

WORKFORCE RETRAINING AND UPSKILLING SERVICES IN UKRAINE

2026



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This report was prepared by Helvetas Swiss Intercooperation and is based on an analysis of open data, educational statistics, the results of service provider surveys, sectoral studies, and consultations with experts in vocational education and training, the labor market, qualifications, and skills development.

The report focuses on researching the Ukrainian market for workforce retraining and upskilling services. It analyzes the activities of providers and institutions offering partial professional qualifications to identify existing approaches, practices, and challenges. The study also seeks to highlight opportunities for improving the workforce training system and aligning it with labor market needs in the short term.

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Foreword



Amid the structural transformation of Ukraine's labor market — driven by the challenges of war, economic instability, and the rapidly evolving demands of employers — the need for flexible and accessible mechanisms for workforce training and development is becoming critically important. Retraining, upskilling, and the acquisition of partial professional qualifications are emerging as key tools for promptly responding to labor market needs.

In this context, analyzing the activities of retraining, upskilling, and partial qualification providers is highly relevant to identify existing practices, challenges, and the potential for improving the workforce training system. The findings are essential for shaping effective policies and implementing reforms in human capital development, enhancing collaboration among educational providers, employers, the State Employment Service (SES), and other stakeholders, as well as expanding citizens' opportunities for rapid adaptation to labor market changes and self-realization in Ukraine.

Research Methodology

- 1 Comprehensive analysis of Ukrainian legislative and regulatory acts governing the field of workforce upskilling and retraining.
- 2 Data analysis, including:
 - Information from the state institution "Inforesurs" on existing educational entities of various ownership forms that conducted retraining and upskilling under licensed vocational education and training (VET) programs during the period from January 1, 2023, to December 31, 2025. The data includes information on educational entities, their categories, types of vocational training, titles of professions/professional group classes, licensed capacity, number of learners who received a formal education certificate upon completion, as well as their gender and age.

- Data from the SES regarding the number of training/retraining/upskilling vouchers issued and funded by region (oblast), the educational institutions where the training took place, the professions/specialties covered for the years 2024 and 2025, and employer needs projected for 2026.
- Labor market research conducted by Helvetas in collaboration with the SES and the Federation of Employers of Ukraine, particularly focusing on the organization of employee training, formats of staff training, and cooperation with the SES in 2025.
- Open sources of statistics, research, analytics, and expert consultations in analyzing the activities of entities involved in workforce retraining and upskilling in Ukraine.

3 A survey of service providers delivering workforce retraining and upskilling, aimed at examining the current state, challenges, and needs within this sector.

The survey covered questions related to existing training practices, current challenges, and the needs for developing professional competencies. It was conducted by Helvetas from January 20 to February 5, 2026, using a self-administered online questionnaire. The questionnaires were distributed through electronic communication channels. The collected data sets were additionally reviewed to filter out duplicates and verify the consistency of responses.

Sample 1: Educational Institutions (VET schools, professional pre-higher education institutions, higher education institutions, VET centres)

The analysis of the survey results from educational institutions is based on 659 responses and provides insight into general trends in workforce retraining and upskilling activities in Ukraine. The study included participation from: 95 higher education institutions (29% of the total sample), 442 vocational education and training (VET) institutions (68%), 116 professional pre-higher education institutions (15%), 2 VET centers of SES, 1 VET center of the Ministry of Education and Science, 2 qualification upgrade/training/educational centers, and the National Academy of Educational Sciences of Ukraine.

In terms of ownership, the majority were public institutions (596), followed by municipal (81), and private institutions (8 HEIs and pre-higher education institutions).

Sample 2: Employers

The number of responses received (64 questionnaires — 49 from business representatives and 15 from local self-government bodies and civil society organizations) is insufficient to consider the sample representative or to conduct a comprehensive statistical analysis and draw generalized conclusions. Therefore, these data were not used as a basis for quantitative analysis. However, they were considered as reference material to clarify the research context, illustrate specific trends, and formulate hypotheses and assumptions for further study.

Sample 3: Non-Governmental Organizations

The scope of activity of most organizations that responded did not directly align with the subject of this study. As a result, the collected questionnaires (10 responses) were not included in the main analytical dataset and were not used in forming generalized conclusions.

Methodological Limitations

The analysis of statistical data, survey responses, and legislation is subject to several limitations, which were considered during the interpretation of results:

- the statistical data is administrative and accounting in nature and not specifically designed for analytical or sociological research, which limits the depth of comparisons and generalizations;
- the statistical data lacks information on socio-economic, demographic, security, or migration factors, making it impossible to account for external influences that may have significantly impacted the number of learners and the activity of educational providers during 2023-2025;
- the data is aggregated, particularly concerning graduates who completed retraining and upskilling programs, and generalized across years (2023-2025), preventing analysis of changes over time by region, type of training, or provider categories;
- participation in the survey was voluntary; thus, the results may not fully reflect the views of all educational institutions and employers in the relevant sectors;
- the data is based on respondents' self-assessment, which may result in the overstatement of positive indicators or understatement of challenges;
- respondents had varying levels of awareness. Responses may have been provided by individuals with differing degrees of managerial, methodological, or HR competence, affecting the accuracy and depth of the information;
- socio-economic, security, and staffing factors — especially under martial law — may have significantly influenced the positions and expectations of respondents at the time of the survey;
- the findings reflect the situation and respondents' perspectives at the time of the survey and may not account for subsequent changes in policy, the labor market, or the education system;
- a formal assessment of educational quality and labor market alignment was beyond the scope of this research, as such evaluations necessitate the involvement of sector-specific experts and mandated regulatory bodies.

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Abbreviations



AI	Artificial Intelligence
CEAs	Central Executive Authorities
CPD	Continuing Professional Development
EA	Educational Activity
ECTS	European Credit Transfer and Accumulation System
EU	European Union
HEI	Higher Education Institution
IDPs	Internally Displaced Persons
LLC	Limited Liability Company
LLL	Lifelong Learning
MoES	Ministry of Education and Science of Ukraine
NGO	Non-Governmental Organization
NQF	National Qualifications Framework
PE	Private Entrepreneur
PPHEI	Professional Pre-Higher Education Institution
PPP	Public-Private Partnership
SEN	Special Educational Needs
SES	State Employment Service
TPEC	Training and Practical Education Centers
V(VT)EIs	Vocational (Vocational-Technical) Education Institutions
VET	Vocational (Vocational and Technical) Education
VETCs	Vocational Education and Training Centers

Executive summary



The system of vocational education, retraining, and professional development in Ukraine operates under the pressure of multidimensional economic, social, demographic, and security challenges. The war has significantly transformed the labor market: the gap between labor supply and demand has widened, migration has intensified, educational infrastructure has been partially destroyed, and regional imbalances have become more acute. However, the existing network of educational institutions and providers — across various forms of ownership — remains generally sufficient to ensure workforce training, thanks to the system's multi-stakeholder institutional architecture.

At the same time, key development challenges stem from objective wartime factors and the broader education reforms initiated prior to the full-scale invasion. Ukraine's retraining and upskilling system is gradually shifting from an inertial to an adaptive model in response to these contemporary demands. The future effectiveness of this system will depend on the coordinated interaction between state policy, educational providers, and labor market needs, as well as the institutional capacity for agile responses to change.

Furthermore, success will rely on the strength of strategic partnerships among educational institutions, employers, and their associations — specifically the Federation of Employers of Ukraine — alongside executive, legislative, and local government bodies. This collaborative framework is essential for aligning the workforce training system with the evolving requirements of the national economy and ensuring sustainable human capital development.

As a result of the study, five interrelated directions for the development of the workforce training system have been identified.

1. Systemic stakeholder engagement

At the national level — cross-sectoral cooperation and policy alignment between central executive authorities (CEAs), primarily between the Ministry of Education and Science and the Ministry of Economy, as workforce training lies at the intersection of education and employment.

At the regional level — development of cooperation mechanisms among educational institutions of all forms of ownership, employers and their associations, the SES, and local self-government bodies to analyze labor market needs, forecast trends, and design educational and vocational programs.

Creation of regional coordination platforms for joint decision-making.

2. Regional-focused approach

Given the pronounced regional specificities — including varying economic structures, demographic trends, and development priorities — universal approaches have proven ineffective. Strategic decisions in workforce training and employment must accurately reflect the unique characteristics of each region and local community.

Differentiated implementation models are essential for ensuring flexible and prompt responses to local labor market demands. Such models allow for the continuous adjustment of support formats and tools based on real-world conditions, ensuring that interventions remain relevant and impactful at the local level.

The SES can play a pivotal coordinating role in this process by leveraging its analytical and forecasting capabilities to support regional planning. At the same time, ensuring the active involvement of local communities in the design and execution of these strategies is crucial for enhancing their long-term sustainability and impact.

3. Education – Labor market partnership programs

Cooperation between employers and educational institutions should focus on developing practice-oriented, short-term, and modular programs for upskilling and acquiring new qualifications, aligned with regional development plans and actual employment demands.

Equally important is the active use of resources from both educational institutions and enterprises for training, dual education, internships, and hands-on experience.

4. Social orientation

For women, veterans, persons with disabilities, and other vulnerable groups, retraining, upskilling, and acquiring additional qualifications serve not only educational and economic purposes but also fulfil a social rehabilitation function — restoring professional engagement, boosting motivation, promoting social integration, and reducing the risks of long-term unemployment.

This requires flexible training formats, individual support, psychological assistance, the creation of inclusive educational and production environments, and alignment of educational programs with real opportunities for future employment and sustained participation in the labour market.

5. Legislative support

There is a need to harmonize the multi-level regulatory model, within which the development of professional competencies is governed by educational, labor, and socio-economic legislation — including the provisions of the new Law of Ukraine “On Vocational Education.”

Together, these directions form the foundation of an adaptive system for workforce training, retraining, and upskilling — one that is coordinated and socially responsible, fostering the sustainable development of human capital.



Key Factors in the Development of the Workforce Training, Retraining, and Upskilling System

Key factors influencing the development of the system:

■ A complex regulatory framework in the vocational education

which still retains fragmented regulation, inconsistencies between laws, and the absence of a unified approach to the recognition of learning outcomes. The adoption of the new version of the Law of Ukraine “On Vocational Education” in 2025 highlights the need for comprehensive harmonisation of legislation in education, labour, and employment.

■ A multi-actor institutional architecture

in 2025, the system included 1,722 education providers holding VET licences. In addition to educational institutions (vocational schools, lyceums, colleges, universities, centres for professional development, and others), an important role is played by employers, NGOs, individual entrepreneurs, and the SES. This model ensures flexibility and responsiveness to labour market needs.

■ Regional concentration of educational resources

almost 30% of learners are concentrated in the Dnipropetrovsk, Poltava, and Lviv regions. On the one hand, this signals regional disparities; on the other hand, such regions may serve as potential hubs for developing regional educational ecosystems.

■ The reduction of the network of vocational education institutions

opens opportunities to develop a new model of workforce training through clustering and strategic network planning aligned with the actual needs of regions and communities.

■ Labour shortages caused by migration, mobilisation, and population displacement

are forcing employers to invest in training themselves: in 2025, 19% provided training at the workplace. The role of blended, modular, and short-term programmes is increasing, creating demand for flexible learning formats involving businesses and NGOs and focused on rapid acquisition of practical skills.

■ Programme quality and the need to update curricula

there is a need to modernise training content, develop partial qualifications, support private training providers, and introduce joint programmes with businesses.

■ Social and gender transformations

the share of women among learners is increasing, and the average age of learners is rising. This requires adapted learning formats, social support mechanisms, and integration of education with reintegration measures. Individual learning pathways are particularly important for veterans, IDPs, and people affected by the war.

■ Strengthening the role of SES

SES combines analytical, educational, and coordination functions. It manages vocational training centres, implements voucher programmes, and cooperates with employers and educational institutions. The SES has the potential to evolve into a coordination hub for regional skills development ecosystems.

■ Vocational education institutions remain the primary pillar in training skilled workers

holding 65% of licenses issued for vocational training activities. Most of these institutions implement a comprehensive model that combines initial training with upskilling and reskilling programs. The adoption of the Law “On Vocational Education” provides the regulatory foundation for the further development of a flexible, labor-market-oriented vocational training system.

■ The education system demonstrates strong adaptability

institutions are introducing blended learning formats, cooperating with employers, and adapting curricula to new labour market requirements. Dual education has strong development potential but requires support through regional infrastructure and incentives for all stakeholders. At the same time, the system faces resource constraints, including outdated infrastructure, unstable funding, limited marketing capacity, and insufficient regulatory flexibility.

Paths to Increasing Effectiveness

■ Cross-sectoral Harmonization of the Legal Framework

Align key legislative acts, including the Labor Code and the Laws “On Education,” “On Professional Development of Employees,” and “On Employment.” Efforts should focus on eliminating discrepancies between employer-led internal qualifications and state standards, while unifying key terminology related to vocational training.

■ Systematization of Subordinate Legislation

Develop a comprehensive Cabinet of Ministers resolution on adult learning and streamline narrow-sector regulations to reduce duplication. It is essential to clearly define the legal implications and recognition of various learning pathways (formal, non-formal, and informal).

■ Quality Control and Learning Outcomes Assessment

Establish a robust, long-term monitoring system to track training outcomes, including post-training employment rates, career advancement, and professional mobility.

■ **Modernization of Educational Content and Formats**

Develop micro-credentialing systems and modernize licensing procedures for training providers, with a specific focus on short-term, modular, and online programs.

■ **Investment in Human Capital and Public-Private Partnerships (PPP)**

Implement state-funded compensation mechanisms linked to verified learning outcomes. Support the expansion of corporate training programs and develop sustainable partnership models between VET institutions, employers, and other educational stakeholders.

■ **Strengthening Education–Business Synergies**

Institutionalize flexible collaboration programs and promote joint curriculum planning between educational institutions and the private sector. This includes expanding the role of Sectoral Qualification Councils and introducing financial incentives for businesses to participate in workforce training.

■ **Analytical Support for Labor Market Integration**

Enhance the capacity of institutions to forecast regional labor market needs. This should involve scaling dual and contract-based training models and institutionalizing collaboration with local communities and employers.

■ **Professional Development for Educators and Trainers**

Strengthen the managerial competencies of institutional leaders, expand enterprise-based internships for instructors, and promote active participation in professional communities.

■ **Enhanced Communication and Advocacy**

Launch public awareness campaigns to highlight vocational training and upskilling opportunities. Simultaneously, build the communication and branding capacity of educational institutions to improve the prestige of VET.

The modernization process must combine agile responses with a strategic overhaul — emphasizing flexibility, adaptability, interagency coordination, and lasting partnerships among the state, local authorities, educational institutions, employers and their associations, as well as civil society and international partners. Key priorities include aligning educational programs with regional labor market needs, actively involving the private sector in shaping training content, and implementing systemic development planning.

The system's effectiveness will ultimately depend on its ability to act swiftly, in a coordinated manner, and in alignment with the real challenges of the labor market and the overarching goals of Ukraine's economic recovery.

1. Legislative and Regulatory acts Governing the Workforce Upskilling and Retraining

Professional development is governed by a complex of legislative and regulatory acts of various sectoral affiliations, which form a multi-level regulatory model, specifically:

- The Labor Code of Ukraine

- The Laws of Ukraine "On Education," "On Vocational Education," "On Professional Development of Employees," and "On Employment of the Population"

- Secondary legislation

The acts establish a multi-level regulatory model within which the issues of developing individuals' professional competencies are simultaneously covered by educational, labor, and socio-economic legislation.

1.1. Key Legal and Regulatory Acts

The Law of Ukraine "On Professional Development of Employees"

defines vocational training as a core component of professional development, encompassing initial training, retraining, and upskilling. It outlines the scope of employer-led initiatives based on specific economic needs, with upskilling generally expected at least once every five years. Training may occur either internally within the enterprise or through contractual agreements with vocational or higher education institutions. Furthermore, the law grants employers the right to conduct employee certification to assess professional proficiency and confirm job suitability; however, these results are not universally recognized by other employers. The frequency of such certification is limited to no more than once every three years.

However, the law contains several outdated provisions and gaps that diminish its effectiveness under current labor market conditions (the most recent amendments date back to 2019). Its regulatory framework is largely general, delegating significant responsibility for organizing training to employers, which leads to inconsistent practices in upskilling and retraining across sectors. Furthermore, the legislation lacks detailed procedures regarding training frequency, standardized quality benchmarks, and robust certification mechanisms.

The main legislative act regulating the interaction between employers and employees in Ukraine is the Labor Code of Ukraine (in force as of January 1, 2026), originally adopted in 1971 (hereinafter referred to as the Labor Code). The Code contains several provisions that directly or indirectly governs issues of upskilling and retraining. Until recently, Article 201 of the Labor Code imposed an obligation on the employer to organize professional training; however, in August 2025, this provision was repealed. The focus has since shifted toward contractual regulation and new forms of engagement, such as the "student employment contract" introduced in the updated Article 21.

Despite numerous amendments, Chapter XIV, "Benefits for Employees Who Combine Work with Study," still reflects approaches that often align neither with current labor market demands and employer expectations, nor with European Union standards.

The Law of Ukraine "On Employment of the Population" (effective as of January 1, 2026)

defines vocational training as a core tool of active labor market policy. The law guarantees registered unemployed individuals the right to vocational training, retraining, and upskilling, including through the voucher-based training mechanism. It also provides financial incentives for employers, such as the reimbursement of costs related to wages and the retraining of IDPs, persons with disabilities, and combat veterans. Additionally, the law offers reimbursement of the Unified Social Contribution (USC) for the employment of individuals entitled to additional state guarantees, including single parents, orphans, youth from the age of 15, and persons nearing retirement (within 10 years). Employers may also request that the SES provide workforce training tailored to specific technological needs, financed by the Compulsory State Social Insurance Fund for Unemployment.

However, the vocational training system within the employment sector remains insufficiently integrated with the National Qualifications System. Training effectiveness is primarily measured by immediate employment outcomes rather than the validation and certification of acquired competencies, which limits the portability of results outside of SES-led programs. Moreover, current legislative regulation focuses predominantly on the unemployed rather than all labor market participants, which constrains the development of a comprehensive lifelong learning (LLL) ecosystem.

The Law of Ukraine "On Education" (effective as of January 1, 2026)

establishes the foundation for LLL and adult education. It defines core concepts such as qualification, the NQF, professional standards, and the National Qualifications System. This provides a methodological basis for aligning education with labor market needs, shifting vocational training and retraining from episodic interventions to a continuous process throughout an individual's working life.

Since 2017, the law has distinguished between educational and professional qualifications — a differentiation essential for modern labor market dynamics. While an educational qualification certifies broader learning outcomes, a professional qualification confirms the specific ability to perform job functions. This distinction increases systemic flexibility, allowing individuals to obtain professional qualifications through short-term training or directly at the workplace without necessarily completing a full formal education cycle.

A key innovation is the recognition of learning outcomes acquired through non-formal (courses, training programs) and informal education (self-study, work experience). This enables adults with practical expertise but no formal credentials to validate their competencies rapidly. The assessment and awarding of full or partial professional qualifications, as well as the recognition of foreign credentials, are conducted by accredited qualification centers. Since the first centers began operating in 2022, over 100 have been established. This procedure facilitates the acquisition of partial qualifications, lowering barriers to employment and bridging the gap between actual skills and market demands.

However, the law remains largely framework-based, lacking clearly defined mechanisms for applying the recognition of non-formal and informal learning within formal labor relations. Certain provisions — particularly Article 18, which defines adult education as an integral part of lifelong learning — remain somewhat declarative. Without robust secondary legislation, the practical implementation of these tools to meet individual needs and economic demands remains constrained.

The Law of Ukraine "On Vocational Education" (effective as of March 1, 2026)

significantly expands opportunities for workforce upskilling and retraining by introducing individual learning pathways, modular programs, on-the-job training, and the independent assessment of learning outcomes through qualification centers. A key feature of the law is the integration of training directly into the production process, legalizing dual education via the student employment contract — a specific form of labor relations that enables individuals to combine work and study at the workplace.

The law affirms an individual's right to design a personal educational trajectory, including the selection of training providers and modes of acquiring professional qualifications. It also guarantees the right to a second professional qualification, retraining, or upskilling free of charge — typically no earlier than three years after the previous state-funded training — provided the individual has at least two years of social insurance contributions and that training slots are available. Notably, war veterans, IDPs, and individuals unable to work in their previous occupation due to health conditions are eligible for retraining earlier than this standard term. A critical innovation is the introduction of year-round enrollment, which significantly increases access to retraining for the adult population.

At the same time, the full implementation of these provisions requires alignment with labor and employment legislation. This is particularly relevant regarding the automatic recognition of professional qualifications acquired through qualification centers within wage systems, job classifications, and employment guarantees. The system of subordinate regulations governing upskilling and retraining remains extensive and hierarchical, with the core consisting of acts issued by the Cabinet of Ministers of Ukraine and relevant central executive authorities.

Detailed information on these legislative and regulatory acts is provided in **Annex 1**.

1.2. Conclusions and Recommendations for Improving the Effectiveness of Regulatory and Legal Frameworks

Current legislation analysis shows that Ukraine has developed a multi-component regulatory base in vocational education and training. However, several key issues hinder its effectiveness:

- Fragmented legal regulation and the absence of a unified approach to recognizing the results of upskilling and retraining;
- Conflicts between labor, education, and employment legislation regarding the status, procedures, and legal consequences of awarding qualifications;
- Lack of unified quality standards and systems for monitoring the outcomes of vocational training.

These challenges underscore the need for a systemic review and harmonization of legislation to build a coherent and effective framework for developing the workforce professional competencies.

Recommended steps to address gaps and inconsistencies, and improve regulatory mechanisms for workforce upskilling and retraining include:

- 1 Cross-Sectoral Harmonization of Labor, Education, and Employment Legislation. This includes aligning the Labor Code and the Laws of Ukraine "On Education," "On Vocational Education," "On Professional Development of Employees," "On Employment of the Population," and others, to:**
 - Eliminate contradictions between employer-assigned “internal” qualifications and nationally recognized professional qualifications;
 - Establish a legal mandate requiring that professional qualifications certified by qualification centers be recognized in employment relations (e.g., for wage levels, job classifications, and career advancement);
 - Harmonize terminology across foundational laws — specifically terms such as “vocational training,” “retraining,” “upskilling,” and “reskilling.”
- 2 Eliminating Fragmentation in Subordinate Regulations and Updating Normative Acts This includes:**
 - Review and update outdated sector-specific procedures to reflect current labor market dynamics;
 - Develop a unified framework resolution by the Cabinet of Ministers on adult vocational education and lifelong learning;
 - Consolidate narrowly focused regulatory acts addressing similar subject matter to reduce legal fragmentation and duplication;
 - Define the legal implications of formal, non-formal, and informal learning, establishing clear mechanisms for their recognition and application within employment and labor relations.

3 Improving Regulatory and Coordination Mechanisms, including:

- Mandate alignment of public employment service and voucher-based programs with professional standards and NQF levels;
 - Require learning outcomes from publicly funded programs to be verified through qualification centers;
 - Expand authority and practical role of the National Qualifications Agency in coordinating interactions among the education system, employers, and the SES.
-

4 Enhancing Quality Control and Learning Outcome Assessment

- Evaluate training outcomes not only by employment rates but also by the level of acquired competencies;
 - Establish systems for tracking the long-term effects of training — employment status, career mobility, *etc.*
-

5 Introducing Micro-Qualifications at the Legislative Level

- Provide legal recognition for short, targeted learning programs that meet specific labor market needs.
-

6 Modernizing Licensing and Accreditation Approaches for Training Providers

- Differentiate licensing requirements based on program type (short-term, modular, micro-qualification) and delivery format (offline, online, workplace-based).
-

7 Stimulating Investment in Training and Human Capital Development

- Link state compensation to confirmed learning outcomes;
 - Support corporate training initiatives;
 - Establish sustainable public-private partnership mechanisms for vocational training through long-term framework agreements with training providers, joint development of priority occupation lists, and active employer involvement in program design.
-

2. Development trends and key challenges in the workforce retraining and upskilling system

The process of workforce retraining and upskilling during wartime faces complex challenges across economic, social, and educational domains.

According to the SES, the number of employees in Ukraine's labor market stabilized at 10.3 million in 2025, amid growing employer demand. As of early 2026, there were 192,000 job vacancies, resulting in a ratio of 14 vacancies for every 10 job seekers. A positive trend is the increase in the number of hires — reaching 2.5 million — and a decrease in the number of dismissals — falling to 2.4 million — compared to 2024. Furthermore, with SES support, 394,000 people were employed in 2025, representing a 19% increase over 2024 figures.

The Employment System Faces a Range of Critical Challenges:

- SES¹ reports that mass migration has significantly reduced the labor supply. Nearly 5.9 million Ukrainian citizens are abroad — the majority being economically active women with children.

- Over 38% of enterprises face difficulties in hiring personnel. The top five barriers include: labor shortages (31% of enterprises), men's unwillingness to accept official employment (16%), candidates inflated expectations regarding working conditions and pay (14%), insufficient professional competence (9%), and lack of necessary qualifications (5%).

- Structural unemployment is worsening. There is a critical shortage of workers in many professions, particularly among skilled trades (seamstresses, electricians, locksmiths, welders, auto mechanics) and healthcare personnel (family doctors, therapists, pediatricians), while many job seekers lack the required skills and competencies.

- The conscription of men for military service has shifted the gender composition of unemployment. Before the war, women made up 55% of the unemployed; now their share has increased to 81%, complicating staffing for roles traditionally filled by men.

- According to the Institute of Educational Analytics, during 2023-2024, enterprises in the eastern and southern parts of Ukraine shut down or relocated to central and western regions. This resulted in a high concentration

¹ Key Labor Market Trends in 2025. State Employment Service of Ukraine. URL: <https://www.dcz.gov.ua/stat/stattrend> (accessed: January 31, 2026).

According to the Institute of Educational Analytics², during 2023-2024, enterprises in the eastern and southern parts of Ukraine shut down or relocated to central and western regions. This resulted in a high concentration of jobs in large cities (Kyiv, Kharkiv, Lviv, Odesa) and an acute shortage of labor in rural areas and small towns.

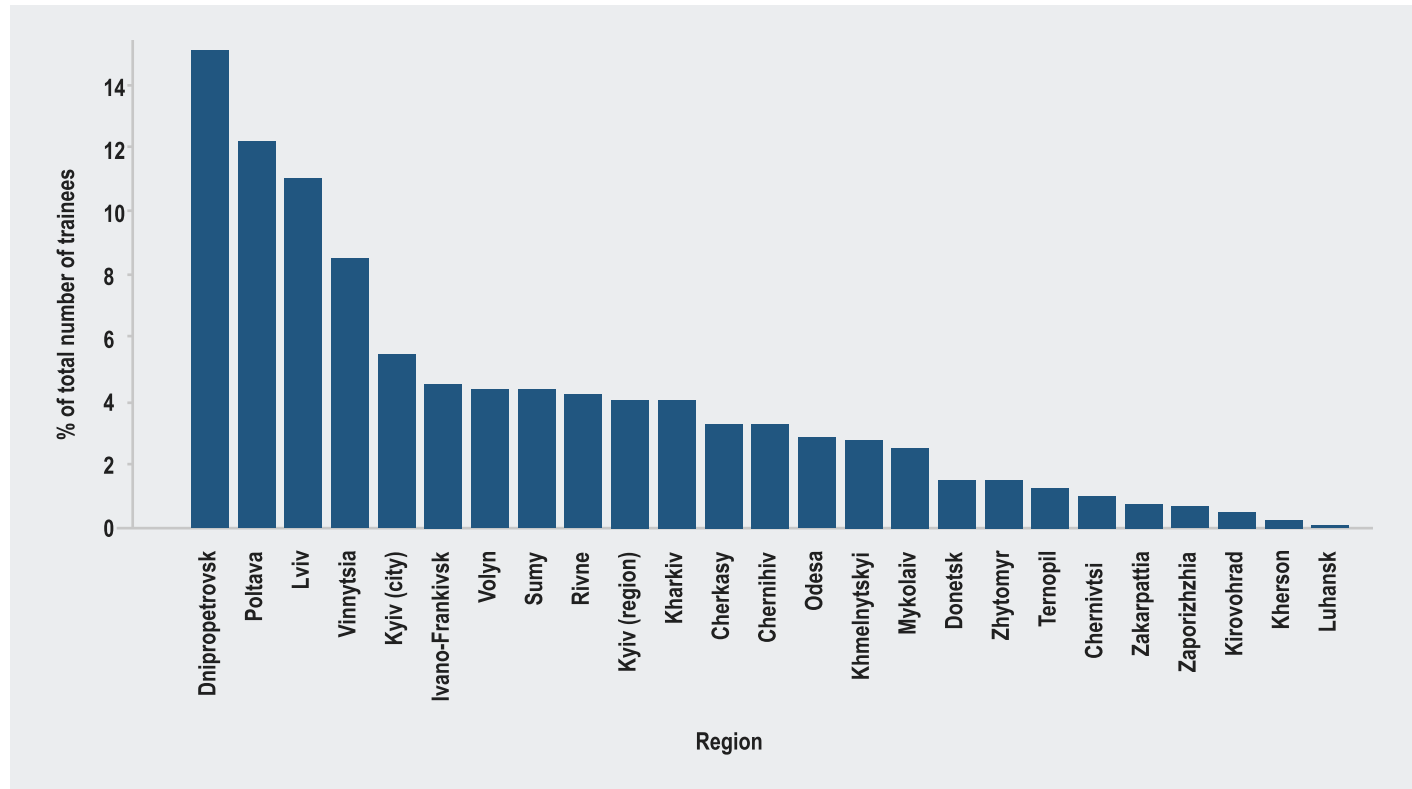
Business expectations have deteriorated. In December 2025, enterprises' business outlooks worsened across several sectors: in construction, expectations turned negative, while in industry they continued to decline due to intensified attacks on energy infrastructure and logistics facilities — though they remained significantly better than in 2024.

Widespread infrastructure damage and the risk of humanitarian crises complicate the implementation of long-term workforce engagement programs, hinder the integration of vulnerable groups, and slow economic recovery. According to the SES³, over 8% of enterprises suffered damage due to military aggression in 2025. The most affected regions include Dnipropetrovsk, Kharkiv, Zaporizhzhia, Donetsk, Sumy, Kyiv, Odesa, Mykolaiv, and Kherson oblasts.

2.1. Current Challenges in Workforce Training

Regional disparities in the number of individuals enrolled in educational programs, seeking, and finding employment are driven by a combination of demographic, economic, and institutional factors. These include the IDPs concentration in certain regions, differing labor market conditions, security-related issues, imbalances in educational infrastructure, and a mismatch between training programs and the specific needs of the displaced population.

Fig. 2.1. Distribution (%) of trainees who completed retraining and upskilling in 2023–2025⁴



² Labor and Educational Services Markets in Ukraine under Martial Law [Electronic resource] / ed. by S.V. Melnyk; SSI "Institute of Educational Analytics." Kyiv, 2024. URL: https://iea.gov.ua/wp-content/uploads/2025/08/monograph_melnyk-2024-full.pdf (accessed: January 31, 2026).

³ Employer Survey Results, 2025. State Employment Service of Ukraine. URL: <https://dcz.gov.ua/stat/statsurvey> (accessed: February 1, 2026).

⁴ Data from the Unified State Electronic Database on Education.

A key factor is the scale and geography of internal displacement. As of 2025, Ukraine has registered 4.62 million IDPs, of whom 3.78 million are working-age adults. The primary flow of displacement originates from the Kharkiv, Donetsk, and Zaporizhzhia regions toward Dnipropetrovsk, the Kyiv region, and the city of Kyiv. Consequently, host regions accumulate a significantly higher concentration of potential trainees, driving up the demand for localized learning opportunities.

There is a notable disparity in the capacity of educational infrastructure. While host regions face increased pressure on their systems, they also possess broader opportunities to expand training due to larger labor markets. In contrast, regions of origin suffer a dual loss: their workforce and the human capital of their educational institutions, which weakens their ability to deliver high-quality training

Furthermore, training programs in host regions are often tailored to traditional local economic needs and do not fully leverage the prior professional backgrounds and competencies of IDPs. This mismatch can limit participation or lead to an uneven distribution of trainees across various fields of study.

The regional labor market imbalance also plays a decisive role. In Kyiv, there are 20 job vacancies per seeker, whereas in the Donetsk and Kherson regions, the number of seekers exceeds available vacancies sixfold. In job-scarce regions, motivation to train decreases — especially if programs lack a clear path to employment. Conversely, in high-demand hubs (Kyiv, Lviv), training serves as a catalyst for rapid market integration, encouraging higher engagement.

Finally, access to training in frontline regions (Zaporizhzhia, Dnipropetrovsk, Donetsk, Kharkiv) is further constrained by a labor imbalance where layoffs significantly outpace new hires. These retraining processes are unfolding against a backdrop of profound structural transformations, where challenges stem not only from security threats but also from the complexities of the ongoing vocational education reform.



- According to the Institute of Educational Analytics⁵, as of January 2025, 12 VET institutions and 7 professional pre-higher education institutions in Ukraine have been destroyed, with a considerable number sustaining varying degrees of damage. Consequently, the shortage of modern material and technical resources has reached a critical level.

- Due to acute security risks, institutions have been forced to adapt their instructional methods. In the 2024–2025 academic year, 48% of VET institutions operated remotely or in a blended format, including 68 institutions functioning fully online and 191 in a mixed mode.

- The adoption of the Law of Ukraine "On Vocational Education" (2025) marks a pivotal shift. However, its implementation will necessitate the harmonization of existing legal acts, the updating of educational standards, and the modernization of funding, licensing, and accreditation procedures. Strengthening the institutional capacity of both governing bodies and educational providers is paramount, as existing legislative gaps could lead to regulatory conflicts requiring rapid inter-level responses.

- The VET network continues to contract amid ongoing reforms: while there were 670 institutions in January 2023, the number dropped to 653 by January 2025. Notably, 17% (112 institutions) were inactive due to reorganization, suspension, or liquidation. The primary objective of this reform is to align the institutional network with current socio-economic realities — reflecting demographic shifts, migration patterns, and labor market transformations.

While the transfer of institutions from state to municipal ownership began prior to the full-scale invasion, the lack of adequate state maintenance funding, combined with the fiscal constraints of local communities, poses a risk to regional educational capacity. Nevertheless, a municipally owned VET network provides a strategic foundation for regional workforce systems. This model enables local governments, employers, and the State Employment Service to align labor market needs with educational offerings and ensure a flexible response to both economic and security challenges.

⁵ Key Educational Statistical Data. Institute of Educational Analytics. URL: <https://iea.gov.ua/diyalnist/naukovo-analitichna-diyalnist/osnovni-cyfyry-osvity/> (accessed: January 31, 2026).

2.2. Educational Actors in the Field of Retraining and Upskilling

Training in skilled trades is provided by educational institutions and other actors licensed in VET. The system encompasses initial training (for individuals entering a profession), retraining (for those changing professions), and upskilling (to enhance existing skills). These services are delivered by a diverse range of providers operating under various organizational and legal forms, allowing for flexible learning formats and better alignment with evolving labor market needs.

According to the Unified State Electronic Database on Education, as of 2025, 1,722 entities of various ownership forms are licensed to provide VET services. The majority — over 65% are dedicated vocational education institutions. Other providers include professional pre-higher education institutions (12%), higher education institutions (4%), and other educational actors (18%).



Over 84% of services in this sector are provided by state and municipal institutions, while approximately 16% are offered by collective and private entities. As of 2025, the VET system remains state-dominated: approximately 88% of institutions are state-owned, and about 12% are municipally owned. However, the ongoing transfer of institutions to municipal ownership is expected to gradually increase the share of municipal providers and lead to the overall optimization of the educational network. In contrast, the professional pre-higher education sector displays a more balanced structure: 52% of institutions are municipally owned, while 48% remain under state ownership.

Table 2.1. Classification of Educational Actors by Organizational and Legal Form

Category	Institutions/ Entities	Key Characteristics
1. Educational Actors of State Ownership	Vocational schools, colleges, lyceums, higher education institutions, training centers (including SES Vocational Training Centers), educational and methodological centers, and professional development centers. Research institutes, Academies of Sciences, methodological centers, and similar entities.	Funded by the state budget. Deliver licensed educational and professional programs. SES Vocational Training Centers provide vocational training for the unemployed and certain categories of citizens. State scientific and research institutions offer specialized sectoral courses and seminars and provide a broad range of educational services.
2. Educational Actors of Municipal Ownership	Vocational schools, colleges, lyceums, higher education institutions, training centers, educational and methodological centers, and professional development centers.	Funded by local (municipal) budgets. Deliver licensed educational and professional programs. Typically, it is more responsive to regional labor market needs and priorities. Play a key role in the decentralized vocational education system, especially in aligning training with community-level economic development.
3. Private Educational Institutions and Individual Entrepreneurs	Vocational schools, colleges, lyceums, higher education institutions, training centers, training companies, educational coaches, consultants, and others.	Operate on a contractual basis (tuition-based or service agreements). Require a license for formal educational activities. May also offer non-licensed programs (e.g., short-term, modular, or informal training). Tend to be more flexible, market-driven, and innovative in program design and delivery.
4. Educational Actors of Private and Corporate Ownership	Enterprises and companies that provide training for their own employees.	Organize training and workforce development directly at the workplace, using in-house facilities. Operate corporate training systems tailored to company-specific needs. May implement both licensed and non-licensed programs, including on-the-job training, upskilling modules, and internal certification schemes. Focus on practical, performance-driven learning, aligned with business goals and operational processes.
5. Civil Society Sector	Non-profit, non-governmental organizations and international technical assistance projects.	Organize training programs for specific categories of citizens, such as vulnerable groups, youth, veterans, or IDPs. Respond to the needs of central and local authorities, communities, and educational institutions. Often focus on social inclusion, empowerment, and capacity building. Programs may include formal and non-formal education, soft skills development, entrepreneurship, and civic education.

The significant share of state and municipal sectors ensures fundamental accessibility to vocational education, while the presence of private and corporate educational actors highlights the system’s adaptive potential in responding to labor market shifts. The synergy between these sectors enhances the flexibility of vocational education in addressing both employer demands and state policy priorities. Furthermore, this multi-sectoral approach contributes to a more efficient allocation of resources and the leveraging of diverse capacities across various educational providers.

Table 2.2. Funding Educational Activities

Funding Source	What Is Funded
State Budget	National educational programs for upskilling in universities and academies; employment service programs (vouchers, vocational training for the unemployed); state procurement for training.
Local Budgets	Municipal vocational training and upskilling programs tailored to regional labor market needs.
Employer Funding	Corporate training; contracts with external training providers.
International Donors / Grant	Projects supporting vocational training, retraining of IDPs, and similar initiatives.
Self-Funding by Trainees	Tuition-based courses; partial co-financing within voucher or public support programs.

State and municipal educational institutions provide:

- Training of skilled workers and initial vocational education (delivered through Vocational Education and Training Institutions — VETIs);
- Adult retraining for vocational occupations, funded either through state procurement or within the framework of SES programs;
- Upskilling and internships offered via short-term courses or certificate programs.

These institutions operate under state licenses and may receive funding through state procurement, regional development programs, or targeted grants from state or local budgets.

State-Owned Educational Institutions

Many of these institutions fall under the authority of the Ministry of Education and Science of Ukraine. However, several are subordinate to other sectoral central executive bodies and state agencies, including: State Emergency Service of Ukraine, Ministry of Internal Affairs, Ministry of Defense, Ministry of Social Policy, Ministry of Infrastructure, Ministry of Economy, SES (specifically its Vocational Training Centers), Ministry of Energy, National Police of Ukraine, State Border Guard Service National Academy of Sciences of Ukraine, among others.

Municipally Owned Educational Institutions

These institutions fall under the authority of Regional State Administrations, as well as Regional and City Councils.

State Employment Service and Vocational Training

One of the key responsibilities of the SES is to organize training, retraining, and upskilling for the unemployed, considering both current and future labor market needs. SES is also tasked with the validation of outcomes from non-formal vocational learning.

Within its structure, SES operates vocational education centers — specialized institutions that provide:

- Training of skilled workers
- Retraining (requalification) for new professions, and
- Upskilling in both technical and industrial specialties.

The SES implements a national program to enhance the competitiveness of Ukrainian citizens in the labor market, which operates through a voucher-based training mechanism. These vouchers allow eligible individuals to receive free vocational training (specifically retraining or upskilling) at licensed educational institutions or directly from employers authorized to provide educational services.

The voucher system covers more than 155 professions and specialties. According to current regulations, vulnerable population groups are eligible to receive vouchers, including: IDPs, veterans and participants in combat operations, persons with disabilities, individuals over a certain age threshold (e.g., 45+), and other groups as defined by Cabinet of Ministers resolutions or employment service programs.

Private Institutions and Individual Entrepreneurs

Private institutions, organizations, enterprises, and individual entrepreneurs — such as professional development centers, training companies, and independent experts — are authorized to:

- Implement both paid and free programs, including seminars, specialized courses, online learning, and internships under contractual arrangements
- Partner with employers to provide tailored educational services and collaborate with employment centers to deliver voucher-based training, provided they hold a valid license for educational activity.

The governance of private educational actors is conducted by their founders, which may include private companies, associations, technical clubs, or other non-state entities.

Corporate Training

Employers, as key actors in the professional development system, may:

- Conduct in-house training for their employees through corporate courses, internships, and practical workplace training;
- Contract educational institutions for the vocational training and retraining of their staff;
- Function as independent providers, delivering upskilling programs themselves, provided they hold a valid license.

Such training is typically funded by the company's own resources, though it may be partially reimbursed through state employment programs or grants.

Non-Governmental Organizations

NGOs — including public associations, charitable foundations, and civil society institutions — may:

- Implement educational programs and conduct trainings, seminars, and other forms of non-formal education in accordance with their statutory objectives;
- Collaborate with international partners, employers, and educational institutions to carry out joint initiatives, provided they maintain the necessary licenses or permits as required by law.

The governance of NGO-sector educational actors is managed by their respective governing bodies in accordance with their organizational charters and legal forms.

2.3. Licensing and Accreditation of Educational and Professional Programs

To conduct educational activities — including upskilling and retraining — institutions and organizations must obtain a license from the Ministry of Education and Science of Ukraine (MoES) or another authorized regulatory body. The license confirms the legal status of the provider operating at specific educational levels and within designated specialties. Programs and institutions may also undergo accreditation, which verifies their compliance with national quality standards (state educational standards). Accreditation is crucial for ensuring that the outcomes of retraining and upskilling are formally recognized.

Holding a license in vocational education allows licensed providers to issue state-recognized credentials — such as diplomas or certificates of qualification or upskilling — upon successful completion of training. According to survey⁶, 59% of employers consider the presence of an officially recognized diploma as important when evaluating candidates.

For detailed information on licensed educational institutions by region, see **Annex 2**.

Table 2.3. General Indicators of Educational Actors in Retraining and Upskilling, 2025⁷

Indicator	Value	Note
Training providers operating at the vocational education level	1,722 providers	84% are publicly or municipally owned. One-third of all providers are concentrated in Dnipropetrovsk, Poltava, Lviv, Odesa regions, and the city of Kyiv.
VET licenses covering retraining and upskilling programs ⁸	8,136 programs 713 occupational titles	51% of vocational programs are accredited
Total licensed capacity of retraining and upskilling programs	264,402 individuals	159,165 — total accredited capacity
Regional coverage	24 oblasts, city of Kyiv	Each oblast offers training in 13 to 283 occupations. The number of trainees per oblast ranges from 40 to 10,419

⁶ The Importance of State-Recognized Educational Credentials for Job Candidates. State Employment Service of Ukraine. URL: <https://dcz.gov.ua/stat/statsurvey> (accessed: January 31, 2026).

⁷ Data from the Unified State Electronic Database on Education.

⁸ See Annex 2: "VET Licenses by Region: Educational Providers, Programs, and Enrollees (2025)".

According to educational statistics⁹, the total number of vocational education learners during the 2024–2025 academic year reached 214,395 individuals. Based on data from the Unified State Electronic Database on Education, between January 1, 2023, and December 31, 2025, a total of 69,131 learners completed retraining or upskilling in vocational occupations and received a state-recognized credential (such as a retraining/upskilling certificate or diploma). Notably, women represented 25% of this cohort, with an average age of 47, compared to 41 for men.

Licensing decisions are issued by the Ministry of Education and Science of Ukraine following an evaluation of compliance with established licensing conditions. Currently, 4,160 educational and professional programs — accounting for 51% of all licensed programs — have been formally verified to meet the relevant standards and requirements.

Cases of non-completion of licensing or accreditation procedures may arise due to a range of factors or their combination, including:

- Low quality educational programs
- Outdated or insufficient material and technical resources that do not meet modern standards
- Inadequate qualifications or lack of practical experience among teaching staff in implementing new programs
- Limited financial resources to modernize and meet certification or accreditation requirements
- Lengthy and complex administrative procedures for document review

An additional factor is the misalignment between educational programs and current labor market needs, which complicates the validation of their practical relevance.

Improving the quality assessment of educational and professional programs — and ensuring their responsiveness to market demands — requires strengthening partnerships between the Ministry of Education and Science and employer representatives. This involves enhancing quality assurance mechanisms and adapting licensing procedures to facilitate the rapid retraining of the adult population. Such collaboration is essential to align educational standards with the need for agile responses to labor market restructuring, ensuring the relevance, flexibility, and overall impact of vocational programs.



⁹ Key Educational Statistical Data. Institute of Educational Analytics. URL: <https://iea.gov.ua/diyalnist/naukovo-analitichna-diyalnist/osnovni-chofyry-osvity/> (accessed: January 31, 2026).

Table 2.4. VET Licenses by Region: Educational Providers and Educational-Professional Programs, 2025¹⁰

Region/City	Number of training providers (TPs)	Number of VET licenses	Number of accredited programs	% of non-accredited programs	Total licensed capacity (persons)	Accredited licensed capacity (persons)
Dnipropetrovsk	158	1 159	553	52%	30,393	18,047
Poltava	125	632	347	45%	21,261	13,826
Lviv	120	488	269	45%	19,559	12,263
Kyiv City	111	359	78	78%	10,594	3,310
Kharkiv	89	418	200	52%	11,777	6,996
Vinnitsia	86	313	154	51%	10,778	6,815
Odesa	78	325	211	35%	10,015	6,935
Sumy	74	397	253	36%	17,032	12,666
Rivne	70	308	129	58%	7,781	3,711
Kyiv	70	302	179	41%	9,244	6,510
Ivano-Frankivsk	68	195	58	70%	8,135	2,685
Mykolaiv	65	307	199	35%	9,260	6,145
Khmelnyskyi	64	287	165	43%	9,135	6,275
Ternopil	63	174	82	53%	6,915	3,543
Kirovohrad	59	95	48	50%	3,550	2,480
Zhytomyr	56	254	97	62%	5,609	2,365
Zaporizhzhia	56	345	205	41%	10,926	7,860
Cherkasy	52	341	178	48%	12,145	5,430
Volyn	48	214	129	40%	7,230	5,109
Donetsk	48	430	197	54%	16,295	9,115
Chernihiv	46	159	53	67%	4,143	1,500

¹⁰Data from the Unified State Electronic Database on Education.

Chernivtsi	41	231	135	42%	11,010	7,990
Zakarpattia	33	123	49	60%	2,943	1,493
Kherson	23	137	70	49%	3,812	1,951
Luhansk	19	143	122	15%	4,860	4,145
Total	1,722	8,136	4,160	49%	264,402	159,165

The distribution of trainees by region reveals a pronounced concentration in several oblasts. The three leading regions — Dnipropetrovsk (15.07%, 10,419 trainees), Poltava (12.24%, 8,459 trainees), and Lviv (10.96%, 7,574 trainees) together account for nearly one-third of all individuals who completed retraining and upskilling programs. These regions also lead in the number of educational providers and licensed educational-professional programs.

This concentration reflects the pre-war configuration of the vocational education system and exacerbates the issue of geographic inequality in access to educational services. At the same time, these oblasts are emerging as strategic regional hubs for workforce training and upskilling — serving not only their local populations but also residents of regions where educational infrastructure is limited or lacks growth potential.

2.4. Main Areas of Vocational Training

An analysis of the key professions in which retraining and upskilling were conducted shows that 87.7% of trainees are concentrated within the top 20 occupational groups. Moreover, 57.7% of all learners are enrolled in programs for just five of the most in-demand professional groups, which are offered across nearly all regions of Ukraine:

- Tractor and agricultural machinery operators (by specialization, license category, and qualification level)
- Professions related to security and civil protection
- Machine operators and mechanized equipment drivers (by specialization, license category, and qualification level)
- Firefighters and rescue personnel
- Cooks

These professions reflect the current context of war and post-war recovery, addressing urgent national needs in defense, resilience, and the protection of civilian life and infrastructure.

Table 2.5. Top 20 Professions for Retraining and Upskilling (01.01.2023 – 31.12.2025)¹¹

№	Code	Profession titles	Number of learners	Number of regions	% of learners
1	8331	Tractor-Machine Operator in Agricultural Production (by categories). Tractor Operator (by categories and skill grades)	15,556	22	22.5%
2	5169	Squad Commander of the Civil Protection Emergency Rescue Service (by classes and skill grades) Personal Respiratory Protection and Compressor Equipment Maintenance Technician Operator of the Civil Protection Emergency Rescue Service Security Guard (by classes and skill grades) Rescuer (by classes) Demining Specialist (Sapper) (by classes and levels)	9,607	20	13.9%
3	8333	Lift Operator (by skill grades) Aerial Work Platform and Hydraulic Lift Operator (by skill grades) Fire Truck Ladder (Elevating Platform) Operator (by classes) Crane Operator (by classes and skill grades) Crane Operator in Metallurgical Production Pump Unit Operator of Fire and Rescue Vehicles (by classes) Scraper Winch Operator (by skill grades) Mechanized Stevedore of a Combined Team for Loading and Unloading Operations (by classes)	5,213	23	7.5%
4	5161	Firefighter-Rescuer (by classes)	5,071	23	7.3%
5	5122	Cook (by classes and skill grades) Child Nutrition Cook Ship Cook (by classes and skill grades) Head Chef	4,415	22	6.4%
6	5132	Junior Nurse (Junior Male Nurse) for Patient Care Emergency Medical Technician	4,015	13	5.8%

7	8322	Driver (by classes and skill grades)	2,524	19	3.7%
8	8162	Furnace Stoker for Industrial Furnaces (by skill grades) Boiler Room Operator (Stoker) (by skill grades) Boiler Operator (by groups) Boiler Plant Operator (by skill grades) Thermal Station Operator	2,078	10	3%
9	7212	Gas Cutter (by skill grades) Electric Gas Welder (by skill grades) Ship Electric Gas Welder (by skill grades) Electric Welder on Automatic and Semi-Automatic Machines (by skill grades) Manual Arc Welder (by skill grades)	1,829	21	2.7%
10	5220	Grocery Store Salesperson (by skill grades) Non-Food Products Salesperson (by skill grades)	1,621	9	2.3%
11	7241	Battery Technician (by skill grades) Ship Electrician (by classes) Electromechanics (by skill grades) Electromechanics for Repair and Maintenance of Computing Devices (by skill grades) Electrician for Repair and Maintenance of Electrical Equipment (by skill grades) Power Network and Electrical Equipment Installer (by skill grades)	1,483	21	2.2%
12	7412	Confectioner (by skill grades) Baker (by skill grades) Flour-Based Products Cook	1,138	18	1.6%
13	7231	Wheel Vehicle Repair Locksmith (by skill grades)	1,032	16	1.5%
14	5133	Social worker	1,002	5	1.5%
15	8334	Forklift Driver (by skill grades) Electric and Motor Cart Driver (by skill grades and categories)	901	10	1.3%

16	7233	Ventilation, Air Conditioning, Pneumatic Transport, and Aspiration System Installer (by skill grades) Railcar Inspector-Repairer (by skill grades) Repair Locksmith (by skill grades) Agricultural Machinery and Equipment Repair Locksmith (by skill grades) Gas Equipment Operation and Repair Locksmith (by skill grades) Road Construction Machinery and Tractor Repair Locksmith (by skill grades)	834	16	1.2%
17	4223	Radiotelephone Operator (by classes)	713	16	1%
18	7436	Seamstress (by skill grades)	589	10	0.9%
19	7433	Tailor (by skill grades)	546	17	0.8%
20	8332	Motor Grader Operator (by skill grades) Truck Crane Operator (by skill grades) Single-Bucket Excavator Operator (by skill grades) Non-Self-Propelled Floating Dredger Operator (by skill grades)	451	10	0.7%



¹¹ The analysis is based on the list of occupations rather than a direct comparison between training volumes and quantitative vacancy figures; therefore, the inclusion of a specific occupation in the list does not signify that the training provided is either sufficient or excessive

The comparative analysis of professions¹¹, in which vocational training, retraining, and upskilling were carried out in 2023–2025, based on data from the Unified State Electronic Database on Education, and the declared labor market needs of employers in 2026, according to the SES, generally indicates a relative balance between the supply of training and labor market demand. However, the results of this comparison should be interpreted with consideration of several key factors:

- Multiskilling and interchangeability of qualifications allow individuals to work in multiple occupations, and formal discrepancies in job titles do not necessarily indicate an actual imbalance.
- Regional alignment between training and demand does not guarantee that local labor market needs are truly being met. Internal migration, business relocations, population displacement due to war, and emigration significantly affect the actual distribution of human capital.

In most regions, there is a general alignment between training areas and current vacancies.

This applies especially to occupations such as driver, tractor and agricultural machinery operator, electric/gas welder (arc welder), electrician, repair technician, boiler operator (stoker), seamstress, cook, salesperson or cashier, and medical staff (nurses and nursing aides). In some regions, firefighters and rescue workers remain in demand. The vocational education system overall covers the core needs of major sectors such as transport, agriculture, energy, retail, and primary healthcare.

There are a number of occupations where market demand exceeds training supply, particularly in the construction and infrastructure sectors:

loaders, road construction workers, structural assemblers, rebar workers, concrete workers, and municipal maintenance staff. There is also a training deficit in paramedics, preschool educators, and CNC machine operators.



¹¹ The analysis is based on the list of occupations rather than a direct comparison between training volumes and quantitative vacancy figures; therefore, the inclusion of a specific occupation in the list does not signify that the training provided is either sufficient or excessive.

A distinct category consists of professions that are present in the training system but are not consistently reflected in employer demand, according to SES data.

These include rescue-related specializations (e.g., unit commanders and deminers), operators of fire and rescue equipment, and certain narrowly specialized machine operators. This structure of training is explained by the wartime context and a strategic focus on strengthening the security and emergency response sectors, rather than meeting civilian labor market demands.

The increased significance of professions related to security, emergency assistance, and disaster response is a direct result of wartime challenges and the growing need to protect both the population and critical infrastructure.

Across sectors — despite the dominance of agriculture — there is a notable number of trainees who have completed programs in security-related professions, including: security guards, rescue workers, demining specialists, nurses, emergency medical technicians, and social workers.

These roles are critically important in wartime conditions, serving the dual purpose of safeguarding lives and maintaining essential societal functions. Generalized data from the Unified State Electronic Database on Education indicate that the available educational and professional programs are focused on training personnel in key occupational groups defined by the "Classifier of Occupations": workers in servicing, operating, and monitoring technological equipment; assembly of equipment and machinery; workers in the field of trade and services; skilled workers with tools; technical personnel; and skilled workers in agriculture, forestry, and fisheries.

The training of workers encompasses a wide range of sectors, including agriculture, forestry, and fisheries; mining and quarrying; manufacturing; water supply, sewage, and waste management; construction; wholesale and retail trade; repair of motor vehicles; transportation and warehousing; education; healthcare and social assistance; administrative and support service activities; public administration and defense; and compulsory social security.

Overall, it can be concluded that the vocational education system meets the core labor market demand. However, imbalances persist in training for construction and infrastructure-related occupations, alongside a growing demand for applied skilled workers and junior medical personnel. There is also an evident need to strengthen training in modern technical fields, par-

ticularly in CNC technology and production operations. Strategically, this calls for flexible regional coordination of enrollment plans with SES labor market forecasts and employer needs — especially in the reconstruction, infrastructure, and manufacturing sectors, where demand for qualified personnel is expected to continue rising.

2.5. Role of the State Employment Service in Workforce Retraining and Upskilling

Vocational training, retraining, and upskilling are key instruments for addressing labor market imbalances. In 2025, with the support of the SES, 93,000 individuals participated in vocational training programs, including 55,000 unemployed people, an increase of 33% compared to 2024.

The SES operates 8 Vocational Education and Training Centers (VETCs)

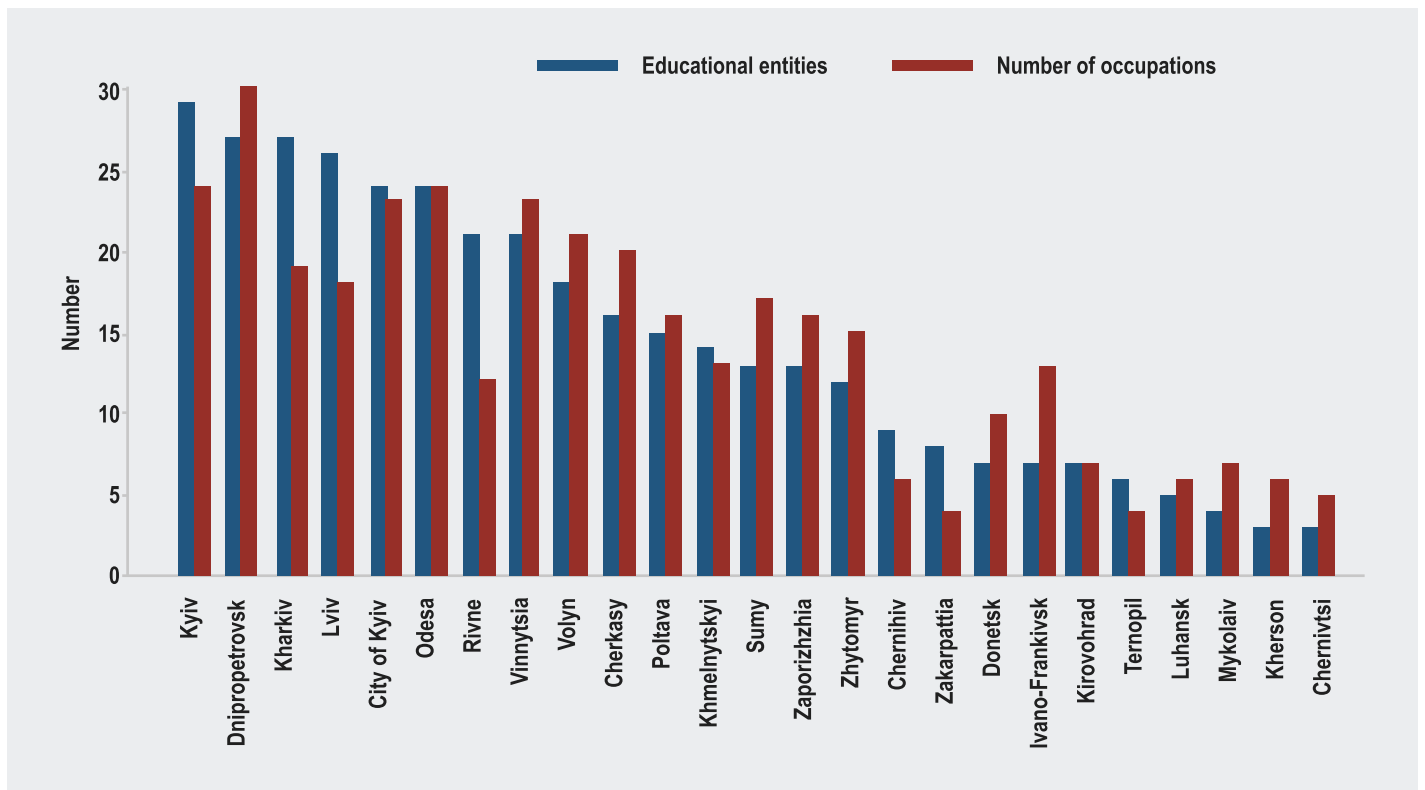
located in Dnipropetrovsk, Ivano-Frankivsk, Lviv, Odesa, Poltava, Rivne, Sumy, and Kharkiv. These centers offer opportunities to acquire a profession, obtain partial qualifications, or upgrade existing skills, with a focus on successful employment outcomes. They also provide training on launching one's own business. In 2025, training was provided in 95 vocational occupations and over 250 upskilling areas (ranging from entry-level programs to skill upgrades or targeted short-term courses, with training durations from 30 to 300 hours).

Educational programs are developed in collaboration with employers to ensure alignment with labor market demands. Instruction is delivered in full-time, individual, dual, and distance learning formats, with financial support available for registered unemployed individuals. Upon completing training, learners receive a state-recognized qualification or skill upgrade certificate. Individuals who already possess practical skills — especially those gained through informal learning — but lack formal recognition, can have their qualifications certified at one of five SES VETC-based qualification centers (in Dnipropetrovsk, Odesa, Rivne, Sumy, and Kharkiv). After a successful assessment, a state-recognized document confirming the relevant qualification is issued.

The State Employment Service also cooperates with educational entities of various forms of ownership, including vocational schools, colleges, lyceums, higher education institutions, and training centers for the initial training, retraining, and upskilling of personnel, as well as private and corporate institutions, sports-technical centers, and educational institutions run by public associations.



Fig. 2.2. SES Collaboration with Educational Entities in Retraining and Upskilling



Training is conducted in 156 professions and specialties at licensed educational institutions across various levels. The regional distribution of these entities indicates a high concentration of educational infrastructure in several regions: Kyiv, Dnipropetrovsk, Kharkiv, and Lviv Oblasts, as well as the city of Kyiv. Other oblasts with fewer institutions show a broad range of professions, suggesting significant potential for interregional cooperation. Overall, the data confirms the need for a regionally differentiated approach to planning the educational network and developing training programs, considering the actual conditions of regional labor markets.

Regarding training areas, there has been a slight decrease in the share of retraining programs (from 39% to 36%) despite stable demand. The share of upskilling programs declined from 34% to 26%, though this segment remains significant. At the same time, there is a growing interest in training for a different specialty (from 21% to 29%), which may indicate a strengthening trend toward career change. The increase in the share of specialization programs (from 4% to 7%) also reflects the growing complexity of educational demands, shifting from basic upskilling to more narrowly focused training and professional transformation.



Table 2.6. The number of individuals who received a training voucher, 2024–2025

	2024		2025	
	pers.	%	pers.	%
The total number of individuals who received a training voucher, including:	22,981		25,047	
Persons aged 45+	16,165	70%	17,118	68%
Individuals discharged from military service due to downsizing, reorganization, or health reasons	5		8	
Combatants (participants in hostilities)	694	3%	890	4%
IDPs	4,837	21%	5,430	22%
Individuals officially recognized as having been deprived of personal liberty because of the armed aggression against Ukraine	0		13	
Persons with disabilities	1,276	6%	1,578	6%
Individuals who, during martial law, sustained injuries, concussions, mutilations, or illnesses because of military aggression	4		10	
Distribution of the total number of individuals by type of training:				
Retraining	8,882	39%	9,011	36%
Professional development	7,779	34%	6,496	26%
Specialization	919	4%	1,756	7%
Training at the next educational and qualification level in the same profession (specialty)	492	2%	536	2%
Training in a different specialty	4,909	21%	7,248	29%
Number of vouchers for which payment was made	21,233	92%	24,519	98%

As a result of the voucher mechanism's implementation, there has been a positive trend in its utilization. In 2025, more than 25,000 individuals received training vouchers to pursue qualifications such as psychologist, nurse, and teacher, as well as occupations like driver, cook, social worker, tractor operator, confectioner, emergency medical technician, and electric gas welder. In 2025, the total number of voucher recipients increased by 9% compared to 2024.

The share of actually paid vouchers increased from 92% to 98%, which may indicate improved program administration and growing motivation among recipients to acquire new professional competencies. The average voucher value in 2024 was 15,360 UAH per person. In 2025, this figure rose to 18,662 UAH — an increase of approximately 21.5%, potentially reflecting the rising cost of educational services or higher training program fees. As of February 2026, the maximum voucher amount stands at 33,280 UAH. If the cost of training exceeds this amount, the employer or the trainee may cover the difference.

The largest category of voucher recipients continues to be individuals aged forty-five and older (68–70%), confirming the program's role in supporting the professional activity of the adult population. The share of IDPs remains consistently high at 21–22%, highlighting the importance of vouchers for their economic integration.

While the proportion of veterans remains small, it shows gradual growth — from 3% to 4%. The participation rate of people with disabilities remains stable at around 6%. In 2025, new recipient categories emerged, including individuals released from captivity and those wounded in the war, though their share remains minimal.

Overall, the voucher mechanism serves as a valuable tool for supporting the development of human capital, facilitating the professional adaptation of the population, and meeting labor market needs amid rapid economic transformations. Given the growing regional specificity of labor market development, the SES — due to its unique position — can enhance its role as a coordinator between educational institutions, employers, and communities. This would enable a flexible response to labor market demands and initiative-taking workforce development management at the regional level.

2.6. Recommendations for the Development of the Workforce Training System in Ukraine

The retraining and professional development system in Ukraine is institutionally established, operational, and maintains its capacity to provide vocational training for the workforce. The existing network of educational institutions and other service providers is sufficient in terms of both quantity and coverage.

At the same time, its development is influenced by objective constraints — demographic decline, migration, the consequences of military actions, and human, financial, and material-technical losses — as well as structural imbalances in the labour market. Under these conditions, the system is striving to adapt to new demands and is gradually shifting from an inertial model to an adaptive one, responding to wartime challenges, migration processes, labor shortages, and the reform of vocational education.

The key directions for the development of the system include:

- Flexibility in the formats of educational service delivery.
- Consideration of regional specificities of the vocational education system, labor market, and socio-demographic processes.
- Practical orientation of training programs.
- Cross-sectoral cooperation among educational actors, employers and their associations, the SES, communities, and regions.

Without overcoming institutional barriers — primarily in the areas of financing and management capacity — the system's potential will remain only partially realized, limiting its contribution to the recovery and development of the economy.

Demographic and migration factors

Mass migration abroad, conscription, and the uneven distribution of IDPs create the need for flexible retraining and upskilling programs involving a wide range of educational actors, including employers and NGOs. Specifically:

- Supporting educational providers of various ownership forms in the development and licensing of programs.
- Expanding opportunities for on-the-job training and internships, facilitating quicker integration and enhancing interaction between employees and employers.
- Improving the labor market monitoring and forecasting system, including the analysis of specific occupational demand and communicating results to stakeholders (educational institutions, employers, NGOs, *etc.*).

Under these circumstances, vocational training will increasingly serve not only as a means of upskilling but also as a tool for social adaptation and reintegration. This requires the integration of educational and social components into unified support programs, particularly regarding:

- The development of reintegration pathways that include competency profiling, individualized educational trajectories, and comprehensive employment support.

The formation of regional networks of vocational education institutions

Through consolidation and transfer from state to municipal ownership presents a dual dynamic: while it may temporarily limit access, it creates opportunities to align the network with demographic trends and labor market realities. Significant regional disparities necessitate territorially differentiated solutions:

- Pooling resources and optimizing specializations to enhance the efficient use of existing capacity.
- Supporting local self-government bodies in labor market analysis, forecasting, and the development of vocational education networks.
- Developing regional ecosystems for workforce training and industrial clusters.
- Strengthening the role of the SES in coordinating the retraining and upskilling system.

Educational and Professional Programs

The current programs are quantitatively sufficient in terms of licensed capacity. However, they require:

- Systematic auditing, as many programs may contain outdated content or lack modern equipment.
- Program renewal, including partial qualification programs focused on the rapid acquisition of applied competencies.
- Support for private and corporate providers to grow corporate educational capacity jointly with traditional institutions.

Gender and Social Changes

The growing professional activity of women, the increasing average age of learners (especially among women), and the rising number of vulnerable groups require:

- Adaptation of programs and the creation of inclusive conditions, such as flexible schedules.
- Emphasis on practicality and the ability to combine learning with family and work responsibilities.
- Effective informational support and counselling (especially for women and individuals aged 45+).

The need for adult retraining is evolving alongside the demand for specialists during martial law:

- Technologization will increase the demand for specialists capable of combining multiple functional roles to ensure maximum efficiency in the use of human capital.
- Conditions for veterans must be created to apply competencies acquired during military service, integrating them with new civilian skills

The SES integrates key elements of the workforce development ecosystem. The SES is well-positioned to strengthen its coordination functions, ensuring alignment among government, business, education, and civil society in building a modern, flexible, and resilient human capital development system.



3. Activities of Educational Institutions in Providing Vocational Training, Retraining, Upskilling, and Partial Qualifications

(Survey of Educational Institutions)

The survey aimed to collect detailed information on the activities of educational institutions that provide vocational training, retraining, upskilling, and partial qualifications in Ukraine. The questionnaire covered three key sections:

- 1 Basic information about the institution: location, ownership type, institution type, governance, and other general characteristics.
- 2 Training programs and activities: types of programs offered (including short-term), categories of learners (veterans, IDPs, individuals aged 45+, women, etc.), forms of training, sources of funding, collaboration with employers, development of new programs and training topics, instructor upskilling, and forms of professional development and self-education.
- 3 Barriers and recommendations: challenges in program implementation (staffing, financial, regulatory, etc.), level of cooperation with employers, respondents' views on positive changes in workforce training and necessary reforms.

Top 10 Regions by Number of Survey Participants:

Dnipropetrovsk — 71 institutions, Kyiv — 65, Lviv — 36, Odesa — 35, Rivne — 35, Sumy — 33, Poltava — 33, Khmelnytskyi — 28, Mykolaiv — 28, Ternopil — 27 institutions.

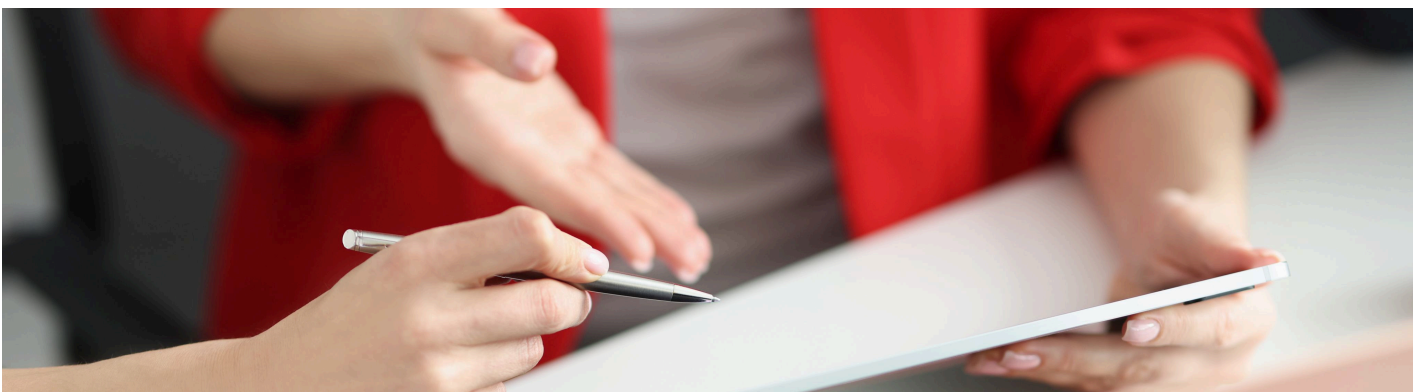


Fig. 3.1. Distribution of Educational Institutions by Region

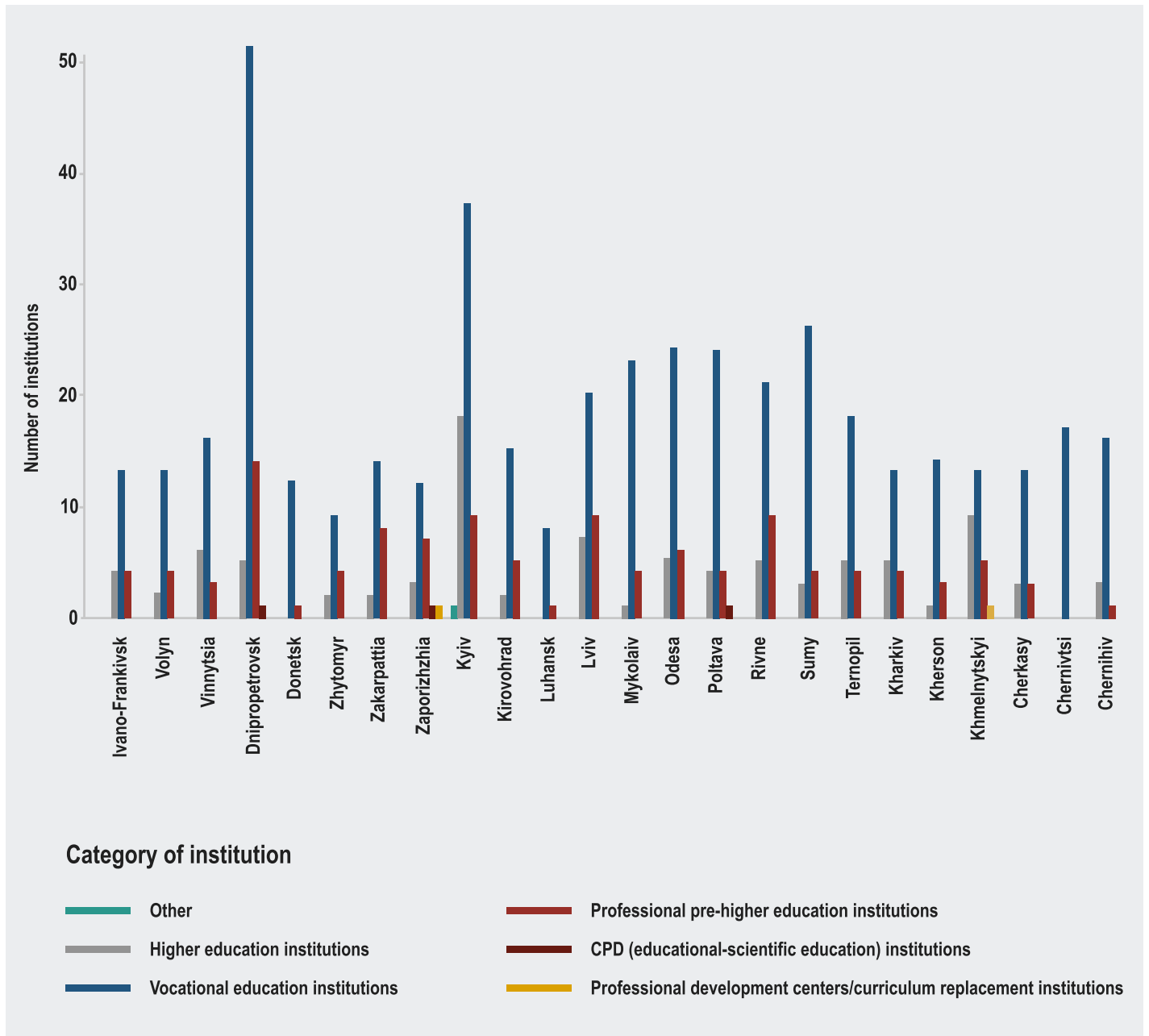
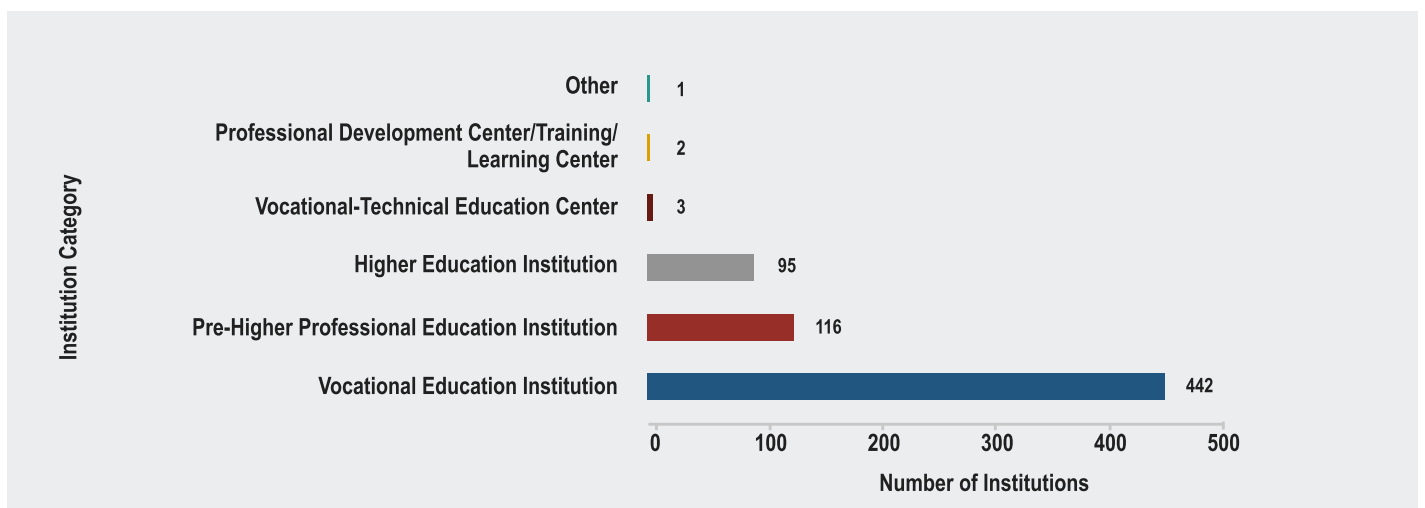
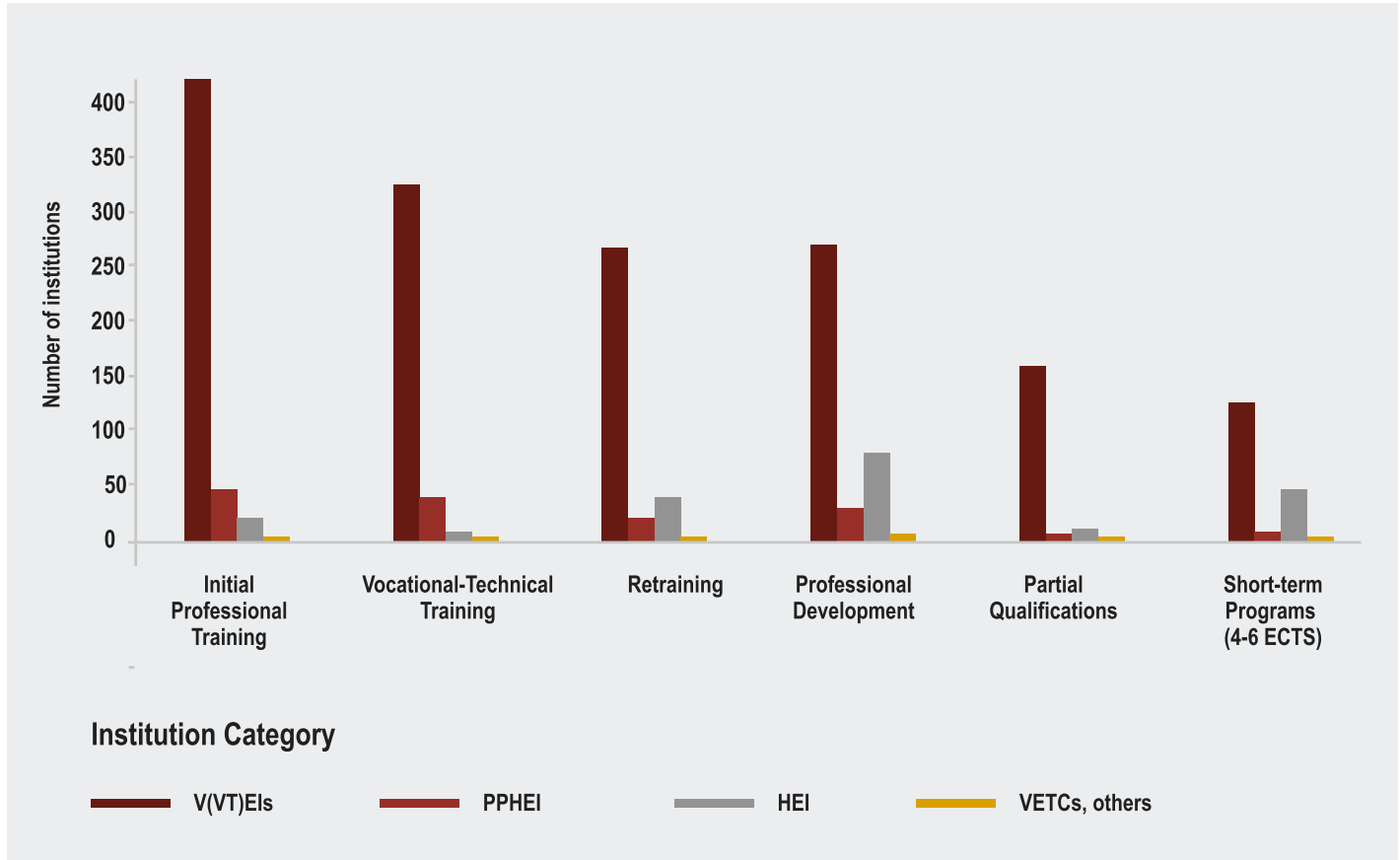


Fig. 3.2. Distribution of Educational Institutions by Category



Most vocational education institutions are multifunctional, offering not only initial vocational training but also combining it with other programs such as retraining, upskilling, short-term courses, and partial qualifications. Regarding short-term programs worth 4–6 ECTS credits (lasting 3–6 months), it is noteworthy that enrolment grew from 51,588 learners in the 2023/24 academic year to 60,262 in 2024/25 — an increase of over 16.8%.

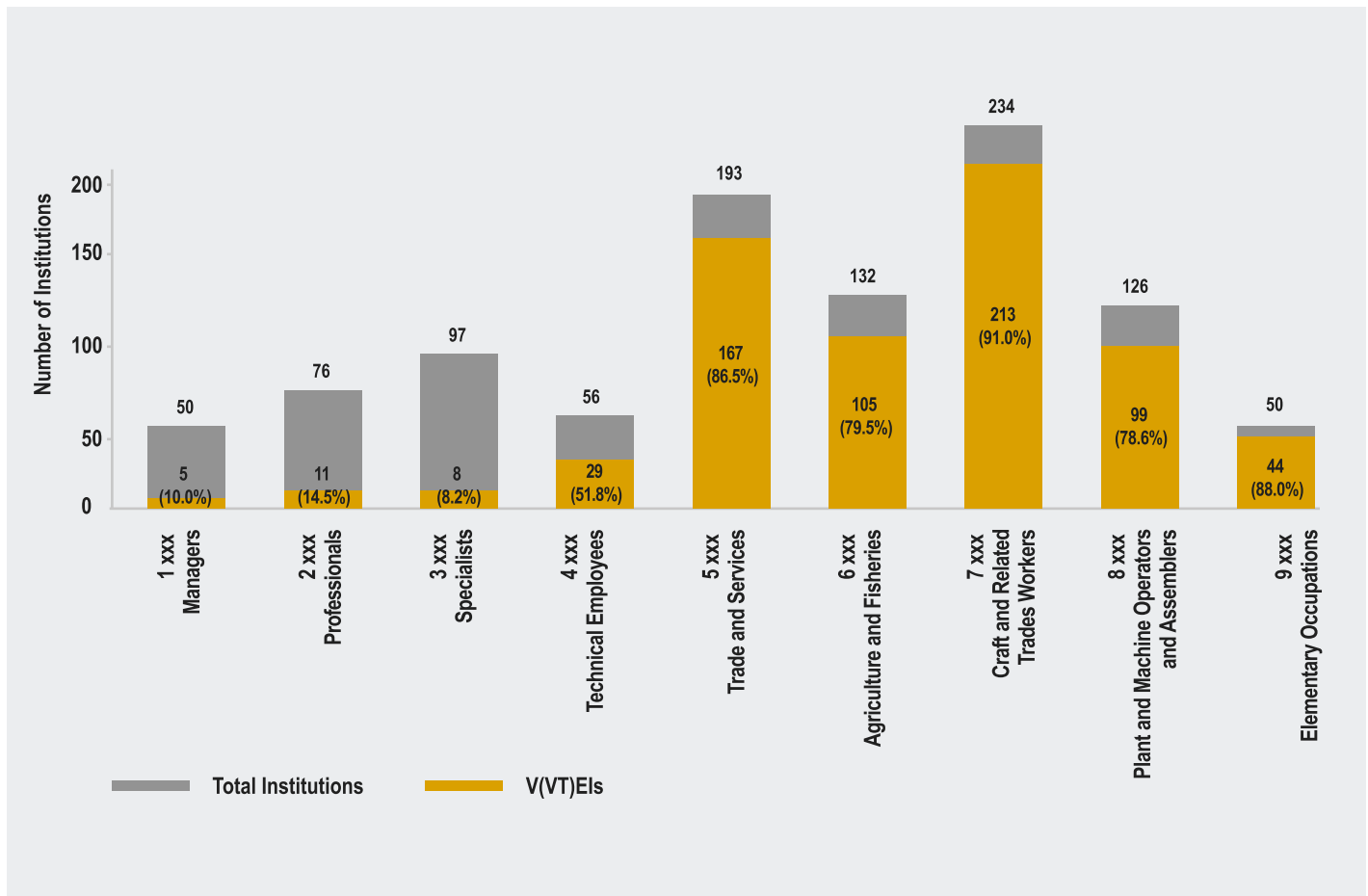
Fig. 3.3. Types of Educational Programs by Institution Categories



Dual Education Model Implementation. A total of 64 educational institutions are implementing dual education, accounting for approximately 10% of all survey respondents. Among them, the vast majority — 68.8% (44 institutions) — belong to the field of vocational (vocational-technical) education. Additionally, 10 higher education institutions, 6 professional pre-tertiary institutions, and 2 vocational education centers of the State Employment Service (SES VETCs) also practice dual training. Although dual education is gradually being introduced, its scale remains limited. However, the adoption of the Law "On Vocational Education" provides a robust legal framework for broader application. With stronger collaboration with employers, the development of regional educational and production infrastructure, and incentives for participants in the educational process, dual education has the potential to become a key instrument in aligning workforce training with actual labor market needs.

Regarding the distribution of educational institutions by professional training groups, it is important to highlight the pivotal role of vocational education institutions in preparing personnel for applied and manual trades. Most institutions providing training in these areas fall under the category of (V(VT)EIs). These institutions account for the bulk of training in key fields: skilled workers using tools — 91%, trade and services — 87%, and agriculture — 80%. This confirms the critical role of vocational education institutions in preparing a skilled labor force, as they deliver the main volume of specialist training in these essential sectors.

Fig. 3.4. Number of Institutions by Training (based on occupational code groups from the National Classifier of Occupations)

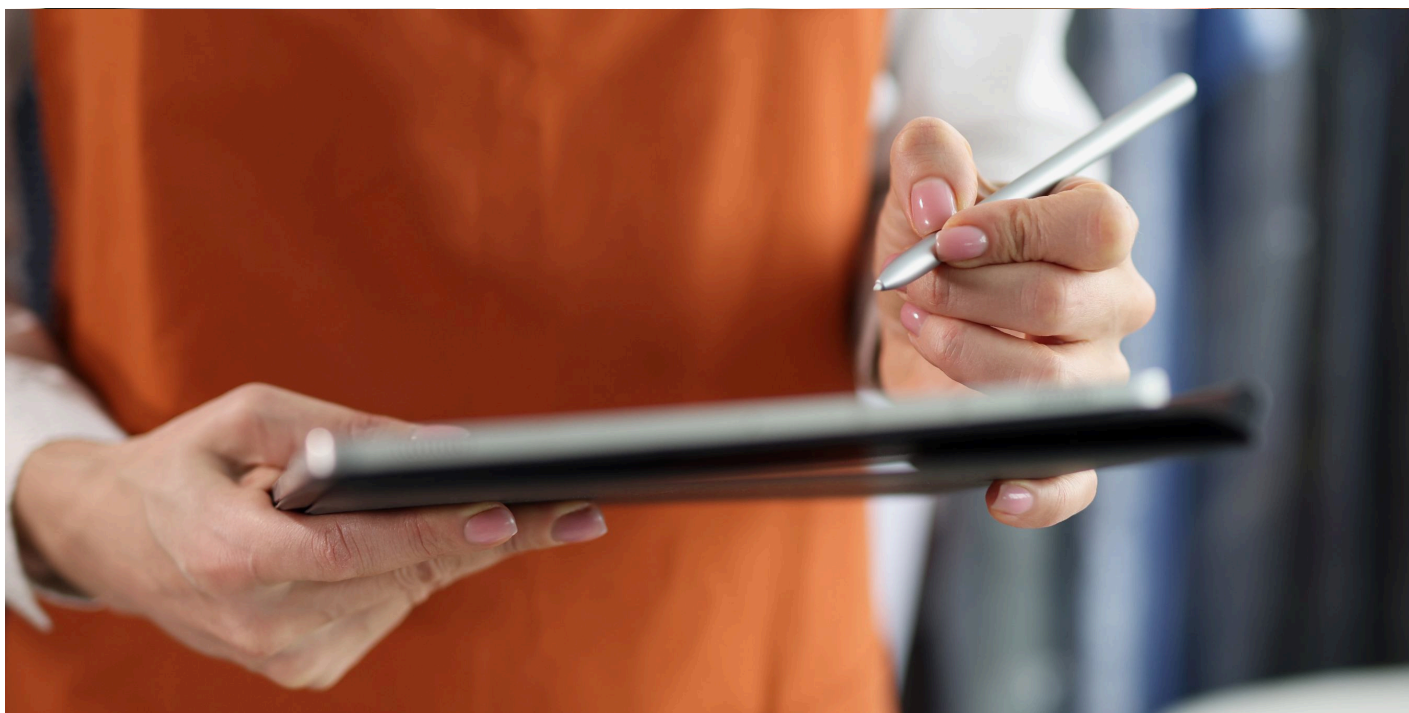


Over 59% of educational institutions reported having developed new programs for retraining, upskilling, or partial qualifications during the 2023–2024 and 2024–2025 academic years. Among vocational education institutions: 36% developed 1–2 programs, 17% developed 3–5 programs, and 8% developed 6 or more programs. Key drivers for new program development included: 42% of institutions cited their own assessment of labor market needs, while 31% pointed to requests from employers and industry associations.

This multifactorial approach reflects both the flexibility and managerial maturity of educational institutions, as well as the engagement of a broad range of stakeholders. To ensure lasting impact and scale up successful practices, it is essential to strengthen the capacity of key stakeholders in labor market analysis, strategic program planning, and the joint development of educational content.

Regarding the integration of soft skills, digital literacy, and entrepreneurial competencies, institutions demonstrate a moderate level of activity. Between 33% and 44% of all surveyed institutions reported implementing such components. Among vocational education institutions specifically: up to 40% offer training in soft skills (communication, adaptability, emotional intelligence), 31% include digital skills, and 11% focus on entrepreneurial competencies. To scale these practices, there is a need for stronger methodological support, national standards, and ongoing professional development for educators.

According to SES, the most in-demand skills in 2026 are expected to be: technical skills (32%), organizational skills (21%), communication skills (20%), and personal competencies (19%). In contrast, only 6% of employers identified digital skills as a priority, while 31% of educational institutions emphasize them. This discrepancy may reflect a proactive policy by institutions to raise baseline digital literacy or indicate a potential mismatch with current employer demand. Alternatively, it signals the evolution of digital skills from a competitive advantage to a standard professional requirement.



In terms of collaboration, 75% of surveyed institutions indicated that they create educational programs in cooperation with employers. A consultative approach is most common: 59% of all institutions and 88% of vocational education institutions interact with employers during program development, primarily basing curricula on business requests while retaining the leading role in shaping content. To enhance effectiveness, it is essential to improve institutional awareness of industry trends and labor market forecasts, ensuring programs are geared toward anticipated future skill requirements.

In response to the question, “In which areas do you collaborate with employers regarding retraining, upskilling, and partial qualifications?”, educational institutions indicated that the most common form of cooperation is the organization of internships and practical training at enterprises — reported by 80% of institutions. This reflects a high level of employer readiness to support professional skill development directly within production environments. Additionally, 71% of institutions noted employer participation in curriculum development, indicating a gradual shift toward a model of shared responsibility for the alignment of learning outcomes with labor market demands.

Moderately common forms of collaboration include:

- Knowledge and experience exchange between company experts and instructors — 45%
- Involvement of enterprise professionals in teaching — 23%

Moderately common forms of collaboration include:

- Contractual training of company employees at educational institutions — 28%
- Joint research and innovation projects — 16%

These lower figures may indicate insufficient institutionalization of partnerships or the presence of regulatory barriers that hinder advanced cooperation models. Overall, the findings point to a promising potential for transitioning from sporadic collaboration to systemic partnerships, especially in co-creating educational content.

Regarding the professional development of staff

56% of institutions reported that more than half of their personnel underwent upskilling during the 2023–2025 academic years. Among vocational education institutions:

- 50% stated that over half of their pedagogical staff participated in professional development.
- 31% reported that 25% to 50% of their staff completed such training

Among the areas in which teaching staff and instructors received training, the following stand out: digital skills (87%), teaching methodologies (79%), new technologies (64%), technical skills (58%), and psychosocial support (58%).

These results highlight an active adaptation to technological shifts. However, less emphasis is placed on human capital development areas such as management and soft skills. Strengthening the focus on these competencies is strategically essential for:

- Developing new staff support programs during wartime
- Post-war recovery and rapid labor market changes
- Rising expectations for workforce flexibility and adaptability

Investing in these dimensions will be key to building a resilient and future-ready vocational education system. An analysis of the specific trainings and programs identified as the most valuable — based on over 1,650 mentions — reveals a rich and diverse professional development landscape.

The most frequently mentioned areas include:

1 Digital Skills and Artificial Intelligence

- 165+ mentions

Digital literacy, cybersecurity, cyber hygiene

Use of AI in education, generative AI

Media literacy, digital learning environments, online content creation

Development of electronic courses and integration of digital platforms

2 Vocational and Technical Education & Practical Training

- 95+ mentions

Internships and dual education models

Sector-specific technologies (construction, welding, energy, agriculture)

Development of Training and Practical Centers (TPCs)

Curriculum design for vocational professions

Practice-oriented teaching



The most frequently mentioned areas include:

3 Pedagogical Excellence and Andragogy

- 85+ mentions

Modern teaching methodologies and blended learning
Competency-based education
Mentoring and coaching
Andragogical approaches and adult learning strategies
Development of critical thinking

4 Psychological Support and Mental Health

- 75+ mentions

Psychosocial support for educators and students
Stress management, resilience, trauma-informed approaches
Educational therapy, leadership psychology
Burnout prevention and emotional well-being

5 Inclusive Education and Social Integration

- 65+ mentions

Working with children with SEN
Inclusive communication and accessibility
Gender equality, support for adolescents, veterans, and vulnerable groups

6 Soft Skills Development

- 50+ mentions

Effective communication, emotional intelligence, and leadership
Time management, creativity, teamwork
Teacher's personal development and motivation

7 Safety and Security

- 40+ mentions

First aid in wartime, humanitarian law
Anti-bullying initiatives
Safe educational environments and digital security

8 Entrepreneurship, Financial Literacy, and Career Guidance

- 45+ mentions

Entrepreneurship training, microbusiness courses
Financial literacy workshops
Career guidance, mentoring, and job placement support

9 Educational Management and Leadership

- 40+ mentions

Educational leadership and quality assurance
Strategic planning and process organization within institutions

10 Innovation and Research in Education

- 35+ mentions (primarily from higher education institutions)

Participation in international research and education projects (e.g., ERASMUS, ESTDEV)
Development of green skills and sustainability education
Academic conferences and adoption of innovative pedagogical approaches

The thematic focus of professional development areas aligns closely with current trends in both the labor market and the education sector. Alongside technical knowledge, key emphasis is placed on adaptability, communication, digital literacy, and the ability to operate under uncertainty — skills that are increasingly vital in today's rapidly evolving environment. The continued development of the upskilling system must take these trends into account when designing training programs, ensuring that educators are equipped not only with subject-matter expertise but also with the resilience and agility needed to navigate change and prepare learners for the demands of the future workforce.

Among the formats used for the professional development of teachers and vocational training instructors, formal qualification upgrade courses offered by educational and postgraduate institutions are dominant — cited by 95% of educational institutions.

Almost equally widespread are online courses and webinars, mentioned by 93%.

Short-term seminars and trainings offered by various educational providers are also prevalent, reported by 87% of institutions.

Practice-oriented forms of professional development remain significant: 74% reported internships or practical training at production facilities or enterprises, and 73% noted participation in conferences and forums.

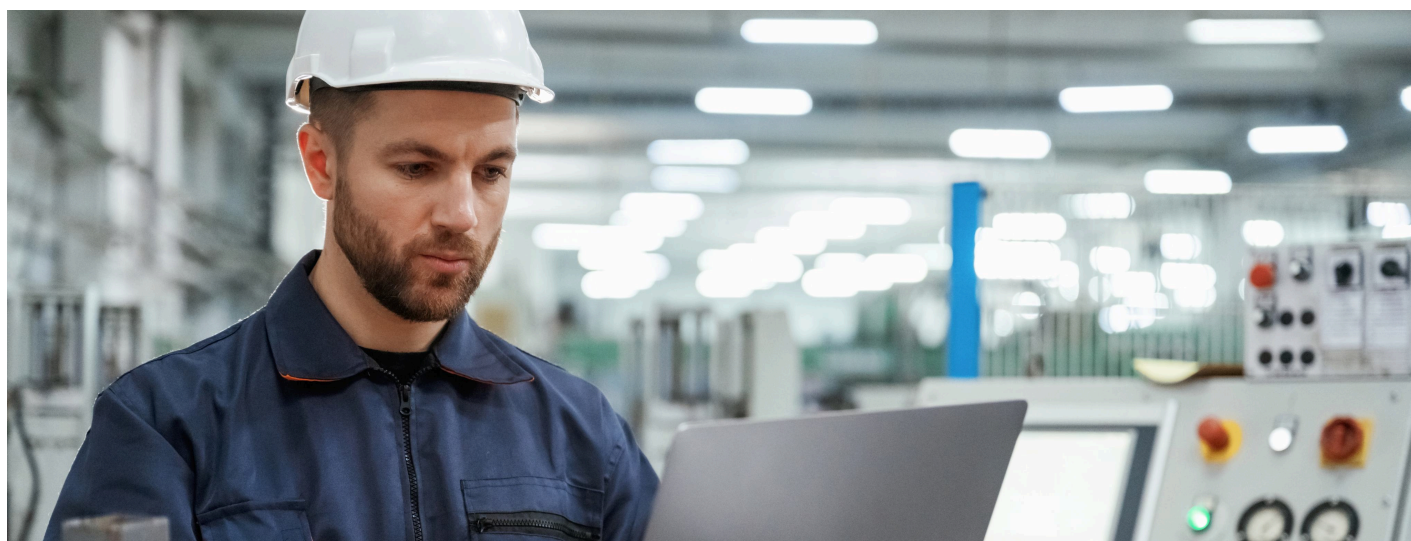
In contrast, only 30% of institutions indicated participation in training courses at state educational centers, the lowest figure among the main professional development formats. These results point to the formation of a blended model of professional development, which integrates formal education, online learning, and short, flexible upskilling formats. The high share of online and short-term programs indicates growing demand for fast, accessible, and adaptive learning opportunities.

To advance the professional development system further, it is advisable to focus on expanding practice-oriented training, strengthening partnerships with employers, developing flexible learning programs that combine formal and non-formal education pathways. Such an approach will better respond to the dynamic challenges of modern education and labor market transformation.

Regarding self-directed professional development among teachers and vocational training instructors

the results indicate a clear dominance of informal and practice-oriented formats. The most widespread form is peer-to-peer knowledge exchange and the presentation of individual teaching practices, reported by 93% of institutions. This underscores the strong role of horizontal learning and professional communities in fostering pedagogical excellence. Participation in workshops and seminars remains high at 89%, reflecting consistent demand for short-term, practically focused learning formats. Around 71% of institutions noted involvement in regular professional learning events, indicating the gradual development of a culture of continuous professional growth. The least common form is participation in professional associations, mentioned by only 38% of institutions. This suggests a relatively low level of educator engagement in formal professional networks and sectoral self-governance structures.

Overall, the findings highlight the growing importance of informal, community-based, and flexible learning opportunities, while also pointing to the need for stronger institutional support for engagement in professional associations and networks to further enrich continuous professional development.



It can be concluded that teaching staff demonstrate a strong readiness for self-education through flexible, practical, and rapidly accessible learning formats. This reflects a high level of adaptability and motivation to improve their professional competencies in response to evolving educational challenges. At the same time, there is untapped potential to strengthen the institutional dimension of professional development by expanding participation in professional associations. Such involvement could promote more systematic exchange of practices, enhance the influence of professional communities, and contribute to the strategic development of the education system through greater peer-led leadership and sectoral engagement.

An analysis of the involvement of vulnerable population groups in retraining, upskilling, and partial qualification programs

reveals significant activity by educational institutions in responding to the social challenges brought on by the war. The data show:

- 373 educational institutions reported enrolling individuals aged 45+, of which 68% are vocational education institutions and 7.5% are professional pre-tertiary institutions.

- 325 institutions confirmed participation of IDPs in their programs, with 68% being vocational institutions and 9% pre-tertiary.

- 199 institutions provide training for veterans and those discharged from military service, of which 58% are vocational institutions and 7.5% pre-tertiary.

- 192 institutions reported enrolling family members of military personnel, with 56% being vocational and 12% professional pre-tertiary institutions.

- 162 institutions declared the inclusion of persons with disabilities in their educational processes, of which 48% are vocational institutions and 9% professional pre-tertiary.

These figures reflect the growing role of vocational and professional pre-tertiary education institutions in supporting the professional reintegration of vulnerable populations and contributing to social recovery and cohesion. The Vocational Education and Training Centers of the SES also ensure the participation of representatives from all vulnerable groups. This highlights their dedication to addressing the needs of socially disadvantaged populations and their readiness to provide appropriate conditions and services while responding swiftly to labor market challenges.

32% of surveyed educational institutions — a total of 212 institutions — reported providing training for learners under the voucher program of the SES. This group includes 121 vocational education institutions, 18 professional pre-tertiary institutions, and 4 higher education institutions. In contrast, 399 institutions stated that they currently do not have voucher-supported learners, while 47 institutions reported having enrolled such learners in previous years but are not conducting voucher-based training in the 2024–2025 academic year.

Monitoring of employment outcomes for graduates of retraining, upskilling, and partial qualification programs

Monitoring is regularly conducted by 247 educational institutions, accounting for 37% of all respondents. An additional 208 institutions (35%) monitor employment occasionally or when possible, while 115 institutions (17%) do not track employment outcomes at all. By institution type:

- Regular monitoring is most practiced by vocational and professional pre-tertiary institutions — 38% of them conduct such tracking systematically.
 - 35% of higher education institutions also reported regular employment monitoring.
- Among the Vocational Training Centres of the SES that participated in the survey, only 1 in 3 institutions systematically monitors graduate employment, while another does so on an ad hoc basis.

In terms of methods used to collect employment data on program graduates, the most common practice is surveys and questionnaires, utilized by 74% of educational institutions. Additionally:

- 63% rely on information provided by teachers or mentors who maintain contact with alumni
- 56% receive direct feedback from employers

Notably, 20% of institutions reported using network-based approaches — maintaining connections with graduates through alumni clubs, communities, and informal communication

These network-based methods reflect the emergence of horizontal social ties that can effectively complement formal data collection channels if used systematically.

In response to the question “**What, in your opinion, have been the most important changes that have already taken place to improve the workforce training system in Ukraine?**”, educational institutions most frequently highlighted the following transformations (listed from most to least frequently mentioned):

- Adoption of the new Law of Ukraine “On Vocational Education” and the launch of a systemic vocational education reform

- Establishment of Training and Practical Centers, modernization of workshops, implementation of the “#100 Workshops” project, and overall upgrading of the material and technical base
- Strengthening the role of employers in the development of educational programs and professional standards, and the gradual shift from an observational model to one of partnership and shared responsibility for learning outcomes
- Scaling up dual education, combining theoretical instruction at institutions with hands-on training in enterprises
- Digitalization of the educational process and employment services, development of online learning, and introduction of digital platforms (e.g., Diia.Osvita)
- Expansion of adult retraining programs through SES mechanisms such as vouchers, short-term courses, and micro-qualifications
- Broader cooperation with international partners and donors (EU4Skills, Skills4Recovery, GIZ) and increased access to grant funding for system modernization
- Greater autonomy for vocational institutions in financial, managerial, and academic matters, alongside transformation of legal and organizational models
- Development of an inclusive educational environment and adaptation programs for veterans, IDPs, and persons with disabilities
- Implementation of a competency-based approach and modernization of educational standards

The changes outlined span a broad spectrum of key areas in the development of Ukraine’s workforce training system — from regulatory reforms and infrastructure modernization to curriculum renewal, digitalization, employer partnerships, adult learning expansion, and social inclusion. This indicates that educational stakeholders are not only observing real shifts but are actively engaging with and responding to ongoing transformations.

Among the key barriers and challenges faced by educational institutions in implementing retraining, upskilling, and partial qualification programs, respondents identified both resource-based and systemic obstacles.

The most significant constraints include:

- Outdated material and technical infrastructure
- Low or inconsistent demand from potential learners
- Unstable funding, which limits the institutions’ capacity to swiftly adapt programs to labor market needs

In addition, many challenges are tied to:

- Engaging vulnerable groups
- Ensuring graduate employment
- Navigating complex regulatory requirements

Overcoming these barriers requires comprehensive solutions, such as:

- Modernizing infrastructure
- Ensuring stable and predictable funding mechanisms
- Strengthening partnerships with businesses
- Enhancing the flexibility of educational programs to respond to labor market shifts

Equally important is reinforcing cross-sectoral cooperation between educational institutions, employers, employment services, and government authorities.

However, many institutions lack the capacity to implement such changes effectively due to:

- Limited financial and human resources
- Shortages of specialists in marketing, communication, and public outreach
- Restricted access to modern tools for promoting educational opportunities

Fig. 3.5. Key Barriers to the Implementation of Retraining and Upskilling Programs



In this context, expanded support for educational institutions is critical. This includes capacity building in program design and promotion, infrastructure development, and fostering institutional resilience to meet the evolving needs of learners and the labor market.

In response to the question “**What, in your opinion, are the most important changes that should be implemented in the future to improve the workforce training system in Ukraine?**”, educational institutions identified the following 10 proposals:

1. Dual Education (65+ mentions)

- Broad implementation of dual learning (theory at institution + practice at enterprise)
- Legislative reinforcement and scaling from pilot projects to a national standard

2. Business and Employer Engagement (55+ mentions)

- Active employer participation in curriculum development
- Establishment of sectoral qualification councils
- Tax incentives for enterprises
- Strengthening public-private partnerships

3. Infrastructure and Material Resources (50+ mentions)

- Critical need to modernize equipment
- Creation of modern Training and Practical Centers, skills hubs, and Centers of Vocational Excellence
- Reconstruction of destroyed educational institutions

4. Educator Compensation and Training (45+ mentions)

- Raising salaries of teachers and vocational instructors to market levels
- Facilitating industry-based internships for educators
- Involving industry professionals in teaching roles

5. Raising the Prestige of Skilled Trades (40+ mentions)

- Nationwide information campaigns
- Career guidance starting in school
- Improved social standards for workers
- Combating societal stereotypes around vocational education

6. Adult Education and Lifelong Learning (35+ mentions)

- Fast-track retraining for adults, especially veterans, IDPs, and 45+ individuals
- Expanding voucher programs
- Adapting training for post-war reconstruction needs

7. Program Flexibility and New Qualification Formats (30+ mentions)

- Implementation of micro-qualifications and modular short-term courses (2–6 months)
 - Recognition of non-formal and informal learning
 - Opportunities to "assemble" a profession through skill blocks
-

8. Legislation and Institutional Autonomy (25+ mentions)

- Full implementation of the Law on Vocational Education
 - Simplified licensing and accreditation
 - Granting institutions comprehensive financial, managerial, and academic autonomy
-

9. Digitalization and Emerging Technologies (20+ mentions)

- Integration of VR/AR simulators for practical training
 - Embedding digital competencies across all programs
 - Development of unified digital platforms to connect education and labor markets
-

10. Funding and Social Support (15+ mentions)

- Transition to a "money follows the student" model
- Grant programs and financial aid
- Fair stipends, transportation and meal compensation for adult learners

Thus, the further development of the workforce training system in Ukraine requires the institutionalization of partnerships between education and business through financial incentives for employers, regulatory support for joint training programs, and the expansion of dual and contractual training mechanisms. Systematically scaling these models will ensure sustainable collaboration, significantly enhancing the relevance of workforce preparation to the real needs of economic recovery and long-term development.



Key Findings and Recommendations Based on the Survey of Educational Institutions on Workforce Training, Retraining, and Upskilling in Ukraine

The Role of Vocational Education in Workforce Training Remains Central

An analysis of educational institutions by professional training groups reaffirms the pivotal role of vocational education institutions in preparing personnel for applied and skilled trades. These institutions serve as the backbone of workforce development in key sectors of the economy. Most vocational institutions operate as multifunctional centers, combining initial vocational training with retraining, upskilling, short-term courses, and partial qualifications. This integrated approach allows them to respond effectively to diverse learner needs and dynamic labor market demands. The adoption of the Law of Ukraine “On Vocational Education” provides a robust regulatory framework to support the further expansion of these capabilities. It also lays the foundation for the creation of a flexible lifelong learning system, where vocational education plays a leading role in ensuring professional adaptability, inclusion, and economic resilience.

The Education System Demonstrates Flexibility

A multifactorial approach to program development and a willingness to engage in diverse forms of cooperation with employers indicate strong foundations for building a more resilient and market-oriented workforce training system. This adaptability reflects the system's capacity to respond to evolving labor market needs, integrate various stakeholder perspectives, and support the development of relevant, future-focused skills.

Dual Education Has the Potential to Become a Systemic Tool

Dual education can become one of the key instruments for improving the alignment of workforce training with labor market needs, provided there is more active cooperation with employers, development of regional educational and production infrastructure, and incentives for participants in the educational process.

Professional Development of Educators Is Actively Transforming

A blended model of professional development is taking shape, combining formal education, online learning, short-term flexible formats, and horizontal and network-based self-education formats. The high share of online formats indicates strong demand for fast and accessible learning options. At the same time, areas related to human capital development — such as management and soft skills — remain less widespread.

Education Is Adapting to New Labor Market Demands and Social Challenges

The focus of training aligns with current labor market trends but requires continuous adjustment to meet evolving workforce needs. Alongside technical knowledge, the importance of adaptability, communication, digital literacy, and working under uncertainty is increasing. Educational institutions are actively engaging with vulnerable population groups. Vocational training centers, in general, show the inclusion of representatives from all social groups, indicating the system's strong potential for inclusivity.

Education System Participants Are Experiencing Real Change

The changes encompass regulatory frameworks, infrastructure, program content, digitalization, partnerships with employers, adult education, and inclusion. This indicates that participants in the educational process are closely monitoring these transformations and actively responding to them, creating strong potential for scaling up reforms.

Participants in the Education System Are Experiencing Real Change

The changes cover regulatory frameworks, infrastructure, program content, digitalization, employer partnerships, adult education, and inclusion. This demonstrates that education system participants are observing these transformations and actively responding to them, creating a strong foundation for scaling up reforms.

Main Barriers Are Both Resource-Based and Systemic

Key constraints include an outdated material and technical base, unstable funding, insufficient demand for training, difficulties in engaging vulnerable population groups, and regulatory limitations. Educational institutions often lack the necessary resources for marketing, communications, and effectively promoting learning opportunities.

Potential for Transition to Systemic Partnership with Employers.

Currently, cooperation is often episodic, but educational institutions show strong potential for transitioning to systematic collaboration particularly in areas such as practical training, joint program development, and labor market needs forecasting.

Key Recommendations:

The further development of the workforce training system requires the institutionalization of partnerships between education and business through financial incentives, regulatory support for joint training programs, and the scaling of dual and contractual training models. This will enable sustainable collaboration between education and the labor market and enhance the alignment of workforce preparation with the needs of economic recovery and development.

Development of the "Education–Labor Market" Ecosystem

Advisable:

- Strengthen analytical support for educational institutions regarding labor market trends
- Foster multi-vector cooperation, including joint program development with employers
- Scale up dual education as a strategic model of learning
- Expand opportunities for collaboration between educational institutions and employers, particularly at the institutional level (e.g., through the creation of sectoral qualification councils)

Development of Programs and Qualifications

Advisable:

- Expand micro-qualifications
- Develop modular short-term programs
- Recognize non-formal learning
- Design human capital development programs for both educational institutions and employers

Professional Development of Educators

Advisable:

- Develop educators' ability to nurture learners' potential and strengthen their management competencies
- Expand opportunities for teacher internships at enterprises to enhance practical relevance
- Encourage participation in professional associations to foster peer learning, advocacy, and sector-wide collaboration

Communications and Awareness-Raising

Advisable:

- Conduct information campaigns on retraining and upskilling opportunities
- Strengthen the marketing and communication capacity of educational institutions
- Develop unified information platforms to promote access to education and connect stakeholders

Infrastructure and Funding

Advisable:

- Modernize the material and technical base of educational institutions
- Ensure stable and predictable funding for workforce training programs
- Develop public-private partnerships to leverage resources and expertise
- Implement a learner-centered funding model (“money follows the student”)



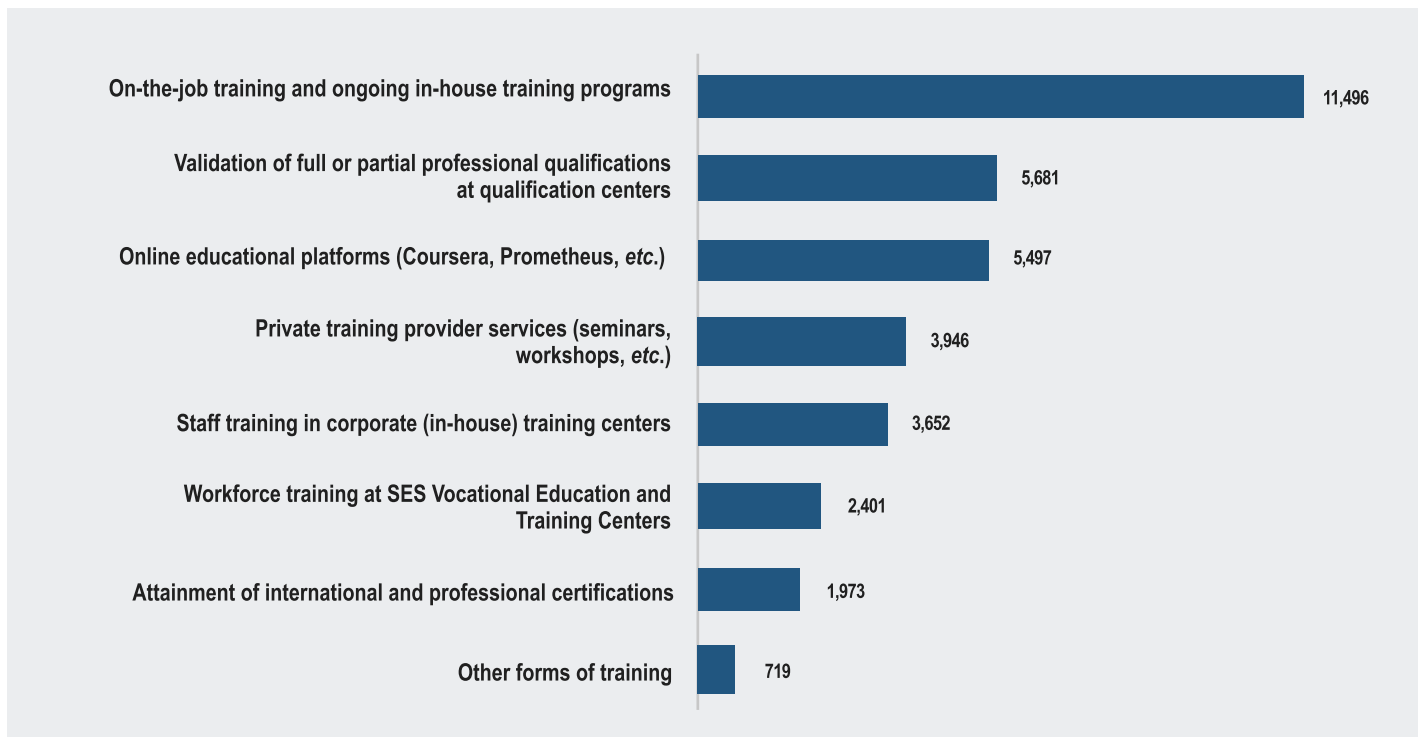
4. The role and position of employers in providing vocational training, retraining, upskilling, and partial qualifications

(Survey of Employers Representatives)

Despite the limited number of responses received (64 questionnaires, including 49 from business representatives) and the fact that the sample is small and not statistically representative, the data were analysed for analytical purposes. The results were used to identify preliminary trends, shape future research questions, refine hypotheses, and determine directions for more extensive and in-depth studies in the future.

Labor market research data¹² indicate that 33.7% of employers conducted personnel training in 2025. Among them, 18.9% organized training directly on the job (on-the-job training). Additionally, 9% of enterprises carried out the validation of full or partial professional qualifications for their employees. The use of online learning platforms was reported by 9% of employers. Furthermore, 6.5% of employers engaged private educational service providers, 6% conducted training through their own in-house corporate training centers, and 3.9% utilized the services of the SES Vocational Education and Training Centers.

Fig. 4.1. Forms of Personnel Training and Upskilling Conducted by Employers, 2025¹⁶



¹² <https://www.dcz.gov.ua/stat/statsurvey>

¹³ State Employment Service of Ukraine. Personnel Training in 2025: Labor Market Survey. Available at: <https://dcz.gov.ua/stat/statsurvey> (Accessed: January 31, 2026)

The data presented underscore the growing role of training as a primary instrument for business adaptation to workforce challenges. Employers' investments in establishing and developing in-house training centers demonstrate a commitment to ensuring personnel development independently, particularly in cases where formal education supply does not fully align with business needs. This also creates a foundation for expanding blended and modular training formats and strengthening partnerships between educational institutions and employers to jointly develop a skilled workforce.

Analysis of the responses indicates that systematic staff training is least common among individual entrepreneurs and small enterprises. In such organizations, employee learning is typically not organized centrally but occurs mainly through self-directed learning or informal knowledge transfer, without clearly defined procedures or dedicated personnel.

At the same time, medium and large enterprises demonstrate a significantly higher level of organization in employee training and professional development processes. They employ various institutional and organizational models of workforce development, including:

- Designated staff or teams responsible for training and development
- Formalized training structures (e.g., corporate universities or training centers within large corporations)
- On-the-job training coordinated by department managers
- Internal expertise and mentorship systems
- Engagement of external trainers and educational providers
- Internal training sessions and online learning formats

Enterprises that establish corporate training structures most often do so in response to labor shortages and the rapid pace of technological change. They are motivated by the need to tailor personnel training to specific production requirements, difficulties in finding high-quality external providers, unsatisfactory past experiences with such providers, and the desire to maintain quality control over training within the company. These enterprises seek to control not only skill development but also corporate culture, as well as quality and safety standards. Corporate training programs are typically implemented without formal licensing and primarily serve an operational function — ensuring the rapid development of job-specific skills directly in the workplace with minimal disruption to production.

Overall, a clear pattern emerges: the larger the enterprise, the more systematically organized the staff training process tends to be.

This includes the presence of dedicated structures, formalized procedures, and a wider range of competency development tools. The scale of the enterprise directly influences the degree of institutionalization of employee training. At the same time, this creates a risk of unequal access to organized professional development for employees of small enterprises.

Most enterprises estimate the minimum annual cost of retraining or upskilling a single employee at up to 20,000 UAH. The second most common cost range is between 20,000 and 50,000 UAH, while expenses exceeding 50,000 UAH are rare. This confirms the business sector's preference for short, practice-oriented training formats. The current value of the SES voucher (up to 33,280 UAH as of February 2026) generally covers the typical costs of short-term training for most enterprises. However, for more complex technical or highly specialized programs, it may only partially cover expenses, creating demand for co-financing models involving both employers and the State Employment Service.

For positions that are the most difficult to staff, employers identified several types of knowledge and skills that should be included in short-term retraining, upskilling, or partial qualification programs, combined with workplace-based training over 3–6 months. These include:

- A production-technical core of competencies, such as practical skills for working with equipment, tools, and machinery; basic technical knowledge required for job responsibilities; and an understanding of production or service processes
- Safety and standards, including occupational health and safety (OHS), regulatory compliance, quality standards, and basic quality control
- Digitalization as a work tool, encompassing the use of digital or automated systems and digital tools in daily production operations
- Social competencies, such as teamwork, communication, and organizational interaction

Enterprises primarily invest in training three key categories of personnel: engineering and technical staff, skilled workers, and management.

This investment structure is driven by the direct impact these groups have on production efficiency, product or service quality, workplace safety, and the overall management of operational activities.

Enterprises use a combination of formal, non-formal, and informal learning methods for staff development.

The dominant formats are short-term, practical trainings and learning that occurs without interrupting production, reflecting the business sector's focus on rapid competency renewal. The most common methods include seminars, workshops, on-the-job instruction, online courses, and formal upskilling programs. Conferences and self-directed education are utilized less frequently. This model is shaped by the need for quick skills updates, limited employee time, cost control, and the rapid pace of technological change. Simultaneously, the combination of formal and non-formal learning reflects a desire to balance practical training with officially recognized qualifications.

A clear priority among enterprises is the development of applied and production-oriented competencies.

Training is predominantly focused on technical skills and production processes, reflecting an emphasis on continuity, quality, and technological adaptation. OHS remains an area of consistently high attention. Management skills, digital competencies, and basic theoretical training are also well represented. However, innovation, soft skills, finance, sales, and marketing are addressed less systematically. Looking ahead, there is an expected growth in demand for integrated programs that combine technical, digital, managerial, and behavioural competencies. Furthermore, the expansion of inclusive training models aimed at increasing participation among IDPs, persons with disabilities, veterans, and workers aged 60+ will be critical for labor market transformation and post-war recovery.

Up to half of the surveyed enterprises provide training to no more than 25% of their staff, focusing primarily on critical production roles

Up to half of the surveyed enterprises provide training to no more than 25% of their staff, focusing primarily on critical production roles. A clear correlation is observed: as company size increases, so does the share of employees receive training. Expanding training to a larger portion of the workforce remains limited by financial constraints, time availability, and the organizational capacity of enterprises.

In most cases, enterprises report that employees generally do not refuse training, indicating an overall positive attitude toward skills development. Among the most common reasons for refusing training are reluctance to change familiar work routines, fear of new demands, lack of understanding of the practical benefits, and incompatibility between training schedules and working hours.

Other influential factors include personal circumstances (family responsibilities, health conditions) and age-related considerations for some employees. Increasing participation in training can be achieved through flexible schedules, clear demonstration of the practical value of training, managerial support, and the development of adapted formats for different age and social groups of workers.

Assessments of the effectiveness of worker training systems within enterprises

- indicate a predominantly positive or moderately positive perception, while the share of low-effectiveness evaluations remains minimal.

Assessments of the effectiveness of enterprise partnerships with vocational education institutions reveal a more reserved picture

- compared to internal employee training systems. A significant portion of responses marked “do not collaborate” indicates that partnerships with education remain non-systemic for many enterprises. Where collaboration does exist, the prevailing evaluation is “moderate effectiveness,” suggesting functional but not deeply integrated models of interaction. “High effectiveness” ratings are less frequent and are likely associated with long-term partnerships involving joint program development or dual education models. Overall, enterprises more often invest in internal training, viewing partnerships with education as a complementary tool rather than a core strategy.

Assessments of the effectiveness of partnerships between enterprises and institutions of professional pre-tertiary education

- show an even lower level of institutionalized collaboration compared to vocational education. A significant share of responses marked “do not collaborate” indicates that interaction with the professional pre-tertiary education sector is not yet a regular or strategic practice for many businesses. Among enterprises with some cooperation experience, the most common rating is “moderate effectiveness,” suggesting occasional joint activities — such as student internships or isolated educational programs — without systemic integration of training into production processes. Ratings of “high effectiveness” remain limited, reflecting the need for deeper and more strategic collaboration models.

Assessments of the effectiveness of partnerships between enterprises and higher education institutions

- reveal a polarized picture. A substantial portion of responses marked “do not collaborate” indicates that for many businesses, cooperation with universities is not yet a systemic practice. Among enterprises that do engage with higher education institutions, “moderate effectiveness” is the most common rating. At the same time, a notable share of responses rated “high effectiveness,” pointing to successful cases of strategic partnerships, particularly in the training of managerial and engineering personnel.

Assessments of the alignment between the content of educational programs and the actual needs of enterprises

- indicate a predominance of moderate alignment, suggesting partial coordination of workforce training with business demands, but lacking full synchronization with the labor market's dynamics. A notable share of “low” ratings points to a gap between educational content and real production needs. In contrast, “high” ratings are mostly found where dual education models, internships, or employer involvement in curriculum development are in place. A significant portion of “do not collaborate” responses demonstrates that many businesses lack systemic engagement with educational institutions. Overall, the results confirm a partial match between educational programs and business needs, while also highlighting strong potential for improvement.

Assessments of the flexibility of educational institutions in updating training programs

- show a predominance of moderate ratings, indicating the presence of some mechanisms for content renewal, though often lacking the speed needed to respond effectively to technological and labor market changes. The share of “low” ratings points to obstacles such as regulatory procedures, limited resources, insufficient institutional autonomy, and the difficulty of rapidly upgrading infrastructure and equipment. “High” ratings reflect the presence of agile program adaptation practices — typically in institutions with close collaboration with employers, short-term programs, micro-qualifications, or dual education models. A significant portion of “do not collaborate” responses confirms a limited level of systematic engagement between some enterprises and educational institutions, making it more difficult to objectively evaluate institutional flexibility.

Assessments of educational institutions' readiness to adapt training to specific production processes

- present a mixed picture. A large share of responses falls within the “moderate readiness” range, indicating the presence of basic adaptation mechanisms, though lacking full flexibility to meet the individualized needs of enterprises. The presence of “high” ratings confirms that some institutions maintain close collaboration with businesses, likely through dual education or on-site training models. Meanwhile, “low” ratings highlight persistent barriers to such cooperation. Notably, a high proportion of “do not collaborate” responses once again underscores that many enterprises lack systematic engagement with educational institutions.

When assessing graduates' readiness to work in real production environments, employers frequently rate it as low, highlighting a significant gap between educational preparation and the practical demands of the workplace. "Moderate" ratings suggest that while graduates possess basic knowledge and skills, they still require additional training and adaptation on-site. "High" readiness assessments are less common and likely

reflect cases where enterprises closely collaborate with educational institutions, implement practice-oriented approaches, or apply dual education models. Overall, the findings emphasize the need to strengthen the practical components of educational programs, expand on-the-job training, and deepen partnerships between education and business as essential conditions for improving graduates' real-world professional readiness.

Overall, enterprises exhibit a moderate level of actual collaboration with educational institutions alongside a relatively high potential willingness to engage.

The largest segment consists of businesses that are open to cooperation but currently not engaged, indicating a latent potential for expanding partnerships between business and education. The primary task is to transform this declarative openness into sustainable, practical partnerships. To achieve this, it is advisable to strengthen communication platforms, develop flexible formats of joint training programs, and create incentives for long-term partnerships between education providers and employers.

Employers are most interested in practical forms of cooperation such as industrial placements and internships.

They also value participation in curriculum development, master classes, the involvement of company specialists in teaching, and exchange of expert experience. Less frequently mentioned are contract-based training for employees, equipment provision, support for career guidance, and joint innovation projects; only a few companies are willing to provide scholarships. Overall, businesses prioritize cooperation that delivers immediate practical outcomes and helps develop necessary competencies during the learning process, supporting the growth of dual and partnership-based training models.

Enterprises primarily consider work-based learning when there is a direct alignment between training programs and production needs. Additional important factors include financial support or co-financing, the availability of internal resources (mentors, supervisors, practitioners), and external methodological support in program development. Some companies indicate that this format is currently not relevant to them, likely due to resource constraints or a lack of staffing needs. It can be inferred that businesses are more willing to engage in work-based learning models when systemic support mechanisms are in place and training is clearly tied to specific company tasks.

Key barriers to staff training are concentrated around resource-related, organizational, and systemic limitations.

Businesses most frequently report lack of funding, shortage of qualified trainers, difficulty combining training with production processes, and the risk of losing trained employees. Additional challenges include the rapid obsolescence of knowledge due to technological changes and insufficient collaboration with the education sector. A significant concern is the inclusion of vulnerable worker groups and the geographical accessibility of training, highlighting the need to expand inclusive and distance learning formats. Effective training scale-up is possible through a combination of financial incentives, strengthened education-business partnerships, trainer development support, and the creation of flexible, short-term programs that can be quickly adapted to technological shifts.

There is a demand for methodological support regarding the training of vulnerable population groups, but it is unevenly formed.

Some enterprises are already aware of the need to train veterans, internally displaced persons (IDPs), persons with disabilities, workers aged 45+, family members of military personnel, and women. At the same time, a significant share of responses indicates that some businesses have not yet analyzed the needs or do not have specific approaches to working with such groups. Methodological support is most often needed for veterans, IDPs, persons with disabilities, and workers aged 45+. In the near future, the demand for methodological support is likely to grow, especially in the context of the post-war recovery of the labor market. To support businesses, as well as educational institutions, ready-made methodologies, adapted training programs, and advisory support are needed.

In response to the question about the most important changes that have already taken place to improve the workforce training system in Ukraine, employers demonstrated a polarized perception of these changes.

Alongside positive assessments of the modernization of vocational education, a significant portion of respondents either do not perceive changes or lack sufficient information about them. Among the positive changes, respondents most frequently noted the development of dual education and the strengthening of the practical component of training, the adoption of updated legislation in the field of vocational education, the expansion of opportunities for adult retraining, the digitalization of education and increased accessibility of online platforms, the activation of the role of employment centers through vouchers, internships, and retraining tools, the strengthening of international donor support for educational and training programs, as well as the development of short-term programs and mechanisms for recognizing the outcomes of non-formal learning.

At the same time, a significant portion of responses indicates a lack of tangible changes at the enterprise level, a formal nature of some educational reforms, an escalating issue of workforce shortages and demographic pressure as a systemic challenge, as well as insufficient communication of changes and uneven implementation across economic sectors and regions. It is likely that the key challenge in the coming years will not be the launch of new reforms, but rather the implementation of those already initiated, increasing their practical visibility for businesses, and moving from isolated successful practices to scaling and creating a systemic workforce training model focused on the needs of the post-war economic recovery.

Most frequently, among the priority changes for the future, respondents name strengthening the client-oriented nature of education in relation to the needs of the economy and business, scaling up dual education and on-the-job training, expanding flexible short-term programs, micro-qualifications, and opportunities for continuous adult retraining. There is a significant demand for the modernization of material and technical infrastructure, digitalization of educational processes, updating the content of training to align with modern technologies and EU standards, as well as systemic forecasting of labor market needs. Particular emphasis is placed on the need for financial incentives for employers (tax benefits, reimbursement of training costs, grants for equip-

ment), development of education-business partnerships, expansion of career guidance, and promotion of vocational professions, especially among youth. The importance of accessible learning for adults, veterans, IDPs, and other population groups is also highlighted, along with the development of personalized educational trajectories, raising the prestige of the teaching profession, and overall increased investment in the workforce training system. At the same time, some responses stress the need for deeper systemic changes — shifting toward a “qualification over diploma” model and overcoming the formality of education, enhancing transparency, improving governance quality, and combating corrupt practices.

Overall, the survey results reveal a shared vision between businesses and educational institutions regarding the development of the workforce training system, its adaptation to real economic conditions, technological shifts, and demographic challenges.

Key demands remain the strengthening of the practical component of education, the development of dual and partnership-based models, flexible short-term programs and micro-qualifications, as well as closer integration of employers into the design of educational content. At the same time, businesses expect financial and organizational incentives for participating in workforce training, equipment modernization, and the advancement of lifelong learning. Alongside the positive progress, there is still a clear call for deeper systemic changes—enhancing the quality and applicability of education, overcoming the formalism of some reforms, expanding learning accessibility for various population groups, and building a transparent, forward-looking human capital development system capable of supporting recovery and the long-term competitiveness of the economy.



Annexes

Annex 1

Information on Legislative and Regulatory Acts in the Upskilling and Retraining

I. The Law of Ukraine "On Professional Development of Employees"

Provision	Content	Implementation Mechanisms	Advantages/Disadvantages
Professional Training of Employees	Professional training is a purposeful process of developing the knowledge, abilities, and skills of employees, ensuring increased productivity and the mastery of new activities, and includes initial training, reskilling, and upskilling.	It is carried out by the employer or educational institutions in the form of formal and non-formal learning.	It provides a broad interpretation, covering reskilling and upskilling, but does not define a detailed procedure for their implementation.
Formal Professional Training	It is defined that formal training is the acquisition of vocational competencies within educational institutions or directly through an employer in accordance with state educational standards, resulting in the issuance of an educational document.	It can take place both at the employer's premises and within professional educational institutions.	It provides a legal basis for employee training but does not disclose the procedure for the nationwide recognition of documents issued by an employer.
Non-formal Professional Training	It is defined as the acquisition of knowledge and skills without a regulated form or specific place of learning.	It is conducted independently by the individual or by the employer.	There are no clear criteria for the assessment.
State Policy in the Field of Professional Development	The goal is to increase the competitiveness of employees in accordance with societal needs, specifically through the provision of upskilling.	It is ensured by the principles of accessibility, continuity, and the employer's freedom to choose forms of learning.	The Law provides the general principles but does not detail the mechanisms for implementing these principles in practice.
Governing Bodies	State administration is carried out by the central executive authorities in the fields of social policy and education, while the direct management of training is conducted by employers.	Management includes the organization of training, certification, and the analysis of results.	A significant portion of responsibility is shifted to the employer, which creates inconsistency in practices across different enterprises.

Reskilling of Employees	As a part of professional training, it is included in the definition of the concept; however, it lacks a separate procedure or specific requirements for its organization.	It is implemented by the employer or through agreements with educational institutions.	In practice, reskilling remains a generalized term without distinct procedural regulatory framework.
Certification of Employees	Certification is a procedure for assessing the compliance of an employee's qualification with the job requirements and functional duties.	It is organized by the employer according to their specific needs.	The Law does not provide a detailed procedure for certification, which grants freedom to the employer but may lead to inconsistent practices.
Reporting and Monitoring	The Law provides for the analysis of certification results with the aim of improving the professional level of employees.	It is organized at the employer's level.	There is a lack of a unified, centralized monitoring system.

II. The Labor Code of Ukraine Regarding Workforce Upskilling and Reskilling

Provision	Content	Implementation Mechanisms	Advantages/Disadvantages
Article 4-1	Profession (Type of Occupation), Qualification, Unified Register of Qualifications — Occupational Classifier — these terms are defined; Qualification is a standardized set of competencies recognized by an authorized body; the Register of Qualifications is established.	It provides the legal concepts necessary for the purposes of upskilling and reskilling (defining what constitutes a qualification and a profession).	The article is closely linked to the field of training — it provides a provision that allows linking learning outcomes to national registers. However, it requires harmonization with other regulations regarding the recognition of non-formal learning outcomes within labor relations.
Article 4-2	Professional Standards — approved requirements for employee competencies that serve as the basis for the formation of professional qualifications.	It establishes a regulatory basis for evaluating learning outcomes and determining the qualification level of an employee.	It positively impacts the systematic approach to upskilling but does not contain independent mechanisms for alignment with the reskilling and development procedures of individual employers.
Article 5-1	Guarantees for ensuring the citizens' right to work (provision of real employment under a concluded labor contract) — contains general social guarantees for employees.	It indirectly stimulates upskilling through guarantees of employment and stability, without direct regulation of training procedures.	A provision of a general nature — it strengthens the social context but does not regulate the mechanisms of professional training or reskilling.

Article 29	Employer's duty prior to the commencement of work: to inform the employee about working conditions, job functions, rights/obligations, work schedule, etc.	It concerns information about the professional qualification an employee must possess to perform their job functions, and the conditions for its acquisition or improvement.	The provision does not contain training requirements but establishes an obligation to inform about conditions that may include the need for upskilling or reskilling to perform the work.
Article 202	Creation of conditions for combining work with study: the employer must create conditions for combining labor with on-the-job training.	It ensures the comfortable integration of work and training at the enterprise.	Practically important for the accessibility of training but does not provide guarantees regarding the national recognition of competencies.
Article 203	Encouragement of employees who combine work with study: successful training must be taken into account when increasing qualification categories or promoting employees.	It stimulates professional growth within the enterprise following the completion of training.	It serves as motivation, but there is no requirement regarding standards or procedures for such assessments.
Article 206	An employee who has successfully completed on-the-job training is assigned the appropriate qualification and provided with work corresponding to that qualification.	It links the training outcome to a specific enterprise.	There is a conflict with the norms regarding the national recognition of qualifications (for example, in the laws on education or professional development).
Article 207	Remuneration during upskilling/reskilling: the employee is paid a salary in the manner and amount as determined by legislation.	It provides a guarantee of income preservation during the training period.	It does not establish specific amounts — this issue remains at the level of labor remuneration legislation in general.
Article 213	Additional paid leave for employees pursuing vocational education (evening form): 35 calendar days for preparation and exams.	It provides a social guarantee that facilitates the combination of work with professional training.	The provision supports the learning process but is limited by the form of education; it does not cover the full spectrum of upskilling or reskilling.

III. The Law of Ukraine "On Employment of the Population"

Provision	Content	Implementation Mechanisms	Advantages/Disadvantages
Article 1	Defines the concept of professional training as the acquisition and improvement of knowledge, abilities, and skills to ensure competitiveness in the labor market.	It establishes a basic definition that encompasses both upskilling and reskilling.	It is only partially aligned with other laws; there is a lack of a direct link to the National Qualifications Framework and professional standards.
Article 8	Main directions of state policy in the field of employment, specifically the development of labor potential and professional mobility.	It recognizes training as an instrument of active employment policy.	A declarative provision that does not contain implementation mechanisms.
Article 9	Powers of the Cabinet of Ministers of Ukraine in the field of employment, specifically the approval of procedures and programs.	It provides the secondary (by-law) regulation for training, vouchers, and compensations.	Reliance on secondary legislation creates fragmentation in regulation.
Article 22	Rights of the unemployed, specifically the right to professional training, retraining, and upskilling.	It is a direct guarantee of access to reskilling and upskilling.	The issue of recognizing learning outcomes obtained outside the employment system remains unregulated.
Article 24-1	Professional training of the unemployed at the request of the employer with subsequent employment.	Targeted reskilling tailored to specific labor market needs.	The learning outcomes effectively depend on the specific employer.
Article 30	Professional training of registered unemployed persons (preparation, retraining, upskilling).	A key provision regarding the implementation of reskilling and upskilling through the employment service.	There is no clear mechanism for integration with the National Qualifications System.
Article 32	General provisions regarding the professional training of the unemployed and the employed population.	It expands the scope of training to include employed individuals.	It does not define unified quality standards for the training.
Article 34	Compensation to employers for costs incurred when employing specific categories of unemployed persons.	It incentivizes employers to invest in training and reskilling.	The financial incentive is not linked to the results of competency assessments.

Article 35	Compensation of the unified contribution to employers for the employment of specific categories of persons.	It indirectly supports the reskilling of vulnerable groups.	It does not regulate the content or the outcomes of the training.
Voucher-Based Training (Derived Provisions)	Provision of vouchers for training in specific professions and fields.	An instrument for the upskilling and reskilling of the adult population.	The lists of professions and fields are often not aligned with the needs of the National Qualifications System and professional standards.
Professional Guidance (Vocational Orientation)	Provision of services for assessing professional aptitudes and recommendations regarding training.	An auxiliary tool for selecting directions for upskilling.	It is of a recommendatory nature, with no mandatory implementation requirements.
Monitoring and Evaluation	Monitoring of employment following training.	It provides the opportunity to evaluate the effectiveness of reskilling.	Employment is what is evaluated, rather than the level of acquired qualifications.

IV. The Law of Ukraine "On Education"

Provision	Content	Implementation Mechanisms	Advantages/Disadvantages
Article 18 — Adult Education	Adult education as a component of lifelong learning, aimed at exercising the right of adults to learn, considering personal, social, and economic needs.	It formally recognizes adult learning, which includes upskilling and reskilling within the educational context.	The provision establishes the fundamental right of adults to education but does not detail the mechanisms for recognizing learning outcomes within the labor market.
Article 34 — Qualifications	Defines that a qualification is considered full provided that the complete list of competencies for the corresponding level of the National Qualifications Framework (NQF) is acquired.	Creates a link between training and qualifications, which is important for the upskilling system.	Indicates the criterion for qualification completeness but does not regulate the procedure for its awarding to adults outside of formal education; remains generalized.
Article 35 — National Qualifications Framework	The NQF is intended to systematize educational and professional qualifications, taking into account labor market requirements and EQF standards.	The law establishes a systematic approach to aligning qualifications (including those acquired through adult learning).	The article is of a systemic nature but does not define the powers for recognizing adult learning outcomes within labor relations.

Article 37 — National Qualifications System	The NQS is a set of institutions and legal norms for the formation and development of educational and professional qualifications that meet the needs of the labor market.	The law defines the institutional basis for the formation of qualifications — this is important for alignment with upskilling.	It does not define the actual mechanism of interaction between the NQS and other adult learning systems (employment service, employers).
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Article 38 — National Agency for Qualifications (NAQ)	The NAQ is a collegial body that coordinates the qualification system, including the development of standards and maintenance of the NQF.	The article provides an institutional mechanism for implementing qualifications that can be acquired during upskilling or reskilling.	The presence of the NAQ creates potential tools for integrating adult learning, but usually, these mechanisms are not implemented in specific secondary legislation regarding the recognition of learning outcomes outside of formal education.
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Article 39 — Professional Standards	Professional standards are requirements for the competencies of employees, which serve as the basis for the formation of professional qualifications.	The provision establishes requirements for competencies related to upskilling in professional activities.	The provision does not define the procedures for developing or implementing standards into adult training programs.
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Article 39-1 — Development of educational and professional qualifications (with amendments)	The law contains provisions regarding the development/improvement of educational qualifications, including the development of and amendments to standards.	The article can serve as a basis for harmonizing educational qualifications with the labor market; it has a potential link to the professional development of adults.	The wording is general; it does not detail the mechanism of interaction with other systems, for example, the employment service or employers regarding reskilling.
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V. The Law of Ukraine "On Vocational Education"

Provision	Content	Implementation Mechanisms	Advantages/Disadvantages
Article 1 — Definition of terms	Defines the terms retraining and upskilling as processes of acquiring or improving competencies.	Unifies terminology in vocational education, which is important for alignment with other laws.	Provides common definitions but does not regulate the procedures for their application in the field of employment/labor.
Article 6 — Right to vocational education	Establishes the right to obtain qualifications, upskilling, and retraining throughout life.	A direct constitutive foundation for adult learning.	Defines rights but does not establish mechanisms for implementation within labor relations.

Article 8 Individual educational trajectory	— Individuals can form individual educational trajectories with the recognition of prior learning outcomes (formal, non-formal, and informal).	Creates the possibility for flexible upskilling/reskilling.	The recognition of adult learning outcomes requires clear criteria for practical application.
Article 11 Assessment of learning outcomes	— After training, a person undergoes an assessment at a qualification center, which awards the professional qualification.	A crucial provision for the formal validation of competencies.	Requires alignment with labor and employment legislation.
Article 12 Documents on education/qualification	— After assessment, a person receives a document confirming the awarding of the corresponding qualification.	Ensures state recognition of learning outcomes.	It is not regulated how such documents are recognized outside the educational context (by employers or employment services).
Article 15 Organization of the educational process	— Establishes principles and requirements for the organization of vocational education, including modules, actual micro-qualifications, and dual forms, taking into account labor market needs.	Creates the organizational foundations for reskilling and upskilling.	Requires further clarification through secondary legislation, particularly regarding interaction with employers and the employment service.
Article 44 Work-based learning	— Work-based learning is included as a form of vocational education; the employer may organize training for employees.	Provides a legal basis for professional training without interruption from production.	Creates potential conflicts with other laws regarding the status of such documents (employment and alignment of outcomes).
Article 61 Vocational (Vocational-Technical) Education Standards	— Defines the development and approval of vocational education standards, which include requirements for competencies acquired by graduates.	Directly influences the content of upskilling and reskilling through modular standards.	Requires alignment with employers' professional standards and market needs.
Article 62 Standards of primary and basic vocational education	— Defines qualification requirements within basic and primary vocational education.	Facilitates the formation of competencies necessary for further upskilling.	Less relevant directly for adults but influences indirectly through the basic competency platform.

VI. Sub-legal acts of the Cabinet of Ministers of Ukraine

Order title	Whom it concerns	Subject of regulation
On the approval of the Procedure for Issuing Vouchers to Maintain the Competitiveness of Certain Categories of Citizens in the Labor Market (Resolution of the Cabinet of Ministers of Ukraine dated March 20, 2013, No. 207)	Employees	Defines the mechanism for regional employment centres, their branches, and city, district, or city-district employment centres (until their termination) to issue vouchers to maintain competitiveness in the labour market for certain categories of citizens who are insured persons. It has not been brought into compliance with the new Law of Ukraine On Vocational Education.
On the approval of the Procedure for Validation of Non-formal Vocational Training Outcomes for Persons in Manual Occupations (Resolution of the Cabinet of Ministers of Ukraine dated May 15, 2013, No. 340)	Workers	Defines the mechanism for validating the results of non-formal vocational training for individuals in manual (blue-collar) occupations.
On the approval of the Procedure for Awarding and Validation of Professional Qualifications by Qualification Centers (Resolution of the Cabinet of Ministers of Ukraine dated September 15, 2021, No. 956)	Applicants (persons who have applied to a qualification center for the awarding/validation of a professional qualification)	Defines the requirements for the procedure of awarding/validating full and/or partial professional qualifications by qualification centres.
Some Issues of Accreditation of Qualification Centers (Resolution of the Cabinet of Ministers of Ukraine dated September 22, 2021, No. 986)	Qualification centres	Defines the core principles and mechanisms for the accreditation of legal entities — including their structural or separate units — seeking to obtain the status of a qualification centre. These entities are authorized to carry out the assessment and recognition of learning outcomes, specifically those acquired through non-formal or informal education, the awarding and validation of professional qualifications, and the formal recognition in Ukraine of professional qualifications obtained abroad.
On the approval of the Procedure for Using Funds Provided in the State Budget for the Upskilling of Specialists in Certain Sectors of the Economy and Public Sector Employees (Resolution of the Cabinet of Ministers of Ukraine dated September 25, 2025, No. 1190)	Specialists in certain sectors of the economy; public sector employees	Defines the mechanism for using state budget funds to finance upskilling activities, the procedure for selecting recipients, areas of expenditure, and forms of documentary confirmation of learning outcomes.

On the approval of the Procedure for Training, Retraining, and Upskilling of Specialists in the Field of Strengthening Ukrainian National and Civic Identity (Resolution of the Cabinet of Ministers of Ukraine dated November 14, 2023, No. 1196)

Specialists in the field of national and civic identity; employees of government authorities, education, and culture sectors

Regulates the organization and content of vocational training, retraining, and upskilling in the relevant field; defines requirements for programs, providers, and learning outcomes.

On the approval of the Procedure for vocational training, retraining, and upskilling of registered unemployed persons (Resolution of the Cabinet of Ministers of Ukraine dated March 24, 2023, No. 264)

Registered unemployed persons, including IDPs, veterans, and women

Establishes the procedure for organizing vocational training through the State Employment Service, the process of referral, funding of training, issuance of documents, and recognition of outcomes.

On the formation of the postgraduate education institution Center for Upskilling of the Employment Service (Order of the Cabinet of Ministers of Ukraine dated July 7, 2022, No. 569-r)

Employees of the State Employment Service

Defines the legal and organizational foundations for creating a specialized postgraduate education institution for the professional development of employment service personnel.

On the approval of the Procedure for Using Funds Provided in the State Budget for the Upskilling of Social Work Specialists and Other Employees of the Social Protection System (Resolution of the Cabinet of Ministers of Ukraine dated June 9, 2021, No. 598)

Social work specialists; employees of the social protection system

Regulates the mechanism of budget funding for upskilling, conditions for selecting participants, and requirements for programs and providers.

On the approval of the Procedure for organizing and coordinating work on the retraining and upskilling of financial monitoring specialists (Resolution of the Cabinet of Ministers of Ukraine dated September 2, 2020, No. 777)

Financial monitoring specialists

Defines the procedure for the organization, coordination, and methodological support of professional training in the field of financial monitoring.

On the approval of the Procedure for upskilling on mobilization preparation and mobilization (Resolution of the Cabinet of Ministers of Ukraine dated August 14, 2019, No. 719)

Officials of state authorities, local self-government bodies, and enterprises

Regulates the mandatory nature and procedure for upskilling regarding mobilization preparation and mobilization issues.

On the approval of the Procedure for Using Funds Provided in the State Budget for the Training and Upskilling of Persons Providing Pre-medical Care (Resolution of the Cabinet of Ministers of Ukraine dated December 27, 2017, No. 1078)

Persons who provide pre-medical care

Defines the mechanism for financing training and upskilling at the expense of the state budget.

On signing the Joint Statement on further cooperation regarding the upskilling of management personnel for the business sector of Ukraine and the FRG (Order of the Cabinet of Ministers of Ukraine dated May 24, 2017, No. 349-r)

Management personnel in the business sector

Creates legal grounds for international cooperation in the field of upskilling management personnel.

On the reorganization of the state postgraduate education institution Center for Upskilling of Management Personnel and Industry Specialists (Order of the Cabinet of Ministers of Ukraine dated January 21, 2015, No. 42-r)

Management personnel and industry specialists

Defines organizational changes within the system of postgraduate education.

On the reorganization of the Southern Academy for Personnel Upskilling of the Ministry of Industrial Policy (Order of the Cabinet of Ministers of Ukraine dated August 13, 2014, No. 716-r)

Industrial policy personnel

Regulates the reorganization of the postgraduate education institution.

On the approval of the Procedure for organizing and conducting vocational training and upskilling for core employees of professional emergency rescue services (Resolution of the Cabinet of Ministers of Ukraine dated October 2, 2013, No. 729)

Employees of emergency rescue services

Establishes a specialized procedure for training and upskilling.

On the approval of the Regulation on the state system of vocational training, retraining, and upskilling of specialists in the physical protection of nuclear materials (Resolution of the Cabinet of Ministers of Ukraine dated March 21, 2012, No. 263)

Specialists in physical protection and nuclear safety

Defines the structure and functioning of the state system of specialized training.

On the approval of the Procedure for state accreditation of institutions providing training for vehicle drivers (Resolution of the Cabinet of Ministers of Ukraine dated May 20, 2009, No. 490)

Vehicle drivers; driving school instructors

Regulates the procedures for accreditation of institutions and certification of specialists.

On the approval of the Procedure for training, retraining, and upskilling of vehicle drivers (Resolution of the Cabinet of Ministers of Ukraine dated May 20, 2009, No. 487)

Vehicle drivers

Defines the organization of vocational training for drivers.

On the approval of the Regulation on the regional center for upskilling (Resolution of the Cabinet of Ministers of Ukraine dated December 16, 2004, No. 1681)

Civil servants, officials

Establishes the legal status of regional centers for upskilling.

On the formation of the Training and Methodological Center for Financial Monitoring (Order of the Cabinet of Ministers of Ukraine dated December 13, 2004, No. 899-r)

Financial monitoring specialists

Creates a specialized training and methodological center.

VII. Subordinate legal acts of central executive authorities (registered orders)

Order title	Whom it concerns	Subject of regulation
On the approval of regulatory legal acts regarding the validation of non-formal vocational training outcomes for persons in manual occupations (Ministry of Social Policy of Ukraine, Ministry of Education and Science of Ukraine, Order dated December 16, 2013, No. 875/1776)	Workers	The Requirements establish standards for enterprises, institutions, and organizations that will validate the results of non-formal vocational training for individuals in manual occupations. The Procedure defines the process for creating a commission to validate the results of non-formal vocational training for individuals in manual occupations.
On the approval of the List of manual occupations for which the validation of non-formal vocational training outcomes for persons in manual occupations is carried out (Ministry of Social Policy of Ukraine, Order dated December 23, 2013, No. 886)	Workers	Establishes the specific manual occupations for which the outcomes of non-formal vocational training can be validated. It is recommended to repeal this Order, as it does not comply with the current provisions of Clause 3 of the Procedure for Validation of Non-formal Vocational Training Outcomes for Persons in Manual Occupations, approved by the Cabinet of Ministers Resolution No. 340 (May 15, 2013). The specified clause mandates that the validation of qualifications be carried out for all manual occupations listed in the National Classifier of Ukraine DK 003 Classifier of Professions.
On the approval of the Regulation on vocational training of employees in the workplace (Ministry of Labor and Social Policy of Ukraine, Ministry of Education and Science of Ukraine, Order dated March 26, 2001, No. 127/151)	Workers	Establishes the procedure for on-the-job vocational training to enhance the professional composition of the workforce across various forms of ownership and governance. It aims to foster high-level professionalism, expertise, modern economic thinking, and the adaptability to new market conditions, thereby ensuring high labor productivity and effective employment.

On the approval of the state contract forms for the provision of services for the upskilling of specialists in specific sectors of the economy and employees of the budgetary sphere (Ministry of Education and Science of Ukraine, Order dated October 7, 2025, No. 1327)

Specialists in specific sectors of the economy; employees of the budgetary sphere

Establishes model forms for the state contract, cost estimates, and expenditure plans for upskilling under the state order.

On the approval of the Procedure for training, upskilling, and knowledge testing for radiation protection experts (State Nuclear Regulatory Inspectorate of Ukraine, Order dated July 15, 2025, No. 840)

Radiation protection experts

Regulates the organization of training, upskilling, and knowledge testing regarding radiation safety.

On the approval of Certain issues regarding the training, retraining, and upskilling of emergency medical service system employees (Ministry of Health of Ukraine, Order dated February 16, 2024, No. 262)

Emergency medical service employees

Defines the procedure for vocational training, retraining, and upskilling of the EMS system personnel.

On the approval of the Procedure for compensating registered unemployed persons for travel expenses to the place of training (Ministry of Economy of Ukraine, Order dated September 28, 2023, No. 14432)

Registered unemployed persons

Establishes the mechanism for compensating transport expenses during vocational training, retraining, or upskilling.

On the approval of the Procedure for training, retraining, and upskilling of core employees of fire and rescue units (Ministry of Internal Affairs of Ukraine, Order dated March 13, 2023, No. 183)

Employees of fire and rescue units

Regulates the vocational training and upskilling of local fire protection personnel.

On the approval of the Requirements for upskilling programs for persons conducting road safety audits (Ministry of Infrastructure of Ukraine, Order dated May 18, 2021, No. 268)

Road safety auditors

Defines requirements for the content, structure, and implementation of upskilling programs.

On the approval of the Procedure for training, obtaining a higher education degree in another specialty, and upskilling for the personnel of the State Service for Special Communications and Information Protection of Ukraine (Administration of the State Service for Special Communications and Information Protection of Ukraine, Order dated July 23, 2020, No. 432)

Personnel of the State Service for Special Communications

Regulates training, retraining, and upskilling in the field of special communications.

On the approval of the Procedure for training, retraining, and upskilling of the rank-and-file and senior staff of the civil protection service (Ministry of Internal Affairs of Ukraine, Order dated May 26, 2020, No. 412)

Rank-and-file and senior staff of the civil protection service

Defines the system of professional training and upskilling.

On the approval of the Procedure for upskilling of private enforcement officers (Ministry of Justice of Ukraine, Order dated January 28, 2020, No. 297/5)

Private enforcement officers

Regulates the frequency, content, and validation of upskilling (professional development).

Про затвердження Положення про систему підготовки та підвищення On the approval of the Regulation on the system of training and upskilling for insolvency practitioners (Ministry of Justice of Ukraine, Order dated August 13, 2019, No. 2536/5) арбітражних керуючих (Міністерство юстиції України, Наказ від 13.08.2019 р. №2536/5)

Insolvency practitioners (arbitration managers); candidates for the position

Defines the system of primary training, retraining, and upskilling.

On the approval of the Regulation on professional training for the State Penitentiary Service of Ukraine (Ministry of Justice of Ukraine, Order dated December 26, 2018, No. 4091/5)

Rank-and-file and senior staff of the State Penitentiary Service

Regulates professional training and upskilling of the personnel.

On the approval of the Procedure for upskilling of certification auditors (agronomists-inspectors) (Ministry of Agrarian Policy and Food of Ukraine, Order dated October 6, 2016, No. 362)

Certification auditors (agronomists-inspectors)

Establishes the procedure for professional development and qualification validation.

On the approval of the Regulation on upskilling for coaches (coach-instructors) and other specialists in the field of physical culture and sports (Ministry of Youth and Sports of Ukraine, Order dated September 13, 2016, No. 3520)

Coaches, coach-instructors

Defines the requirements for upskilling in the field of physical culture and sports.

On the approval of the Procedure for upskilling of notaries, consultants of state notary offices, state notary archives, and assistants to private notaries (Ministry of Justice of Ukraine, Order dated August 28, 2014, No. 1422/5)

Persons enrolling in retraining programs

Regulates the procedure for vocational training and qualification validation.

Order title	Whom it concerns	Subject of regulation
On the approval of the Procedure for conducting entry control of knowledge, skills, and abilities for persons admitted to retraining or upskilling programs at vocational and technical educational institutions (Ministry of Education and Science of Ukraine, Order dated June 6, 2014, No. 688)	Persons enrolling in retraining programs	Defines the mechanism for assessing the level of knowledge prior to enrolment.
On the approval of the Requirements for higher education institutions, postgraduate education institutions, and scientific or educational-scientific organizations providing distance learning services for the training and upskilling of specialists in accredited fields and specialties (Ministry of Education and Science of Ukraine, Order dated October 30, 2013, No. 1518)	Educational institutions; program participants (students)	Establishes requirements for the distance learning organization.
On the approval of reporting forms on the execution of the state order for the training of specialists, scientific, scientific-pedagogical, and manual cadres, upskilling, and retraining of personnel (Ministry of Economic Development and Trade of Ukraine, Order dated October 29, 2013, No. 1275)	Educational institutions; management bodies	Regulates reporting on training, retraining, and upskilling.
On the approval of the Procedure for upskilling of managers and specialists whose activities are related to the provision of road transport services (Ministry of Infrastructure of Ukraine, Order dated July 26, 2013, No. 551)	Managers and specialists in the road transport sector	Defines the procedure for mandatory vocational training.
On the approval of the Rules for the certification of civil aviation training institutions of Ukraine for the training, retraining, validation/revalidation, and upskilling of ground handling personnel (Ministry of Infrastructure of Ukraine, Order dated February 26, 2013, No. 118)	Civil aviation personnel	Establishes requirements for the training institutions certification.
On the approval of the Procedure for organizing the training of candidates for the position of state registrar and the upskilling of state registrars (Ministry of Justice of Ukraine, Order dated February 27, 2012, No. 325/5)	State registrars	Establishes requirements for the training institutions certification.

On the approval of the Procedure for forming and maintaining the register of institutions providing training, retraining, and upskilling for tractor-machine operators (Ministry of Agricultural Policy of Ukraine, Order dated April 2, 2010, No. 170)

Tractor-machine operators;
educational institutions

Regulates the recording and monitoring of training providers.

On the organization of upskilling for specialists in the field of investment and innovation activities (State Agency of Ukraine for Investments and Innovations, Order dated August 4, 2008, No. 61)

Specialists in investment
and innovation

Regulates the recording and monitoring of training providers.

On the approval of the Model Program for Training and Upskilling of Specialists (Ministry of Transport of Ukraine, Ministry of Education of Ukraine, Order dated May 7, 1998, No. 172/244)

Specialists in various fields

Defines the basic approaches to upskilling programs.

Annex 2

Quantitative indicators for educational institutions licensed at the level of vocational (vocational-technical) education by types of vocational training: primary vocational training, upskilling, retraining, and vocational-technical training

Region	Higher Education Institution	General Secondary Education Institution	Vocational (Vocational-Technical) Education Institution	Professional Pre-Higher Education Institution	LLC, PE, Factories, etc. (other educational institutions providing vocational education)	Total
Vinnytsia	3	1	57	16	9	86
Volyn	2		29	10	7	48
Dnipropetrovsk	5	4	97	10	42	158
Donetsk	2	1	37	6	2	48
Zhytomyr	5	1	35	11	4	56
Zakarpattia			27	2	4	33
Zaporizhzhia	3	2	41	7	3	56
Ivano-Frankivsk	3	1	50	9	5	68
Kyiv	4	1	42	13	10	70
Kirovohrad	1	1	48	5	4	59
Luhansk			14	5		19
Lviv	4	5	81	10	20	120
City of Kyiv	9	1	70	9	22	111
Mykolaiv	3	2	36	9	15	65
Odesa	3	1	48	4	22	78
Poltava	3	12	64	16	30	125
Rivne	2		48	9	11	70
Sumy	4		48	11	11	74
Ternopil	2	4	32	12	13	63
Kharkiv	6	1	54	13	15	89
Kherson	1	0	19	2	1	23
Khmelnyskyi		1	47	5	11	64

Cherkasy	4		34	7	7	52
Chernivtsi			30	9	2	41
Chernihiv	1	2	35	5	3	46
Total	70	41	1,123	215	273	1,722

Quantitative indicators for educational institutions licensed at the level of vocational (vocational-technical) education by types of vocational training: primary vocational training, upskilling, retraining, and vocational-technical training

Region	Higher Education Institution	General Secondary Education Institution	Vocational (Vocational-Technical) Education Institution	Professional Pre-Higher Education Institution	LLC, PE, Factories, etc. (other educational institutions providing vocational education)	Total
Vinnytsia			26	1		27
Volyn	1		13	5		19
Dnipropetrovsk	2		52	3	1	58
Donetsk			31	1		32
Zhytomyr	1		15	3	1	20
Zakarpattia			14		1	15
Zaporizhzhia	1	1	29	1		32
Ivano-Frankivsk	1		19	4		24
Kyiv	1		21	4		26
Kirovohrad	1		21			22
Luhansk			11	2		13
Lviv	1		52			53
City of Kyiv	1		24	3	1	29
Mykolaiv			29	1		30
Odesa	1		27	1	1	30
Poltava			33	5		38
Rivne			19	4	2	25
Sumy	1		24	2		27
Ternopil		1	21	6	1	29
Kharkiv	1		24	3		28
Kherson			18	1		19
Khmelnyskyi			23	1		24
Cherkasy			17	1	1	19
Chernivtsi			16	1		17
Chernihiv	1		13	1		15
Total	14	2	592	54	9	671

Quantitative indicators for educational institutions licensed at the level of vocational (vocational-technical) education by types of vocational training: upskilling (professional development)

Region	Higher Education Institution	Vocational (Vocational-Technical) Education Institution	Professional Pre-Higher Education Institution	LLC, PE, Factories, etc. (Other educational institutions providing vocational (vocational-technical) education)	Total
Vinnitsia	1	36	5	6	48
Volyn		24	4	4	32
Dnipropetrovsk	2	75	4	29	110
Donetsk	2	32	3	2	39
Zhytomyr		23	3	4	30
Zakarpattia		15	1	2	18
Zaporizhzhia	2	31	3	1	37
Ivano-Frankivsk	1	31	5	2	39
Kyiv	2	29	4	6	41
Kirovohrad	1	22	1		24
Luhansk		8	3		11
Lviv	3	50	4	10	67
City of Kyiv	4	47	5	16	72
Mykolaiv	2	32	3	15	52
Odesa	3	33	2	20	58
Poltava	1	48	7	22	78
Rivne		40	2	5	47
Sumy	3	38	3	8	52
Ternopil		23	6	5	34
Kharkiv	4	37	8	10	59
Kherson	1	12	1	1	15
Khmelnyskyi		41	3	7	51
Cherkasy	2	29	3	6	40
Chernivtsi		26	6	2	34
Chernihiv		24	2	3	29
Total	34	806	91	186	1,117

Quantitative indicators for educational institutions licensed at the level of vocational (vocational-technical) education by types of vocational training: vocational-technical training

Region	Higher Education Institution	Vocational (Vocational-Technical) Education Institution	Professional Pre-Higher Education Institution	LLC, PE, Factories, etc. (Other educational institutions providing vocational (vocational-technical) education)	Total
Vinnitsia		17	2		19
Volyn	1	1	4	1	17
Dnipropetrovsk	2	55	4	24	85
Donetsk	1	30	2	2	35
Zhytomyr	1	24	5		30
Zakarpattia		16		1	17
Zaporizhzhia	1	28	1	1	31
Ivano-Frankivsk		15	6	2	23
Kyiv		21	7	6	34
Kirovohrad		11			11
Luhansk		13	3		16
Lviv	1	55	2	11	69
City of Kyiv		35	4	9	48
Mykolaiv	1	32	2	11	46
Odesa		14	1	10	25
Poltava	1	37	8	13	59
Rivne	1	23	1		25
Sumy	1	32	4	4	41
Ternopil		8	4	3	15
Kharkiv	1	17	2	2	22
Kherson	1	12	1		12
Khmelnyskyi		41		1	21
Cherkasy	2	29	1	4	24
Chernivtsi		26	3	1	18
Chernihiv		24		1	18
Total	15	806	67	107	761

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