



Vulnerability Mapping Report

Vulnerability Mapping for the Strategic Actions for Youth – Youth Employability and Skill Development (SAY – YES) Program

October 31, 2018

World Vision Georgia

Acknowledgements

The Strategic Actions for Youth – Youth Employability and Skill Development Program (SAY YES) Vulnerability Mapping is a result of a collaboration between CRRC-Georgia and World Vision Georgia. The CRRC-Georgia team would like to thank the following people for their support in carrying out the evaluation: Dariko Bakhturidze—Design, Monitoring, and Evaluation Officer (WVSC); Irakli Giorbelidze—Youth Technical Program Coordinator (WV Georgia); and Kristine Ter-Abrahamyan—Design, Monitoring, and Evaluation Senior Coordinator (WVSC); and Rati Cheishvili (Independent Youth Expert).

Affirmation

Except as acknowledged by the references in this paper to other authors and publications, the evaluation herein consists of our own work, undertaken to secure funding, implement the activities, describe and advance learning, as part of the requirements of World Vision’s Design, Monitoring and Evaluation Learning System.

Primary data collected throughout the study remains the property of communities and families described in this document. Therefore, the information and data must be used only with the project beneficiaries’ consent.

Executive Summary

Georgia faces significant challenges with youth un- and under-employment, particularly in rural areas. To attempt to help improve the situation, World Vision South Caucasus is implementing the Strategic Actions for Youth – Youth Employability and Skill Development Program (SAY YES). The project will take place between 2018 and 2021 in Armenia and Georgia. In Georgia, the project will take place in Kutaisi, Zestaponi, Bagdadi, Zugdidi, Senaki, Saguramo, Mtskheta, Akhaltsikhe, and Adigeni municipalities.

The overall objective of the project “is to contribute to the (self)-employability of young women and men aged between 15 and 35 years old, particularly those with fewer opportunities as the most vulnerable amongst youth.”¹ The program will consist of two primary components. The first component will consist of formal and informal educational competency development, while the second component will focus on improving the youth support infrastructure and development of the quality of education, according to the project proposal.

The specific objective of component one is to increase the opportunities youth have to develop professional competencies through formal and non-formal education. The specific objective of component two is to strengthen the support structures for youth employability at the local and national levels through formal and informal education using cross-sectoral cooperation. The project aims to achieve the above specific objectives through five activity clusters, consisting of 18 activities.

One of the activities within the project are SKYE clubs. The clubs aim at developing employment skills among 15-25 year old vulnerable people. According to the terms of reference of this project, “SKYE Clubs are groups of young people who meet each week to identify community problems and to brainstorm, plan and implement community service and social enterprise projects. Youth undertake three to four projects each year; each successive project is increasingly complex, delves more deeply into community issues, and elicits greater leadership, project management and business development skills from the youth.”

To support World Vision in identifying individuals to participate in the SKYE Clubs and to inform program activities, CRRC-Georgia carried out a vulnerability mapping activity. To achieve these goals, CRRC-Georgia carried out a survey representative of the populations of the eight municipalities within the project area. The survey contained 1267 participants within the 15-25 age range. Following data collection, the project team carried out data analysis using descriptive and inferential statistics. The goals of data analysis included:

- Understanding whether any demographic groups are more likely to be vulnerable;
- Understanding the different needs of people with different levels of vulnerability;

The results of the study lead to a number of conclusions and recommendations.

When it comes to the overall level of vulnerability in the project area, the average young person is affected by three of the 15 different vulnerability criteria measured on the survey. While the absolute level of vulnerability is relatively low, given that the index was measured on a 15 point scale, 96% of children in the project area are vulnerable according to at least one of the criteria. This suggests that vulnerability is generally widespread but at a low level of intensity.

While 15 different factors were measured on the index, different factors are associated with higher levels of vulnerability. Early marriage and early pregnancy are associated with statistically and substantively large increases in vulnerability above and beyond the one point each should contribute to in the index. Besides the vulnerability criteria themselves, age, education, and marital status are all associated with vulnerability.

¹ Project proposal.

Higher education is associated with lower vulnerability scores. Marriage for women is associated with higher vulnerability levels, and vulnerability increases with age. Given the above, it is recommended that efforts working towards improving the situation of the socially vulnerable:

- Prioritize working with those who were married or pregnant under age;
- Work towards the prevention of underage marriage;
- Support efforts towards keeping young people in education;
- Support married women;
- Work towards increasing the employability of individuals who are above the age of general education, but not in vocational or tertiary education.

When it comes to the economic situation in the project area, similar shares of young people are either outside the labor force or employed. Most employment for young people is in unskilled or low skill employment. A meaningful share of young working people are in work that involves either dangerous working conditions or heavy labor. In general, this share is higher in areas that report high levels of agricultural employment and low levels of skilled work. While not a simple prospect, it is likely that the danger involved in work would decrease if the value chain in each region moved towards higher value added production, based on industries already present in the municipalities. Hence, it is recommended that actors working in the area:

- Support the development of higher value added businesses in existing value chains within localities.

The survey collected data on two different measures of soft skills, one general measure and a 12 item grit scale. A regression analysis, including controls for relevant demographic attributes, suggests both indexes predict an individual's employment status, with greater chances of employment with higher levels of grit. While young people generally reported very high scores on the first index (with the exception of knowledge of the Georgian labor market), they generally reported moderate levels of grit. There was lower scores on statements on the grit scale related to sustained focus on a specific subject. Hence, it is recommended that:

- Programs working with young people encourage sustained focus on individual issues to encourage increased grit;
- Programs working with young people as relates employability provide training on subjects related to the Georgian labor market, and specifically how to look for and apply for jobs.

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List of acronyms

CRRC-Georgia	Caucasus Research Resource Center – Georgia
MoES	Ministry of Education and Science
ToR	Terms of Reference
VET	Vocational education and training
WBL	Work-based learning
WV	World Vision
WVG	World Vision Georgia

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Introduction

Georgia faces significant challenges with youth un- and under-employment, particularly in rural areas. To attempt to help improve the situation, World Vision South Caucasus is implementing the Strategic Actions for Youth – Youth Employability and Skill Development Program (SAY YES). The project will take place between 2018 and 2021 in Armenia and Georgia. In Georgia, the project will take place in Kutaisi, Zestaponi, Bagdadi, Zugdidi, Senaki, Saguramo, Mtskheta, Akhaltsikhe, and Adigeni municipalities.

The overall objective of the project “is to contribute to the (self)-employability of young women and men aged between 15 and 35 years old, particularly those with fewer opportunities as the most vulnerable amongst youth.”² The program will consist of two primary components. The first component will consist of formal and informal educational competency development, while the second component will focus on improving the youth support infrastructure and development of the quality of education, according to the project proposal.

The specific objective of component one is to increase the opportunities youth have to develop professional competencies through formal and non-formal education. The specific objective of component two is to strengthen the support structures for youth employability at the local and national levels through formal and informal education using cross-sectoral cooperation. The project aims to achieve the above specific objectives through five activity clusters, consisting of 18 activities.

One of the activities within the project are SKYE clubs. The clubs aim at developing employment skills among 15-25 year old vulnerable people. According to the terms of reference of this project, “SKYE Clubs are groups of young people who meet each week to identify community problems and to brainstorm, plan and implement community service and social enterprise projects. Youth undertake three to four projects each year; each successive project is increasingly complex, delves more deeply into community issues, and elicits greater leadership, project management and business development skills from the youth.”

To support World Vision in identifying individuals to participate in the SKYE Clubs and to inform program activities, CRRC-Georgia carried out a vulnerability mapping activity. To achieve these goals, CRRC-Georgia carried out a survey representative of the populations of the eight municipalities within the project area. The survey contained 1267 participants within the 15-25 age range. Following data collection, the project team carried out data analysis using descriptive and inferential statistics. The goals of data analysis included:

- Understanding whether any demographic groups are more likely to be vulnerable;
- Understanding the different needs of people with different levels of vulnerability;

This report presents the results of the analysis described above. In the next section of the report, background on vulnerability in the Georgian context is provided. In the subsequent section, the methodology used for the study is provided. In the following section, findings are provided. The report ends with conclusions and recommendations, based on the findings of the study. In Annex to the report, the terms of reference for the project; vulnerability criteria measured on the survey; survey questionnaire; and results of the survey, disaggregated by sex, are provided.

² Project proposal.

Background

With the collapse of the Soviet Union, the social safety net collapsed in Georgia as did the economy. While in 1990, GDP per capita was USD 1614 (in current USD), it shrank to USD 517 in 1994. Together with the collapse of the state and economy, poverty dramatically increased leaving much of the population in vulnerable circumstances. Since 1995, the country has gradually recovered, with GDP per capita presently at USD 4078 (WB 2018).

Despite the gradual recovery of Georgia's economy and the development of a social safety net that includes a minimal pension and universal health insurance, much of the population remains in a precarious position. The legal poverty line for a single male³ was GEL 170 (~USD 63 at the time of writing) during the fieldwork period (Geostat 2018). Approximately 22% of the population was below this poverty line in 2017 (Geostat 2018). Even for those above the poverty line, incomes are still quite low. Per capita income stood at GEL 317 (~USD 117 at the time of writing) in 2017 (Geostat 2018).

Food security remains an issue in Georgia. On the 2017 Caucasus Barometer Survey, 57% of the population reported that in the last 12 months there was a time when they did not have enough money to buy the food they or their family needed. This issue is more problematic outside the capital. While 48% of the adult population of Tbilisi reported there was never a time when they did not have enough money for food, 43% and 40% reported the same in urban and rural areas of the country, respectively.

Since 2013, the country has made significant strides in increasing access to healthcare through the introduction of a universal health insurance scheme. All citizens whose households make under GEL 40,000 (~USD 14,800 at the time of writing) per year are entitled to government provided health insurance. Yet, issues remain with access to and affordability of healthcare for many. The insurance program does not provide coverage of a number of different issues, leading to problems for those with some diseases. This issue aside, many are unaware or uncertain of how to access the healthcare they are entitled to. In a 2016 survey CRRC-Georgia carried out for Transparency International Georgia, 41% of the public reported they had not been able to visit a doctor during the year prior to the survey, because of a lack of money. This issue was particularly problematic in rural areas, where 47% of the population reported not seeing a doctor for economic reasons compared with 38% of the population of Tbilisi and 37% in other urban areas.

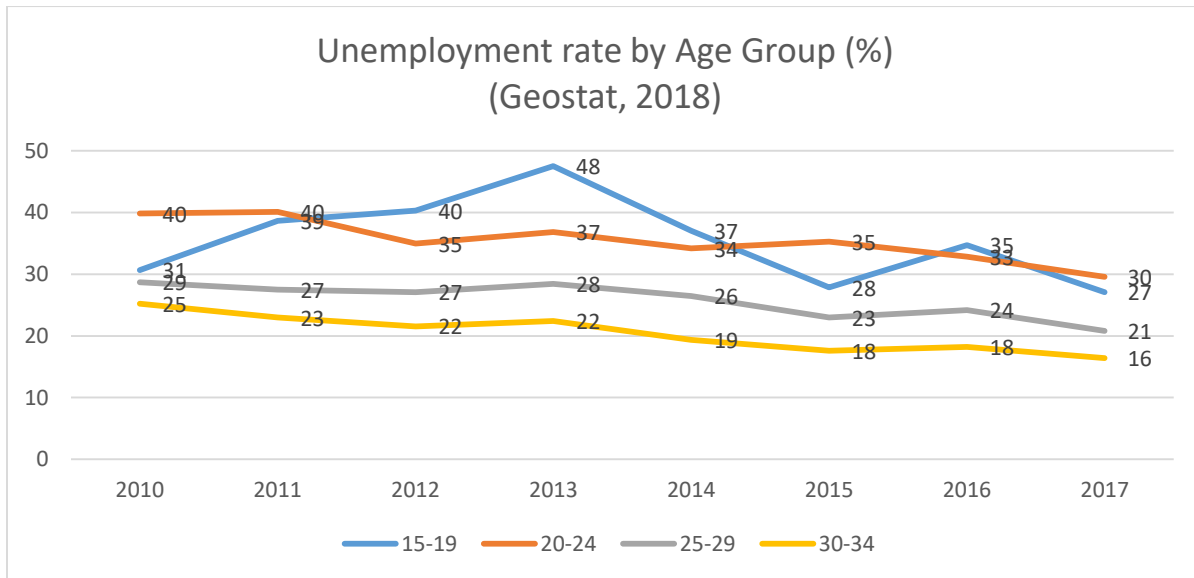
The poverty described above stems from the state of the economy, and the quality of employment in the country. According to the National Office of Statistics of Georgia, the unemployment rate was 14% in 2018 (Geostat, 2018). Yet, the unemployment rate hides a significant amount under employment. Given that the definition of employment includes contributing household workers – individuals who contribute to a family business including agricultural production that results in any income for the household whether or not the person in question receives direct monetary remuneration for the work they perform – many people do not consider themselves employed, despite being counted as employed.

The economic situation is particularly difficult for young people. While the country's overall unemployment rate is 14%, the unemployment rate among the 20-24 year old population was estimated at 30% in 2017. In general, by the time individuals reach the 30-34 age range, their employment rate is broadly comparable to the national employment rate. Despite the high unemployment rate, there is a positive trend in youth employment in Georgia (Geostat 2018). As in the rest of the world, young people

³ The country does not have a general poverty line, but only a calculation for a single male.

who are outside of education, employment, or training are more likely to be vulnerable than other young people.

Figure 1: Unemployment by age group



Note: Due to small sample size within the 15-19 age range, unemployment data should be considered to have large confidence intervals, and changes should be only inferred with caution.

Aside from the relatively high rate of unemployment and widespread under employment, the quality of available jobs is relatively low. As a forthcoming UN Women study suggests (2018), about half of the working population is informally employed in Georgia. Most of these people would qualify as being in vulnerable employment according to the standard ILO definition (UN 2014).

In addition to the high level of informal and vulnerable employment in Georgia, significant worker safety issues are present. While during the previous administration in Georgia, a libertarian approach was taken to worker protection, the current government expanded worker protections in 2013. More recently, the government has also attempted to expand on these with some measures of enforcement. Nonetheless, worker safety remains a persistent issue, with 1300 workplace deaths since 2010 (OC Media 2018).

As in the rest of the world the intersectionality of various groups leave some at greater risk than others (Cooper 2016). People with disabilities, ethnic and religious minorities, and the internally displaced face different issues than people without these statuses. Aside from these higher level group statuses, a number of other circumstances lead to more difficult situations for young people. Early marriage and parenthood are associated with negative outcomes for women (e.g. see Yount, Crandall, and Cheong, 2018), both of which are issues for women in Georgia (UNFPA 2014). Given Georgia's high incarceration rate between 2004 and 2012 (VWPB 2018), the country also has a significant number of young people who have experienced run-ins with the country's law enforcement system either themselves or through the experience of a parent being incarcerated. Both these circumstances are associated with negative outcomes later in life (e.g. see Lee, Fang and Luo 2013; Barnett et. al 2017). The experience of living without or losing a parent more generally is also associated with negative outcomes later in life (Høeg et. al. 2016; McLanahan, Tach and Schneider 2014)).

One issue that young people in difficult situations generally face is a low level of soft skills. Soft skills include things like knowing how to dress appropriately, the ability to focus on a task, and to work with others. Disadvantaged people are less likely to attain the soft skills that are important parts of employability. As the ILO (Brewer 2013) has highlighted, these skills are particularly important to incorporate into skills training for disadvantaged groups. Importantly, soft skills are associated with employment (Heckman 2012) and hence better economic outcomes in a wide variety of contexts (Ignatowski 2012).

Methods

The study makes use of quantitative data collection. The data collection for the project was carried out with the project's baseline, which included 15-25 year olds in the project area. This report uses the data collected on 15-25 year olds within the same survey. This section provides an overview of the data collection and analysis methods used for the study.

Quantitative data collection and analysis

A survey representative of the eight municipalities the project works in was carried out. The survey questionnaire was developed to serve as both a baseline measurement for the project as well as for the vulnerability mapping activity. In addition to the key variables used as indicators for the project, the survey contained an additional block of questions to measure grit as this would reasonably be expected to be improved by the SKYE Club model's soft skills training, and studies in other contexts suggest it is a significant predictor of employment (See Duckworth et. al. 2007). The survey contained a number of questions designed to measure respondent vulnerability, based on a set of vulnerability criteria. The vulnerability criteria for the project were developed in consultation with an independent youth consultant. As a result of the development of the criteria, the project team developed a set of questions which would measure whether the young person qualified as vulnerable according to the different criteria. The full set of criteria measured on the survey are as follows:

1. Person with a disability or chronic, severe and incurable health issue;
2. Access to healthcare: Unmet need of young people for medical care for the following reasons: financial barriers, too far to travel, lack of information and/or waiting times;
3. Minority status;
4. IDP Status;
5. Young people affected by armed conflict (Including IDP Status);
6. Poverty, proxied through ownership of seven or fewer assets of the I I asked about on the survey;
7. NEET Young People: young people not in education, not in employment and not in training, early leavers from education and access to schooling;
8. Early marriage;
9. Early pregnancy / parenthood;
10. Employment;
 - i. Employed within informal settings with no legal registration of labor contract or;
 - ii. Employed with a temporary contract, contract of limited duration;
11. Employed with working in heavy or hazardous conditions;
12. Food security;
13. Access to non-formal educational activities;
14. Without parents;
15. Young people who have had encounters with law enforcement, including family members

The questions used to measure the above criteria are available in the survey questionnaire, in annex to the report.

The survey used clustering with stratification to gather a representative sample of the population of 15-25 year olds in the project area. The municipalities served as the survey's strata, and the municipalities were further sub-stratified into urban and rural. The sampling frame was the list of electoral precincts in Georgia in the target areas of the project, and electoral precincts were selected for interviews with probability of selection proportional to the size of the adult population. Systematic random walk was used to identify households to carry out interviews in. Only households with people between the ages of 15

and 35 were eligible to participate in the survey. The World Vision team also had a special interest in the attitudes of people with disabilities, as they are a target population for the project. Given their relatively low incidence within the population, an additional question was asked prior to identifying the respondent for interview. If the household contained a person with a disability between the ages of 15 and 25, the respondent was interviewed. In cases when there was not a person with a disability within this age range or that person was unable to participate in the survey, the last birthday method was used to select respondents within the target age range. The survey of young people had an average margin of error of 3.1%, and a sample size of 1267 individuals between the ages of 15 and 25. The interviews were conducted using Computer Assisted Personal Interviewing (CAPI).

Two indexes are used in the report below. The first index was developed for World Vision, and aims to measure soft skills writ large. The second index was developed to measure grit, another soft skill that is correlated with success on the labor market. For both indexes, the project team used a mean score to index. A mean score was chosen over factor analysis or principal components analysis as per the request of the World Vision team for the first index and as per common practice with the grit scale.

In terms of data analysis, the report primarily makes use of descriptive statistics, including frequencies and cross tabulations. However, in a number of cases, inferential statistics are used to identify whether any specific demographic groups have higher or lower levels of vulnerability. A base demographic model is used in the report that includes gender (male or female), age (15-35), settlement (municipality), respondent's and respondent's parents' education coded into three categories (Secondary or lower, vocational, and tertiary), marital status (married vs not married) and labor market status (employed, unemployed, and outside the labor force).

Limitations

The margin of error within each municipality is high due to small sample size. The samples are nonetheless representative. This limitation stems from the fact that to obtain an average margin of error of approximately 5% in a municipality, depending on the specific characteristics of the municipality, approximately 800-1000 interviews are required. In the present case, this would have entailed carrying out approximately 8000 interviews. In terms of resources, this would have been beyond those available for the present project.

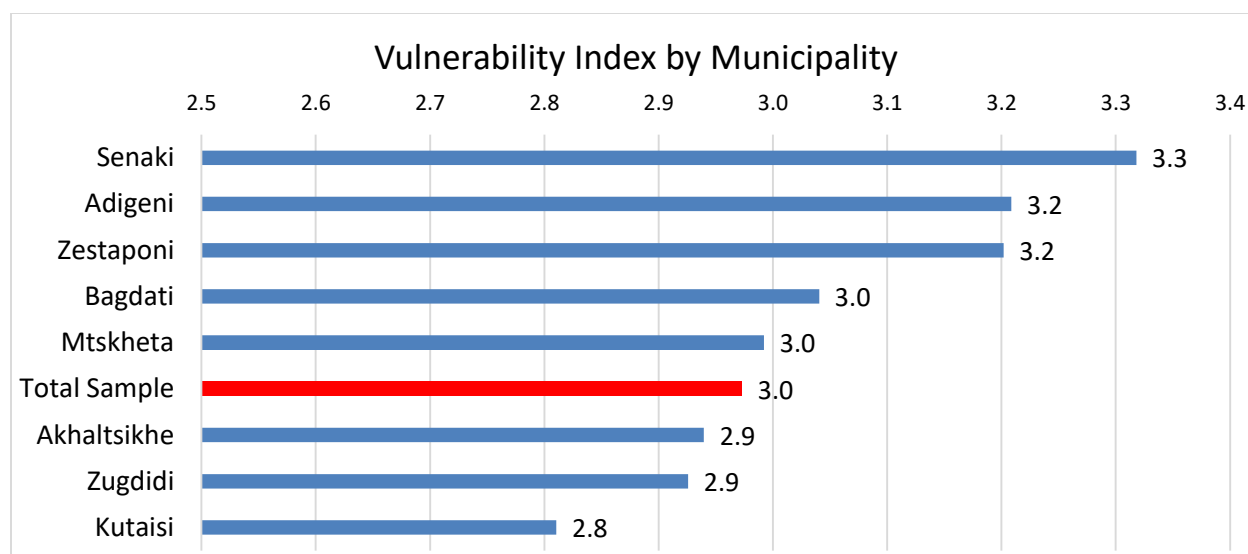
Findings

The findings of the study are provided in this section of the report. They are generally broken down by municipality. The first section provides an overview of the vulnerability index and its components. The subsequent section provides an overview of the labor force and labor market in each municipality. The final section of this chapter looks at the intersections of employment, employability, and vulnerability.

Vulnerability

The average vulnerability score for young people in the project areas was 3. Taking into account that the maximum score on the index is 15, this score shows relatively low levels of vulnerability for the whole project area. There is some variation among different settlements. Senaki has the highest scores on the vulnerability index (3.3), while Kutaisi (2.8) has the lowest score. Municipalities with large urban centers (Kutaisi, Zugdidi and Akhaltsikhe) have lower mean score than the project area average, while municipalities whose scores are higher than average are predominantly rural.

Figure 2: Vulnerability index by municipality



As noted in the methods section, the vulnerability index was composed of 15 different factors. The table below provides the share of the 15-25 year old population affected by different factors, broken down by municipality.

Figure 3: Types of vulnerability by municipality

	Mtskheta	Akhaltzikhe	Adigeni	Kutaisi	Zestaponi	Bagdati	Senaki	Zugdidi	Project Area
Poverty	56%	69%	79%	51%	80%	65%	76%	77%	66%
Access to non-formal educational opportunities	60%	51%	54%	64%	67%	59%	48%	81%	66%
NEET Status	26%	21%	26%	28%	30%	32%	41%	38%	32%
Parents in the life of children	19%	20%	22%	42%	27%	39%	32%	14%	28%

Access to health care	27%	28%	31%	19%	44%	25%	28%	12%	22%
Employed informally	25%	15%	14%	25%	18%	13%	23%	8%	18%
Food security	12%	38%	24%	13%	16%	21%	18%	17%	17%
Conflict-Affected	20%	1%	0%	10%	2%	5%	25%	28%	15%
Employed in dangerous labor	16%	22%	31%	12%	14%	9%	16%	4%	12%
Early marriage	5%	5%	3%	7%	11%	12%	8%	5%	7%
Minority status	14%	17%	30%	2%	2%	1%	1%	3%	5%
Encounter law enforcement	11%	3%	2%	2%	4%	11%	4%	2%	4%
Early pregnancy	2%	1%	1%	3%	3%	8%	4%	2%	3%
Employed temporarily	4%	1%	3%	1%	2%	5%	4%	1%	2%
Disability	3%	3%	1%	1%	0%	0%	3%	0%	1%

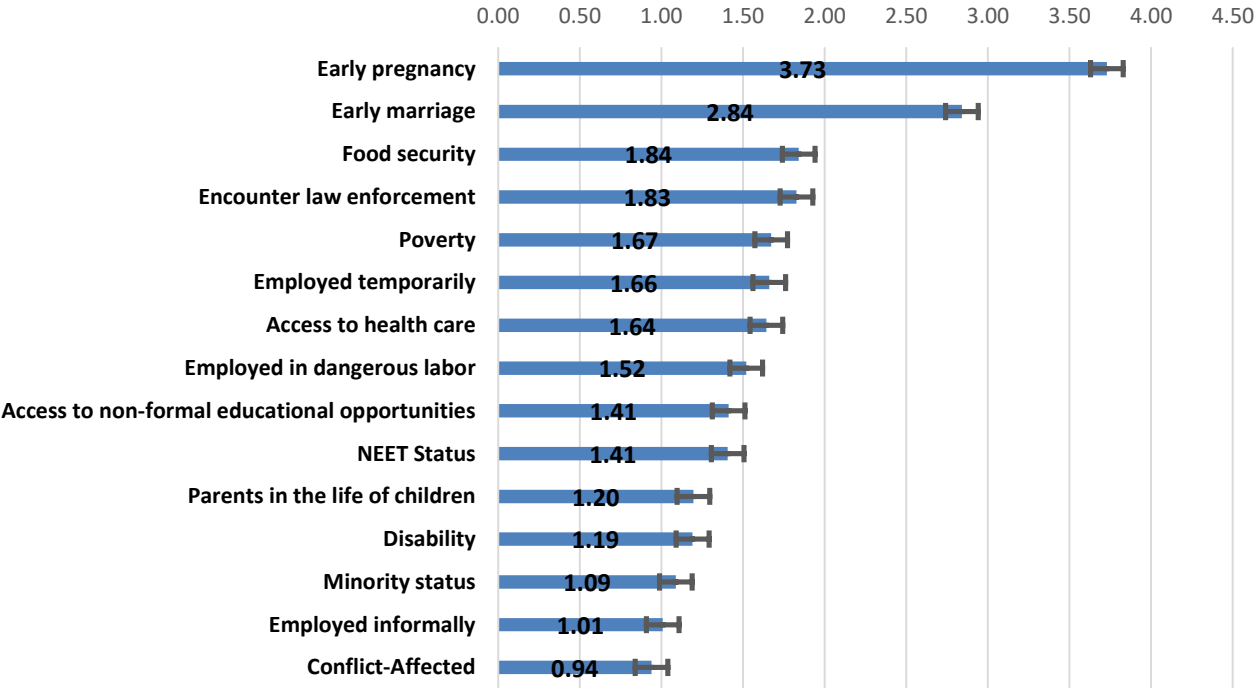
The most common vulnerability criteria within the project area are poverty and lack of access to non-formal educational opportunities, which 66% of the project area are affected by. Poverty is most common in Zestaponi, and least common in Kutaisi. The lack of access to non-formal educational opportunities is highest in Zugdidi (81%) and lowest in Senaki (48%). The next most common issue was young people not in education, employment, or training (NEET). NEET status is relatively high in Senaki (41%), and relatively low in Akhaltsikhe (21%). The next most common issue is whether parents are in the lives of their children. This question was measured by whether a young person lived without their parents for a period of at least 3 months. While 42% of young people in Kutaisi experienced this, only 14% of young people in Zugdidi did. About one in five (22%) young people mentioned issues with access to healthcare in the project area. The share of young people with this issue was highest in Zestaponi (44%) and lowest in Zugdidi (12%). Around one in five young people (18%) in the project area are also engaged in informal employment. This was most common in Mtskheta and Kutaisi (25%), and least common in Zugdidi (8%). Importantly, this figure reflects the population level data rather than the share of those in informal employment among the working population, a significantly higher share. One in six young people (17%) reported food insecurity in the project area. The indicator for Mtskheta was lowest, at 12%, and highest in Akhaltsikhe at 38%. The final issue that affected over 10% of the project area was employment in dangerous or heavy labor, which 12% of the project area's young people report. This was most common in Adigeni (31%), and least common in Zugdidi (4%). Early marriage (7%), minority status (5%),⁴ encounters with law enforcement (4%), early pregnancy (3%), temporary employment (2%), and disability (1%) were reported by less than 10% of young people in the project area.

⁴ This figure is likely higher than reported, because the survey was conducted only in the Georgian language.

While the average score is relatively low, 96% of young people aged 15-25 had a score of at least one on the vulnerability index. To understand which factors contribute to higher or lower levels of vulnerability, two sets of regression analyses were carried out. The first looks at the different components of the index using univariate regressions to look at whether any factor is associated with a vulnerability score of more than one. In such cases, it suggests that a particular component is associated with a larger increase in vulnerability than a single factor normally would if it was not associated with other vulnerability factors. The second regression analysis looks at whether different social and demographic factors predict vulnerability levels, including gender, age, settlement, education, parent’s education, marital status, and labor force status as predictors of vulnerability.

With the first set of regressions, a number of factors are associated with increases in vulnerability scores of greater than one. The factors that are associated with the largest increases in vulnerability however are clearly early pregnancy and early marriage. Young people who experience early pregnancy score nearly four points higher on average on the vulnerability index. Those who marry early have vulnerability scores that are nearly three points higher on the vulnerability index on average. These factors are relatively uncommon in the population though. Only 3% of young people aged 15-25 had their first child at 17 years old or younger and only 6% of young people married at 17 years old or less.

Figure 4: The impact of different types of vulnerability on overall vulnerability (points on 15 point scale)

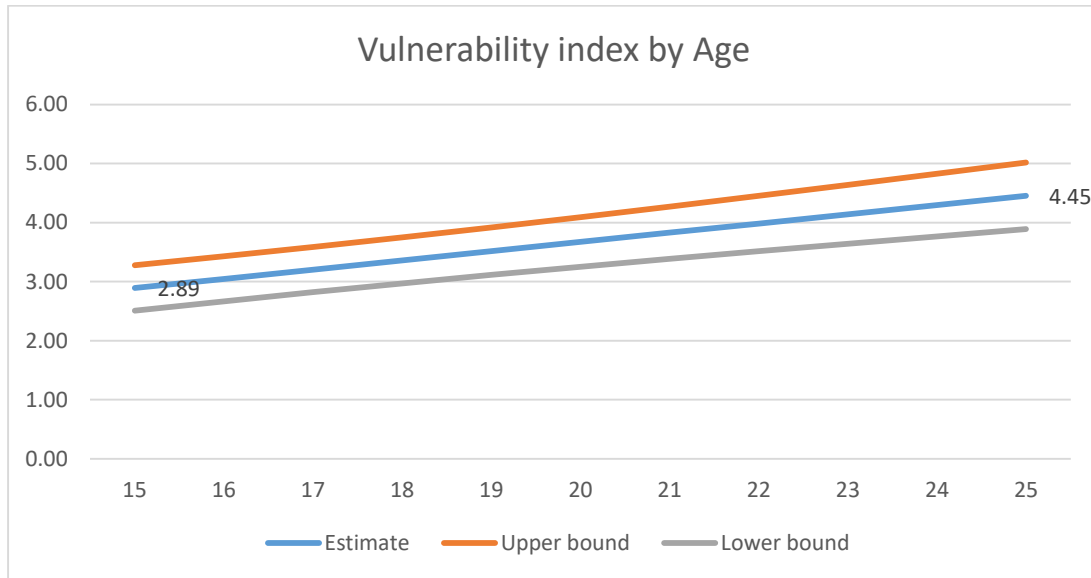


Besides early pregnancy and marriage, food security, encounters with law enforcement, poverty, temporary employment, and problems with access to healthcare are all associated with increases in vulnerability of greater than one. While early marriage and pregnancy are clearly associated with larger increases in vulnerability than the other factors, these factors should be considered secondary drivers of vulnerability.

The second set of regressions suggest a number of demographic variables are associated with higher and lower levels of vulnerability. Age is significant predictor of whether the person is vulnerable or not. As

age increases so does a person’s vulnerability score: while a 15 year old is predicted to have a vulnerability score of 3, a 25 year old person is expected to have a score of 4 all else equal. One possible explanation for this outcome is that people under 18 usually live with their parents and are involved in the secondary education system, thus decreasing their vulnerability score.

Figure 5: Vulnerability by age



Education level is also associated with vulnerability. Controlling for other factors, young people with secondary education or lower score 3.15 on the vulnerability index, while the same indicator for young people with tertiary education is significantly lower at 2.52. People with vocational education are more similar to young people with secondary education, scoring 3.23 on the vulnerability index. With labor force status, young people who are outside the labor force (2.77) and unemployed (3.23) did not differ significantly from the employed (3.08). A regression model suggests that all else equal, gender does not play an important role in vulnerability: women's average score is 3.1, while men's is 3, a statistically indistinguishable difference. Marital status shows a significant difference. Overall, married people are significantly more likely to be vulnerable than unmarried people. A regression that looks at the importance of marriage for men and women separately suggests that marriage is associated with an increase in vulnerability for women, but no significant increase or decrease in vulnerability for men. No other demographic factors had a significant association with vulnerability.

The labor force and market in the project area

Within the population, people are grouped into three categories when it comes to labor force status: a) outside the labor force – people who are currently not working and at the same time not active on the job market; b) unemployed – people who do not have a job, but are actively looking for one; and c) the employed. Overall, there are approximately equal shares of people who are employed (40%) and outside the labor force (43%) in the project area. The remaining 17% of young people are unemployed. The highest levels of employment are in Adigeni (63%) and Akhaltsikhe (60%) municipalities, while the lowest is in Zugdidi (22%). Zugdidi has the highest share of young people who are outside the labor force.

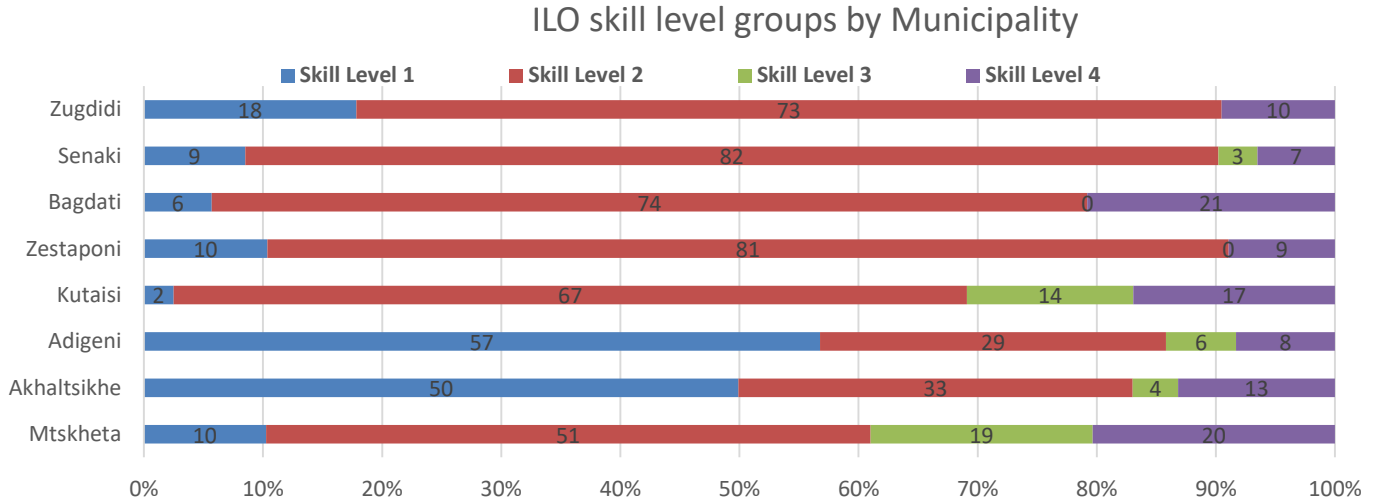
Figure 6: Labor force status by municipality

	Outside the labor force	Unemployed	Employed
Adigeni	29%	7%	63%
Akhaltzikhe	33%	8%	60%
Bagdati	39%	11%	50%
Zestaponi	33%	18%	49%
Senaki	31%	22%	47%
Kutaisi	36%	21%	43%
Mtskheta	39%	20%	41%
Whole sample	43%	17%	40%
Zugdidi	66%	12%	22%

Among people who identify as employed, working in the agricultural sector is most common in Akhaltsikhe and Adigeni. Wholesale and retail trade is the most common sector of employment in Senaki, Kutaisi, Zestaponi, and Zugdidi. In Zestaponi, the main sector of employment is construction, while the healthcare and social work sector employs the largest share of young people in Mtskheta.

In terms of the type of employment young people have, the vast majority are either in unskilled or low skilled work (level 1 and 2 of the ILO's skill level classification).⁵ In total, 13% of employed young people are in the first skill level group. The majority of employed young people are in the second skill category (65%), and relatively small shares are in the third (8%) and fourth (14%) skill categories. In general, the municipalities with more young people in agriculture have larger shares of people in the first skill level.

Figure 7: ILO skill level groups by municipality



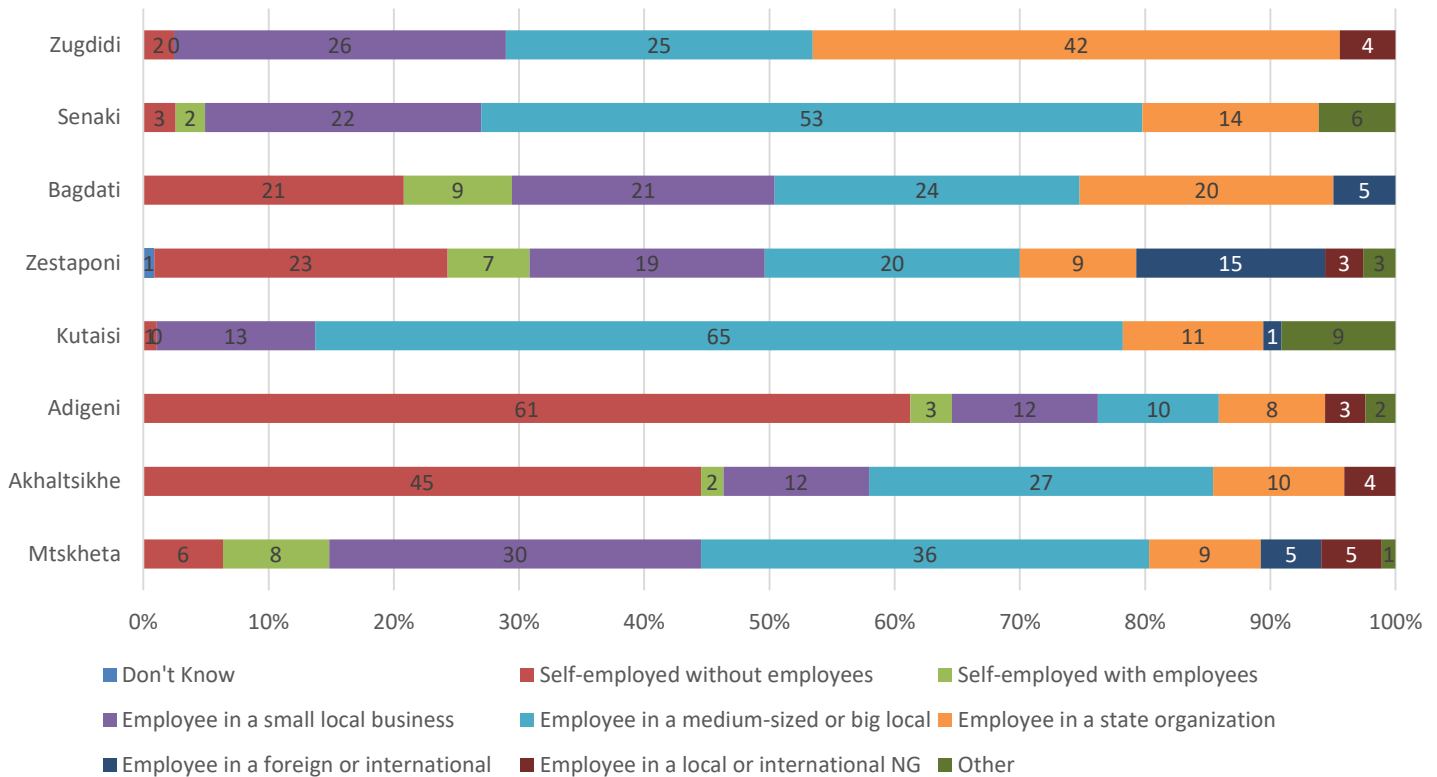
The majority of employed young people aged 15-25 are employed in a medium or large local private organization (43%). About one in five (18%) work in a small local business, and one in six (15%) are employed in a state organization. The share of the self-employed young people is 15%. Self-employment

⁵ To measure skill level, a standard ILO skill level categorization was used. Managers and professional are grouped together in the skill level category 4. Technicians and associate professionals are considered skill level 3 category. Service and sales workers, skilled agricultural, forestry and fishery workers, craft and related trades workers and plant and machine operators and assemblers are included into the skill level 2 category. The skill level 1 includes elementary occupations.

appears to be an important component of employment, because municipalities with higher employment rates have larger shares of young people in self-employment (without employees, indicating sole proprietorship). In Zugdidi, the plurality of employed work in state organizations.

Figure 8: Type of workplace by municipality

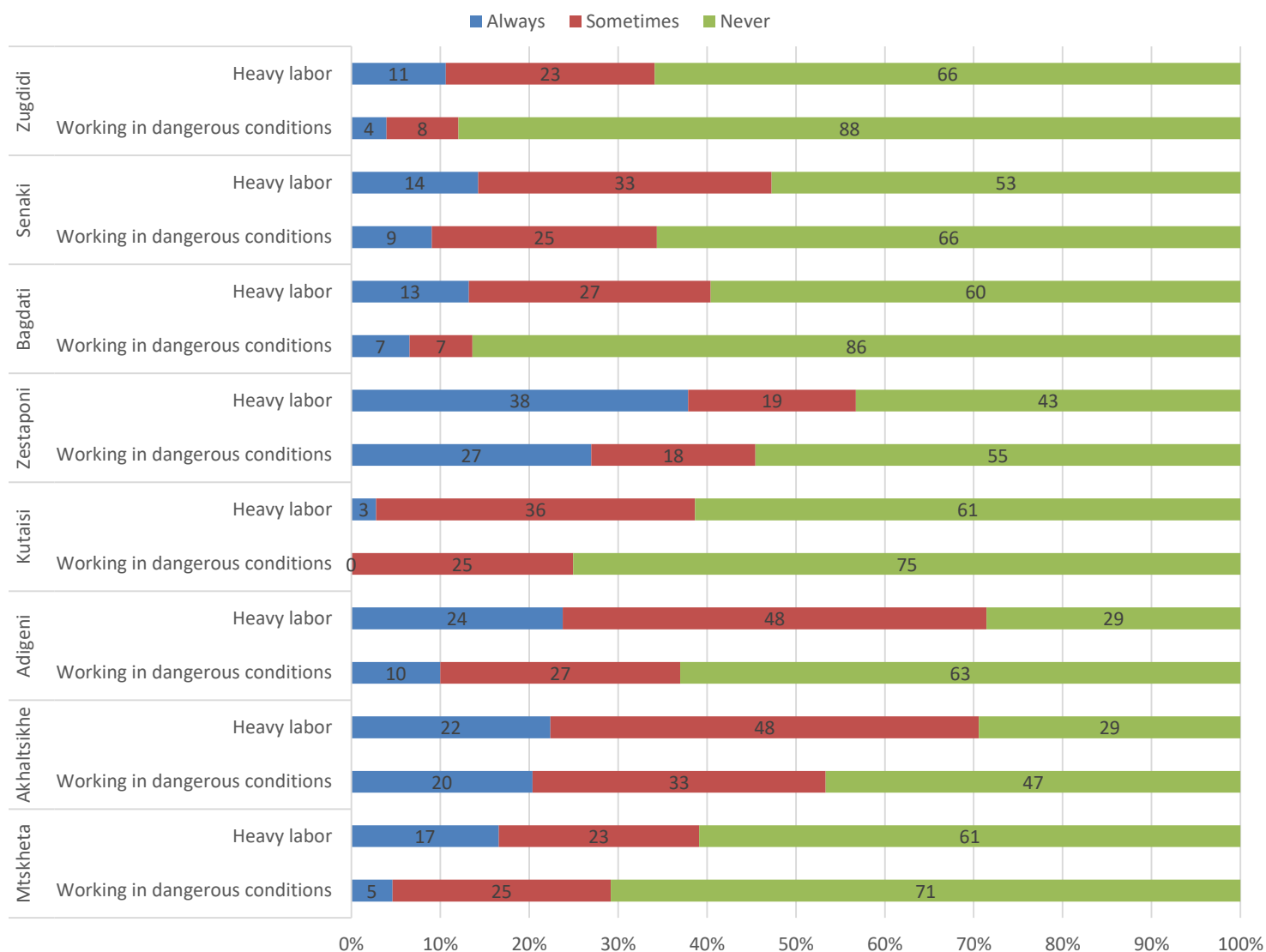
Which of the following best describes your status and the type of workplace? (%)



Though unemployment or being outside the labor force is a challenge for young people aged 15-25, working conditions are also important issues. Nearly one third of employed youth indicated that they work in dangerous conditions at least some of the time. A larger share report that their work involves heavy labor (45% at least some of the time). The share of the young people saying they are employed in heavy labor is significantly higher in municipalities with a high share of self-employed young people and where a plurality is employed in the agricultural sector. In municipalities where highly skilled labor is more common, difficult working conditions are reported less often.

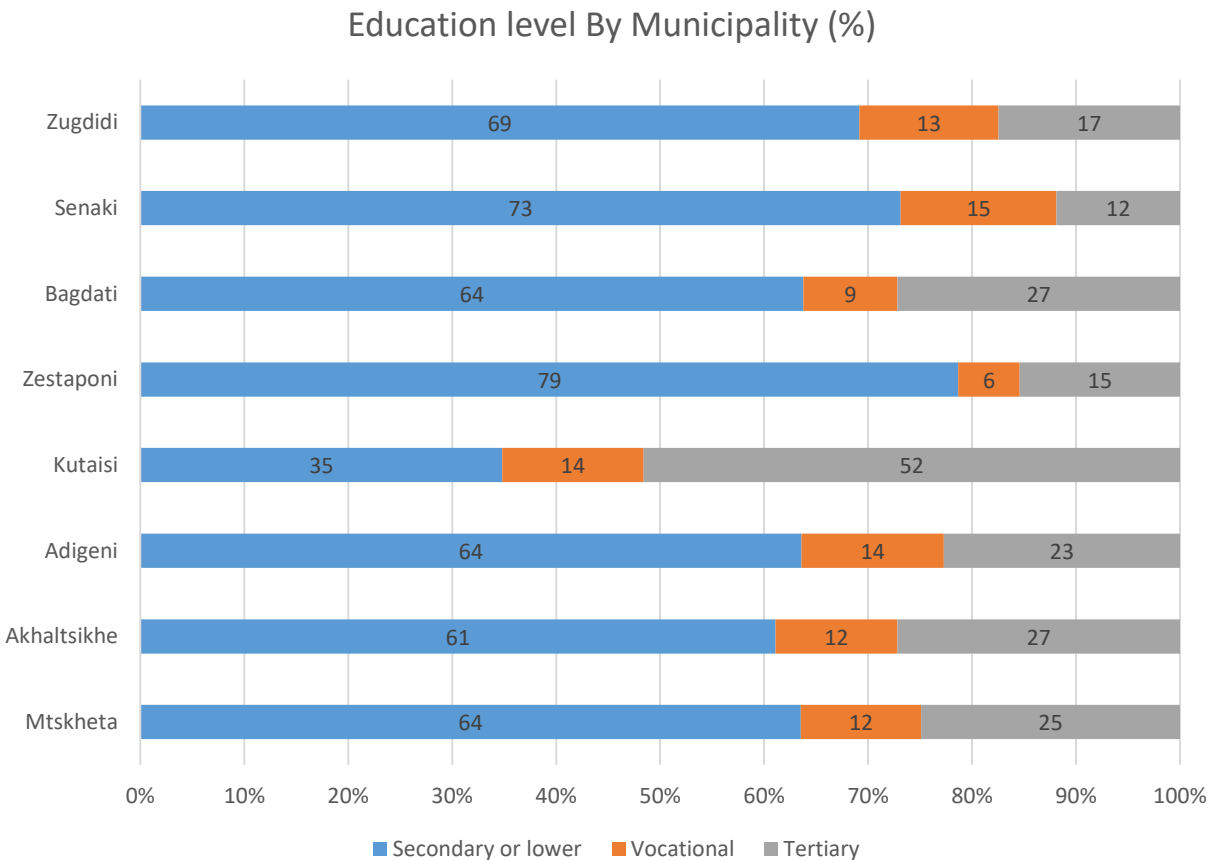
Figure 9: Working conditions by municipality

Working conditions



Education is a significant predictor of someone's employment in general. The 15-25 year old population within the project area generally resembles the population at large in terms of educational attainment, with 30% either currently in or having attained some form of tertiary education. A further 12% have attained or are in the process of completing vocational education. Relative to other municipalities, Kutaisi has a significantly larger share of young people with tertiary education. Zestaponi has the highest share of young people with secondary education or a lower level.

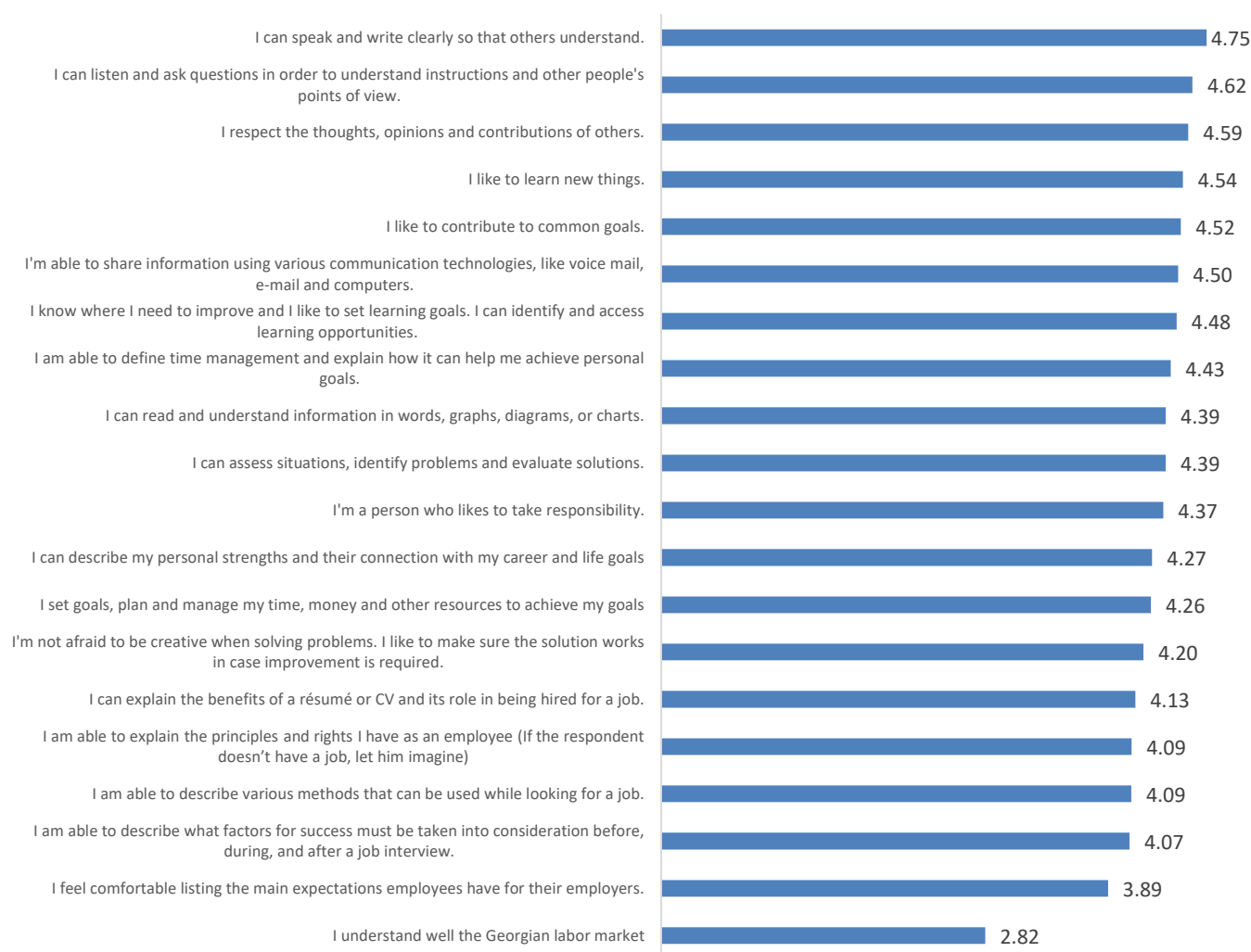
Figure 10: Education level by municipality



Besides education, soft skills are important in helping young people gain employment, as discussed in the background section of this report. The survey employed two different approaches to measure soft skills. The first provides a general measurement of soft skills needed for understanding career and life goals, skills in planning and time management, understanding the Georgian labor market etc. The second scale measures grit, a quality that is connected to successful employment.

The general soft skills index consisted of 20 different statements. The highest self-assessment is for “I can speak and write clearly so that others understand.” The average score for the statement is 4.75 meaning that almost everyone reported strong levels of agreement with it. The other most agreed to statements were “I can listen and ask questions in order to understand instructions and other people’s points of view” (4.62) and “I respect the thoughts, opinions and contributions of others” (4.59). The statement with the lowest level of agreement was related to understanding the Georgian labor market (2.82).

Figure 11: Components of the employability index



The average score for the above statements taken as an index is 4.27. The high levels on the general soft skill index suggest that the vast majority of young people aged 15-25 assess their soft skills very positively. There is little variation in the average index score across the municipalities, with Adigeni scoring slightly lower than the average, and Bagdati slightly above the average.

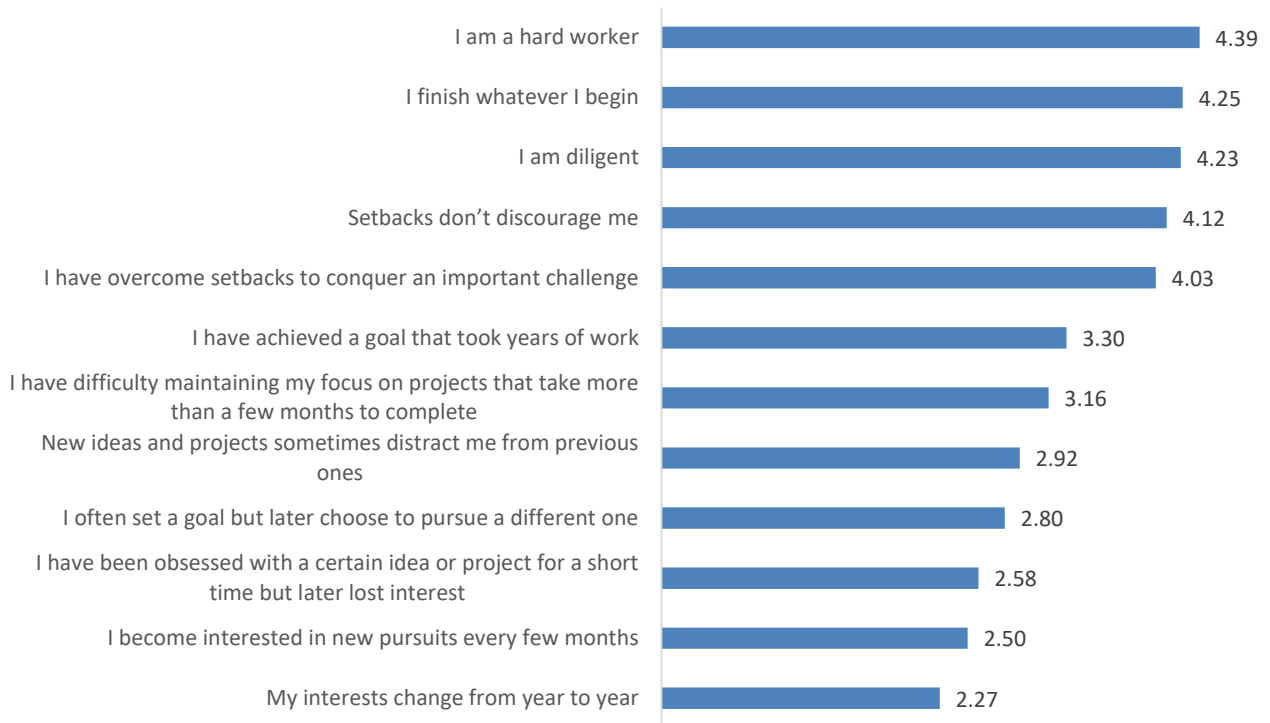
Figure 12: Employability by municipality

Settlement	Mean scores of the general soft skill index
Mtskheta Municipality	4.19
Akhaltsikhe Municipality	4.24
Adigeni Municipality	4.07
Kutaisi	4.38
Zestaponi Municipality	4.29
Bagdati Municipality	4.33

Senaki Municipality	4.26
Zugdidi Municipality	4.17
Whole sample	4.27

The second index of soft skills used on the survey was the grit scale. The average score for each question are still high, but the variance across the questions is larger than with the previous index. The highest average score was for the statement, “I am a hard worker” (average score of 4.39), while the lowest scoring statement was “My interests change from year to year” (average score 2.27). Statements related to maintaining focus towards different tasks overall received lower points, while ones about hard work had higher average scores.

Figure 13: Grit



Compared to the general soft skill index, the average score of the grit scale is lower (3.38). In all target municipalities, the index scores are lower than four. Similar to the general soft skills index, grit scores are lowest in Adigeni. The highest levels of grit were observed in Senaki.

Figure 14: Grit by municipality

Settlement	Mean scores of the grit skill index
Mtskheta Municipality	3.34
Akhaltzikhe Municipality	3.32
Adigeni Municipality	3.25
Kutaisi	3.36
Zestaponi Municipality	3.47
Bagdati Municipality	3.29
Senaki Municipality	3.59
Zugdidi Municipality	3.36

To understand whether the above two scales predict employment, a regression analysis, including controls for relevant demographic attributes, was carried out. The results suggest both indexes predict an individual's employment status. An individual with a score of one on the general soft skills scale has an 84% chance of being outside the labor force. In contrast, a young person that scores five has a 34% chance of being outside the labor force. The chances that an individual will be unemployed (as opposed to either outside the labor force or employed) also increase from around 8% to 17% when their score goes from one to five. The chances that an individual will be employed go from 8% to 48% when they move from one point to five points on the scale. While someone who scores a five on the grit scale has a 23% chance of being outside the labor force, all else equal, someone who scores a one on the scale has a 76% chance. At the same time, if a person scores five points on the grit scale, there is a 62% chance of being employed compared with a 13% chance if the person scores one on the grit scale.

Vulnerability, employment, and employability

Besides employability's association with employment two other questions are pertinent: (1) is vulnerability associated with employment? and (2) is vulnerability associated with employability? To answer these questions regression analyses were carried out.

A simple regression suggests that vulnerability is associated with employment. However, after controlling for demographic characteristics, vulnerability is no longer a significant predictor of whether an individual is inside the labor force, unemployed, or employed. In terms of demographics, sex, age, and marital status are associated with an individual's employment status. Women are significantly less likely than men to be employed. As age increases, an individual's chance of being employed also increases. Marriage is also associated with a lower level of employment overall.

A similar regression analysis was undertaken to understand if vulnerability predicts employability. As with vulnerability and employment, the more vulnerable an individual is, the lower is their score on the employability indexes. But, after controlling for demographic factors, the vulnerability index predicts neither of the employability indexes.

Besides formal education, informal education and access to it is critical for young people as it is associated with the development of soft skills, and hence employability. On the survey, young people were asked whether or not they have had "an opportunity to participate in any kind of sports or cultural activities outside of school or work?" If they answered yes to the question, they were asked whether they had, "participated in any kind of sports or cultural activities outside of school or work?" The results suggest a low level of access to informal activities, and a high level of demand for it. While 34% of young people reported they had an opportunity to participate in some form of activity outside of school or work, 84% of those who had an opportunity to participate in this type of activity did.

Conclusions and Recommendations

When it comes to the overall level of vulnerability in the project area, the average young person is affected by three of the 15 different vulnerability criteria measured on the survey. While the absolute level of vulnerability is relatively low, given that the index was measured on a 15 point scale, 96% of children in the project area are vulnerable according to at least one of the criteria. This suggests that vulnerability is generally widespread but at a low level of intensity.

While 15 different factors were measured on the index, different factors are associated with higher levels of vulnerability. Early marriage and early pregnancy are associated with statistically and substantively large increases in vulnerability above and beyond the 1 point each should contribute to in the index. Besides the vulnerability criteria themselves, age, education, and marital status are all associated with vulnerability. Higher education is associated with lower vulnerability scores. Marriage for women is associated with higher vulnerability levels, and vulnerability increases with age. Given the above, it is recommended that efforts working towards improving the situation of the socially vulnerable:

- Prioritize working with those who were married or pregnant under age;
- Work towards the prevention of underage marriage;
- Support efforts towards keeping young people in education;
- Support married women;
- Work towards increasing the employability of individuals who are above the age of general education, but not in vocational or tertiary education.

When it comes to the economic situation in the project area, similar shares of young people are either outside the labor force or employed. Most employment for young people is in unskilled or low skill employment. A meaningful share of young working people are in work that involves either dangerous working conditions or heavy labor. In general, this share is higher in areas that report high levels of agricultural employment and low levels of skilled work. While not a simple prospect, it is likely that the danger involved in work would decrease if the value chain in each region moved towards higher value added production, based on industries already present in the municipalities. Hence, it is recommended that actors working in the area:

- Support the development of higher value added businesses in existing value chains within localities.

The survey collected data on two different measures of soft skills, one general measure and a 12 item grit scale. A regression analysis, including controls for relevant demographic attributes, suggests both indexes predict an individual's employment status, with greater chances of employment with higher levels of grit. While young people generally reported very high scores on the first index (with the exception of knowledge of the Georgian labor market), they generally reported moderate levels of grit. There was lower scores on statements on the grit scale related to sustained focus on a specific subject. Hence, it is recommended that:

- Programs working with young people encourage sustained focus on individual issues to encourage increased grit;
- Programs working with young people as relates employability provide training on subjects related to the Georgian labor market, and specifically how to look for and apply for jobs.

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Appendix I: Terms of Reference



ToR Vulnerability
Mapping.docx

Appendix 2: Vulnerability Criteria



Vulnerability
Criteria.docx

Appendix 3: Data Collection Instruments



Young People
Survey ENG.docx



Young People
Survey GEO.docx

Appendix 4: Survey Results, including gender disaggregated data



Vulnerability
Mapping Tables.pdf