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Foreword

Message from the Minister

Learning for life, not for school

Lifelong learning for life – this is a typical idea of lifelong learning, which includes more than the popular saying – the life you live, the life you learn, because the real work shows that an awareness of the lifelong learning as a part of educational system has arisen.

Both the National Lifelong Learning Strategy is elaborated and we are active participants of the Bologna process in order to solve these issues of lifelong learning within the scale of European common education. The international seminar of Bologna process on recognition of lifelong learning results in Riga on January, 2007 proved that the contribution of Latvia in lifelong learning is of equal value to the efforts of many other countries. Taking it together with the desire to learn expressed by people of different age of our country, I am confident that the society of Latvia will become a society of creative knowledge, a learning society.

I wish to everyone:

• to loosen our and others’ natural curiosity and not to repress it during the life;
• to be aware that learning is not a burden, but a pleasant privilege, because it releases from the concerns and worries created by abeyance;
• to understand the regularity that we consider things we do not know and have not tried ourselves as uninterested and unnecessary;
• to avoid accepting the minimal knowledge and not to restrict notions of our endless opportunities.

Academician Baiba Rivža,
Minister of Education and Science
What is lifelong learning?

Lifelong learning policy is about personal fulfillment and enterprise, employability and adaptability, active citizenship and social inclusion.

**Lifelong learning** – an educational process throughout all the life which is based on acquiring new knowledge, skills and experience, in order to increase or change one’s qualification in compliance with the requirements of the labor market and one’s own interests and needs.

Lifelong learning covers the whole range of learning:

- formal learning;
- informal learning;
- skills, knowledge, attitudes and behaviors acquired in day-to-day experiences.

The term “lifelong learning” draws attention to time: learning throughout life, either continuously or periodically. The newly-coined term “lifewide” learning enriches the picture by drawing attention to the spreading learning, which can take place across the full range of our lives at any stage in our lives. The “lifewide” dimension brings the complementarity of formal, non-formal and informal learning into sharper focus. It reminds us that useful and enjoyable learning can and does take place in the family, in leisure time, in community life and in daily worklife. Lifewide learning also makes us realise that teaching and learning are themselves roles and activities that can be changed and exchanged in different times and places*.

**Six key messages of lifelong learning:**

1. **New basic skills for all** – to guarantee universal and continuing access to learning for gaining and renewing the skills needed for sustained participation in the society based on knowledge

2. **More investment in human resources** – to visibly raise levels of investment in human resources in order to place priority on Europe’s most important asset – its people

3. **Innovation in teaching and learning** – to develop effective teaching and learning methods and contexts for the continuum of lifelong and lifewide learning

4. **Valuing learning** – to significantly improve the ways in which learning participation and outcomes are understood and appreciated, particularly non-formal and informal learning.

5. **Considering guidance and counseling** – to ensure that everyone can easily access good quality information and advice about learning opportunities throughout Europe and throughout their lives.

6. **Bringing learning closer to home** – to provide lifelong learning opportunities as close to learners as possible, in their own communities and supported through ICT-based facilities wherever appropriate.

**Why do we need lifelong learning?**

In the long term, neither Latvia’s natural resources nor its cheap labor force can serve as the basic resource for the country’s growth. Our chief resources that can enable the whole society and each individual to reach the standard of living that developed countries have attained are the people’s knowledge and wisdom, as well as their ability to use them efficiently and purposefully.

*(National development plan)*

**The key challenges:**

- The increasing pace of technological change means that we need a flexible and adaptable workforce that is ready to requalify and retrain to keep pace with the skills needed in today’s labor market.

- Demographic situation in Latvia and the free movement of people in Europe which means that we will have fewer young people entering workforce in the near future.

- Closing the opportunity gap – learning plays an important role in providing a route out of poverty. It also enables people to take an active part in society.

**In a modern Latvia we cannot accept:**

- the **opportunity gap** between people who achieve their full potential and those who do not;

- the **skills gap** between the employed and unemployed;

- the **productivity gap** between Latvia and the leading economies of Europe.

Bridging these gaps is vital if we are to make social justice a reality, if Latvian enterprises are to grow and to prosper and if we are to help people of Latvia to help themselves.
Why are we investing in lifelong learning?

We believe in investing public money in lifelong learning because investment in knowledge and skills brings direct economic benefits both to individuals and to society as a whole.

People are not only interested in learning to increase their earnings. Lifelong learning helps people to achieve other goals, such as taking an active part in civic life, leading a more sustainable lifestyle, and improving their health and wellbeing. It also benefits society, by reducing crime and encouraging community activities.

Our goal for lifelong learning in Latvia is to provide the best possible match between the learning opportunities open to people and the skills, knowledge, attitudes and behaviors that will strengthen Latvia’s economy and society. The goal of the guidelines is to provide lifelong learning in accordance with the needs and abilities of people and the socially economic development necessities of regions.

The Declaration of the Intended Activities of the Cabinet of Ministers emphasizes:

“Our goal is to provide everyone in Latvia with opportunities to rapidly increase their own and their family’s quality of life in all aspects. Further growth of our country will be based on skills and knowledge of people of Latvia and efficient use and improvement of the knowledge potential of our people. Achievement of this goal requires interest and coordinated participation of all people of our country. We consider our people and their capabilities to be our main asset and resource for growth, and we consider human resource development a primary task for further growth of our country.”

- One of the basic long-term tasks of the government is education, knowledge and competitiveness as the basis for growth. Qualitative, available and competitive education is stated as important to create an educated, creative and purposeful personality.

- A mechanism is created that would help to ensure that supply of education corresponds with the demand of labor market, current and future needs of the economy, as well as to ensure national strategic development.

- Recognition (assessment) of results achieved through informal education is ensured to provide people with wider opportunities of continuing education in a way most appropriate for them, thus significantly increasing the rate of people returning to education system so that everyone can successfully compete in the labor market, participate in the society and improve themselves during the whole course of life.
• Education support structures shall be created to timely avoid learning problems for children in the age of compulsory education, to provide adults with access to good-quality information and consultations on education, professional and career opportunities.

• The territorial availability of lifelong learning shall be improved by expanding and restructuring opportunities of obtaining formal and informal education including the supply of basic skills learning for adults, a set of measures for training and consulting services according to the needs of people; paying particular attention to social groups with limited opportunities for receiving education in their places of residence and work. Transforming libraries into lifelong learning centers.

Goals of the lifelong learning policy:

To ensure the availability of lifelong learning to people, irrespective of their age, sex, previous education, place of residence, income level, ethnic identity, social status, and functional disorders.

To offer a good quality education to adults, ensuring a long-term working competence, civic involvement, and personal development, and promoting a development of competitive knowledge economy and democratic society in Latvia based on high level skills.

To create a harmonized system of laws and regulations, and effective management of resources (including financial), observing the principles of interaction between the shared responsibility and branch policy for the development of a joint lifelong learning system.

What will happen after implementing our lifelong learning strategy?

1. Availability of lifelong learning will be ensured at the place of residence and work of people in accordance with their needs and the principles of gender rights.

2. Supply of lifelong learning will be tostered introducing the principles of balance, efficiency and quality.

3. Management of lifelong learning will be ensured by creating a national and regional management structure, as well as establishing the normative basis and mechanisms of financing.
Everyone has a role to play

Every executive has an important role in strategy development, implementation and evaluation.

We wish the employers, ministries, information providers and other intermediary organizations to work more closely together to deliver integrated, responsive, relevant services to learners.

There is an important role of:

Individuals to:
• Commit to pursuing their own learning and development needs;
• Invest the time, energy and other resources required to develop their own potential;
• Make use of the routes and pathways, advice and assistance available to support their learning.

Employers in all sectors to:
• Recognize that high quality products and services are delivered by a skilled and motivated workforce;
• Invest in the training of all their employees to achieve a highly-skilled and productive workforce.

Trade unions to:
• Compete for the benefits of updating skills or learning new ones;
• Work with employers to tackle skills gaps in the workplace;
• Encourage more direct provision for employees through working with employers.

Learning providers to:
• Make sure that learning provision meets the needs of learners wherever they live;
• State the provision of the highest quality;
• Plan and adopt provision to be relevant to Latvia’s economic and social needs.
How will we measure our lifelong learning strategy?

Achieving success will be a joint effort on the part of many stakeholders, working together efficiently. As a first step, we have identified eight indicators to assess our program:

- Defining of “lifelong learning” in a joint educational system;
- 12% people involved in lifelong learning until 2013;
- Creation of a united national data basis of lifelong learning opportunities in the country and regions;
- Development of network of multi-educational centers started;
- Lifelong learning campaigns organized once a year in each planning region until 2013;
- An increase in the number of employees learning with the support of their employers;
- A decrease in the number of people lacking elementary and general secondary education;
- Development of the program of second opportunities in the education.
Basic Guidelines of Lifelong Learning Policy
for 2007–2013

(Informative part)
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<td>EU</td>
<td>European Union</td>
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<td>ESF</td>
<td>European Social Fund</td>
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<td>LAEA</td>
<td>Latvian Adult Education Association</td>
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<td>LALRG</td>
<td>Latvian Association of Local and Regional Governments</td>
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<td>NLDVA</td>
<td>National Leonardo Da Vinci Agency</td>
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<td>AEC</td>
<td>Adult Education Centre</td>
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<td>MoD</td>
<td>Ministry of Defense</td>
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<td>MCFA</td>
<td>Ministry for Children and Family Affairs</td>
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<td>MoE</td>
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<td>MES</td>
<td>Ministry of Education and Science</td>
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<td>SSAMEGA</td>
<td>Secretariat of Special Assignments Minister for Electronic Government Affairs</td>
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<td>SSAMSI</td>
<td>Secretariat of the Special Assignments Mister for the Social Integration</td>
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<td>MoC</td>
<td>Ministry of Culture</td>
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<td>MoW</td>
<td>Ministry of Welfare</td>
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<td>RL</td>
<td>Republic of Latvia</td>
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<td>CM</td>
<td>Cabinet of Ministers</td>
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<td>SMEs</td>
<td>Small and Medium-sized Enterprises</td>
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<td>SEA</td>
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<td>MRDLG</td>
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1. Explanations of terms

**E-education** – a specially organised study course in which the following information and communication technologies are used in a methodically grounded way – telecommunication and computer networks, multimedia CD-ROM, as well as radio and TV broadcasting, audio/video records, interactive TV and other technologies.

**Formal education** – an institutionalised, consecutive and structured education system, that includes elementary education, secondary and higher education degrees, acquiring of programmes of which are certified by a state education document of education and/or professional qualification.*

**Everyday learning** – a meaningful process of experience gaining in every life situation.

**Innovation** – implementation of a new scientific, technical, cultural or other sphere idea thus creating a good or service.

**Interest related education** – realisation of a person’s individual education needs and desires regardless of age and previously acquired education.*

**Scheme of education and employment rotation** – possibility for employers during the learning period of an employee to substitute him/her by another, including job seekers and the unemployed people thus allowing them to continue the education of qualify by having in-service training.

**Young people** – people at the age of 13 – 24

**Career development support system** – a campaign giving a possibility for the disabled in any period during the whole life to identify their interests, abilities, skills, experience in order to take conscious decisions about the choice of education/profession and organise and manage their individual life regarding learning, work and other spheres in which these abilities are acquired and/or used.

**Lifelong learning** – an education process during the whole life of an individual, that is based on changing needs to acquire education, skills, experience in order to increase or change their qualification in accordance with the demands of the labour market and own interests and needs. Lifelong learning comprises informal learning and formal education, develops inborn abilities together with new competences.

**Lifelong learning policy** – judicially, managerially, financially secured state support for each inhabitants education that promotes initiative and abilities, employment and adaptation skills, active civil participation and social integration, personal self-development in every life stage in every life sphere from childhood till old age days.
Informal education – besides formal education a organised educating activity that compliments formal education by ensuring the acquiring of the skills and abilities and development of evaluation system, that are necessary for a socially and economically active state citizen to be able to integrate in the society and the labour market.*

Second chance education – a repeated possibility to acquire education for those that due to some reasons at the appropriate age have not reached a certain education degree.

Basic competences – a set of knowledge, skills and attitudes that is necessary for the self-development of an individual to promote the social integration and employment.

Adult – in these basic principles, a person at the age of 15, that after a break continues general or professional education (formal, informal).

Adult education – formal, informal education and everyday learning that ensures personal development, social integration, civil participation and competitiveness in labour market during the whole life.*

Adult education support institution – an institution established by the state, local government of other legal entity that ensures the methodological, psychological, scientific, informative and other support for adult education establishments, adult pedagogues and adult.

Adult education centres – institutions that promote adult education availability in the particular administrative territory by gathering information about the offering and providing consultations and information.

Adult education consultant – a person that professionally performs consulting services in adult education.

Adult education pedagogue – a person that implements adult education programmes.

Distance learning – is a specially planned, organised independent learning supported by advisers and consultants. It is a form of education in which specific learning materials and methodology are used. Every person can learn in convenient for him/her time, place and tempo. Distance learning basically is planned for adults that are motivated and able to organise themselves for active learning.*

Knowledge society – a system of social relationships of people, that ensures high innovation degree, and in which every individual is able to reach a high degree of participation, continuously learning and using, creating new knowledge for the welfare of his/her own and the society in general.

* - the term is explained in the context of basic guidelines.
2. Introduction

Education is of great significance in both the development of society and individuals, it belong dot human rights and is an important aid for reaching such aims as social equality and development of an economical and civil society. In the sphere of development of educational system, the aim of the state is to orientate to a knowledge based society cultural, social and economic development of which is determined by the high intellectual level of inhabitants. Co-operation between different members of lifelong learning in Latvia, as well as internationally is essential for the development of lifelong learning.

On 30 October, 2000 the “Memorandum on Lifelong Learning” worked out by the European Council was signed in Brussels. In the Communication of the Commission of European Communities “Making a European Area of Lifelong Learning a reality” (adopted in Brussels 21 November, 2001) and Lisbon European Union Conclusions, it is pointed out that for a successful transition to a knowledge based economy and society, lifelong learning is an important precondition.

Basing on the usage of comprehensive information and communication technologies (hereinafter – ICT), it is possible to reach an important increase in the quality of education, in order to provide more easier access for every individual to the knowledge and education services, and develop all level ICT usage skills and ensure competent pedagogues for the implementation of learning.

The basic guidelines of Latvian lifelong learning are developed, basing on such strategic, political and other kinds of planning documents:

- Latvian long-term economical strategy (approved in meeting of the Cabinet of Ministers on 17 July, 2001, protocol Nr.: 34);
- National development plan for the years 2007–2013 (2006);
- National strategic document for the years 2007–2013. (Project);
- Long-term conceptual document “Latvian Growth Model: Human in the First Place” (confirmed in the meeting of Saeima on 26 October, 2006);
- “State cultural politics guidelines for the years 2006–2015. National state.” (confirmed by the Decree of RL Cabinet of Ministers No 264 of 18 April, 2006);
- Lisbon strategy, that determines the directions of the economical development of the European Union until the year 2010, as one of the main targets sets forward social cohesion – employment and social integration;
- Latvian National Lisbon Programme for the years 2005–2008, basic guideline project “Basic guidelines of educational development for the years 2007–2013” (confirmed by the Decree of RL Cabinet of Ministers No 742 of 17 September, 2006)
Lifelong learning policy is based on the idea that the individuals personal growth shall be promoted, as well as self-development in every life stage, all life spheres during the whole life, thus creating preconditions for the development of inhabitants initiative, adaptation abilities and reaching the social integration, employment, active civil participation.

Knowledge and its usage, as well as competences necessary for the labour market and society in general change rapidly in the development process of society. For this reason a more independent and important place next to the formal education is taken by informal, everyday adult learning regardless of their age and of whether they have obtained a document certifying their obligatory education. Formal education, informal education and everyday learning are of equal importance in lifelong learning policy and compliment each other by enriching the learning culture, experience and widening the educational environment in the level of individual, community and the whole of society. As the result, development of new society models is stimulated between the education, culture, economic and social needs, as well as their harmonization basing on the understanding of ongoing changes.

The education policy in Latvia is stipulated by the Education Law adopted in 1998 (come into effect in 1999). There have also been adopted the following laws: General Education Law (1999), Professional Education Law (1999) and Law On Institutions of Higher Education (1995), as well as different lawful acts. On the basis of the Education Law, there are the following education levels determined in the state: pre-school education, basic education, secondary education, higher education. These formal degrees are acquired continuously by every state inhabitant in particular age. Among the education degrees, as one of the most important basic education shall be mentioned. During the acquisition of it people learn how to learn, create their skills and make foundations for their choices of future career.

In the basic guidelines of lifelong learning, accent is put on adult education that is the weakest point of provision of education in Latvia and is not clearly reflected in the lawful acts. Basically it is informal education in the changing labour market and among the new technologies is able to ensure appropriate new knowledge, skills and competences for employers, employees and individuals.

Simultaneously work is started at the creation of united education system,, in order to promote all education stage and form connection, so that Latvia becomes a land where people have the opportunities to learn in every life period, all life spheres regardless of their previous education, age, sex, place of living, income level, experience and social status.

Pointing out the important role of culture in the development the creative potential of an individual and personal perfection throughout the whole life, the long-term policy basic guidelines “State cultural policy guidelines for the years 2006–2015. National
“state” award an important place for the cultural education system development in the lifelong learning prospective, by defining the strategic targets of cultural policy, as well as specific action directions.

The long-term target of basic guidelines is to ensure education throughout the whole life according to the interests of inhabitants, as well as their abilities and socially economical development needs of the particular region.

The basic guidelines mark a transition from the existing education system to lifelong learning system in Latvia and are especially directed towards the education of inhabitants: learning and teaching, including formal, informal, everyday, after obligatory education age (beginning from the age of 15) regardless their present age and of whether a document certifying their obligatory education has been obtained.

The basic guidelines determine actions implementation of which creates preconditions for people to help themselves. The basic guidelines determine actions that in Latvia create a society that is learning and by the help of education improve democracy, welfare of society and competitiveness in the international context.

Vision of the development of lifelong learning: desirable situation in 2013:

Latvia is a land where:

- People recognise education as the main resource of their welfare, and where they have possibilities to learn in every life situation in all spheres from childhood till old age days regardless of what previous education they have acquired, as well as of their age, place of living, experience, social status, sex;
- People possess confidence, initiative, knowledge, creative approach to things and skills, so that they can take part in economical, social and civil life;
- By educating throughout the whole life, as the result of the attitudes of people, a coordinated, favourable social environment is being created;
- Knowledge, skills and abilities of people are created and developed in order to increase work efficiency and ensure the socially economical development of state, basing on a highly qualified workforce;
- People have free access to information, consultations, education and support, so that they can take effective decisions in respect to the changes and feel safe among them;
- New learning approaches under the influence of ICT will continue be created, their frameworks fill expand, contents will become deeper, accessibility and organisation will improve.
3. Situation description

3.1. Availability of lifelong learning, main target groups and their needs

Lifelong learning is based on a person’s inner need or external factor raised necessity to acquire and improve one’s knowledge, skills and competencies. In the new information and communication era knowledge and skills obtained in the schools and also high-schools become obsolete faster than ever. In order a human could be more adaptive to new century and social changes, not to lose one’s job, remain socially and economically active, it is necessary to improve one’s knowledge, skills and abilities constantly. Lifelong education with specially arranged both formal and informal further education system may offer the necessary education programmes and courses that would allow a person to raise one’s qualification or requalificate.

Lifelong learning is a crucial factor both in decreasing differences between Latvia’s regions and arranging or creating balanced and targeted cultural environment, as well as in developing the quality of life and enhancing the society integration.

At present, among different state territories social and economic differences may be observed (in 2005 the average gross salary in the basic job per month in Latvia was 246 lats, however, in regional cut quite distinguishing differences should be outlined. So in Latgale the salary was 177 lats, but in Riga region – 280 lats, whereas in the last three years the remuneration for work tended to increase. In the neighbouring territories of the state capital city and other economically developed centres the unemployment level diminishes more rapidly, the income of population increases, the business gets more active turn around, while in the rural territories of the state economic retardation grows and the social contradiction only increases. Migration is widespread, as well as the concentration of resources towards the development centres. As a result, problems of economic and social character both in these centres and remote parts of the state. Also the movement of population is detected, when choosing housing away from the cities, thus the traffic volume and intensity increases.

Nowadays there is a necessity for people to continue learning apart from the obtained education and place of residence of a person. Bigger opportunities of further education is for those capable of paying, when the majority of Latvian adults, especially outskirts of Riga, fail to have any spare fundings to invest in one’s development. Away from national and regional development centres (cities of the State and regional centres) the offer for lifelong learning is comparatively limited that, in line, for regional population causes extra expenditure of resources in order to be able to participate in the training programmes, courses or seminars held in the capital city or regional centres.
In the research “Lifelong learning availability and opportunities to educate in Latvia” carried out within the framework of the national programme “Draft and implementation of the lifelong learning strategy” was established that the highest degree of interest in learning was shown in Riga (73%), Kurzeme region (48%), Latgale region (44%), Zemgale region (42%) and Vidzeme region (38%) and Pierīga region (38%).

Various target groups have different educational needs and different opportunities to obtain it. In line with the definitions applied by the Central Statistical Bureau, by taking into consideration the economic activity of people, they should be characterised as economically active ones (employed and active work searchers) or labour force and economically inactive population.

In this respect attention should be paid both to the economically active and inactive population, including people from socially rejected risk groups:

- People without the elementary education and with low level of basic skills;
- People with special needs;
- People with economically little activity who are bounded to the household;
- People who already receive pensions and pre-pension aged people.

In the last few years has increased the number of those youngsters who leave the school before obtaining the elementary education. There are several reasons for this – of economical nature – especially in the country-side, disadvantageous families, reckless parental attitude towards children education etc. However, this problem might be referred not only to young people. According to the results gained in 2000 during the Latvian population census, 7.4% adults in Latvia (distinguishing 2.9% of male, 4.5% of female) still have not acquired the elementary education. Perhaps, this number is even bigger, since 10% of population failed to indicate their education in the population census.

In the study year of 2004/2005, due to different reasons from professional education institutions 16% from the total number of students (accordingly 6% girls and 10% boys) were discharged.

If young adults by reaching the age of 18 have the opportunity to return to the formal education system, then for people after 18 the opportunity to acquire the elementary education is limited because in the State there are only 35 evening/extramural secondary schools. As a matter of fact, there is a lack of alternative possibilities to continue the education process. Also the employers are less interested to offer job for people with low basic knowledge. Thus, the number of people in the group of population who are subject to the social repulsion risks increases.

General education may be obtained by attending such educational institutions where
accredited general education programmes are being carried out. Theoretically, this might be done both in the full time education programme and part time education programme. Many people preferably would apply for education programmes relevant to their age.

Possibilities to find a job, form successful membership in the society to a great extent depends on the level of education, acquired basic skills and competences. In 2004, proportion of job seekers among economically active population all in all for young people in the age of 15–19 in Latvia was 31.2% (male 25.5%, female 39.7%), for young people in the age group 20–24 years was 15.1% (male 13.6%, female 17.2%). Quite frequently these people have low level of basic skills and competences.

Data of the MES reports on 2005 evidence that women more often want to acquire the arts and art professional education programmes (73% of students), social sciences, business sciences and the law (77% of students) as well as the health care and social welfare (93% of students) programmes. Male respondents more than female choose to study engineering, productive industry and construction (87% of students), also technologies, natural sciences and mathematics (85% of students).

Restricted opportunities to continue the further education is for people with special needs. In Latvia the proportion of working people with functional disorders is only about 10% from the total number. Among the unemployed registered in the State Employment Agency in 2005 there are approximately 3% people with functional disorders, where only one third within a year’s time fixed up in a job, even if those who want to are more than this. Shortage of environment access – high threshold, narrow doors, stairs, lack of visual aid, as well as unsmooth walking surface is an obstacle for people with functional disorders to adapt themselves in the lifelong learning process.

Insufficient availability of education is for people in custody. At the end of 2005, in 15 places of custody there were 6965 prisoners in Latvia: of those, 2199 prisoners were in pre-trial detention, incl. 1998 adult male, 102 female and 99 juvenile prisoners; convicted – 4766, incl. 4421 adult male, 203 female and 142 juvenile prisoners. Almost one third of the convicted were at the age of 15 till 25 years, where each tenth person was a juvenile at the age of the compulsory education. Among the convicted prisoners there is significant proportion of those with low level of general education. 23% of the convicted fail to have the basic education, also many convicts fail to have the professional education.

Gypsies (Romanies) is another group subject to the social repulsion risk in Latvia, who due to several reasons have extremely low level of education. According to the statistical data by the Population Register of the Office of Citizenship and Migration Affairs, at the beginning of 2006 in Latvia live 8498 gypsies (Romanies), which is
0.3% of Latvian population. However, the gypsies’ (Romanies’) NGO leaders and researchers make assumptions that in Latvia their might be from 15 000 to 18 000 Gypsies (Romanies). From those Gypsies (Romanies) living in Latvia only 7.9% have the secondary education, but only 26 (0.3%) of Gypsies (Romanies) have the higher education. Moreover, out of 5985 Gypsies (Romanies), older than 15 years, one fourth (24.3%) have education not reaching the fourth grade level and 25.2% of Gypsies (Romanies) have not stated their level of education at all. According to the date by the state Employment Agency, among the registered unemployed people there were 46 illiterate persons in 2003, where 39 (85%) were exactly the Gypsies (Romanies), though it is not possible to establish exact number of illiterate Gypsies (Romanies).

Low geographical mobility of the labour force which is negatively influenced by the insufficiently developed transportation infrastructure in the economically less developed regions creates restricted availability to the lifelong learning for rural population, especially for those bound to household and economically not involved, since in the neighbourhood no multifunctional education centres have been built, or further education programme suitable and relevant to the labour market and personal established. There are very few events and programmes with intention to motivate, or enhance the business activity. This target group fails to have sufficient assistance from the local government or the state. Also no governmental order has been made for preparing pedagogues in the field of professional adult education.

The education of new mothers after the child care vacation is not targeted well-enough that would promote their successful coming back and/or entering into the labour market.

The government pays insufficient attention to such target group as pre-pension and pension age people. In Latvia, a rapid ageing of the society has been observed, which is characterised by the low birth-rate and increase in the length of average lifespan, also changes in the age structure of the workforce have been detected when the participation in the labour market by people at the age of 55 till 64 years increases. Proportion of employed people against the total number of population at the age group from 55 till 59 years was 63.7% (female 57%, male 72%), from 60 till 64 years – 33.8% (female 28%, male 41%) in 2004. Competitiveness of these people in the labour market is diminished due to the disparity with the earlier obtained knowledge and skills to the labour market requirements nowadays. People of this age group prefer to use informal education opportunities. It has been observed that people of pre-pension age and older than that are eager to use informal education opportunities to obtain qualification and knowledge.

Problems concerning raise of qualification and requalification are common also for those employed in the small and medium-sized enterprises (SMEs) because quite frequently the employer is not interested in and financially capable to invest
resources in the raise of employees’ qualification. The level of employers’ investment in the development of human resources incl. payment of studies or in measures enhancing professional growth is low.

3.2. Lifelong learning offer

In the state the general, professional and the higher education network has been arranged and it operates in a defined system. However, in the adult education there is a lack of system. The adult education exists and it develops rapidly according to the demand, even though not being a defined part of the governmental education policy and system.

Section 46 of the Education Law states that the adult education programmes shall determine the content of such programmes and the conformity thereof to with the interests of the State and of employers, as well as of individual development, and adults have the right to acquire such programmes throughout the length of their whole life regardless of previously acquired formal or informal education programme.

The Employer’s Confederation of Latvia (LDDK) considers that quality human resources form the basis for development of Latvian national economy, and this is approved also by the EU and Latvian strategic planning documents and projects and events provided therein. By studying the opinions of colleagues, LDDK identifies several topical professions. One of them is connected with the industry development, namely, technical professions, for instance, engineers or chemists.

The next profession group is connected with service sector that currently experiences rapid growth, for instance, increases the demand for sales representatives. Perspective field is the international trade – offering of goods and services beyond the border of Latvia or promoting of export.

Judging by the research “Lifelong learning availability and opportunities to educate in Latvia” it might be concluded that the receivers of the State funding mostly are the unemployed and other population groups subject to the social repulsion risk, while education services are not available for those employed in whose education level raise the employer is not interested in and who cannot afford themselves to educate.

People with functional disorders have a lack of formal and informal education programme offers in the places of treatment. Also there is insufficient number of programmes correspond to the requirements of the mentioned target group and labour market.

Adult education establishments have too scarce offerings of professional continuing
education programmes appropriate for the labour market and employer needs, as well as career education events fail to be provided.

The National Development Plan states that the unequal social economic development creates different opportunities for people in rural areas and cities, and those of various social groups. By expanding on the availability of lifelong learning attraction of education and cultural institutions, sports, therapeutical and social care establishment, churches, non-governmental and other organisations should take place in the offer of formal and informal education programmes, thus creating varied cooperation between the education officers and demanders.

3.3. Lifelong learning resources and administration

The leading state administration institution in the field of education policy is the Ministry of Education and Science. Its duties include drafting of the education policy, organizing and coordinating the implementation of the education policy. As of 1999 in Latvia the Education Law has become effective with the purpose to ensure that every resident of Latvia has the opportunity to develop his or her mental and physical potential, in order to become an independent and a fully developed individual, a member of the democratic State and society of Latvia.

The Education Law determine the following types of education (Section 6): general education; professional education; academic education, and forms of acquisition of education (Section 8): full-time; extramural education; a sub-category of the extramural education method — distance learning; self-education; education in the family.

The Education Law states the competence of local governments in education (Section 17), where each local government has an obligation to ensure that the children residing in their administrative territory have the opportunity to acquire pre-school education and basic education at an educational institution closest to the place of residence of the child; to ensure that youths have the opportunity to acquire secondary education, as well as ensure the opportunity to realise interest related education and to support extracurricular activities, including children’s camps. Competence of the local government in the adult education has been stated in Section 17, Article 3 (8). In the LR Education Law the basic target groups have not been stated by the age, therefore an addressee of Latvian education system is not a person lifelong. This simultaneously means also that the Latvian education system from the formal aspect fails to develop as a lifelong learning system.

The Education Law states the procedure of drafting and approving of adult education programmes. However, any normative document fails to provide the procedure of adult education funding.
By now in the regulatory enactments the attention has been paid to the legislation development relating to the stages of education and their types, not varied education offers, quality and availability for different social groups according to the age, sex, ethnic identity, functional disorders, place of residence, or level of income. The educational system, in general, has a lack of flexibility, by reflecting the receiver of education – a child, his/her parents, youths and adults rapidly changing needs for varied and qualitative education. The education provides scarce solutions for people daily problems or is poorly concentrated on such.

Also there is a lack of normative base that would promote development of this field. In Latvia, there is no coordination in the adult education, for which partly is responsible the Ministry of Education and Science, Ministry of Welfare, Ministry of Agriculture, Ministry of the Interior, Ministry of Culture and others. However, long-term planning and coordinated action is a precondition for targeted human resource development in the State and effective input of the financial investment.

Currently in Latvia there are no tools that ensure recognition of the acquired knowledge and skills apart from the formal education.

Moreover, there has not been established a lifelong learning administration structure in national and local level, there is poor cooperation between ministries, non-governmental organisations and social partners, as well as shortage of lifelong learning normative base and funding mechanisms.

4. Formulation of problems for development of lifelong learning policy

Certain groups of people in Latvia do not have access to the necessary for them formal and informal education in every period of life and every sphere, including the so called second chance education. Responsibility of state is not determined about the possibilities of acquiring education in any period of life regardless of age, sex, previous education place of living, ethnical identity, level of income and functional disorders. As the result social stratification and the number of unemployed people increases, since possibilities of learning are limited for several social groups: families of low income level, people without basic skills, new mothers, young people, especially people from rural areas, people over the age of 50, people that are in imprisonment, people with not finished secondary education or elementary education, professional education and without a document certifying any educations, persons with functional disorders, people with problems of integration in the labour market, especially in rural areas.
The statistical data show that in the area of adult education women have mostly learned in study programmes offering humanitarian education, as well as social sciences, but men – study programmes involving technical engineering, technology, security services, work safety and guarding. Sexual segregation of education areas and later labour market leads to inelastic workforce. Thus, although in Latvia the number of specialists in the sciences is not sufficient, women still continue to learn and later even improve their knowledge in humanitarian sciences in which we already have overproduction, etc. Sexual segregation of the labour market as well negatively influences the single sex situation in the state, as the spheres which women choose to acquire are much lower paid.

In the Latvian education system adults are not recognised as a wider education target group, and they do not receive adequate offers that would promote their productive long-term participation in the labour market and civil society. As the result general, professional and further education of all degrees does not ensure the knowledge, skills, experience required at the work places an is an obstacle for the creation of a competitive knowledge economy based on high skills and of a democratic society.

The lawful acts in Latvia do not determine the policy, administration and financing of lifelong learning, therefore the existing resources (of state, local governments, international, probably also private) are not purposefully managed between spheres, criteria of effective usage of the particular resources are not set, and equality regarding the availability of qualitative lifelong education is not ensured for every inhabitant during the whole life regardless of their age, sex, previous education, place of living, ethnical identity of functional disorders.

5. Basic principles of lifelong learning

**Shared responsibility** – responsibility for ensuring lifelong education is shared by the state, local governments, legal entities (private entrepreneurs, social organizations), inhabitants.

**Efficiency** – effective usage of resources in order to reach targets of lifelong learning policies.

**Synergy of field policies** – in the implementation of each field policy actual and prospective lifelong learning needs of inhabitants are considered in order to increase the quality of life of inhabitants.
**Availability** – responsibility of state and local governments about the possibilities of acquiring education or each inhabitant throughout the whole life regardless of age, sex, previous education, place of living, ethnical identity, social status, level of income, functional disorders.

**Society’s understanding (comprehension)** – consonance of minds about lifelong learning as a value and social fortune.

**Equality** – possibilities of acquiring education throughout the whole life, that is appropriate for the particular inhabitants needs and abilities.

### 6. Aims of lifelong learning

To ensure the availability of lifelong learning for inhabitants regardless of their age, sex, previous education, place of living, level of income, ethnical identity, social status, functional disorders.

Create qualitative **education offer** for adults, that would provide for sustainable competences necessary for work, civil participation, personal growth and promote the creation of a competitive knowledge economy based on high skills and of a democratic society.

Create a harmonised system of lawful acts and efficient resource **management** (including financial resources), considering the principles of shared responsibility and field policy interaction, for the development of a united lifelong learning system.

### 7. Action directions of lifelong learning

7.1. To ensure **availability**:

7.1.1. in each educational establishment to create preconditions for promoting the growth of educated people; for development of initiative, independence, responsibility and readiness to learn throughout the whole life;

7.1.2. ensuring of elastic second chance education according to the needs (for a place of learning; for the implementation contact form (e-learning, evening, par time); for content; for length);
7.1.3. strengthen the formation of education support structures, involving the necessary specialists and ensuring the availability of information and consultations for all inhabitants to help them choose their education, profession and career;

7.1.4. formal and informal education offer (including the equitation of basic competences), especially or social groups with limited possibilities regarding the acquisition of education in their places of living (including rehabilitation centres (social, professional, medical), places of imprisonment), and places of work;

7.1.5. to put in order the territorial availability of lifelong learning.

7.1.6. choose activities for the evening up of the different situation of men and women, especially in such forms of lifelong learning as second chance education, adult education, distance learning., etc..

7.2. To promote the offering:

7.2.1. to form a mechanism of state influence for securing the correspondence of supply and demand for labour market and education by equalising the education offer for competitiveness, democratisation and self-realisation;

7.2.2. to efficiently coordinate the adult education (formal, informal) offer in the educational system;

7.2.3. state support for those who offer education for adults (human resources, teaching aids, programme orders) and adult formal educational establishments, informal education support institutions;

7.2.4. determine and introduce the quality assessment of adult education in accordance to the common education result assessment approach;

7.2.5. introduce the recognition system of informal education and everyday learning results.

7.3. To ensure administration:

7.3.1. determine and create lifelong learning administration structure in a national and local (regional) level, as well as institutions of adult education coordination and promotion of co-operation;

7.3.2. create a lifelong learning normative basis by improving the binding laws and lawful acts;

7.3.3. determine and create lifelong learning financing mechanisms by equalising the state, local government, private (physical, legal entities) interests and investment volumes.
## 8. Policy results and indicators

<table>
<thead>
<tr>
<th>No</th>
<th>Policy action directions</th>
<th>Indicators of reaching policy results</th>
<th>Responsible ministry</th>
<th>Involved ministries</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.1.1</td>
<td>In each educational establishment to create preconditions for promoting the growth of educated people; for development of initiative, independence, responsibility and readiness to learn throughout the whole life.</td>
<td>Increase of the number and improvement of quality of the education standards orientated to the skills demanded by the knowledge society;</td>
<td>MES</td>
<td>MoI, MoC, MoW, MoH, MoA</td>
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<td></td>
<td></td>
<td>Development of co-operation of educational establishment employees, students, employers and local society;</td>
<td>MES</td>
<td>MoI, MoC, MoW, MoH, MoA, MoE</td>
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<td>New teaching practices and projects;</td>
<td>MES</td>
<td>MoW, MoE,</td>
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<td>Modern teaching materials;</td>
<td>MES</td>
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<td>Ensuring of modern materially technical base;</td>
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<td>Increase of basil skills and competences of children, young people and adults (skills of learning, communication in foreign languages, calculating and natural sciences, interpersonal and civil, information and communication, cultural understanding, initiative and entrepreneurship, etc.;</td>
<td>MES</td>
<td>MCFA, MoE</td>
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<td></td>
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<td>Usage of electronic teaching materials and acquisition of IT instruments in different courses, as well as improvement in quality in programmes.</td>
<td>MES</td>
<td>SSAMSI</td>
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<td>No</td>
<td>Policy action directions</td>
<td>Indicators of reaching policy results</td>
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<tr>
<td>7.1.2</td>
<td>Ensuring of elastic second chance education according to the needs (for a place of learning; for the implementation contact form (e-learning, evening, par time); for content; for length);</td>
<td>Increase in the number of part time education, including e-learning, in the formal and informal education sphere;</td>
<td>MES</td>
<td>MoW, MRDLG</td>
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<td></td>
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<td>Increase in the number of evening/part time secondary schools or respective programmes in day time schools according to the demand;</td>
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<td>MES, MRDLG</td>
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<td>Ensuring of second chance education in general and professional educational establishments;</td>
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<td>Working out of the content of study programmes of general elementary and secondary education according to the age group and life experience in second chance education;</td>
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<td>Increase in the number of elementary, general secondary education and professional education individual study programmes;</td>
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<td>Involvement of educational, culture, sports, medical and social care, foundations and other institutions in increasing of the number of formal and informal education programmes in places of living (including rehabilitation centres, prisons, army, etc.);</td>
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<td>MES, MoW</td>
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<td>No</td>
<td>Policy action directions</td>
<td>Indicators of reaching policy results</td>
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<td>7.1.3</td>
<td>Strengthen the formation of education support structures, involving the necessary specialists and ensuring the availability of information and consultations for all inhabitants to help them choose their education, profession and career;</td>
<td>Increase in the number of education support structures, education, profession and career information and consultation centres; Increase in the number of services offered by education support structures, education, profession and career information and consultation centres;</td>
<td>MES, MoW, MoJ, MoC</td>
<td>MRDLG, SSAMSI, MoC</td>
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<td>MoW, MRDLG</td>
<td>MoH</td>
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<tr>
<td>7.1.4</td>
<td>Formal and informal education offer (including the aquiration of basic competences), especially or social groups with limited possibilities regarding the aquiration of education in their places of living (including rehabilitation centres (social, professional, medical), places of imprisonment), and places of work;</td>
<td>Increase in the number of programmes of basic competences in rehabilitation centres, places of imprisonment, sports, culture and medical centres; Increase in the number of programmes of formal and informal education in rehabilitation centres, places of imprisonment, sports, culture and medical centres; Education programmes of basic competences for adults nearer to the places of living; Increase in the number of employed people that study with the support of the employer; Programmes of social integration – teaching of basic skills of IT usage for everybody, especially for the elderly people, the unemployed, persons with functional disorders and other groups of inhabitants subject to other risks of social integration problems.</td>
<td>MES, MoW, MoJ, MoC</td>
<td>MRDLG, SSAMSI, MoC, MoC</td>
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<td>MoH</td>
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<td>MES, MoT</td>
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<td>MES, SSAMSI</td>
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<tr>
<td>7.1.5</td>
<td>to put in order the territorial availability of lifelong learning;</td>
<td>More effective and balances state and local government budget for lifelong learning per an adult inhabitant in an administrative territory;</td>
<td>MES, MRDLG</td>
<td>MoW, MoC</td>
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<td>Increase in the education level of inhabitants in administrative territories;</td>
<td>IZM, MRDLG</td>
<td>MoW</td>
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<td>Ensuring of technical resources of ICT;</td>
<td>MES</td>
<td>MRDLG</td>
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<td>Increase in the number of multifunctional education centres;</td>
<td>MES, MoC</td>
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<td>Increase in the number of programmes of multifunctional education centres;</td>
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<td>Ensuring of transport (for persons with functional disorders, children, people with low income).</td>
<td>MoT</td>
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<td>7.1.6</td>
<td>Choose activities for the evening up of the different situation of men and women, especially in such forms of lifelong learning as second chance education, adult education, distance learning., etc.</td>
<td>Segregation decreased in the spheres of adult education and distance learning.</td>
<td>MES</td>
<td>MoW</td>
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<td>No</td>
<td>Policy action directions</td>
<td>Indicators of reaching policy results</td>
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<td>7.2.1</td>
<td>To form a mechanism of state influence for securing the correspondence of supply and demand for labour market and education by equalising the education offer for competitiveness, democratisation and self-realisation;</td>
<td>A principle of financing directed to the needs of clients has been introduced in the educational system; Financing of state and local government budget for the priority needs of state and inhabitants, education programmes that are directed to the promotion of democratisation of competitiveness and self-realisation; Increase in the amount of compensations of individual education expenses; Public and private partnership has been promoted;</td>
<td>MES</td>
<td>MoI, MoC, MoW, MoH, MES</td>
</tr>
<tr>
<td>7.2.2</td>
<td>To efficiently coordinate the adult education (formal, informal) offer in the educational system;</td>
<td>Connection and succession of formal and informal different education degree programmes has been reached; In the framework of the educational system expansion of the recognition of education results in the framework of the educational system.</td>
<td>MES</td>
<td>MCFA</td>
</tr>
<tr>
<td>7.2.3</td>
<td>State support for those who offer education for adults (human resources, teaching aids, programme orders) and adult formal educational establishments, informal education support institutions;</td>
<td>Status, functions and financing of institutions of adult education support have been determined; Increase in the number of higher education and further education programmes ordered by state/number of students in these programmes, that ensures the preparation of adult education specialists (teachers, organisers, consultants, managers, teaching aid producers, etc.);</td>
<td>MES</td>
<td>MoE, MRDLG, MRDLG, MoI, MoC, MoW, MoH, MoA, MoA</td>
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<tr>
<td>No</td>
<td>Policy action directions</td>
<td>Indicators of reaching policy results</td>
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<td>Increase in the number of state orders in regard to the working out and production of adult teaching aids (e-learning, books, audio, video materials);</td>
<td>MES</td>
<td>MRDLG</td>
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<td>New adult education and education support institutions have been established and the existing institutions improved, co-operation between these institutions and secondary professional and higher educational establishments has been promoted.</td>
<td>MES</td>
<td>MRDLG</td>
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<tr>
<td>7.2.4</td>
<td>Determine and introduce the quality assessment of adult education in accordance to the common education result assessment approach;</td>
<td>Criteria of adult education quality and assessment order of the criteria have been determined within the state;</td>
<td>MES</td>
<td>MoC</td>
</tr>
<tr>
<td>7.2.5</td>
<td>Introduce the recognition system of informal education and everyday learning results.</td>
<td>Order of recognition of informal education and assessment of skills has been determined within the state, that has been worked out within the framework of the national programme of the structural funds “Development of a united procedure for the improvement of quality of professional education and involvement and education of social partners”.</td>
<td>MES</td>
<td>MCFA, MoC</td>
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<tr>
<td>7.3.1</td>
<td>Determine and create lifelong learning administration structure in a national and local (regional) level, as well as institutions of adult education coordination and promotion of co-operation;</td>
<td>Establishment of state and local government institutions (lifelong learning competence centres) by separating the budgets and responsibilities in lifelong earning; Ensuring of the status and financing of the Latvian Adult Education Association from the state budget for the implementation of lifelong learning.</td>
<td>MES</td>
<td>MRDLG, MoC</td>
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<td>MES</td>
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<td>Policy action directions</td>
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<tr>
<td>7.3.2</td>
<td>Create a lifelong learning normative basis by improving the binding laws and lawful acts;</td>
<td>Lifelong education has been defined and included in the Education Law and other lawful acts; Adult Education Law has been elaborated.</td>
<td>MES</td>
<td>MoC</td>
</tr>
<tr>
<td>7.3.3</td>
<td>Determine and create lifelong learning financing mechanisms by equalising the state, local government, private (physical, legal entities) interests and investment volumes.</td>
<td>Balanced investment amount provided by the State, local governments, private (physical and legal entities) in the lifelong learning; There exist intersectoral institutions for planning the adult education demand and supply and coordinating the funding, including by attracting and implementing the investment projects; Created the financial assistance system for employer and employee organizations that ensure learning of the working people; Drafted and implemented financial assistance system of youth informal education; Drafted policy that facilitates the development of the adult education establishments and adult education support establishments; Introduced a funding principle for lifelong learning aimed at the client’s needs.</td>
<td>MES, MoE, MRDLG, MoW, MoA, MCFA, MoC</td>
<td>MoC, MCFA, MoE, MoW</td>
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<td>MES, MoE, MoW, MCFA, MoC</td>
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</tbody>
</table>


# 9. Evaluation of influences on state budget and local government budget

<table>
<thead>
<tr>
<th>Direction of Activity</th>
<th>Indicatively required state budget funding (millions, lats)</th>
<th>Planned NSID* (ml., EUR)</th>
<th>Responsible institutions</th>
<th>Involved institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>To ensure availability of lifelong learning for people regardless of their age, sex, previous education, place of residence, level of income, ethnic identity, social status, functional disorders</td>
<td>0.84 0.91 0.98 1.03 1.1 1.17 1.22 7.25 48.31</td>
<td>MES, MoW, MRDLG MoT, MoC, SSAMSI</td>
<td>MCFA, MoI, MoE, MoC, MoJ, MoW, MRDLG</td>
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<tr>
<td>To create for adults a quality education offer that ensures sustainable competence for work, civil participation, and personal growth and enhances competitive economic and democratic development of Latvian knowledge society based on high skills.</td>
<td>0.51 0.54 0.58 0.62 0.66 0.7 0.74 4.35 29.00</td>
<td>MES</td>
<td>MoW, MoH, MoJ, SSAMSI, MCFA, MoC, MoA, MoC, MRDLG</td>
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<tr>
<td>To form coordinated system of regulatory enactments and effective resource (including financial) administration, by observing the principles of shared responsibility and industry policy, for development of united lifelong learning system.</td>
<td>0.17 0.18 0.19 0.21 0.22 0.23 0.25 1.45 9.66</td>
<td>MES, MoW, MoE, MRDLG, MCFA</td>
<td>MoC</td>
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<tr>
<td>TOTAL:</td>
<td>1.52 1.3 1.75 1.86 1.98 2.1 2.21 13.05 86.97</td>
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*indicative ratio according to the 1st action project programme as of 10 November 2006

Implementation of the basic guidelines is provided within the framework of existing budget.

Pursuant to the National Strategic Framework for the period of 2007–2013, for implementation of the lifelong learning policy 86 969 948 EUR have been planned to grant from the European Social Fund. Funding acquisition is being coordinated in the stated procedure.
In order to ensure implementation of lifelong learning policy in long-term, as of 2008 state budget is necessary to be attracted amount of which shall be based on the Action Plans for Lifelong Learning submitted by the planning regions. Proposals for state budget attraction shall be drafted within the framework of “Action Programmes for Implementation of Basic Guidelines of Lifelong Learning Policy” by cooperating with the responsible and involves institutions.

### 10. Further action plan

<table>
<thead>
<tr>
<th>No</th>
<th>Activity</th>
<th>Term</th>
<th>Responsible institution</th>
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<tbody>
<tr>
<td>1</td>
<td>Basic guidelines approved by the Cabinet of Ministers</td>
<td>12.2006</td>
<td>MES</td>
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<tr>
<td>2</td>
<td>Form the Supervisory Board and Secretariat of basic guideline implementation of lifelong learning policy</td>
<td>01.2007</td>
<td>MES</td>
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<tr>
<td>3</td>
<td>Develop an action programme for implementation of the basic guidelines.</td>
<td>05.2007</td>
<td>MES</td>
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<tr>
<td>4</td>
<td>Develop legislation to arrange territorial availability of lifelong learning.</td>
<td>06.2007</td>
<td>MES</td>
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<td>MRDLG</td>
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<td>5</td>
<td>Submit in the Ministry of Education and Science information regarding implementation of tasks in the particular competence.</td>
<td>02.2009</td>
<td>MoE, SSAMSI, MoW, MRDLG, MoT, MoJ, MoH</td>
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<td>02.2008</td>
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<td>02.2014</td>
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<td>6</td>
<td>Submit in the Cabinet of Ministers annual informative report on implementation of the basic guidelines.</td>
<td>05.2008</td>
<td>MES</td>
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<td>05.2012</td>
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<tr>
<td>7</td>
<td>Submit in the Cabinet of Ministers general informative report on implementation of the basic guidelines.</td>
<td>10.2013</td>
<td>MES</td>
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<tr>
<td>8</td>
<td>Develop the lifelong learning policy project for 2014 – 2020 and submit for approval in the Cabinet of Ministers.</td>
<td>12.2013</td>
<td>MES</td>
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</table>
11. Procedure of submitting reports and evaluation

Supervision of implementation of Lifelong learning policy basic guidelines is ensured by the interministry Supervisory Board under the guidance of the minister of education and science.

Implementation of the basic guidelines are provided by the Ministry of Education and Science and establishments under its supervision, as well as other state administration institutions involved in the implementation of the lifelong learning policy. The Ministry of Education and Science coordinate cooperation issues between state administration and local government institutions and establishments in the implementations of the basic guidelines.

Policy planning documents necessary for implementation of the basic guidelines are drafted and obligations are performed by the relevant field ministries according to the further action plan, by taking into consideration the objectives, key principles, resultative indicators and directions of activity mentioned in the basic guidelines.

Institutions responsible for obligations stipulated in the basic guidelines on annual basis by 1 March (in the period as of 2008 by 2014) submit the information on the implementation course of the basic guidelines in the Ministry of Education. Whereas, the Ministry of Education and Science on annual basis by 1 April (in the period as of 2008 by 2012) in the stated procedure prepares and submits in the Cabinet of Ministers the annual informative report on the implementation course of the basic guidelines.

At the end of 2013, a final report on the whole implementation of the basic guidelines should be submitted in the Cabinet of Ministers. In parallel circumstances basic guidelines of lifelong learning policy project for 2014–2020 should be drafted and submitted in the Cabinet of Ministers, by taking into account also the results and conclusions made in the final report regarding implementation course of the project of lifelong learning policy basic guidelines for 2007–2013.

12. Connection of basic guidelines with the priorities set in development programmes and strategies of planning regions

Draft of basic guidelines is being carried out by observing documents of Latvian planning region development, which are as follows:

- Riga region development programme (2005–2011);
• Development plan of Latgale (2000–2010);
• Zemgale planning region development strategy (2003–2010);
• Vidzeme planning region development programme (2002 – 2017);
• Kurzeme region development programme project (2005 – 2020).

In these documents the key region development directions and their implementation measures have been stated. In the field of education the following priorities have been outlined in particular:

• Improvement of the education system according to the labour market requirements;
• Equal opportunities for every resident to acquire quality education;
• Facilitation of implementation of lifelong learning principles and draft of modern continuing education programmes;
• Promotion of high qualified staff towards draft and implementation of knowledge and research-based innovations;
• Motivation of the society for application of ICT achievements in the daily life;
• Promotion of integration and return to the labour market of people with functional disorders and people from other groups subject to social repulsion risk;
• Provision of information on current issues in the society and training.

Minister of Education and Science  B.Rivža

<table>
<thead>
<tr>
<th>Minister of Education and Science</th>
<th>State Secretary</th>
<th>Head of Legal Office</th>
<th>Official Responsible for Policy Planning and Coordination</th>
<th>Official Responsible for Control</th>
<th>Responsible Official</th>
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<tr>
<td>B.Rivža</td>
<td>M.Gruškevics</td>
<td>E.Martinsons</td>
<td>E.Petrovska</td>
<td>R.Ozola</td>
<td>I.Vadone</td>
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I.Vadone
7047827, inta.vadone@izm.gov.lv
Situation of lifelong learning in Latvia:

In the context of National program project “Development of Lifelong Learning Strategy” (2006) accomplished research “Accessibility of Lifelong Learning and Possibilities of Learning in Latvia” aimed at:

1. to investigate laws, resolutions and institutional foundation concerning lifelong learning.
2. to research the level of basic skills in population and to investigate the needs concerning education.
3. to investigate the accessibility of formal and informal education in the framework of state, regions and districts.
4. to accomplish the analyses of human resources development and to elaborate analytic approach of supply and demand and the prognostic approach of lifelong learning.

Following chapters of research are proposed.
Plans and needs of obtaining education

Plans for obtaining education within the next 3 years

The majority of the respondents have no relevant plans in the nearest future regarding the obtaining of education or acquisition of new skills – 51% of respondents have stated that they do not plan to do that, 12% do not know or have not thought about that. However, 22% intend to start learning within the next 12 months, but 15% of respondents indicated that obtaining education is included in the next 3-year plans.

When comparing education obtaining plans among different ages, significant differences have been established. A remarkable feature is that among young adults there are significantly more those who already study or have planned to do so in the nearest future. That is, almost a half or 45% of applicants in the age of 15–24 years plan to study within the next 12 months, but among the respondents in the age group 25–44 years, only 24% shall follow this example. In the age group 25–54 years, 15% plan to study in the nearest future, while among the respondents in the age group 55–75 years, only 7%.

Both among employed and unemployed there is an equal number of those who plan to study within the nearest year – on average every fifth or 21% of employees and 19% unemployed persons.

By characterizing the plans of employed population towards obtaining education within the nearest year, it may be seen that the acquired level of the formal education is one of the factors very closely linked with the desire to study. The common tendency acquires clear shape – those obtained education of higher level are among those to be involved in some educational activities. Within the nearest 12 months 24% of respondents with the higher education plan to study something, but only 10% of respondents with the Professional education (without the secondary education).

Among respondents with unfinished higher education approximately half of them currently are involved in studies in order to obtain the higher professional or academic education. However, among those not studying, 19% plan to study something very soon in the nearest 12 months and 14% respond – within 3 years’ time.

Female more often than male respondents intend to study in the meantime of one year – respectively, 25% female and 18% male respondents.
Latvians are more willing to study than aliens – within the next 12 months 25% Latvians and 17% aliens plan to study.

However, by comparing responses given by aliens who speak Latvian with minor difficulties or fluently and those who speak Latvian very little or do not speak Latvian at all, significant differences may be traced. Namely, aliens with poor command of Latvian in 70% of cases do not plan to study, but in the group with good command of Latvian 49% do not plan to study. It should be added that among Latvians the readiness to study is as high as among aliens with good command of Latvian.

In general these differences may be explained by the different educational level in various groups. The higher the obtained level of education, the more people plan to study somewhere. Aliens with higher education level in general have better command of Latvian, too.

By comparing responses given in different regions, it was established that there is an equal amount of people about to study in the nearest future – on average 21%. Most likely Zemgale differs from the average where in the nearest 12 months 29% of respondents plan to study. However, the least committed to study idea are respondents in Riga and Kurzeme – 18%.

Respondents in Riga and other major importance cities (Daugavpils, Liepāja, Jelgava, Ventspils, Jūrmala, Rēzekne) are quite less eager to study in upcoming year’s time then people living in other cities and rural areas (accordingly 19% and 24%).

The bigger the household income per one person in a family, the more respondents plan to study in the nearest future. So in a group with income of 80 LVL per month 19% of respondents plan to study, while in the prosperous group (income no less than 300 LVL per one household member) – 29%.

By comparing employees working in different sectors, it may be concluded that mostly among those planning to study next year include such spheres as operations with real estate, rent and other commercial activity, as well as health, social care, education and science. 32–38% of people employed in these fields plan to study within the following 12 months. However, the least studies are planned among those hired in construction and industrial field – 12–14% of employees.

Among various working groups, the least of those planning to study in the nearest future are employees of physical work – only 12%. While the most interested in studying are specialists and managers of different levels (26–31%).

Employees in state or governmental institutions have planned to study within the meantime of a year (27%) than do employees of privately-owned Latvian or foreign companies (about 18%).
However, no connection between plans to study within a meantime and work in an obtained profession, or satisfaction with the present job has been observed.

**Planned type of studies within 12 months**

Majority of respondents planning to study within next 12 months shall attend some formal educational establishment in order to acquire the secondary or the Professional basic, secondary or higher education. 26% of the respondents shall attend courses or any other type of studies in relation with their job specifics or profession, and 16% shall perfect one’s knowledge in connection with one’s interests, hobbies. Besides, 6% shall obtain knowledge and skills of any other character – most of all language courses, computer training and driver’s courses were mentioned.

**Planned type of studies within upcoming three years**

Within the next 3 years those respondents planning to study most often have stated that they plan to acquire the higher education (15%), or study in relation with their job, profession specifics (12%) and hobby (10%). Meanwhile, 9% of respondents plan to graduate from the secondary school, and 7% – to obtain an academic degree, but 5% have marked their willingness to obtain any other education, however, the majority of them have failed to state what kind of education. When providing precise response, the desire to study in drivers and language courses was provided most frequently.

Approximately 14% of all respondents (38% of respondents planning to learn within the next 3 years) plan to attend language courses or other type of studies in connection with job or profession specifics. Among the employed people, 18% plan to study in relation to one’s job, however, among the unemployed – 19%. In general, the employed planning to study something in the nearest 12 months or 3 years, one half shall study something related to their job or profession.

Chances and readiness of the residents to study greatly is related to the economic sector they are employed in. Most of all studying in the job-related field is planned by those employed in such fields where the further education in included in the job responsibilities, for example, health and social care, financial intermediation, insurance and real estate, education and science, as well as in the state administration and national defence institutions. Slightly bigger is the amount of people who plan to study in profession-related program who work in the field of acquired profession.

Whereas, comparatively the smallest group of those who plan to study is formed by people employed in such fields as construction, trade, different repairs, hotels, industry and power supply, agriculture, forestry, hunting and fishing.
Plans to study in relation to work or profession specifics are closely linked with the type of job and position held by the respondents. All in all, coherence may be observed that residents holding higher position are more likely planning in relation to their work than those of lower position. Thus, among the high ranking managers 55% plan to study in job-related program within the next 12 months, while among blue collar workers significantly less people – only 27%.

By comparing people of different age groups, respondents in the age from 45 till 64 years are most of all planning to study in job-related program - among them 48% plan to study within the next 12 months. However, the smallest ratio for studies in relation to job or profession specifics is for young adults in the age from 15 –ill 24 years – in the offing 16% plan to study. It should be added that students and pupils are not enclosed in this statistics.

Studies in relation to one’s job are most likely planned by those who have household income per one family member of LVL 151–200, thus forming 61% among the group. Whereas, the least determined to acquire something in connection with job are those residents with the lowest income (under LVL 80), which leads to 35% of respondents in this group willing to study.

By comparing respondents with different education level, it turns out that people with the higher education are most of all determined to study in job-related program – 45% shall acquire something within the nearest 12 months. However, the least determined to study are those who have acquired the basic education (23%), professional education without the secondary education (14%), as well as respondents with incomplete higher education (25%). It should be mentioned that the majority of respondents with incomplete higher education currently study in order to obtain higher professional or academic education.

The Inhabitants of Riga and of other Latvia’s biggest cities (Daugavpils, Liepāja, Jelgava, Ventspils, Jūrmala, Rēzekne) slightly less than inhabitants in towns and rural areas have marked their plans to study in relation to their work specifics. In the biggest Latvia’s cities 29% of respondents plan to study within the nearest 12 months, while in suburbs and small villages – 39% of inhabitants.

If comparing various regions, it turns out that most determined to study in connection with work are those living in Vidzeme and Latgale (in the nearest 12 months accordingly 44% and 38%), whereas the least determined are the inhabitants of Riga (29%) and inhabitants of Kurzeme (28%).

Female plan more to study relating to their work or profession then male do – accordingly, 29% and 22% plan to study within the following 12 months.

No significant differences have been traced in this issue among Latvians and aliens.
Skills for raising professional qualification

Approximately one third of those planning to attend courses or any other type of work-related studies plan to study English, while each fifth respondent wants to improve one’s computer skills.

By comparing skills planned to be acquired by the unemployed and employed to raise their professional qualification in the nearest future, it should be concluded that in general no significant differences exist among these groups. Both groups most of all plan to acquire computer skills and study English. The unemployed more often than the employed are determined to study Latvian in the meantime.

In the nearest future people with household income per one family member LVL 81-120 per month are those who are most likely to acquire various skills for raising professional qualification in the future. About one fourth of all respondents in this group have planned to study in profession-related program. Comparatively there is large number of inhabitants having household income LVL 41-80 (17%) who still plan to study. Whereas the smallest group in planning to acquire skills for raising Professional qualification is formed by respondents with very low (under LVL 40) and very high income rate (more than LVL 300) per one family member. In these groups approximately 7% of respondents plan to study in relation to their work or profession.

Skills that respondents would like to acquire

By reviewing the skills the respondents are planning to acquire for the sake of raising Professional qualification, interesting congruency may be observed. For example, to improve computer skills is especially desired by those with the lowest income rate (almost one third in a group with income rate under LVL 40). While significantly smaller number of respondents with income rate LVL 150 and more (the least 0 9% of respondents with household income more than LVL 300 per month on each family member) expressed such intention. In all the income groups the biggest number is for those who have planned to study English.

Apart from computer skills the respondents with the lowest household income plan to study English and the basics of business (18%), project management (15%), and skills related to agriculture, gardening and cattle breeding (15%). Comparatively frequently such fields as technology and construction, transportation services, Latvian and the EU Project administration were mentioned.

In some fields people with higher level of income plan to perfect one’s skills. This might be regarded to skill perfection in relation to health and social care, as mostly intended by respondents with income level LVL 151 to 200 per one family member.
Respondents with household income level of LVL 200 and more per one family member more often than less wealthy groups marked their intention to study the EU project administration, project management and various law-related issues.

By comparing plans of various aged respondents to study in relation to work or profession, it may be seen that intention to improve computer skills is approximately equal in the surveyed different age groups. Also the plan to study English is intended by very vast majority of respondents in all age groups – young adults have marked it slightly more often then elder people. However, some differences have been traced – to perfect one’s skills in relation to health and social care is more often planned by respondents in age group from 45 till 64 years. Respondents in the age under 44 years more often have marked such fields as office work and office work organization, transport services. Young adults under 34 years more than any other groups plan to study trade, marketing and basics of business. Whereas respondents in the age group from 25 up to 54 years, if compared with other groups, especially often have decided to study something in relation to psychology, pedagogy, research, also accounting and taxes.

When reviewing respondents with different education level, some connectedness may be traced. Like, computer sciences are more of an interest for those who have not obtained the higher education yet. The respondents with the basic education often plan to study English, project management and the basics of business. If comparing to other groups, those obtained the basic knowledge more often have intended to study in relation to beauty services and public catering. Respondents with the secondary education more often than other plan to perfect their knowledge and skills in relation to health and social care, psychology and Project management.

In general, no sudden differences between plans of inhabitants in different regions to study in relation to work or profession have been established; however, characteristics of some regions might be mentioned. People surveyed in Riga more than in any other regions in Latvia plan to perfect one’s Latvian knowledge in the nearest future. Meanwhile people in Latgale more than people in other places have intended to acquire project administration. People in Vidzeme and Latgale are the most determined to improve one’s computer literacy.

Also in populated areas with different urbanization level no significant differences in plans to acquire various skills for raising one’s professional qualification have been stated. Separate peculiarities may be outlined, like, in rural areas and small villages respondents in smaller number plan to study English, psychology, accounting and tax matters. Whereas their intention to study trade and marketing most of all have expresses inhabitants of Latvia’s major cities (Daugavpils, Liepāja, Jelgava, Ventspils, Jūrmala, Rēzekne).

By comparing respondents who have studied during the last three years in relation to
one’s work or profession (several day, long-term courses or via distance learning) and those failed to study, several similarities and differences have been outlined. In both groups there is an equal number of those planning to study the Project management, English, various law-related matters, accountancy and taxes, health and social care related programs and other. However, among the differences it may be listed that those residents who have studied in the last three years in connection with their work or profession, more plan to study the EU Project administration, office work and organization, psychology and pedagogy. Whereas respondents who have failed to study in relation to their work or profession in the last three years, more likely plan to study Latvian, computer sciences, the basics of business, trade and marketing, something related to Technologies and construction, transport services and public catering.

In separate fields one’s skills are intended to improve mostly by one gender respondents - women more than male have marked pedagogy, office work and office work organization, skills related to health and social care matters and English. Besides men more than women plan to study technology and construction.

If comparing respondents whose mother-tongue is either Latvian or Russian then only two major differences may be observed. First of all, plans to perfect one’s Latvian knowledge and, secondly, respondents with Latvian mother-tongue more frequently have expressed their intention to study in relation to education, pedagogy and research.

Provisions for obtaining education: the desired place of study

The majority or 61% of respondents planning to study something in the nearest future definitely would prefer to attend classes in one’s city of location or rural municipality. 16% expressed their desire for attending classes in any other town or rural municipality, but 12% prefer classes held at one’s working place.

Very similar responses on this issue were given by respondents with different household income per one family member, women and men, as well as respondents of various age. Likely opinions hold also those who within the last three years have studied something in relation to their work or profession, as those having failed to do so.

The unemployed slightly more than employed respondents wish to study in their city or rural municipality (accordingly 72% and 59%). This has been stress also by the inhabitants of Riga and other major cities (69% and 74%). By comparing regions, especially small interest in studying in any other city or rural municipality was shown by inhabitants in Latgale (16%).

A wish to hold classes in one’s working place was expressed more by respondents with higher education than any other.
Desired timing of studies

Approximately one third or 31% of respondents planning to study something within the next three years most of all would like to attend classes while working. Slightly less number or each fourth respondent (25%) better would like to study during evenings after the work. However, 15% wish to attend classes on Saturdays and Sundays. 2% of respondents wish to study during their vacation. About one forth or 23% of the surveyed residents mention that time for classes is of no importance for them. Different response most often was provided by the unemployed pupil and students mostly willing to study during daytime.

Employed respondents most likely would prefer to attend classes during working days (33%) or in the evenings (30%). Approximately one fifth or 19% of respondents would prefer studies held on Saturdays and Sundays, and for the same number the timing for studies is not important.

Almost one half of the surveyed unemployed people planning to study something mention the timing of classes as unimportant issue. Approximately every fifth respondent (19%) wishes to attend classes during working days, and the same number (21%) wishes to study during evenings. But 12% of the unemployed would be able to study on weekends.

The surveyed residents with different range of income have provided very similar responses to the question of the desired timing of classes; still some differences might be pointed out. Respondents with household income per one family member per month from LVL 41 till 80 more often than the other more likely would prefer to study on Saturdays and Sundays.

Some peculiarities may be distinguished, if comparing the employed respondents with different education level. Unlike other education groups, the respondents with the basic or secondary education slightly often prefer studies in the evenings (31%) than during working hours (24%). However, respondents with the higher education significantly more have marked that they wish to study during the working hours (40%). The lower level education a respondent has, the more often as the desired timing for classes he/she has mentioned Saturday and Sunday – such response was given by 24% of respondents with the basic education and 14% with the higher education.

No significant differences have been distinguished between the responses provided by respondents of different age groups, various regions and populated areas of varied size (indicative that those residing in Riga less than others wish to study on weekends, which was chosen only by 12% of the inhabitants of Riga).

Respondents, who have studied something in relation to their work or profession specifics during the last three years, slightly more wish to attend classes during
working hours than in the evenings. To study after work chooses those who have failed to study something in relation to their work within the last three years.

Men slightly more than women have expressed a wish to study in the evenings after their work, yet women – during working hours.

The desired information channel

The majority of respondents have stated that in case of necessity information on opportunities in education would be searched on the Internet (39%), slightly less – one third – would look up information at their friends’ or acquaintances’ (30%), but every fifth respondent would search it in the national magazines and 15% would look for such information in the regional editions. Every tenth respondent (10%) would look for such information in the adult information centre, 9% – in any other educational establishment, but 7% of the surveyed would address some professional organization, and 7% in the Professional Career Selection Centre.

6% of the surveyed have no idea where to look for information on opportunities in education in relation to their job specifics, but 12% carry no interest in it.

The employed population slightly more looks for information on the Internet (44%) or at the employer’s (22%), but among the unemployed quite more respondents have stated that they would look for such information at friends’ or acquaintances (40%).

The mentioned sources of information most often differs in various age groups – the information related to job on the Internet mostly is searched by young respondents – in the age group of 15–24 years old this forms two thirds on the surveyed (67%), while 45–54 years old respondents form 35% and among 55–64 years old respondents – 17%. The Internet mostly would be used by respondents with the higher education. Among 55-64 years old respondents every fifth person (20%) has stated that information of this kind is none of his interest.

The desired type of course, price and knowledge attest and document

Respondents who are going to study in the nearest three years were asked which courses they would prefer – shorter, for smaller tuition by receiving a certificate for listening the course, or longer courses for greater sum and final test by receiving state approved document on obtaining education in the end. The majority of respondents or 65% gladly choose the second variant – to attend longer courses. 21% would prefer to attend shorter courses for less tuition price, but 15% failed to give an exact answer on the question asked.
The younger the respondents, the more often they choose to attend longer courses for bigger price. Such opinion was expressed by 72% of respondents aged 15 to 34 years and 61% aged 35 to 54 years.

Regarding this question likely opinion hold respondents with varied income level – less number of wealthy people and also the unemployed only slightly often choose shorter courses.

Similar responses were given by respondents with different education level, as well as respondents from populated areas of varied size.

**Skills necessary within the next three years**

The majority or 86% of the respondents do not plan to study anything related to their job or profession within the next three years. These respondents were asked what skills or Professional qualifications will be necessary in the nearest future. Approximately one half of respondents failed to answer to this question or give concrete answer. However, those who named specific skills they shall require mostly mentioned computer literacy (11%) and English (10%). Comparatively many times skills related to technology and construction, transport services, accountancy and taxes, as well as agriculture, cattle breeding and gardening were mentioned therein.

Both the employed and unemployed most of all marked that in the nearest future they shall require computer skills (approximately 13%). The employed respondents mention knowledge of English a little bit more often than the unemployed (accordingly 12% and 9%). However, skills related to transport services necessary in the future are regarded by 13% of the unemployed and 9% of employed respondents not planning to study anything related to their work and profession in the future. Every tenth or 10% of respondents in both groups consider that in the near future they shall require skills related to various Technologies and construction. So, approximately equal number of the employed and unemployed thinks that in the near future such skills as work safety, fire protection (6%), agriculture, gardening, cattle breeding (6%), the basics in the business (5%) and knowledge of Latvian (5%) might be useful. The employed slightly more often than the unemployed have mentioned also such fields as pedagogy, direct trade and marketing, as well as accountancy and tax-related skills.

If comparing responses given by the respondents with varied educational level, firstly, it should be pointed out that those attainted lower level education significantly more often failed to mentioned specific skills they would require in the near future – a response to this question was not given by 60% of respondents with the basic knowledge and 40% with the higher education.
Almost all educational groups consider knowledge of English and computer literacy as the most required skills. Respondents with the basic education apart from the mentioned ones also adds skills related to the transport services (8%), various Technologies and construction (7%), agriculture, cattle breeding, gardening (5%) and knowledge of Latvian (4%). However, the surveyed residents with the higher education (also incomplete) more often than other considered skills related to Project management, Office work, Office work organization, preparing Project application and administration of the EU structural funds, pedagogy, as well as information on changes introduced in the legislation as necessary.

By reviewing the responses given by the respondents with differentiated income level, no vivid differences among their opinions regarding Professional skills necessary in the future were observed. So, almost all the income groups most of all have mentioned the computer literacy. Also knowledge of English slightly more was mentioned by the respondents with higher income. The surveyed residents with the lowest household income per one family member consider not only computer literacy and knowledge of English necessary, but also skills related to transport services (10%) and agriculture, cattle breeding, gardening (10%).

Respondents of various ages hold likely opinion regarding Professional skills to be required in the near future. Respondents in the age group under 44 years slightly more than elder respondents consider that computer literacy, knowledge of English and the basics of business shall be necessary. Also pre-pension age people (55-64 years) most of all state computer literacy (9%), English (6%), skills related to agriculture, cattle breeding, gardening (6%), health and social care (6%) and various technologies, construction as necessary ones.

In general most of all mentioned skills to be required in the future have been mentioned by respondents in the age of 25 to 44 years. Certain boundaries have been marked since the respondents older than 54 years far less have named specific fields where they shall require professional skills in the future.

Only some peculiarities may be distinguished on differences between skills and professional qualification required in various regions. So residents of Riga more frequently than the other consider that they require knowledge of Latvian (8%) and skills of project management (6%), while the least was mentioned agriculture, cattle breeding, gardening (2%). Still it must be pointed out that no distinctive characteristics have been differentiated between the regions.

Also respondents from places of varied population size generally have provided quite similar responses. Differences may be traced only in relation to some fields - inhabitants of big cities and regional centres more often have marked that they shall require information on changes introduced in the legislation. However, respondents in the rural areas and small villages most of all feel the need for perfection of
knowledge in relation to agriculture, gardening and cattle breeding (12%).

Approximately one half of the respondents who have failed to study anything in relation to their work or profession within the last three years and one forth of those who have studied something during this period failed to give a specific response on the necessary professional skills. In general, both groups provided likely answers to this question, and slight differences may be observed only with regard to necessity of particular skills. The respondents who have perfected one’s professional skills within the last three years slightly more often have mentioned skills and qualification in pedagogy, knowledge of English and psychology as necessary in the future.

Respondents with mother-tongue being either Latvian or Russian have given very similar responses to this question. The only traced differences are that respondents with Russian as their mother-tongue have outlined that they shall need knowledge of Latvian in the future; however, Latvians more often have marked skills related to agriculture, cattle breeding and gardening.
Results of document analysis

Survey of legal and financial security of lifelong learning

The survey of legal and financial security of lifelong learning has two subtasks – analysis of documents where the legal security of lifelong learning shall be analyzed, and the analysis of funding of lifelong learning where the state funding flow related to lifelong learning activities shall be studied by using the results of various legislation, statistical data and other studies available.

In order to study the normative and institutional basis of lifelong learning an analysis was carried out with regard to the existing normative acts governing the field of lifelong learning and documents of field policy planning. The initial legal security study was started with analysis of “Education Law” (1998) and legislative acts subordinated to them. Afterwards laws were analyzed as well as other legislative acts related to the laws determining obtaining of education. Policy planning documents – strategies, concepts and policy guidelines - also were reviewed. Several regulations of the Cabinet of Ministers (regulations of organizations etc.) also were analyzed during the labor process that should be viewed in the context of lifelong learning, as well as the National Lisbon Strategy being an integral guideline of lifelong learning and set of principles in implementation of lifelong learning. A detailed material of analysis of the normative acts is added in Annex 1.

In order to gather information about financial delegation to various activities of lifelong learning, the financial allocation was analyzed in the law “On State Budget for 2005”, as well as different other sources where the investment of several involving parties – state, governmental, private sector, as well as individual investment in the educational activities – has been studied. Detailed material of the law “On State Budget for 2005” has been added in Annex 2.

Organization of educational measures

Opportunities of lifelong learning in Latvia are directly connected with the availability of education and its quality. The education quality is an unmediated provision of successful governmental development that expresses in all fields of life, starting with the knowledge-based-economy and ending with efficient state policy. Quality, availability and rationalizing costs are three major preconditions for creating Latvia’s educational policy.

Compliance of skills and education to the variable market demand is a crucial indicator of education quality. Incompliance of skills to the labour market requirements indicates about problems of general, professional and higher education field
efficiency, as well as for incompliance of education policy to the general provisions. On the basis of the National Lisbon Programme of Latvia for 2005-2008, the governmental duty should be aimed at promoting educational quality growth with the help of various legitimate powers, by indicating inclusion to the labour market, promotion of economic activity in various Latvia’s regions, as well as reduction of undeclared unemployment as the main tasks therein.

The analysis of legislation related to lifelong learning showed that the legal security of lifelong learning in the main governing acts of education policy – the Education Law, Law on General Education and the Professional Education Law is too general and insufficient for present social economic demands.

**Education Law (1998)** is the main legislative act in the field of educational policy that serves as the basis for mutually related documents where definite education stream. The Education law is the most important law adopted by the State legislation that serves and define education and its guidelines in Latvia. However, apart from that this is the key governing legislative act in the education system; still within its framework the principle of lifelong learning has not been defined. Also in other respects this document may be considered as very general regarding to different fields of adult education and other related fields of informal educational opportunities.

Section 7 of the Education Law states that the target group of provision of education opportunity is every resident of Latvia who wishes or has been determined by law to obtain the education: “Education target groups are aggregates of persons with similar needs, interests and abilities, who wish to acquire education or for whom the acquisition of compulsory education has been determined by law. The primary education target groups are comprised of: children of pre-school age; children and youths of compulsory education age; youths; persons with special needs; and adults.” So, according to this document necessity to acquire education has been generally declared for all the groups of population.

However, in the Education Law several educational streams, institutions, financial support have not been viewed in more details. Section 1 of the Education Law states that: “adult education – a multi-dimensional educational process of persons, which, ensures the development of the individual and his or her ability to compete in the employment market, during the course of a lifetime of a person”. However, these opportunities have not been characterised, as well as their availability and financial source.

Section 17 of the Education Law determines the institutions responsible for implementation of various educational activities, including also adult education, yet performed very generally: “District local governments shall organise adult education”.


The law “On Local Governments” determines that one of the tasks of the local governments considers the educational needs of residents, by ensuring the primary and general secondary education, as well as continuing education of teaching staff. The law fails to describe a more detailed procedure of management and organisation. Also the implementation course of adult education process and funding has not been mentioned therein that to a great extent leave the implementation of this process for voluntary interpretation of local governments, thus, although formally, many things still depend on the initiative shown by the local governments.

It should be important to divide the responsibility in state, regional and local governmental levels, by stating the procedure of adult education organisation and its funding, as well as determine the principal institutions in organizing the measure and funding Row.

In Section 46 (3) of the Education Law a reference to the Adult Education Law has been mentioned which actually fails to exist and lack of the relevant law should be valued as significant shortage in the lifelong learning system. In this document policy activity and funding stream might be included.

**Law on the Professional Education (1999)** ensures the implementation of the state professional education policy and operation, management and development of the professional educational system. The aim of the law is to ensure the opportunity to obtain general knowledge and skills, as well as professional qualification; to determine the stages and levels of the professional education; to establish the competency of people involved in the professional education and in granting the professional qualification; to provide comparability of Latvia’s professional education and professional qualification with the professional education and professional qualification obtainable abroad, thus creating opportunities for the educatee to continue the education abroad and compete in the international labour market.

In the law there have been mentioned opportunities for raising one’s qualification, but nothing has been said about retraining opportunities, what kind and what way such are available for various resident groups. The only mentioned qualification raising opportunities are the further education of the professional education of the teaching staff. By taking into account that for many representatives of professions the existing knowledge and skills do not comply with the market requirements, the retraining and obtaining of respective qualification is required. These opportunities should be determined by the legislative acts, thus creating an opportunity for granting a funding for their implementation.

Opportunities of the professional further education and retraining for the population groups who are not unemployed or with no stated opportunities in any other legislative acts might be defined in a new law on the Adult Education.
Opportunities of the unemployed have been stated by the “Support on Unemployed Persons and Persons Seeking Employment Law” and are implemented by the State Employment Agency.

In the field of prisoner education currently effort is under the way at the Development of Education Policy Guidelines of Prisoners for 2006–2010, within the framework of which the education opportunities have been viewed for one of the most poorly secured groups in respect of education availability. Convicted persons at present are insufficiently provided with needs and education opportunities. Part of the convicted fail to obtain the profession neither during the stretch, nor after that because they fail to have the necessary education to start the studies, thus, in order these persons could successfully include in the labour market after discharge from the prison becomes complicated. Within the framework of the guidelines it has been intended to improve the legal, financial and institutional support necessary for the obtaining of education for prisoners. Policy activities provided in this document are necessary to coordinate with the measures defined in the Lifelong learning strategy for socially outcast groups.

“Education Development Concept 2006–2010” (2005) states forth several priorities aimed at preventing the existing shortages within the policy, as well as consummation of objectives in the field of education defined in the previous documents “Education Development Concept 2002–2005” (2002). Among the planned activities is the improvement of teaching staff’s education and further education, as well as further implementation of the reform in the education contents with an aim to reduce to number for 50% of pupil who fail to obtain the primary education; implementation of the education quality management system, broadening of the education availability according to the population’s needs lifelong, by ensuring the opportunity of education and further education availability for all the population groups with an aim that by 2010 on average there are no more than 10% of educatees, who untimely abandon school in the compulsory education age. The mentioned policy tasks refer to the issues considered to be topical in the context of lifelong learning strategy development.

Positive evaluation deserves the “Advisory Programme “Education for All” created in 2003 by the regulations of the Cabinet of Ministers, which is aimed at enhancing the cooperation between and coordinated operation of the ministries and other state administration establishments, local governments, private sectors, public and international organisations in order to promote the development of lifelong learning development in Latvia and availability of education for all the population regardless of their age, place of residence, gender, ethnic identity and level of income; advance integration of little protected and socially outcast population in the society, by offering varied learning opportunities; broaden interaction between the formal and informal education, by ensuring the opportunities of lifelong learning for the
population and facilitate their inclusion in the society and competitiveness in the labour market; promote development of basic skills development of the population and ability to apply them according the individual’s and society’s needs.

In the lower placed table division of various legislative acts has been examined: first of all the main educational procedure governing legislative acts, further mentioned those legislative acts who state that separate institutions are responsible for implementation of definite educational functions, then there is reflected a group of legislative acts which states the opportunities of defined employed population target groups and duties within obtaining professional further education, and, finally, various legislative acts have been considered which not always directly state but are aimed at education opportunities of defined population groups within the context of lifelong learning.

**Education funding**

In order to characterise the organisation of lifelong learning and the pace of the process, not only legal but also financial support is of significant importance. Analysis of the financial flow is performed with an aim to study whether it is possible to truck the lifelong learning and especially informal education funding, and gather the information available.

The law on the State Budget for 2005 was analysed, as well as other documents and studies performed were analysed. The financial analysis indicates that the state granted funding for separate educational activities might be trucked – formal education, interest educations, as well as for raising qualification of unemployed persons and job seekers.

Problematic might be to evaluate the involvement of the private sectors in the support of employees activities, likely problems touch upon the local government direct and indirect involvement and its identification, since for gathering of such kind of information no legal basis can be found. Study of the local government and private sector involvement attest that for systematic obtaining of such information precise accounting system and indicators should be defined.
Analysis of the law “On State Budget 2005”

In the law “On State Budget 2005” is stipulated that the majority of the state funding directly channelled for the education shall be granted for activities of formal education, as well as for interest related educational programmes and sports.

Figure 70

FINANCIAL DIVISION FOR EDUCATION IN THE LAW “ON STATE BUDGET 2005”

- Formal education: 87%
- Development of school infrastructure: 1%
- Ensuring the official language: 1%
- International cooperation in educational projects: 3%
- Interest related education: 6%
- Professional further education: 2%

Analysis of documents. Organisation and funding of the lifelong learning.

By viewing the tasks of various target groups activities, it may be seen that remarkable financial resources are being allocated for educating different socially little protected groups, especially unemployed persons and employment seekers.
Various funding sources in separate educational streams

Within the framework of allotment of European Union Structural Funds and the Cohesion Fund that are provided in the implementation of the National Strategic Reference Framework 2007–2013, it may be seen that for ‘Education’ ‘Human Resource Development and Efficient Application’ within the framework of theme have been allocated Euro 460 691 419, which is 17% from the Structural Fund’s funding within this timing period. ‘Science, Research and Development’ subject axle within the framework of ‘Increasing of Competitiveness and Direction towards Knowledge Capacious Economics’ Euro 288 072 000 have been allocated, which is 11% from the Structural Fund’s funding. The total funding of the Structural Fund reached Euro 2 641 000 000.

In regulations of state support for the agriculture in 2005\(^2\) has been stated that the amount of the state support or subsidies for agriculture and rural development in the amount of LVL 29 830 806, which is 8.3% or LVL 2 495 000 has been granted for education, science and information spreading (Figure 12).

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### Table 12 State granted support for agriculture in 2005

<table>
<thead>
<tr>
<th>Event</th>
<th>Financial amount in the event, Ls</th>
<th>Proportion of financial amount within the frameworks of event, %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Courses, conferences, congresses, studies abroad and conferences in Latvia, as well as for preparing European regional Conference Food and Agricultural organization (hereinafter — FAO) in Riga, 2006</td>
<td>122 000</td>
<td>4.9</td>
</tr>
<tr>
<td>Information preparing and spreading, for creation of rural consulting and information exchanging system (specialists for enhancing rural development)</td>
<td>1 048 000</td>
<td>42.0</td>
</tr>
<tr>
<td>Demonstrations in households and agriculture exhibition</td>
<td>75 000</td>
<td>3.0</td>
</tr>
<tr>
<td>Science projects applicable in agriculture</td>
<td>800 000</td>
<td>32.1</td>
</tr>
<tr>
<td>Practice households and internship programmes</td>
<td>250 000</td>
<td>10.0</td>
</tr>
<tr>
<td>Technical support in agriculture</td>
<td>200 000</td>
<td>8.0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2 495 000</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

### Adult education funding

Within the framework of the adult education as of 2002 until 2004 10.6³ million lats have been granted according to the data by the Central Statistical Bureau.

Within its framework, 3.3 million lats have been paid by enterprises themselves to contribute in further education of their employees. State funding has been delegated to the following institutions – the State Employment Agency, the Administration School and Latvian language acquisition programme, altogether 3.1 millions lats, Whereas, 2.7 million lats were financed by residents engaged in the studies, in other words, the education target audience itself. The international foundations and projects in Latvia’s adult education participates with 1 million lats funding, but local authorities – with 0.5 million lats funding.

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3 Mičāne, I. (2004) How much do residents pay for their wish to gain further education. Rigas Balss, Tuesday, 3 February
In 1995, at least 136 establishments were dealing with the adult education in Latvia, which accordingly were attended by at least 112000 educatees. However, in 1996, approximately 100800 participants engaged themselves in the adult education programmes, in 1997 – 120907, in 1998 – more than 200 thousand adults, which is about 19% of economically active residents.

Since in the state there is no such law governing the further education, also in the state budget no resources have been provided. Its funding greatly depends on each and every organizations or enterprises understanding about needs of further education⁴. Great role is attributed also to the individual’s ability to pay for studies. These conditions exclude many from the circulation of the labour market or opportunities of professional growth. In addition to the financial problems mentioned above, psychological problems appear – many people have a lack of initiative to start obtaining new knowledge and skills, moreover, if funding should be searched for this purpose⁵.

Table 13 Adult education funding (percentage)⁶

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>State budget</td>
<td>47.5</td>
<td>45.5</td>
<td>34.4</td>
<td>43.2</td>
</tr>
<tr>
<td>Listener’s contribution</td>
<td>38.4</td>
<td>28.9</td>
<td>33.5</td>
<td>17.5</td>
</tr>
<tr>
<td>Enterprise contributions</td>
<td>9.6</td>
<td>22.2</td>
<td>25.6</td>
<td>35.2</td>
</tr>
<tr>
<td>Local government contribution</td>
<td>2.2</td>
<td>1.2</td>
<td>2.7</td>
<td>1.9</td>
</tr>
<tr>
<td>Other sources (incl. foreign funding)</td>
<td>2.3</td>
<td>2.2</td>
<td>3.8</td>
<td>2.2</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

---


⁵ The same

Further education

From year to year the number of those establishments dealing with adult education increases. If in 1996 the number was 215, then in 199 it reached 390. Also the number of participants since 1996 has doubled, in 1996 – 100800 (8% from economically active population), in 1999 – 210777 (17.5%). Still the tendency remains that that mostly young people take part in the further education (in the age 19 – 40 years) and persons with the higher education. Only 28% from those implicated in the further education in 1999 were persons without professional qualification (with incomplete elementary, elementary or secondary general education). This indicated on another problem that people without a profession find it harder to engage in the further education because they fail to have any motivation to continue studies.

Annually the funding for the further education increases, however, it is hard to state a precise sum of it because it is not possible always to evaluate the contribution of an employer. Frequently the further education at the working place is closely related to the working procedure itself. Also it is important that the employers provide their employees with the most valuable – namely, practical working experience which in many cases is more of significance than theoretical training.

According to the statistical data of 1999, the same as in 1996 the majority of the further education funding (48%) was formed by the state budget resources provided mainly for training of unemployed persons. In 1999, contributions made by listeners and enterprises accordingly formed 23% and 25% from the total further education funding. With regard to the funding, availability of the further education has become a serious problem for low-income persons due to their insolvency.

Professional education

Employers no not show big interest in participating in the development of the further education by investing their own resources (53% of employers in response gave no or rather no, than yes). Similar results also were in the survey carried out three years ago. This testifies that the state economics is not that stable yet that the employers could invest their means in the long-term development, like education.

8 The same
9 The same
By reviewing the educational funding of teachers of professional education establishments, it should be taken into account that education programmes of professional education teachers are not set apart from other education programmes for teachers; therefore practically it is impossible to provide any statistical data directly relating to the education of teachers of the professional education establishments.

**Training of unemployed persons**

The state granted funding for professional training and retraining of unemployed persons in 1999 was by 12% bigger than in 1998, but in 2000 – slightly lower than in 1999 (Table 3)

<table>
<thead>
<tr>
<th>Year</th>
<th>Expenses (Ls)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>2 117 226</td>
</tr>
<tr>
<td>1996</td>
<td>2 017 116</td>
</tr>
<tr>
<td>1997</td>
<td>2 324 508</td>
</tr>
<tr>
<td>1998</td>
<td>3 918 072</td>
</tr>
<tr>
<td>1999</td>
<td>4 700 000</td>
</tr>
<tr>
<td>2000</td>
<td>3 989 000</td>
</tr>
</tbody>
</table>

Every year the average expenses for training one unemployed person increases, which is mainly related to the provision of the training process quality. Whereas, expenses per one JSC (Job Seeker’s Club) in group work involved unemployed person reduces – from LVL 36.59 in 1997 to LVL 29.05 in 1999, which is related to the organization of the study course “How to find a job?” by providing classes only for those target groups who find it necessary.

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11 Taking into consideration the number of unemployed people sent to study or retrain and the average costs of training or retraining of one unemployed person.
