 2023: overall results

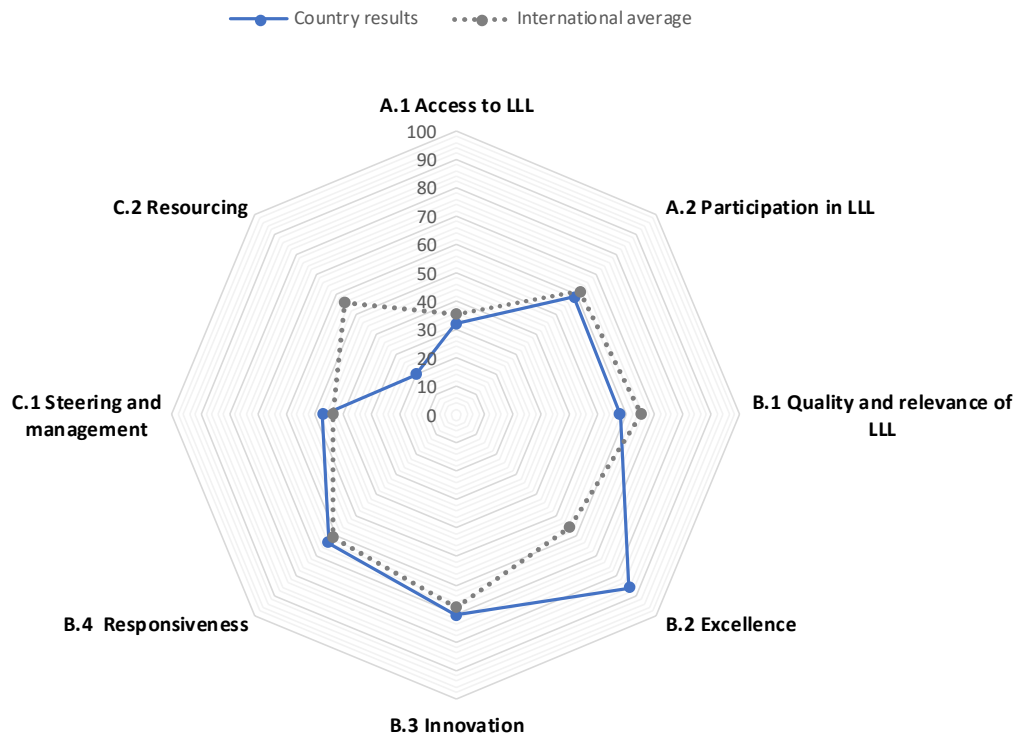
The Torino Process monitoring draws on multiple, often disparate, information sources and data. To facilitate a quick, efficient, and focused communication of key messages despite the diversity of information collected, the reporting of monitoring results aggregates the evidence in ways which facilitate 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.

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

No.	Dimension	Description
A.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.
A.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.
B.1	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.
B.2	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.
B.3	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.
B.4	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.
C.1	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.
C.2	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.

This chapter of the monitoring report delineates the system performance of Egypt across the eight dimensions of monitoring and system performance. The findings indicate that, in terms of overall performance, lifelong learners in the country can expect to benefit from an education and training system that is heavily invested in fostering highest-quality practices in teaching and training, content, governance, and integration (Dimension B.2). The system is also receptive to external developments (Dimension B.4, SPI of 64). VET in Egypt also prioritises innovation (Dimension B.3), while notably struggling with the adequacy of resources (Dimension C.2).

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



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

Source: Torino Process monitoring database

Excellence emerges as the dimension to which Egypt appears to be attaching the highest priority – VET is notably geared towards promoting it (Outcome B.2, SPI of 86), more so than VET in other countries, on average (Figure 2). The system also aligns with labour market demands and societal challenges (green skills, digitalisation), and it is open to innovation on par with other countries in the Torino Process to ensure access, participation, and quality of teaching and learning (Dimension B.3, SPI of 71).

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

Excellence emerges as the dimension to which Egypt appears to be attaching the highest priority – VET is notably geared towards promoting it (Outcome B.2, SPI of 86), more so than VET in other countries, on average (Figure 2). The system also aligns with labour market demands and societal challenges (green skills, digitalisation), and it is open to innovation on par with other countries in the Torino Process to ensure access, participation, and quality of teaching and learning (Dimension B.3, SPI of 71).

Nonetheless, despite these positive performance outcomes, VET remains a somewhat less appealing option for potential learners. With an SPI of 32, access to lifelong learning (Dimension A.1) presents below-average results. This is true both in comparison to other system performance domains and internationally. The VET system is also encountering significant challenges in the area of resources (Dimension C.2). Similar to other countries involved in the Torino Process, Egypt faces shortages of material, human, and financial resources in both IVET and CVET. However, the deficits in Egypt appear to be considerably more severe than in other countries, on average (Dimension C.2, SPI of 20).

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

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

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

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

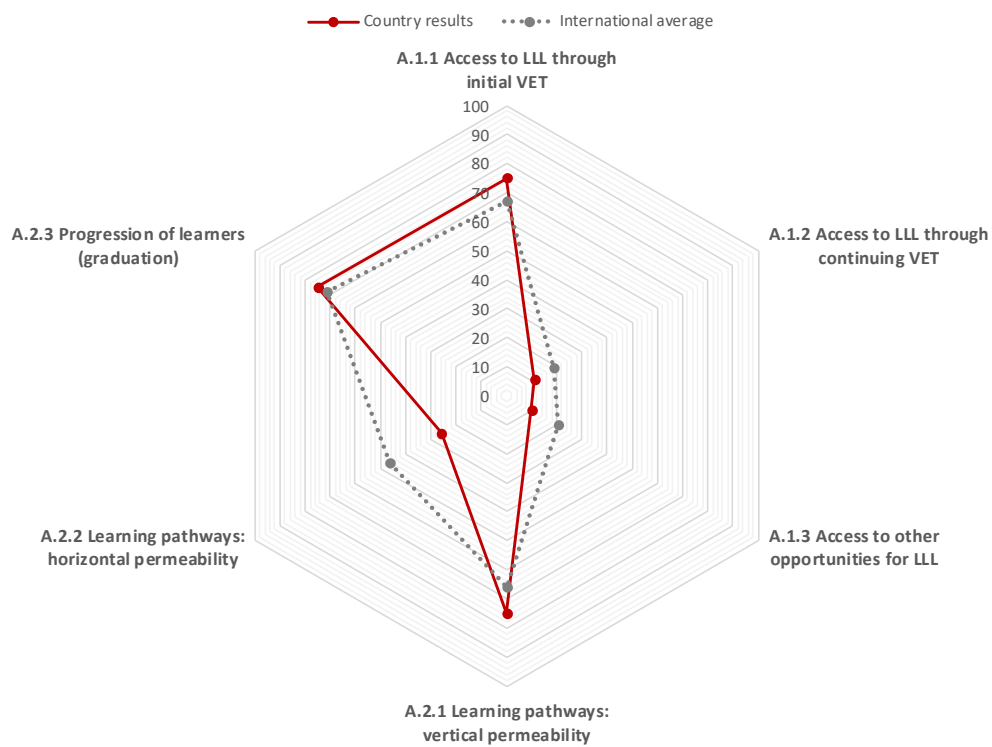
TABLE 2. POLICY AND SYSTEM OUTCOMES IN AREA A: ACCESS AND PARTICIPATION

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

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.

The preceding section highlighted the importance of enhancing access to and participation in VET and lifelong learning. Egypt has made notable progress in initial VET access (Outcome A.1.1), with a performance index (SPI) of 75, indicating a solid foundation for vocational education and training that extends across all 27 governorates. This development is supported by strategic initiatives such as the ATS model and the introduction of Technological Universities, aiming to enhance the attractiveness and accessibility of VET programmes.

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



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

Source: Torino Process monitoring database

Like in other countries participating in the Torino Process, the monitoring results for access and participation in CVET and in other opportunities for lifelong learning beyond VET (Outcomes A.1.2 and A.1.3) are lower, suggesting that there is room for improvement. The capacity for CVET provision is significant, with a broad geographical distribution, facilitated by numerous governmental CVET providers and programmes offered at no cost to trainees.

The attractiveness of these programmes, however, varies significantly with the provider, with private sector and NGO programmes often perceived as more appealing due to their quality and potential job prospects, albeit less accessible. The latest government reform initiatives, like the

integration of CVET within initial VET institutions, represent a future opportunity to improve access to and the attractiveness of CVET.

Much like in other countries, albeit to a greater extent, participants in VET in Egypt find themselves in a system with limited permeability between learning pathways (general and vocational, Outcome A.2.2). The transition from general education to VET is possible, while the transition from VET to general education remains limited, reserved primarily for students with medical challenges.

Transitions between consecutive tracks of education and training, on the other hand, are reported as being quite feasible (Outcome A.2.1, SPI of 75), more so than in other countries on average. Learners who enrol in VET can also expect a good degree of support for progression and graduation (Outcome A.2.3, SPI of 75) as efforts are being made to ensure students successfully complete their programs and advance to further learning. For instance, initiatives like the 'work system' programme aim to mitigate dropout rates by enabling students to balance full-time work with technical education, attending school primarily for exams.

Additional measures to support learners in completing their programmes and preventing school drop-out include the introduction of the Labour Systems in 2014, targeting students from low-income families, and the establishment of transition to employment units at various levels to provide targeted information and guidance to students regarding their career prospects, thus motivating them to continue. The Ministry of Education and Technical Education (MoETE) is also making strides to reform systems like the "Labour System" scheme to make it more efficient, transparent, and linked with the Dual system, aiming to support youth and adults at risk of dropping out of education and training.

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

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

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

The preceding section discussed the average performance of IVET in providing access to learners, while also shedding light on some shortcomings regarding CVET and other opportunities for lifelong learning. The quality of learning and the possession of key skills and competences remains a hurdle for all learners in VET, irrespective of age, but more so for the adults than for the youth.

The provision of basic skills and key competences for youth in formal education, including IVET, is somewhat higher than the international average, with an SPI value of 50 (Outcome B.1.1). National authorities report that this is likely to mark the beginning of an upward trend. They report of two major developments aim at improving student achievement against learning and training outcomes.

The first is the transformation of all programmes to competency-based curricula, initiated by MoETE in 2018, with employers participating in the final assessment of students to ensure the

intended learning outcomes have been achieved. The second is the establishment of the Egyptian TVET Quality Assurance and Accreditation National Authority (ETQAAN), which will be responsible for reviewing and accrediting IVET and CVET programmes. Additionally, various private sector entities and NGOs have been proactive in providing these essential skills through different programs and platforms.

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

A significant portion of students entering the IVET and CVET systems might start with weak basic skills due to educational progression rules, which direct those who do not meet the minimum score requirements for general secondary towards technical education. This situation highlights the necessity of embedding basic literacy and numeracy skills within the newly introduced Competency-Based Curricula to ensure students can fully benefit from their vocational training.

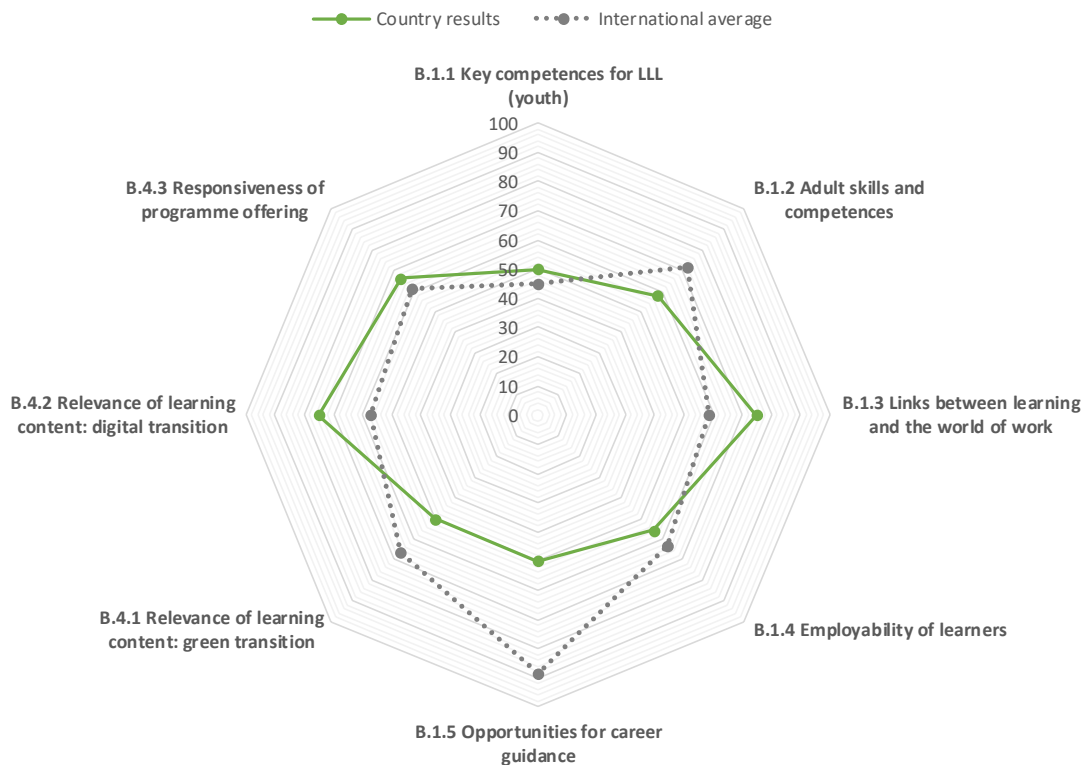
The relevance of skills and competences of adults in Egypt, on the other hand, is at a level which is somewhat below that of other countries on average (Outcome B.1.2, SPI of 58). This underscores the significance of incentivising adults to make use of existing opportunities for adult learning more than they do now, and of increasing investment in initiatives which ensure that as many as possible of these opportunities provide training of good enough quality to boost workforce competitiveness and reduce economic inequalities.

In the same vein, the overall employability of learners in VET and in other lifelong learning settings to which VET contributes, remains only average (Outcome B.1.4, SPI of 56), despite the relatively strong links to the labour market through work-based learning (WBL), which characterise many of the VET programmes (Outcome B.1.3, SPI of 75). In fact, WBL initiatives have a long tradition in Egypt, with efforts to formalize this traditional apprenticeship dating back to the 1950s with the establishment of public VTCs, offering vocational training programs leading to a vocational diploma in industrial occupations. The traditional apprenticeship system in Egypt has historically bridged the gap between

labour market needs and workers' skills and there are ample number of examples, for instance in sectors and places like furniture manufacturing in the Damietta governorate.

It is beyond the scope of this monitoring report to analyse the contradiction between strong labour market links and limited graduate employability. However, experience from other countries suggests that this may stem from a mismatch between the skills taught and current job market needs, despite traditional work-based learning initiatives. The quality and relevance of training programmes might not meet industry standards or keep pace with technological advancements and economic shifts. Moreover, the focus on technical skills without integrating essential soft skills could further hinder employability. Addressing these issues requires continuous updates and alignment of VET programmes with the evolving labour market demands.

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



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

Source: Torino Process monitoring database.

Indeed, information provided by national authorities suggests that the phenomenon of "educated unemployment" is a stark feature of the Egyptian labour market, indicating a mismatch between the skills acquired and those required by employers. This challenge is compounded by an average only performance in the provision of career guidance to learners (Outcome B.1.5, SPI of 50).

Efforts are underway to address the shortcomings and reduce the educational-to-work gap. This has led to the creation of School to Work Transition Units in schools, offering current information on professions and educational programs. In the last 20 years, Egypt's Technical and Vocational

Education and Training (TVET) sector, supported by international help, has launched career guidance initiatives to help people make educated decisions about their future. These efforts include the setup of over 1300 Transition Units by 2023, with expansion plans, and the implementation of guidance periods in technical schools. The Ministry of Education, with TVET II project support, developed a 2022 Guidance Strategy for better outreach and a dynamic Career Information System. This includes early career guidance for VET students and teacher training in counselling, aiming to tackle educated unemployment comprehensively. Furthermore, in August 2023, the MoETE included the career guidance program as graded subject in student's academic plans. The "Career Guidance" and "Innovation and Entrepreneurship" are included within the TSS plans and added to the general competence framework, with one compulsory weekly class for each in the three grades.

The Torino Process also scrutinizes the relevance of learning content from a long-term perspective, examining the extent to which curricula address forward-looking, emerging issues like digital and green transitions. In this performance dimension, the VET system of Egypt presents a mixed message. It fares well in incorporating digitalisation as a theme in curricula (Outcome B.4.2, SPI of 75), and less so when it comes to considering the green transition (Outcome B.4.1, SPI of 50) (Figure 4). Recent initiatives like the International Applied Technology Schools (IATS), dubbed as "Green and Smart" schools, along with the establishment of three green economy competence centres, may contribute to improving these outcomes even further.

The VET system is also relatively responsive to labour market developments (Outcome B.4.3, SPI of 66). The introduction of the Dual System in technical secondary schools, combining formal schooling with in-company training, and the "School inside a factory" scheme, are examples of efforts to enhance the relevance and practicality of VET education. Moreover, the establishment of Applied Technology Schools (ATS) and Centres of Competence (CoCs) in 2018, embodying the Egyptian model of Dual education, adds a flexible element of work-based-learning based on partner company needs.

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 Torino Process characterises excellent as the presence of system-wide policies and measures aimed at promoting the highest quality practices and outcomes across various domains of policy and system delivery. The monitoring data in this domain, based on information by authorities, suggests that Egypt has established and is effectively implementing system-wide policies and measures that give attention to the pursuit of high-quality practices and outcomes in key areas of VET, such as excellence in pedagogy and professional development of teachers and trainers (Outcome B.2.1), programme content and implementation (Outcome B.2.2), governance and provider management (Outcome B.2.3), and social inclusion and equity (Outcome B.2.4).

National authorities report that, being integral to these efforts, the MoETE has initiated the establishment of sectoral Centres of Competence/centres of excellence. Designed to function as both benchmarks and technical resources for associated technical schools, these centres are being developed in collaboration with private sector employers to leverage modern facilities for practical training. This strategic approach facilitates a blend of initial and continuing vocational education and

training (IVET and CVET), catering to the up-skilling needs of students, graduates, job-seekers, and current employees within relevant sectors. Furthermore, these centres are planned to embody a dual system of education, integrating theoretical instruction with practical occupational training, facilitated through partnerships with industry entities.

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

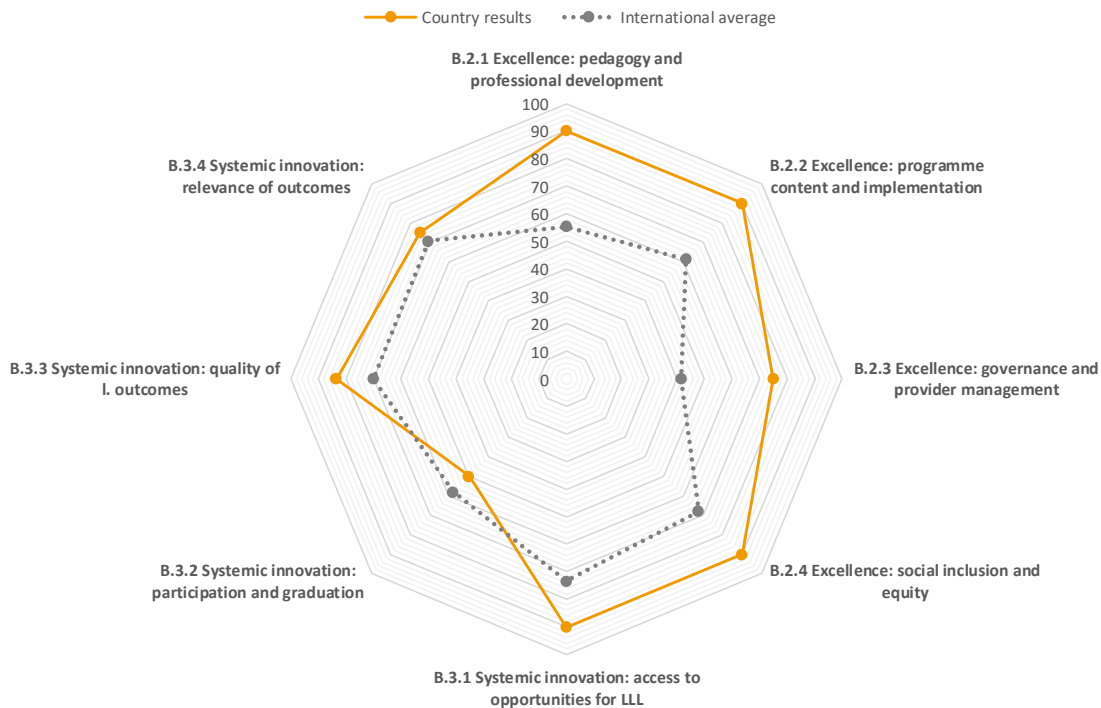
Egypt reports of additional systematic efforts aimed at fostering excellence in governance, provider management, financing and quality. This includes the establishment of the Egyptian TVET Quality Assurance and Accreditation National Authority (ETQAAN) and the Sector Skills Councils, both aimed at ensuring the quality and relevance of VET programs to market needs. The development of 25 Centres of Competence by 2030, with 5 already under establishment, reflects a committed effort to advance VET quality and accessibility. Additionally, the collaboration of MoETE with development partners and the private sector through models like the Applied Technology Schools (ATs) and the Centres of Competence (CoCs) signifies a robust approach to the involvement of industry stakeholders in VET in support of quality and relevance.

While excellence is about pursuing the highest quality practices and outcomes in various mainstream domains of vocational education and training policy and delivery, innovation focuses on the presence of pioneering practices and policy solutions within these and related domains. Innovation, in the context of monitoring, serves as a proxy for the adaptability, creativity, and forward-thinking approach of the VET system in responding to the evolving needs of learners and labour markets.

The VET system in Egypt is also rather open to innovative practices and solutions to enhance the relevance of learning outcomes (Outcome B.3.4) and support the quality of learning outcomes (Outcome B.3.3). The system is also receptive to innovation in support of access to learning (Outcome B.3.1).

In this context, national authorities report of the establishment of sectoral Centres of Competences (CoCs) as a notable initiative aimed at promoting both excellence and innovation. These CoCs, envisioned as lighthouses and technical hubs for a network of technical schools, are expected to offer high-quality dual system/work-based education, complementing the technical education provided by schools with occupational training periods in collaborating companies. The initiative is supported by development partners like KfW, GiZ, and the EU, and aims to establish 25 CoCs by 2030, with 5 already under establishment and a further 3 in the pipeline.

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



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

Source: Torino Process monitoring database

Further, a ministerial decree has facilitated the creation of vocational training centres within Applied Technology Schools (ATS) premises, enhancing opportunities for Continuing Vocational Education and Training (CVET) and lifelong learning. This initiative is complemented by the integration of Vocational Training Centres (VTCs) within Technical Education (TE) schools, as part of a broader review and reform of the education law, demonstrating a policy-level commitment to intertwining VET with ongoing learning opportunities.

An additional aspect to consider is the plan by the MoETE, the Ministry of Manpower (MoM), and the Federation of Egyptian Industries to sign a Memorandum of Understanding (MoU) to leverage the National Training Fund for an upgrade of 20 technical secondary schools. The purpose of the upgrade is to align them with the ATS model, incorporating VTCs for training during holidays and evenings, thereby expanding learning opportunities.

Success in the areas listed above could be attributed to an established foundation that encourages and supports innovation and experimentation. This foundation stems from a combination of policy support, investment in infrastructure like the CoCs, and partnerships with the private sector and international agencies. Such an environment not only fosters excellence but also allows for innovative practices to flourish, contributing to the positive outcomes highlighted by the authorities.

In domains of more average performance in terms of innovation, on the other hand, such as innovation in support of participation and graduation (Outcome B.3.2), stakeholders may consider the performance of the system already adequate, leading to a belief that there is no urgent need for novelties and change. The SPI performance metrics suggest that in this domain where performance meets or exceeds expectations (Outcome A.2.3, discussed in Section 2.2.1 above), the drive for continuous improvement or innovation might be diminished, as stakeholders may be prioritising resources and efforts towards areas with more apparent deficiencies or challenges.

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

The monitoring results for the area of VET system organization paint a mixed picture of system performance. Public accountability and reliable quality assurance stands out as a domain of better performance, indicating the likely presence of structured and trustworthy oversight (Outcome C.1.3,

SPI of 75). The recent establishment of the Egyptian TVET Quality Assurance and Accreditation National Authority (ETQAAN) potentially contributes to this domain, although it is not yet operational and therefore assessing its reliability is not possible.

Egypt reports of good system performance also in the domain of participatory governance in VET (Outcome C.1.2, SPI of 75), which captures the degree of involvement of the private sector and other external stakeholders in consultations and decisions concerning VET and lifelong learning. The institutional framework for stakeholder involvement includes councils aimed at enhancing coordination among VET stakeholders. However, there are also practical limitations. These councils, including the NHRDC under the Prime Minister's presidency, the Executive TVET Council, the Executive Workforce Skills Development Council, and Regional Human Resource Councils, are currently inactive and ineffective in policy development. Thus, stakeholder involvement remains limited and ad hoc. Plans are underway to replace them with a National Supreme Council for Education and Training, incorporating private sector representation, and to establish Sector Skills Councils led by the private sector with MPED support.

Like in most countries participating in the Torino Process, capacity for evidence-informed decisions (Outcome C.1.1, SPI of 10) is a domain of weaker performance when judged against the availability of internationally comparable data. However, Egypt, through its consistent participation in the Torino Process Reviews since the early 2000s, has leveraged national data, primarily sourced from the Central Agency for Public Mobilization and Statistics (CAPMAS), to periodically assess and enhance its VET system. This process enables Egyptian VET stakeholders to engage in a participatory review, utilising national data bi-annually to monitor VET reform progress and pinpoint policy areas requiring further attention.

In full acknowledgement of these efforts and their merit, it is also important to acknowledge existing concerns over the accuracy, availability, and reliability of the national data, which may impact the depth and breadth of insights gained from such reviews. Nonetheless, within the context of national benchmarks and available data, Egypt demonstrates a commendable effort in utilising its resources to inform and guide the development of its VET system, as well as its cooperation with international partners.

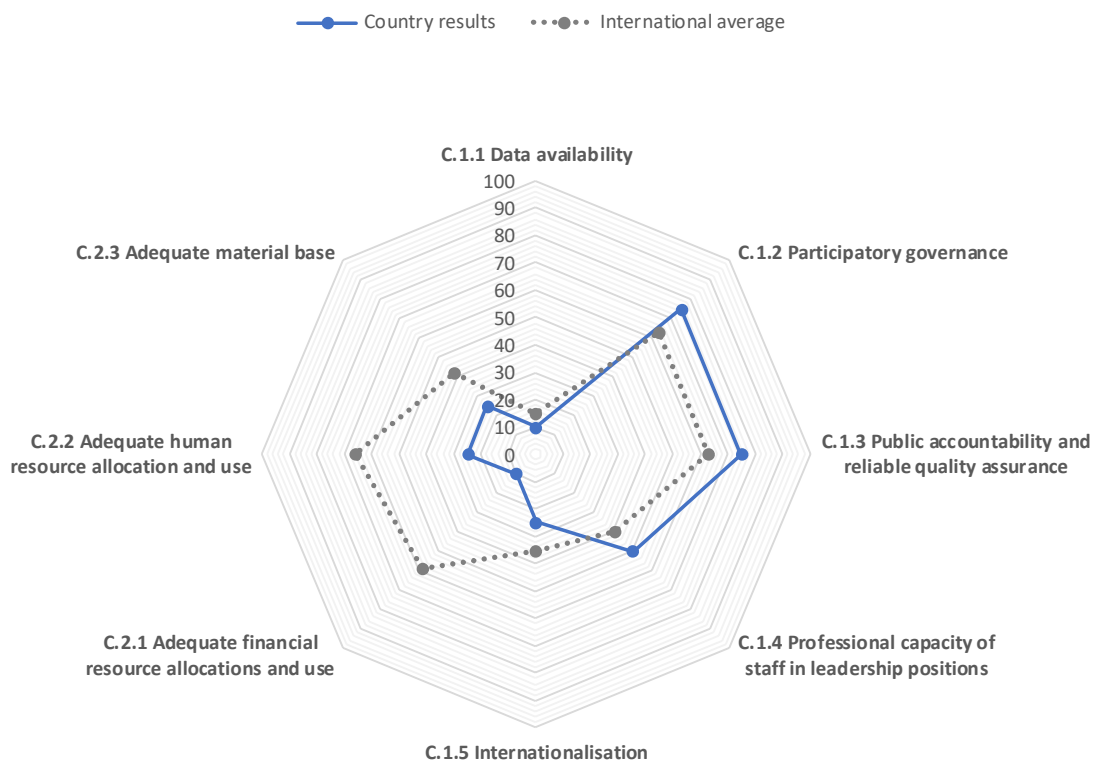
In comparison with other countries involved in the Torino Process, Egypt's performance in the capacity of staff in leadership positions within the VET system is noted as relatively strong (Outcome C.1.4, SPI of 50). Leadership positions in the IVET and CVET providers in Egypt are typically filled through internal promotions. Within the MoETE, the Professional Academy for Teachers has historically been responsible for the training and development of staff in leadership roles, including school managers. At the time of preparation of this report, this task was being transitioned to the Technical and Vocational Education and Training Authority (TVETA).

Additionally, the Staff Training Institute is designated for the professional development of school managers within the Private Vocational Training Directorate (PVTD). Furthermore, certain models, such as the Applied Technology School Model, facilitate private sector involvement in staffing for executive and managerial positions. This approach, combining internal promotions, focused training programs, and private sector collaboration, supports the stronger than the international average result concerning the leadership capacity within VET in Egypt.

The most significant weaknesses in the area of system management and organisation are found in the area of internationalisation (Outcome C.1.5, SPI of 25), and in the availability and adequacy of human and financial resources (Outcomes C.2.1 to C.2.3).

In the domain of system management and organisation, areas in need of particular attention include internationalisation (Outcome C.1.5, SPI of 25) and the sufficiency of human and financial resources (Outcomes C.2.1 to C.2.3). Internationalisation efforts for both IVET and CVET are notably limited. However, some efforts have been made to increase international exposure and experience. For example, the International Organisation for Migration (IOM) supported a project at the Fayoum Advanced Hospitality School, starting in 2010, that offered students the chance to undertake summer internships in Italy. Additionally, in 2021, as part of the “Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa” (THAMM) project, GIZ supported an initiative that facilitated work-based training in Germany, highlighting efforts to promote regular migration and labour mobility.

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



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

Source: Torino Process monitoring database

The monitoring results further indicate a pressing need to revisit the current level of spending on VET and resource allocation methods to enhance effectiveness and efficiency (Outcome C.2.1, SPI of 10). The VET system benefits from multiple mechanisms, including public funding from the national budget, funds generated through core activities, the Training Fund, direct and indirect funding by enterprises, and contributions from international donors like the EU, GIZ, USAID, World Bank, and Global Affairs Canada.

Despite these sources, assessing the adequacy of financing remains challenging due to the opaque nature of VET funding allocations within government budgets and the reclaimed portion of internally generated funds by the Ministry of Finance. Overall, the resources available seem insufficient to fully address needs in the VET system. Official reports indicate a trend of decreasing state support for education, particularly in VET, with public expenditure on education as a proportion of total public expenditure dropping from 11.5% in 2015/2016 to 9.2% in 2020/2021.

There is also a challenge with the sufficiency of human resources in public IVET and CVET, which has been compromised by a longstanding government policy freezing recruitment in the public sector delivery (Outcome C.2.2, SPI of 25). This has led to personnel shortages and has negatively affected training. The recent establishment of the Technical and Vocational Education and Training Authority (TVETA) within the Ministry of Education and Technical Education (MoETE) aims to address these issues, but its impact remains to be seen. Additionally, the material base for teaching and learning in VET represents a significant concern (Outcome C.2.3, SPI of 25), more so in Egypt than on average in other countries.

Efforts to address these challenges include partnerships between IVET and CVET providers and employers to hire and train educators. Models like the Applied Technology Schools, School within Company, and PTVD Training Stations demonstrate such collaborative efforts. Moreover, the introduction of new Technical Education (TE) models, where the private sector funds training materials for work-based learning, such as the dual system, the labour system, ATS, and integrated technical education schools, represents steps toward overcoming the challenges of providing quality education and training materials to learners.

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 Egypt perform in a key selection of monitoring dimensions for the following key selection of learner groups: female learners (Section 2.3.1), disadvantaged learners (Section 2.3.2), populations who are long term unemployed, economically inactive, and have a low level of educational attainment (Section 2.3.3), as well as by their country of origin (Section 2.3.4).

2.3.1 Female learners

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

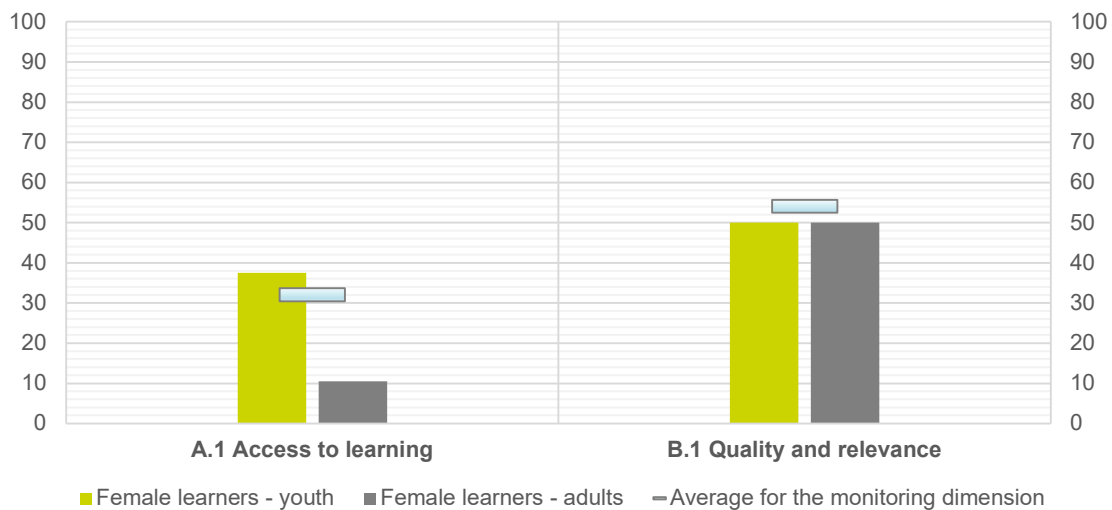
The performance of the VET system in supporting female learners varies significantly according to the age of the learners. The data suggests that the VET system in Egypt is more attractive and relevant for young female learners than for the general learner population, and especially adult female

learners. While young female learners find the VET system relatively more accessible, with an SPI score of 38 in Access to Learning (Dimension A.1), adult female learners face a significant challenge with a much lower SPI score of 11. This disparity is further highlighted when compared to the average learner score of 32 in the same dimension.

Admission to and access to initial VET programmes are generally extended equally to both genders, yet trends demonstrate a gendered pattern in enrolment across different fields. Industrial, agricultural, and hospitality specialisations tend to attract more male students, whereas commercial technical schools see higher female enrolment rates. This distribution results from societal and familial influences that steer girls towards fields deemed "most suitable for female students." Additionally, labour market preferences, with employers favouring male candidates for certain jobs, dissuade female students from pursuing these specialisations.

Despite these enrolment trends, both male and female students are afforded equal opportunities to successfully complete IVET and CVET programmes. The latest census data from 2017 reveals that the total number of Egyptian students leaving school early encompasses 2.2 million individuals aged 6 to 20, with 53.4% being female. Notably, 24% of female students discontinue their education after the preparatory stage due to various challenges, including early marriage, failing to qualify for general education, and the absence of adequate guidance and counselling at the preparatory level.

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



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

Source: [Torino Process monitoring database](#)

Once in education and training, female learners, irrespective of age, can expect the same solid level of programme quality and relevance as any other learner group (Dimension B.1). However, it is also important to note that while the quality and relevance of programmes are consistent, there is a lack of recent analytical reports specifically addressing gender differences in the proficiency of learners in IVET and CVET in basic skills. The only identified study, conducted in 2011 by the Strategic Planning Unit of the Ministry of Higher Education (SPU-MoHE), did not explore differences by gender in its assessment of postsecondary VET graduates' basic skills. This study found that a

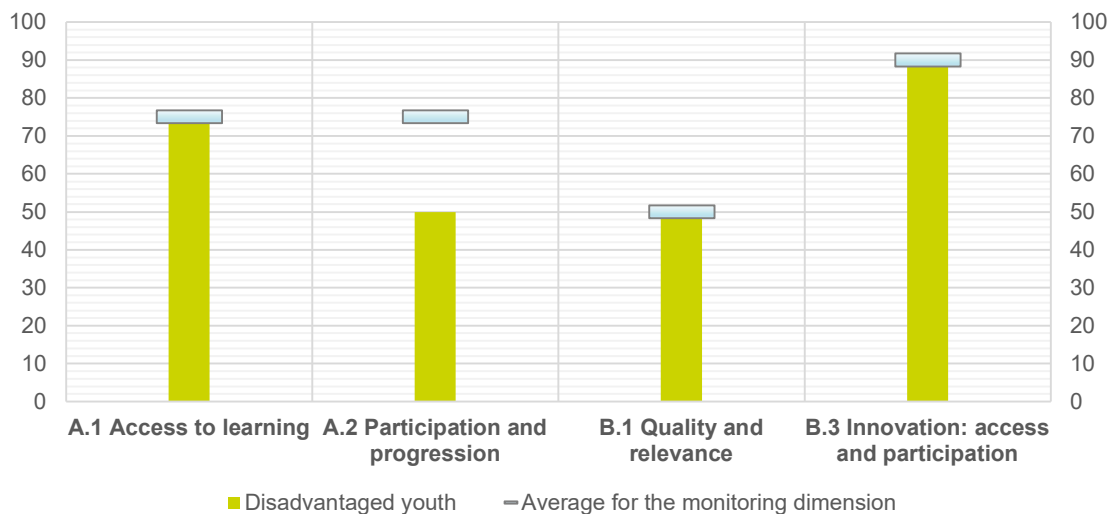
majority of employers rated the basic skills of VET graduates as "medium," with a smaller percentage viewing these skills as "strong" or "weak."

Despite the quality and relevance of educational programmes, female employment rates in 2021 were notably low, representing only 15.6% of total employment across all industries, with certain sectors such as construction and transport and storage having female employment shares of less than 1%. This disparity is stark, despite the education sector and health and social work sector showing higher female than male employment rates. Additionally, unemployment data by education attainment suggests a trend where higher education levels correlate with higher unemployment rates, although no specific data is available to break down unemployment by knowledge, skills, and abilities.

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 Egypt.

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



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

Source: Torino Process monitoring database

The TVET system in Egypt demonstrates a notable accessibility for disadvantaged youth, on par with the average for any other group of learners (Dimension A.1, SPI of 75). However, this accessibility may be somewhat influenced by the existing access rules. Socioeconomic background, while not impacting initial access to VET—given the nominal costs—does influence the educational pathways available to learners who fall short of the scores required for general secondary education or university. Such students, due to financial constraints, find themselves funnelled into public technical or vocational secondary schools and post-secondary VET institutions. This scenario suggests that disadvantaged learners, particularly those without the resources for private education, may find themselves with limited choice, being directed towards public VET by default.

Once enrolled in VET programmes, these learners are somewhat more likely to encounter challenges in participation and progression (Dimension A.2, SPI of 50). The socio-economic background of these learners may occasionally pose a barrier to their successful completion of education and training. The "Labour System" scheme, offered by the MoETE, exemplifies efforts to mitigate dropout rates among socioeconomically disadvantaged students by enabling them to work while remaining enrolled in technical education, although comprehensive data on the impact of socio-economic background on learners' basic skill proficiency in VET is lacking.

The monitoring data reveal that there are no disparities in the quality and relevance of education received by disadvantaged youth compared to the average learner (Dimension B.1, SPI of 50). This suggests that this group of learners is not at a disadvantage with the acquisition of basic labour market skills and the transition from VET to the world of work.

The same is true regarding innovation in support of access and participation for disadvantaged youth, which is an area in which national authorities report of very strong system performance (Dimension B.3, SPI of 90). Despite innovative practices and priorities at the system level which are supportive of these learners, the fact that they still struggle to complete their programmes (Dimension A.2) might mean that the innovation benefits only few and also that there is room for improvement when addressing persistent disparities in quality, relevance, and participation in learning.

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

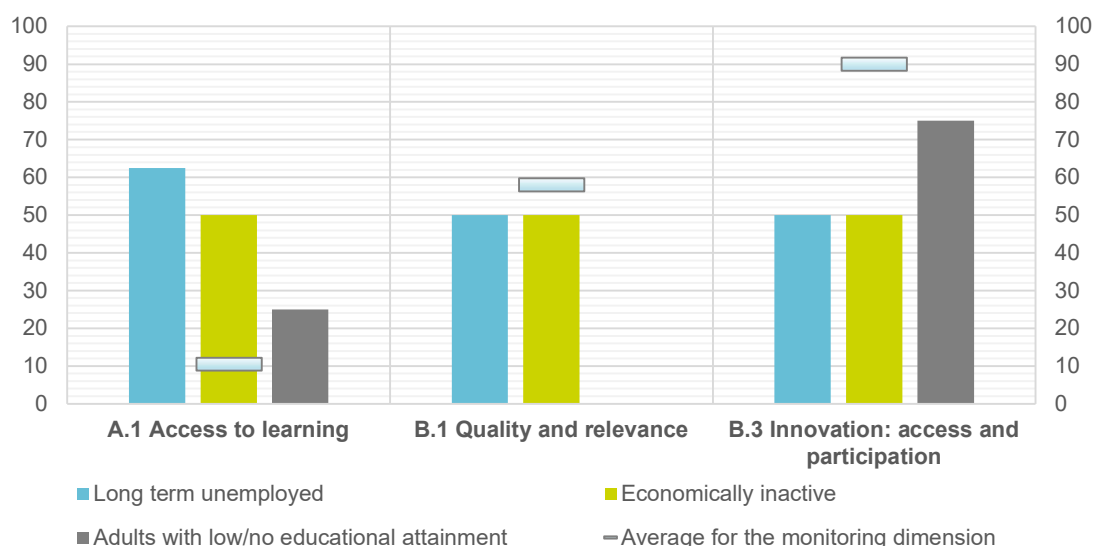
Section 2.3.3 presents findings about VET system performance from the perspective of three strategically important groups of adults: the long-term unemployed, the economically inactive adults, and those with low or no educational attainment.

The monitoring data reveals a VET system with a strong social orientation towards supporting vulnerable adults, offering them significantly better access to lifelong learning programs compared to other adult groups not at risk (Dimension A.1). However, there are also some challenges.

Most public CVET providers target youth, primarily up to 35 years old, leaving a considerable portion of long-term unemployed adults (above 35 years) with limited access to public CVET programs. The Ministry of Manpower, through its vocational training centres and mobile training units, offers short-term vocational training courses targeting the uneducated and unemployed within the 15-45 age bracket. However, the public CVET system, described in a 2018 ETF report as the weaker element in the Egyptian VET, suffers from regulatory gaps in quality and effectiveness. The establishment of the TEVT quality assurance and accreditation authority, ETQAAN, is anticipated to address these issues by quality assuring and accrediting CVET institutions and programs, potentially enhancing CVET's attractiveness.

The NEET category, representing young people not in employment, education, or training, comprised 27.1% of the working-age population in 2018. The main risk factors for being NEET include low education levels, living in remote areas, and gender, with significantly higher rates of NEETs among young women in both rural and urban areas compared to young men. Accessibility and attractiveness of CVET for NEETs are considered equal for all categories, but awareness of available CVET opportunities may be insufficient among potential beneficiaries. No specific analytical reports have been conducted to assess the needs of this group or the extent to which CVET meets these needs.

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



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

Source: Torino Process monitoring database

System performance in support of access to learning for adults with low or no education seems weaker than for any other group of adults at risk of vulnerability. This group of adult learners faces restricted access to CVET, including programs offered by NGOs affiliated with the Ministry of Social Affairs, designed to enable income generation. More formal CVET programs require basic literacy, posing a barrier for many potential trainees.

The quality and relevance of CVET and of Active Labour Market Policies (ALMP) for the long-term unemployed and inactive adults is a challenge within the system (Dimension B.1). Furthermore, a bias is observed in systemic innovation concerning access and participation (Dimension B.3). The current policies and actions are not adequately targeted at these disadvantaged adults with the aim of introducing new training methodologies or distance learning technologies. There is a lack of initiatives aimed at increasing flexibility and adopting a learner-centred approach. As a result, the long-term unemployed, the inactive, and those with minimal or no education are less likely to benefit from innovative strategies aimed at enhancing their access to and participation in lifelong learning.

2.3.4 Learners by country of origin

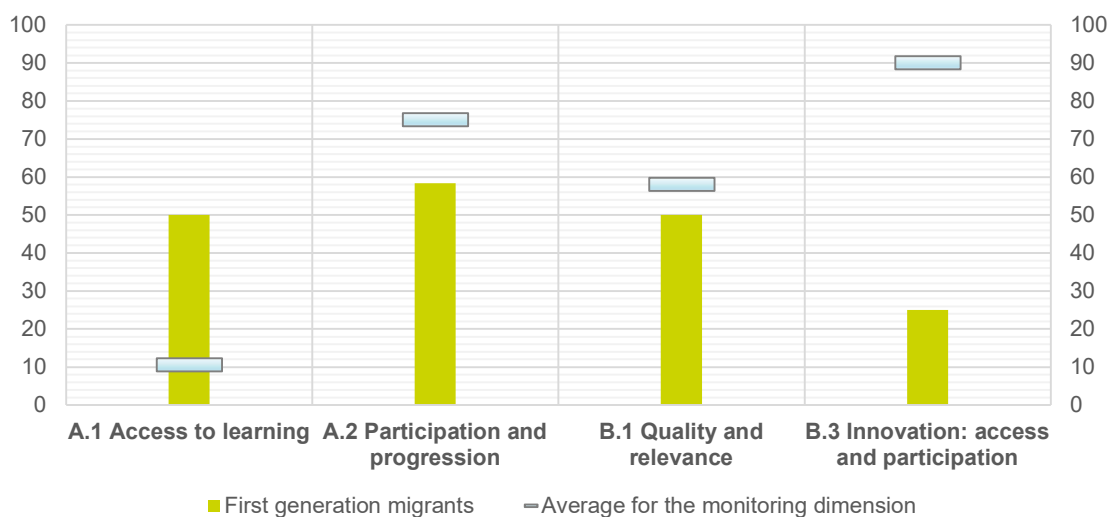
The final section with monitoring findings discusses performance in the domains of access, participation, quality and relevance, and innovation in Egypt for learners who are first-generation migrants.

Migrant populations in Egypt have been accorded access to vocational education as part of the educational process. Noteworthy normative advancements have been made to ensure access to learning opportunities in vocational education for refugees, particularly from Sudan and Syria, although these provisions do not extend to other migrants. For Syrians, specific legislation has been enacted to facilitate their participation in secondary and higher education in Egypt. Moreover, the

financial barriers to higher education participation have been alleviated for Syrians through reduced costs.

The access for migrants to initial VET programmes is underpinned by international conventions and a range of decrees and policy papers. For example, presidential decrees have granted Sudanese and Syrian children of recognised refugees access to public schools, including technical secondary schools, on equal terms with Egyptian nationals. Further ministerial decrees have regulated the enrolment and scholarships of foreign students, inclusively designed to cover refugees. Syrian refugees, depending on where they obtained their secondary school certificates, face varying tuition fees for higher education, illustrating a nuanced approach to migrant education access.

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



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

Source: Torino Process monitoring database

Given the supportive legislative framework and financial accommodations detailed above, it is perhaps to be expected that Egypt performs well in providing access to vocational education for migrants. The monitoring data substantiates this, showing that migrants are more likely to access vocational education (Dimension A.1, SPI of 50) compared to the national average.

However, CVET access for first-generation migrants is limited, with significant support from non-governmental organisations offering short-term training in various skills. However, the integration and attractiveness of these programmes within the broader Egyptian CVET system remain debatable, often hampered by the quality of training delivery. Public CVET has the potential to tailor training for migrants if financially supported, which indicates that this is an area for development.

Once enrolled, migrants face more challenges in participating and progressing through the system than the average learner (Dimension A.2, SPI of 58). The immigrant background serves as a significant barrier in this respect, as well as to the successful transition from the learning to the world of work (Dimension B.1, SPI of 50, which is somewhat lower than the national average of 58). Despite recent VET reform activities aimed at improving the quality and relevance of VET, including the

introduction of competency-based curricula and the establishment of ETQAAN, the impact of these quality-oriented reforms on both IVET and CVET for migrant populations has yet to be fully assessed. Still, the intended changes represent a significant opportunity to enhance the educational experience and outcomes for migrant learners within the VET system of Egypt.

The VET system is also much less focused on the migrant population compared to the general learner population when promoting innovation (Dimension B.3, SPI of 25). This indicates a need for more inclusive practices and policies to support access for migrant learners to VET as well as successful participation in VET.

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 Egypt and the qualitative responses of stakeholders where such indicators were missing.

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

<https://docs.google.com/spreadsheets/d/1KSQWYsuuvClw3yIf1llvsPKR6XZ4jRue/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

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

https://docs.google.com/document/d/1KQDg_uXYjb3fXOVvFGZGJetsplj-9YQ9/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.

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.

- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)
- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.
- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.
- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.

3.2.2 Methodological limitations

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

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

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

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