

Estonian Ministry of Education and Research

LIFELONG LEARNING STRATEGY 2005–2008

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PREFACE

Due to incremental need for considerable improvement of the opportunities of lifelong learning and adult education, a team of experts was gathered by the Minister of Education in 2001 for the development of a lifelong learning strategy. Representatives of different educational sectors and levels, large and small companies and the public sector, also people representing various areas of activity were appointed members of the team, thus allowing analysing the opportunities and needs of lifelong learning from different angles. In 2002 a document was sent to over forty organisations to hear their opinion; the text of the strategy was supplemented on the basis of the feedback received.

Working out current version of the strategy began at Estonian Ministry of Education and Research Division of Adult Education in 2004 on the basis of suggestions put down by members of the group of experts. The document was devised in cooperation with the Adult Education Council, consulting the Government of the Republic¹; in addition, the strategy was supplemented by a team of Council members in summer 2004. The strategy has passed a coordination round at the Ministry of Education and Research and among partners (ministries, social partners); The Adult Education Council has supported submission of the strategy to the Government of the Republic for endorsement.

The strategy was put together, basing on EU documentation setting trends for the next years:

- A memorandum of Lifelong Learning (European Commission, 2000),
- The European Area of Lifelong Learning (European Commission, 2002),
- Measuring Lifelong Learning (the *Eurostat* group of experts' report on measuring lifelong learning, 2001),
- The Lisbon Strategy (European Council, 2000),
- The Copenhagen Declaration (Declaration of the European Ministers of Vocational Education and Training and the European Commission on enhanced European cooperation in occupational education and training, 2002),
- Maastricht Communiqué (European Ministers of Education communiqué; follow-up document to the Copenhagen Declaration, 2004),
- Education and Training 2010 (European Council, 2002).

The aim of the Lisbon Strategy, adopted by the European Council in the year 2000, is to make the EU the most competitive and dynamic knowledge-based economy in the world. As laid down in the Lisbon Strategy, the purpose of economic and social policy shall be the restoration of full employment and the creation of opportunities of lifelong learning. EU member states bear individual liability for the contents and organisation of own education and training systems; however, the EU monitors the developments in member states and directs the general dynamics in a common direction. Hence it is necessary for the achievement of the goal of the Lisbon Strategy that member states planned their regional measures in accordance with local economic and social conditions. In 2004 the European Council approved the interim report of the document "Education and Training 2010", on which basis the member states put together their lifelong learning strategies by the year 2006.

¹ Council's activities are described in more detail in chapter *Domestic and International Cooperation*.

This strategy comprises goals and measures important for Estonia and their implementation plan in order to:

- enhance study motivation of all target groups, in particular of those groups, whose access to study opportunities is obstructed either due to economic reasons, lack of time or interest or any other reason;
- improve the competitiveness of Estonia and its population in the world;
- achieve sustainable economic development;
- improve the capacity and coping with life of every person;
- intensify social integrity of population and the development of citizenship and improve the quality of people's life;
- achieve strategic aims in education and training set by the European Council for the year 2010 i.e. the ensuring of quality, accessibility and openness.

INTRODUCTION

BASIS OF LIFELONG LEARNING AND ADULT EDUCATION

Guided by the definition of lifelong learning applicable in the EU, adopted by the European Commission and Member States² and supplemented on the basis of the results of the consultations of the European Commission Memorandum on Lifelong Learning³, the following is meant under lifelong learning:

“All learning activities undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, social (social cohesion) and/or employment-related perspective either formally, non-formally and informally.”

The definition of lifelong learning covers all learning activities:

- that are purposeful i.e. activities undertaken with the purpose of “improving behaviour, information, knowledge, understanding, attitude, values or skills”⁴;
- that are continuous i.e. not random, but “bearing the elements of duration and continuity”⁵, whereby the shortest duration is not stipulated;
- irrespective of being formal or not; including different types of study, f. E apprenticeship, education and training at workplace or outside, self-education etc;
- irrespective of the sources of financing, be it from the private, public or third sector or an individual;
- irrespective of the form of study (making use of traditional or modern means, for instance, information and communication technologies)⁶;
- that are focused on the learner and his or her studies, not on teaching.

Creating opportunities for lifelong learning

21st century is the century of knowledge, information and communication. The era is characterized by social changes and rapid technological development. Borders between nation-states become weaker and overall globalization speeds up. The occupations of tomorrow require considerably more abilities and knowledge than today’s educational system is able to provide. Knowledge-based society demands readiness in every sphere of life from its members – to be equipped with the freshest knowledge and professional skills. Reformation of the education system and implementation of the system of lifelong learning must guarantee all people, irrespective of their age, the acquisition of such knowledge and skills that would allow them to cope in the rapidly changing world.⁷

² Employment Guidelines 2001; Report to European Council assembled in Cologne “Common indicators for monitoring Guidelines”, Council doc 8745/1/99 rev 1, May 31, 1999); “A Memorandum on Lifelong Learning.

³ Communication from the Commission: Making a European Area of Lifelong Learning a Reality. COM (2001), p. 9.

⁴ ISCED97, clause 9 – definition of education.

⁵ ISCED97, clause 9 – definition of education.

⁶ Report of the Eurostat Task Force on Measuring Lifelong Learning, p. 9.

⁷ UNESCO Second International Congress on Technical and Vocational Education. 1999. Seoul.

The key role of lifelong learning in the process of designing the future of Europe is acknowledged on the highest level of the EU. Heads of the member states have reached a common ground that in the next decade the EU must be an example in this field for the rest of the world.

Europe must prove that dynamic economic growth can be achieved simultaneously with the enhancement of the sense of social coherence. Emphasizing the standpoint, according to which “people are Europe's main asset and should be the focal point of the Union's policies” it can be deduced that primarily the education and training systems must adjust to changes accompanying the new 21st century and that “lifelong learning is an essential policy for the development of citizenship, social cohesion and employment”⁸.

One reason for the application of the principles of lifelong learning in the EU is the fact that Europe has taken solid steps towards knowledge-based society and economy. More than ever, access to the newest information and knowledge together with the motivation and ability to use modern media, taking into account the interests of individual as well as the entire society, is becoming a key factor in the enhancement of Europe's competitiveness, the improvement of the efficiency and adaptability of workforce to cope successfully with labour market changes. This is why the EU member states have reached consensus in the majority of issues regarding their common interest in lifelong learning.

Under adult education the following is meant:

Integrated and organised training, independent of the contents, level and methods of training; in this process adults develop their abilities, improve their technical or professional skills.

Lifelong learning extends from birth till death, including any training undertaken in a lifetime. The term ‘lifelong learning’ was born together with a statement, according to which learning does not end after leaving school but continues during entire lifetime; here the emphasis is put on learning after the acquisition of initial education in the system of formal education i.e. on adult education. This is why the texts on lifelong learning focus on the opportunities of adult education. This strategy approaches lifelong learning and its importance, focusing on analysing the study opportunities of adults – mapping the situation (problems, bottlenecks) and coming up with solutions.

⁸ European Council Presidency Conclusions, Lisbon, 23-24 March 2000, Clauses 5, 24 and 25, p. 2 and 8; European Council Presidency Conclusions, Santa Maria da Feira, 19-20 June 2000, Clause 33, p. 6.

1. CURRENT STATE OF ADULT EDUCATION IN ESTONIA

The development and realisation of lifelong learning strategy and the accompanying implementation plan is basing on all achievements made in the field of adult education in Estonia as of today. The following is an overview of the current state of our adult education.

Legislation

Education legislation and the legislation supporting participation in training should motivate an adult to learn, creating opportunities for all target groups to participate in appropriate training. It is crucial for education legislation to be intelligible, providing the learners and those willing to learn with simple and unambiguous information on their opportunities and the ways of making use of them and the defending their rights. In order to promote learning, education legislation must:

- include the idea of lifelong learning as pervasive;
- stand on common ground, use common terminology, be intelligible and unbiased towards all people willing to study;
- involve as many institutions as possible from all three sectors in the provision of training;
- establish a mechanism to finance and assure the quality of lifelong learning;
- allow recognition of previous learning and working experience in further studies.

From 1993, adult education is regulated by Adult Education Act (hereinafter as AEA), stipulating the right of every person for lifelong learning within entire lifetime; obligations of central and local governments but also that of the employers in the coordination and implementation of adult education; the financing of adult education from national budget. In addition to AEA also the following legislation has been issued, regulating the area of adult education:

Basic Schools and Upper Secondary Schools Act (1993) and the regulation by the Minister of Education and Research “Conditions and procedure of participating in the evening and distance form of study at basic school and upper secondary school and graduating basic school and upper secondary school in the form of external study”. Pertinent legislation regulates the study opportunities of adults at basic school and upper secondary school. Based on valid legislation, adults have the opportunity to study at upper secondary school for adults or at pertinent departments of upper secondary schools with daytime form of study in the evening or distance form of study, or graduating school as an external student.

Vocational Education Institutions Act* (1998) and the regulation by the Minister of Education and Research “Conditions and Policies for the Organisation of Professional Training of Adults at Vocational Institutions”. These legislative acts regulate studying on the level of secondary vocational education in the form of distance learning. Requirements are imposed on the organisation of work-related training for adults at vocational schools by the regulation by the Minister of Education and Research, according to which vocational schools are allowed to hold work-related training courses for adults in their area of studies. Upon availability of material study

* Vocational Education Institutions Act has been amended after the endorsement of the strategy by the government, notation added when the strategy was sent for printing.

base and pedagogic staff corresponding to qualification requirements, educational institutions are allowed to organise training also in other spheres/areas.

Professional Higher Education Institutions Act (1998) regulates learning as full and part-time and external student, also the recognition of previous learning and working experience. The act entitles boards of educational institutions to stipulate the areas, forms and procedure of providing professional training for adults.

Universities Act (1995) regulates learning with full and part-time and external studies, also the recognition of previous learning and working experience. The act entitles board of the university to approve the areas, forms and procedure of the work-related training provided.

Private Schools Act (1998) regulates the establishment and operation of private schools. According to this act, all legal persons in private law providing instruction exceeding 120 hours or six months a year, must establish a private school and apply for a training license.

Youth Work Act (1999) construes persons aged between seven and twenty-six as youth. Hence the regulation applies to all persons belonging to the age group incl. young adults aged 18–26.

Unemployed Persons Social Protection Act (2000) regulates public protection of the social guarantees for the unemployed.

Employment Service Act (2000) regulates the provision of labour market services to the persons seeking work and to the unemployed.⁹ Pursuant to the act, the unemployed are entitled to apply for employment training with usual duration of up to six months. The employment office may also order longer training, if the unemployed has been guaranteed a job and the future employer will pay for the training. Employment training is a kind of professional training, which purpose is the improvement of the level of labour market competitiveness. In addition to other services the unemployed are also entitled to receive vocational guidance.

Rural Development and Agricultural Market Regulation Act (2000). The act creates opportunities for the payment of governmental training aid to employees working in agricultural sector.

Income Tax Act (1999). Pursuant to this act, persons are entitled to exemption from income tax in the amount spent on training. Expenses borne by the employer on formal education of the employee within the adult education system or on popular adult education are interpreted as special benefit.

Value Added Tax Act ^{*}(2001). Pursuant to this act, VAT is not imposed on pre-school, basic, secondary or higher education, the giving of private lessons related to general education and other types of training, with the exception of training provided by an incorporated entity or a self-employed person.

⁹ Within the conception of labour market measures put together by the initiative of the Ministry of Social Affairs, changes will take place in labour market services and employment subsidies in 2005, consisting of supporting the activity of job-seekers, individual approach and diversification of labour market services.

* Value Added Tax Act has been amended after the endorsement of the strategy by the government, notation added when the strategy was sent for printing.

Pursuant to Adult Education Act, adult education is divided into formal education, work-related training (vocational training) and popular adult education.

Formal education acquired within adult education system

Under formal adult education basic, upper secondary or higher education obtained outside daytime or fulltime form of study is meant. Adults can obtain basic education and upper secondary education at adult upper secondary schools and in evening or distance learning departments at general education schools. In the academic year 2004/2005, there were all in all 33 educational institutions in Estonia, where adults were able to obtain general education in the evening, distance or external form of study. Obtaining basic and upper secondary education at state and municipal educational institutions is free of charge. Acquisition of basic education in the evening and distance form of study and graduation as an external student are allowed to people who have passed the minimum school-leaving age without having acquired basic education. The acquisition of upper secondary education is allowed to people who have acquired basic education. To enable acquisition of secondary vocational education outside daytime form of study, the Government finances post-secondary part-time studies at vocational education institutions. For the acquisition of higher education, flexible study forms are provided by institutions of professional higher education and universities. Acquisition of higher education by way of part-time studies is usually for a fee; only areas with priority importance for the state are being financed (i.e. teachers without higher education).

Work-related training

Work-related training for adults is provided by several legal persons in private law, but also by a growing number of institutions of professional higher education, universities and vocational education institutions. In certain areas training is provided principally by universities (teachers, doctors). At the same time private sector is operating vigorously on the training market. Pursuant to Private Schools Act, private schools providing training in the extent exceeding 120 hours or six months a year must apply for a training license from the Ministry of Education and Research. Work-related training is increasingly provided by professional associations, which organise training in accordance with Private Schools Act. Although the share of professional associations is not big on the overall training landscape, work-related training organised by them plays an important role in the passing of professional qualification and the conferment of a vocation.

Popular adult education

Popular adult education is provided by training centres – summer universities, open universities, non-formal educational training centres and centres of culture. Art and culture courses, language courses, economy and computer courses are among the most popular ones.

Sphere of responsibility of different ministries

The leading ministry in the sphere of adult education is the Ministry of Education and Research; however, no ministry should seize a monopolistic role in the process. Although the area is regulated mostly by regulations belonging to educational legislation, the creation of study opportunities involves different support structures (tax policy, benefits, employment policy etc.), which is why the cooperation of the Ministry of Education and Research with other ministries and sub-offices is inevitable.

- To the sphere of responsibility of the Ministry of Social Affairs belong: labour market services to the unemployed and the job-seekers (information of labour market situation and employment training, employment mediation, employment training, vocational guidance, employment subsidy for the beginning of business activities). The services

are provided by employment offices in the composition of Estonian Labour Market Board, belonging to the administrative area of the ministry. In cooperation with the Ministry of Social Affairs resolutions are adopted, concerning the ensuring of social guarantees to the learners.

- The order of state-financed training vacancies to vocational education institutions is put together in cooperation between the Ministry of Economic Affairs and Communications, the Ministry of Social Affairs, Estonian Labour Market Board, the Minister of Regional Affairs, the unions of employers and employees and professional associations. The Ministry of Economic Affairs and Communications has demonstrated a spirit of cooperation in pinpointing economic sectors with declining relative importance. Accessibility of training opportunities and availability of consultation service is particularly important for employees working in economic sectors with declining relative importance to improve their labour market competitiveness. State-commissioned vacancies in formal higher education are put together established by the Ministry of Education and Research in cooperation with several partners: other ministries, Estonian Employers' Confederation, Statistical Office, Qualification Authority, Rectors' Council, Council of Rectors of Professional Higher Education Institutions, Council of Rectors of Private Universities, and Federation of Estonian Student Unions. Professional associations also submit suggestions related to state-commissioned formal training.
- In cooperation with the Ministry of Finance decisions are made, regarding the financing of adult education on a broader level, incl. valid tax system and incentives applicable to learners. Statistical Office, which collects statistics regarding adult education, belongs to the composition of the Ministry of Finance.

Basing on the order by the Government of the Republic, Adult Education Council has been established. Tasks of the council include consultation of the government in matters related to adult education. The following institutions belong to the council: Ministry of Education and Research, Ministry of Economy and Communications, Ministry of Social Affairs, Ministry of Finance, Ministry of Agriculture, Labour Market Board, Foundation for Lifelong Learning Development *Innove*, National Examination and Qualification Centre, Foundation *Archimedes*, Qualification Authority, Tallinn University, Tallinn Adult Upper Secondary School, Türi Technical and Rural Economy School, University of Tartu, Estonian Non-formal Adult Education Association, Estonian Employers' Confederation, Association of Estonian Adult Educators *Andras*, Estonian Chamber of Commerce and Industry, Confederation of Estonian Trade Unions', Estonian Employees' Unions' Confederation *TALO*. The variety of institutions represented in the council expands the base of the sphere of adult education and helps to adopt resolutions better matching with the needs and expectations of different parties.

Financing adult education

In order to improve the opportunities and conditions of adult education and increase the number of participants involved in adult education, a change in the financing system is required. The basis and underlying legislation of financing require amendment and supplementation. This will primarily bring about the allocation of considerably larger financial support to adult education. Valid legislation allows financing of adult education from state budget as follows.

Formal education acquired within adult education system

- Provision of basic and upper secondary education via evening and distance learning at adult upper secondary schools to everyone interested.

- Acquisition of secondary vocational education on the basis of secondary education in form of part-time studies in the extent of app. 700 – 800 training vacancies.
- Part-time studies in certain areas of higher education (i.e. teachers without higher education, Master's studies of school principals).

Work-related training

- Legally, the state budget includes funds for in-service training of pedagogues (3% from salary fund), officials (2-4% from salary fund) and the unemployed and job-seekers (sphere of responsibility of the Ministry of Social Affairs). The Ministry of Agriculture has also applied for the payment of in-service training allowance for the training of people working in the agricultural sector.

Popular adult education

- Funds from the budget of the Ministry of Education and Research to support the payment of wages to heads and trainers of approximately 45 non-formal educational centres are allocated by way of competition. For the organisation of competition, payment of support and methodological supervision of the centres receiving such support, a contract has been concluded with the umbrella organisation of non-formal training centres – Estonian Non-Formal Adult Education Association.

Hence either people themselves or their employers pay for the training. Other interested parties, for instance local governments, support training in the area of general and popular adult education at own discretion. The government backs participation in training via valid tax system. Pursuant to Income Tax Act a person is entitled to exemption from income tax in the extent of the amount spent on training and employer-financed work-related training is not regarded as special benefit; however, the financing of employee's formal and popular adult education by employer is regarded as a special benefit. Pursuant to Value Added Tax Act is not imposed on pre-school, basic, secondary or higher educational training, the giving of individual lessons related to general education and other training, except the training provided by an incorporated entity or self-employed person.

In State Budget, funds are allocated via the Ministry of Education and Research for the implementation of national priorities regarding adult education, ratified by the Government of the Republic, to finance adult education projects and support popular adult education centres and Estonian Non-formal Adult Education Association. The funds allocated from State Budget to support adult education have remained unchanged since mid-1990's with a decline in 2004, when the amount allocated to non-formal education centres and Estonian Non-formal Adult Education Association was reduced by 50% (from four million (254777euros) to two million (127388 euros) kroons).

Adult Education Act (AEA) allows the announcement of training and research priorities, obliging the Ministry of Education and Research (hereinafter as MER) to allocate funds in its budget for the implementation of the priorities. In its current redaction the regulation restricts MER's opportunities to develop the system and does not guarantee opportunities for the improvement of the availability of training. Hence MER has prepared AEA draft amendments, supposed to substitute the funding of training with the funding of development, thereby creating better opportunities to MER as the organisation responsible for the coordination of activities in the area, to ensure opportunities and conditions for the development of the entire system. The goal is to stop, on the basis of pertinent article, the funding of training projects and start funding the activities necessary for the development of adult education system. Thus the Government of the Republic will no longer declare training topics as priorities, but the activities supporting the development of the system of adult education and lifelong learning instead.

In the next few years extra resources will be available for the development of the area via the resources of European Social Fund (ESF). The total volume of the first priority measure 1.1 first programming period (2004–2006) of the national development plan “Estonian National Development Plan for the Implementation of the EU Structural Funds – single programming document 2003-2006” (hereinafter as NDP) is EEK 838,479,613.00, of what 25% is support from Estonian public sector and 75% comes from ESF. The n+2 rule is applied in the first programming period of ESF, meaning that project activities must be completed by June 2008 at the latest, making it therefore possible to use the funds by 2008. The total financial volume of the next programming period (2007–2013) is currently unknown, the extent of funding depending on national GDP and the projects, on which basis funding will be applied for.

In addition to ESF, project funding can also be applied from Socrates’ sub-programme *Grundtvig*, aimed at adult education. *Grundtvig* is made up of four sub-programmes and within the programmes the following projects are funded:

- European cooperation projects;
- projects aimed at the promotion of cooperation between small organisations operating in the area of adult education and projects favouring cooperation between the learners and training providers;
- adult education staff training;
- cooperation network projects, where organisations from different countries cooperate and their awareness of the European dimension of lifelong learning increases as a result.

Statistics and research results¹⁰

Demographic situation

Training opportunities must be provided, taking into account the demographic situation in Estonia (ageing of population and declining of birth rate). As a result of natural population growth and emigration, Estonian population decreased by almost 12.5% between the two past censuses in 1989 and 2000. Estonian population was 1.35 million in 2003. The share of people aged 60 and above in population was app. 21.8% in 2003; the rate is estimated to reach 25% by the year 2020. Birth rate dropped from 25,056 births in 1987 when the indicator was at the highest, to 12,275 births in 1998. Birth rate has remained on a relatively low level since then, for example 13,133 infants were born in 2003.

With the ageing of population, investments into the training of the unemployed and job-seekers must be accompanied by investments made into the continuing training and retraining of the adults either on the labour market or re-entering the market after being away for some time. Particular attention must be paid to persons belonging to risk groups: people living in rural regions and with income level below the average; persons without professional training; older than middle-aged people, threatened by dropping out of the labour market; young parents. Both basic skills (languages, information and communication technology) and special professional knowledge and skills need refreshment.

¹⁰ Statistics of formal education, work-related training vocational training and popular adult education is presented in Appendix 4.

Risk groups

To the risk group belong all young people and adults without professional qualification, education system dropouts, people with special needs, non-Estonians not speaking Estonian and people with low level of education and those aged 45 and above.

Poverty study conducted in 1999 indicated that low educational level means higher individual poverty risk. 31.3% of the labour force¹¹ with elementary education lived in poverty. The share of the poor among the labour force with basic education was 26.5% and among those with upper secondary or higher education 17.9%. People with low economic well-being have more health problems; in this group, health damaging behaviour has also been observed more frequently. Health damaging behaviour (primarily alcohol and drug addiction) in own turn causes loss of working capacity and loss of job, impairment of living conditions and homelessness.

In recent years the number of basic school dropouts has increased. About one thousand young people terminate basic school studies every year. According to the year 2000 census there are 12,000 people without basic education aged 17–49; pursuant to data registered at local governments, the number of people without basic education aged 17–24 is approaching 10,000 and among those aged 25–49 up to 11,000 persons. Both labour force surveys and census results reveal that people without basic education have poor prospects in finding a job; they have more serious subsistence problems and more frequent contacts with law infringement. State Audit Office analysis revealed that nearly 13% of the people without basic education aged 18–55 are imprisoned persons or probationers. The monthly amount of EEK 5,428 was spent on the maintenance of a prisoner in 2003. Overall operation and maintenance cost of prisons was EEK 298 million in 2003 and EEK 279 million in 2002.

Availability of training

Estonia as a member state of the EU must proceed from the goals set on the European level. At the extraordinary summit of the European Council in 2000, the Lisbon Strategy was adopted, defining a goal to make the EU the most competitive and dynamic knowledge-based economy in the world. According to the Lisbon Strategy, the restoration of full employment and the creation of conditions to enable the provision of education, training and lifelong learning must become an objective of economic and social policy. The strategy sets a goal to increase the share of adult education to 15%¹² of the total number of the employed. Pursuant to Eurostat year 2003 labour market survey¹³ 6.2% of Estonian population aged 25–64 participated in adult education¹⁴. The indicator was the highest in 1999, when the percentage of involvement was 6.5 in Estonia. The average indicator of 25 member states is 9.0% and that of 15 member states 9.7%. The most advanced are Scandinavian countries, where the number of participants is high: Finland – 17.6%, Sweden – 34.2%, Norway – 21.3%, Denmark– 18.9%.

According to a survey conducted by Saar Poll in 2001¹⁵, 13% of the population aged 15–74 participated in various forms of training in Estonia¹⁶. People defined the following reasons for

¹¹ People aged 15–59 were regarded as labour force in this study.

¹² Presently corrected to 12.5%.

¹³ <http://europa.eu.int/comm/eurostat/newcronos/queen/display.do?screen=detail&language=en&product=STRIND&root=STRIND/strind/emploi/em051>

¹⁴ People having participated in some sort of training within four weeks before the survey were regarded as participants.

¹⁵ The survey does not reflect popular adult education. <http://www.hm.ee/>

commencing training: self-development, wish to improve professional qualification, improvement of competency, employer's wish and the desire to remain competitive. Interest towards training is quite similar among men and women; 12% of the men and 14% of the women were involved in training. While women defined self-development as the primary trigger of learning, men's number one priority was the improvement of professional qualification.

The survey quite surprisingly revealed that a large number of respondents considered adult training odd. Age was the main reason why people did not wish to study – "I am too old for learning". Absence of the need to study and lack of money were the next common reasons for not learning. The survey revealed that people with higher income level participate in training to a greater extent than those with lower income level. Taking a look at the educational background of the most active learners, the following tendency becomes evident – the higher level of education a person has, the more he or she values learning also after graduation.

In 2000 Estonia participated in an international survey called "Adult Training in Enterprises" for the first time. The survey involved all member states, the majority of accession states and those not belonging to the union. In Estonia the survey was conducted by the Statistical Office. The aim of the survey was to explore the aspects accompanying in-service training at companies in 1999. The sample group consisted of app. 6500 companies; randomized sampling method was used and 2315 companies were selected to the sample group. Hence each respondent represented itself plus several other companies with same area of activity and size.

The results revealed that 63% of all the companies belonging to the sample group provided in-service training for their employees. Readiness for training is directly related to the number of staff: 56% of the companies with 10–19 employees provided staff training; the situation was similar in companies with 20–29 employees. 85% of medium size companies (50–249 employees) provided staff training. All companies with more than 500 employees found opportunities for training their staff, the number of such companies in the sample group being 52. The average number of employees working at companies which provided training was 67. The average of 27.6% i.e. 18 employees participated in training. On the duration of training the following information was revealed: 31 training hours per participant, 8.6 hours per employee. Training costs were EEK 7,007 per participant, the average of one company being EEK 126,126 per 18 trained employees. On the basis of these results it can be assumed that small companies faced more financial difficulties, they lacked financial resources necessary for training and faced difficulties in finding substitutes for the employees participating in training courses.

As many labour market participants have acquired education and professional skills at universities, vocational schools and technical schools decades ago, the need for continuing training and retraining is obvious. At the same time training is costly for the employers, because in addition to bearing training expenses, the employees must be compensated for the working hours spent away from work, substitute employees must be found plus a threat must be faced by the employers that the trained employee will start working at a competitor.

A new similar international survey, observing adult education on enterprise and personal level, has been planned to be conducted by the Statistical Office in 2006 and 2007 respectively. The results will be disclosed in 2008. Information and attitudes related to training in enterprises regarding the years 2005 and 2006 will be studied. Another larger international survey currently in the planning phase is OECD survey in the field of adult education, also supported by the

¹⁶ National inquiry was conducted on November 21–30, 2001. At homes of the respondents 1008 people aged 15–74 were interviewed orally.

European Commission, holding a mandate from the member states for holding negotiations with OECD in this area. The survey will most probably be performed in 2006 or 2007 and if Estonia decides to participate, this will also mean availability of financial resources for those years.

The survey "Analysis of Estonian Popular Adult Education"¹⁷, conducted by Estonian Non-formal Adult Education Association in 2002, analysed the participants in popular adult education, their expectations and values; questionnaires were distributed to local government representatives to find out their awareness of and attitude towards popular adult education; directors of non-formal education centres were interviewed. The reports of training centres on past three months were also analysed. The survey revealed that cut state budget funding brings about increase in the price of courses, lying in direct correlation with the number of learners. Governments of the Nordic countries support the provision of popular adult education, as people's active involvement in training is valued, as it facilitates the formation of social networks and the development of active citizens. They also value highly the social and cultural aspects of popular adult education.

State budget funding of non-formal education centres began in 1995 and from the same year the number of non-formal education centres started growing (1994 – 35, 1995 – 45, 1996 – 50, 1997 – 59, 1998 – 63, 1999 – 64). In 2000 a law amendment took effect, stipulating the existence of training license as a precondition for getting the support. This precondition had a considerable impact on the number of active training centres, but it reduced the number of support receivers (2000 – 47, 2001 – 42, 2002 – 43, 2003 – 47). Due to such support policy a homogenous network of non-formal education centres has developed with a changing annual number of learners; however, the trend has been positive since 2000 (2000 – 32 925, 2001 – 34 770, 2002 – 35 403, 2003 – 37 714).

The most popular courses provided by Estonian non-formal education centres have been: art and culture courses, language courses, economic and computer courses. Of all the learners at non-formal education centres¹⁸ 84% were women and 16% were men in the academic year 2000/2001, most of whom between the age of 30 and 49. 29% of the learners belonged to the age group 30–39 years and 22% to the group aged 40–49. Judged against age, the number of learners is declining in both directions. When the low participation rate of younger people (up to 30) in popular adult education is probably caused by their studies in the formal education system, older people (above 50) have been alienated from learning and share an outdated opinion, according to which learning is the privilege of young.

76% of the learners participated in training repeatedly. Most of them know what they want to learn, as the courses are chosen mainly based on subject (82% of the respondents). As the selection is conscious, they also have well-defined expectations regarding the training. The respondents said they mostly hoped to acquire new knowledge (75%) and use it in their everyday life and work. Hence learning is being equalized with the acquisition of knowledge. Approximately half of the respondents claimed learning to have a good impact on their spirits. In general, the individual targets of the learners involved in popular adult education can be compared to that of those involved in formal and work-related training: self-development, better coping with work and a boost of self-esteem.

¹⁷ <http://www.hm.ee/>

¹⁸ On the basis of data on 47 non-formal education centres.

By the initiative of Tallinn University a survey “Combined impact of andragogic, social and psychological factors on the readiness of adults to learn and on the development of their training activity in the context of lifelong learning” is conducted in 2003–2005. Initiators of the survey are interested in the following issues: combined effect of the factors on the behaviour of adults as learners by different generations; factors affecting the readiness of the adults to learn; factors affecting the activity of adults to participate in training. The sample is made up of representatives of various target groups and generations. The analysis of the evolution of respondents’ readiness to learn and that of their training activity as well as the factors having an impact on both processes helps to consciously plan and develop adult education policy, theory and practice in the direction that would motivate and foster adult learning in future.

Use of structural funds

With the help of European Union structural funds that opened up for Estonia in 2004, the Ministry of Education and Research has planned activities for the development of lifelong learning. The need for the development of opportunities and conditions of lifelong learning is described in the national development plan “Estonian National Development Plan for the Implementation of the EU Structural Funds – Single Programming Document 2003-2006” (NDP) and the NDP supplementation. The main priority of NDP is the development of human resources. The first priority consists of four measures.

Measure 1.1. Educational system supporting the flexibility and employability of the labour force and providing opportunities of lifelong learning for all. The general purpose of the measure is the development of human resources and the improvement of labour market competitiveness by way of improvement of education and training system, creation of environment required for lifelong learning and provision of training. Specific targets of the measure:

- guarantee the quality of education and training;
- create equal opportunities for the acquisition of education;
- create conditions and provide opportunities for lifelong learning.

Within this measure, the following has been envisaged for the development of lifelong learning: provision of work-related training to working adults and those with lower competitiveness; the training of trainers; creation of information database of learning opportunities for adults; development and introduction of the system of taking into account the previous learning and working experience; provision of counselling to adults; further development and application of professional qualification system.

Measure 1.2 Human resource development increasing the competitiveness of enterprises.

The general purpose of the measure is to prevent unemployment by way of improving the knowledge, skills and adaptability of employees. Through this measure the in-service and retraining of employees working at companies takes place. Specific targets of the measure:

- achieve growth of investments into in-service and retraining of labour;
- encourage potential entrepreneurs to start up own business by way of giving them necessary business management skills;
- improve managers’ knowledge of new management methods, marketing and export;
- enable the commissioning of new technologies and quality management systems at companies by way of supporting corresponding staff training required for their implementation.

Within this measure the following is supported: the training of company staff and managers; finding out actual training needs; development of study programmes; training of trainers; development of professional standards of experts, business consultants and information centre

employees; assessment and accreditation of trainers, experts and consultants. Support is given to companies, whereas small and medium-size companies, occupational associations, professional associations, business organisations, training providers, experts, consultants and business development organisations enjoy particular favour.

Measures 1.1 and 1.2 are mutually complementary. Measure 1.1 is focused on the provision of training corresponding to individual preferences and the requirements of national economy. Measure 1.2 is proceeding from company preferences and the requirements of national economy.

Measure 1.3. Inclusive labour market. The general purpose of the measure is wider and more effective prevention and mitigation of unemployment and thereby also poverty and social exclusion and the improvement of social involvement. Specific targets of the measure:

- integrate the unemployed and the employees having received a notice of dismissal with labour market;
- provide risk groups with better access to labour market;
- improve the efficiency and quality of labour market services.

Within the measure the following areas are supported: continuing training and retraining of the unemployed and the people who have received a notice of dismissal; increasing of the capacity and readiness for work of the risk groups via rehabilitation and re-socialization; teaching Estonian to people with poor language skills; provision of employment-related help and creation of protected or support person backed jobs; beginning of business activities; entrance of women to labour market; further development of existing labour market services; active labour market measures and modernisation of employment offices.

Measure 1.4. Enhancing administrative capacity. The general purpose of the measure is to improve the administrative capacity of state authorities and local government units and their associations. Specific targets of the measure:

- improvement of professional skills in the field of public administration;
- development and ensuring of the operation of the public service training system;
- improvement of management quality by way of supporting management training of government authorities.

Supported activities include: training activities; development of the Public Service Development and Training Centre and Public Service Academy of Estonia; in-house management training; practice abroad.

National priorities of adult education in 2004–2006

Pursuant to subsection 6 (1) of Adult Education Act, Government of the Republic will approve national priorities of adult education. In 2000 Government of the Republic approved “National priorities of adult education until 2003”. In 2004 Government of the Republic approved national priorities of adult education for 2004–2006 that support the application of the principles of lifelong learning. The Ministry of Education and Research, its cooperation partners and all the parties involved proceed from these priorities at the organisation of pertinent activities. Before endorsement of the priorities by Government of the Republic they were approved by the Council of Adult Education.

The priorities were set on the basis of a survey “National priorities of adult education. Recommendations for the years 2003–2004”, compiled by Tallinn Pedagogical University Institute of International and Social Studies. In this survey the priorities of adult education are defined on the basis of expert opinions and analysis of the sectoral development plans adopted in Estonia. In addition to the above referred survey, the following documents have also served as a basis for setting the national priorities:

- Lifelong Learning Strategy. Project in phase of development 2002;
- Coalition contract for 2003–2007;
- The Lisbon Strategy. European Council 2000;
- The Copenhagen Declaration. Declaration of the European Ministers of Vocational Education and Training, and the European Commission on enhanced European cooperation in vocational education and training (Copenhagen, November 29 and 30, 2002);
- The European Area of Lifelong Learning. European Commission 2002;
- Communication from the Commission: “Education & Training 2010” – The success of the Lisbon strategy hinges on urgent reforms. European Commission 2003;
- “Thirteen years of cooperation and reforms in vocational education and training in the acceding and candidate countries”. European Training Foundation 2003.

National priorities of adult education for the years 2004–2006 are the following:

- create better opportunities for adults to enter lifelong learning, including also formal education, create opportunities for education system dropouts to return to the system;
- develop adult consultation system, including available career consultation services and develop an information system introducing learning opportunities aimed at adults;
- develop a system of recognition of previous learning and working experience;
- develop adult education financing model, including motivation of companies via tax system to invest into the training of employees
- ensure the quality of adult training, including vocational training.

Domestic and international cooperation

On the basis of Adult Education Act the Adult Education Council was established, which is an advisory body formed by the Government of the Republic. In addition to representatives from the ministries, the council consists of representatives of major umbrella organisations of adult education and representatives of the employers and employees. This will expand considerably the circle of management of the adult education and training. The tasks of the Council include: consulting the Government in matters related to adult education and the preparation of a Draft State Budget regarding the funds allocated to support adult education, establishment of national priorities of adult education and evaluation of the use of State Budget funds allocated to support adult education.

Main cooperation partners of the Ministry of Education and Research:

Association of Estonian Adult Educators ANDRAS (hereinafter as EAEA Andras) unites representatives of the many fields of adult education, participates in the formation of education policy, organises training events, seminars, conferences, collects and disseminates information

related to adult education, performs educational surveys. In cooperation between the Ministry of Education and Research and *Andras*, adult education forums have been held since 1997 and Adult Learners' Weeks (hereinafter as ALW) have been organised since 1998. The purpose of the week is to value learning; acknowledge learners and trainers; introduce learning opportunities and increase the number of people participating in training. Two nationwide events have become traditional within the week – the opening ceremony and adult education forum, whereas regional events take place all over Estonia, during which local learning opportunities and the importance of lifelong learning are introduced. Within ALW, Learner of the Year, Educator of the Year and the Most Education-Friendly Organisation are acknowledged. Since 2003 the title of the Most Education-Friendly Local Government has been awarded.

Initiated by Association of Estonian Adult Educators *Andras* and supported by Ministry of Education and Research, a working group was established in 2004, who developed the 3rd, 4th and 5th level professional standards for adult educators/andragogues. The vocation of adult educator/andragogue is a partial qualification (basic qualification is the speciality or vocation of an educator, acquired at an institution of higher education or vocational education institution as basic or continuing education). Everybody, who provides adult training, can apply for the qualification. Qualification is a medium, by which an educator can demonstrate professional competence and improve his or her competitiveness; it also serves as a guarantee for learners and for the client, confirming that the training will correspond to high quality requirements. Association of Estonian Adult Educators *Andras* is entitled to issue professional qualification certificates to adult educators/andragogues.

Estonian Non-formal Adult Education Association (hereinafter as ENAEA) is an umbrella organisation of training centres providing popular adult education. 72 training organisations belonged to the association in 2004. Through the association, annual funds are allocated from the budget of the Ministry of Education and Research to support popular adult education. The cooperation of ENAEA as a umbrella organisation of education-targeted non-profit organisations and non-formal training organisations with its members is very close; cooperation network is well-developed and effective. ENAEA practices close cooperation with Association of Estonian Adult Educators *Andras*; when it comes to communication with the public sector, both umbrella organisations are notable partners in the development of adult education policy and the making of important decisions. ENAEA practices close cooperation with government authorities (Ministry of Education and Research, Ministry of Culture, Ministry of Internal Affairs).

The purpose of Foundation for Lifelong Learning Development *Innove* is to provide support and partnership in the development of lifelong learning and occupational education. Foundation *Innove* also operates as the implementing body of structural funds.

Foundation *Archimedes* was established by the Ministry of Education and Research and it contributes to the opening up of European educational and scientific space in Estonia via pertinent cooperation programmes and projects. The purpose is to contribute to the improvement of the quality of education and establishment of the European range of lifelong learning. One of the structural units of the foundation is the office of Socrates Estonia, engaged in the EU educational cooperation programme Socrates. The programme has currently reached the second phase that will last until 2006. The programme Socrates has 8 sub-programmes, of which Grundtvig is aimed at adult education with the purpose to support lifelong-learning-related cooperation in Europe, continuing training of adult training staff and the development of international training courses, study materials and methods.

Qualification Authority is developing the system of professional qualifications. The purpose is to create a homogenous and well-organized system of professional qualifications and necessary preconditions for the qualifications of Estonian employees to be comparable and acknowledged by other countries.

Universities/institutions of higher education cooperate in matters related to adult education in initiatives like Estonian Academic Further Training Network (www.ut.ee/av/koostoo/EATK_eng.php) and Estonian e-University (www.e-uni.ee). Estonian Academic Further Training Network unites 7 universities and has been operating since 2001 with the purpose of developing the quality and availability of further training provided by universities by way of cooperation between the universities. To the consortium of e-University established in 2003 belong 8 institutions of higher education; the activities of e-University are aimed at various target groups, but most of all at adults, including people living in different regions and people with special needs.

The purpose of cooperation between vocational education institutions is to support lifelong learning of adults and acquisition of vocational education via the activities of Estonian Vocational Education Association. Most educational institutions provide various training options (formal education, continuing training, retraining and popular adult education) also to adult learners. Mutual cooperation in the field of adult education is still scarce. Schools mostly exchange adult educators, take turns using training classes, organise joint training courses for the staff of vocational education institutions to guarantee modern and quality vocational training. In the near future more attention will be paid to joint adult education projects financed by the EU, to the specification of adult training needs, to the training of educators, continuing also with the ongoing activities.

In addition to cooperation with Estonian partners, cooperation in the field of adult education has intensified with European partners, mostly from the Nordic countries, but also from various international organisations. Such cooperation has evoked continuous flow of information and enabled to be informed about the newest international trends and to participate in cooperation projects and benchmarking, but also inform Europe and the rest of the world about Estonian achievements. Estonian adult education achievements are well-known in Europe and the whole world, primarily thanks to the efforts of institutions operating in the field in the past decade. The most important cooperation partners with considerable input to the development of Estonian adult education are listed below.

European Adult Education Association (EAEA). There are two members of this organisations in Estonia today – Association of Estonian Adult Educators Andras and Non-formal Adult Education Association. Being a member of the organisation since 1991, *Andras* represented not only Estonian, but also Latvian and Lithuanian adult education and until the second half of the 1990's even that of Central and Eastern Europe. Such cooperation has enabled to be informed about the newest adult education trends in Europe and if possible, to implement those novelties in Estonia.

International Council of Adult Education. Global organisation; its membership (Association of Estonian Adult Educators Andras has been its member for many years) has enabled to get information about the global problems of adult education and the possible solutions.

UNESCO. Estonia has introduced its achievements on global level via this institution, mostly the development and implementation of Adult Education Act, but also the development of the

professional standard and the establishment of professional qualification of an adult educator/andragogue.

The European Commission Lifelong Learning Group of Experts. It is the task of the group to advise the Commission in the development of the newest trends of adult education in the EU. Since its establishment in 2000, several adult education experts from Estonia have belonged to the group. Participation in the group of experts is particularly important, since it provides first-hand instructions for the development of adult education and lifelong learning on the level of EU and its member states.

Adult education institutions in the Nordic countries. Primarily Finland, but also Sweden, Denmark and Norway have been of great help in the development of adult education in Estonia. Many of today's recognized and well-known adult educators acquired their first knowledge in the field thanks to the support of these countries. Tens of adult educators from Estonia have studied at the Nordic Folk Academy and other folk academies of the Nordic Countries. This helped to lay a solid foundation to the development of the area in the first years of our independence.

On the international level, universities practice cooperation with EULLearN (European Universities Lifelong Learning Network), EUCEN (European University Continuing Education Network) and EADTU (European Association of Distance Teaching Universities) and other European universities within numerous sub-programmes of Socrates for the development of adult education. Several seminars and conferences on recognition of previous learning and working experience have been organised in Estonia with the help of EULLearN and EUCEN.

2. CONCEPTUAL SOURCES OF STRATEGY

The strategy is proceeding from an educational paradigm basing on the understanding that:

- education can be acquired only in the context of human and national culture;
- learning motivation is a precondition of the acquisition of education; individual motivation must be favoured;
- the path to education does not begin and end at school, it lasts throughout life and school plays just one important role in the process;
- the relation between teacher and pupil/learner/trainee can be satisfactory in the study process, only if basing on equal respect of personality; if the teacher and pupil/learner/trainee are acting as partners with different roles in the process i.e. on the subject to subject basis;
- the main component of education (according to experts up to 85%) is acquired outside formal education system – after school (or university), hence the importance of school in the overall process of acquiring education is app. 10–15%;¹⁹
- each person, irrespective of age, must have an opportunity for continuing education in every possible way in order to achieve and/or maintain literacy in every meaning of the word, including functional literacy needed to cope with continuous and quick changes of life and participate consciously in the alteration and maintenance of daily life environment;
- the necessity of lifelong learning is expressed in taking into account and associating the opportunities and needs of development of the different phases of human life with the development of important competencies necessary to cope with work and practical daily situations.

Tasks of the strategy:

- integrate the sectors of adult education (public, private and third sector) and specify their different roles in the meeting of social demand;
- guarantee that the contents and organisation of Estonian adult education were on internationally recognised level in terms of theory, methodology and methods;
- harmonise Estonian adult education with documents worked out by the European Commission and with the EU standards;
- regulate social demand in the field of adult education, which has undergone drastic changes as a result of:
 - rapid changes in society and the working environment;
 - development of information and communication technology;
 - people's need for education to cope on labour market, where the number of the unemployed and the number of job vacancies is rapidly growing and where increasing demands are imposed on both professional and personal level;
 - companies' need to become and stay competitive on domestic and foreign market;
 - increased social inequality among people and alienation of citizenship from the state;
 - the need of Estonian society to build and secure democracy; also in the context of intensive foreign relations and international integration;

¹⁹ Märja, T., Lõhmus, M., Jõgi, L. „Andragoogika”. Ilo Publishing, 2003

- Lay a foundation to the development of legible and transparent adult education financing scheme and to the creation of legal space required for its implementation.

3. PURPOSES, MEASURES²⁰, INDICATORS

General purpose of strategy

The implementation of strategy will raise the opportunities and motivation of Estonian population to participate in formal, non-formal and informal training with the purpose of improving one's knowledge and skills in accordance with one's own needs and that of the citizenship, society and labour market.

INDICATOR. The share of participants in education and training among people aged 25–64 will reach the level of 10% by the year 2008.²¹

Creation of learning opportunities

Purpose 1. Opportunities for lifelong learning have been created for all adults, including people with special needs, according to individual capabilities and needs.

Formal education and initial education²²

1.1 Formal training institutions provide various forms of education (i.e. evening, distance and external learning, learning separate subjects, individual study programme, part and full time studies, e-learning, school-based and workplace-based education²³ etc).

1.2 Social guarantees to acquirers of basic and secondary education irrespective of the chosen form of study or learner's age.

1.3 The granting of study loan and the giving of study leave to all learners involved in post-secondary education is being considered.

1.4 If necessary, the unemployed are directed to acquire formal education within adult education system to improve their qualification and competitiveness.

INDICATOR. All vocational education institutions and higher education institutions are providing flexible forms of study. Adults have been guaranteed vocational training opportunities in all counties. Acquisition of general education is possible at adult upper secondary schools and the evening and/or distance departments of general education schools. Compared to indicators of the academic year 2003/2004, the number of acquirers of general education will increase by 1200 persons (i.e. by app. 18%) by the year 2008. All learners are equal in terms of social guarantees. Monitoring: for the purpose of monitoring, regular adult education surveys will be performed; information is also received via Estonian education information system (EEIS).

Special measures are applied to people who have passed the minimum school-leaving age, who have left school or been expelled.

1.5 People who have passed the minimum school-leaving age are guaranteed an opportunity for flexible acquisition of general education.

²⁰ Activities for the application of measures are specified in Appendix 1 "Strategy Implementation Plan".

²¹ Labour market survey results by *Eurostat* are used to guarantee comparability of data with other member states. According to *Eurostat* 2003 labour market survey, 6.2% of Estonian population aged 25–64 were involved in adult education; the EU average (25 member states) is 9.0% and the EU average (15 member states) is 9.7%. The Lisbon Strategy sets a goal to increase the share of adult education to 12.5% by the year 2010.

²² Formal education within adult education system allows the acquisition of basic education, secondary education or higher education or pursue an academic degree in daytime, evening or distance form of study or as an external learner. Formal education must be available to persons without basic education as well as to people in retirement age willing to acquire higher education.

²³ School-based learning (like, for instance, formal training, pre-vocational training) and workplace-based learning (like, for instance, apprenticeship) are study forms at vocational education institutions pursuant to the year 2005 amendments of the Vocational education institutions Act.

1.6 Young people who have not passed minimum school-leaving age are allowed to continue their education at adult upper secondary schools in special cases.

1.7 Vocational schools provide vocational training to people who have passed the minimum school-leaving age and have no basic education.

INDICATOR. Opportunities for the acquisition of general and vocational education have been created for people who have passed the minimum school-leaving age and for school dropouts. Compared to indicators of the academic year 2003/2004, the number of acquirers of general education will increase by 1200 persons (i.e. by app. 18%) by the year 2008. Adults have been granted opportunities of vocational training in all counties. Monitoring: data from Estonian education information system.

Work-related training ²⁴

1.8 Formal education institutions (mostly vocational education institutions and institutions of higher education) and private training institutions provide more work-related training to adults than before. Training is organised flexibly to meet the changing needs of labour market.

1.9 As an active labour market measure, the share of training addressed to the unemployed will be increased as necessary, by way of involvement of cooperating educational institutions and employers in the process.

INDICATOR. The role of formal education institutions in the provision of work-related training will increase. Further and retraining opportunities have been created at all vocational and higher education institutions. Compared to 2004, the number of acquirers of continuing training and retraining at vocational education institutions will grow to 30% by the year 2008. Monitoring: annual reports and training participation surveys submitted to MER by state and municipal educational institutions.

Training at workplace

1.10 A partially state-funded system will be established, allowing employers to develop their employees through non-formal and informal training.

1.11 Employers will be introduced the opportunities of non-formal and informal training, the spread of support systems (supervision, feedback from colleagues/clients, in-service training, follow-up checks of training courses); individual attention will be paid to companies with up to 250 employees.

1.12 Cooperation of entrepreneurs with the purpose of exchanging experiences from the application of non-formal and informal training will be fostered.

INDICATOR. Employees of companies have been guaranteed opportunities of training at workplace, independent learning is encouraged. Monitoring: international survey of adult training at companies, coordinated by *Eurostat*. Regular adult education surveys.

Popular adult education ²⁵

1.13 The existing network of non-formal training centres providing quality training based on regional needs will be further developed.

1.14 In popular adult education individual attention is paid on risk groups (people with special needs, people without qualification, non-Estonians, people who have passed middle age), more

²⁴ Work-related training enables acquisition and improvement of professional, occupational and/or vocational knowledge, skills and proficiency, also retraining at work place or training institution. The passing of vocational training is certified by an attestation or certificate.

²⁵ Popular adult education allows the growth of personality, its creativity, talents, initiative and social responsibility and the acquisition of knowledge, skills and abilities required for living. Popular adult education is usually organised by voluntary organisations and/or informal groups. People participate in popular adult education out of own interest and on the basis of study programme put together on own initiative, depending on individual needs and possibilities.

attention is paid to greater gender balance between persons involved in training (by way of involving more male learners).

1.15 Study programmes will be developed, applicable by many non-formal training centres for the organisation of studies.

1.16 Free elementary computer and Internet training is provided. Training is provided by way of cooperation between the private and the public sector.

INDICATOR. Non-formal education centres provide versatile and quality training in increasing volumes. Training is available to everybody, incl. risk groups and people living in rural areas. Compared to 2004, the share of people learning at government-supported non-formal training centres will reach 30% by 2008. Monitoring: Annual reports submitted to Ministry of Education and Research by Non-formal Adult Education Association and regular adult education surveys.

Purpose 2. Adult education financing system is transparent, allowing access to training for all adults, including those with special needs.

2.1 The principles of financing adult education will be worked out; the liability of central government, local governments, employers-employees and learners for the financing of studies will be established. Work-related, popular adult education and formal training will be approached separately. When ready, the financing model will be submitted as an appendix of this strategy to the Government of the Republic for approval.

2.2 In addition to state financing, the resources of structural funds will be included, in order to make popular adult education more available and provide free or cheap work-related training to least privileged groups (incl. working low-paid people).

INDICATOR. Extra funds invested into adult education guarantee the possibility of meeting the general objective, meaning that the number of persons who cannot take part in training due to economic reasons is diminishing. The involvement percentage in adult education will increase annually by 0.8%. Monitoring: Regular *Eurostat* surveys.

Purpose 3. The Estonian language skills of non-Estonian speaking adult residents of Estonia are sufficient to cope in social and working life; they have the possibility to learn their mother tongue and practice own national culture.

3.1 The system of Estonian language proficiency examinations and the related consultations will be further developed to guarantee greater reliability of examination results and positive retroaction on the learning of Estonian as the second language.

3.2 The opportunities of non-Estonian adults to learn Estonian will be improved to guarantee them Estonian language skills on the level necessary for daily and work-related communication.

3.3 The development of language relations and socio-cultural competencies in different areas of life will be analysed by different language groups and measures will be worked out to speed up the development of Estonian into common communication language and the evolution of multilingual environment as a result.

INDICATOR. The subsistency and competitiveness of non-Estonian population on labour market will improve as a result of improved language skills and social relations. Compared to 2004, the number of persons having passed Estonian language proficiency examination will increase by 2008 as follows: the number of persons who have passed advanced level exams by 8%, those who have passed medium level exams by 8% and the number of successful takers of elementary level exams by 10%.

Monitoring: Statistics on subsistency and employment of non-Estonian population.

Support systems

Purpose 4. A system has been developed to guarantee the quality of adult training; information on training quality is available for learners.

4.1 A decentralized self-assessment system²⁶ will be created in adult training and the system of issuing training licenses will be updated.

4.2 Adult educators (incl. the educators of adults with special needs) will be prepared; continuing training will be held for the improvement of the qualification of trainers. The conferring of qualification on the basis of the professional standard of adult educator/andragogue will be further developed.

INDICATOR. Reliable information and development models regarding adult education are available. New legislative basis has been worked out to guarantee the quality of adult education. By the year 2008 at least 150 persons have applied for the qualification of an adult educator. Monitoring: Annual analyses on the developments in the area by Ministry of Education and Research (MER); Annual reports submitted to Ministry of Education and Research by the Non-formal Adult Education Association; reviews of the development of the professional qualification of educators, data from the register of professions.

Purpose 5. A database on learning and training opportunities has been established for adults; additionally, people can use career-services²⁷.

5.1 A career and study counselling system will be developed, giving advice for selection between and financing of different educational establishments, study forms and study fields and for the planning of professional career.

5.2 Availability of career services (incl. career study) for adults will be guaranteed for adults involved in formal education.

5.3 An integrated information system on study opportunities at all training institutions providing adult education will be created.

5.4 If possible, systems in the area of government of Ministry of Education and Research and Ministry of Social Affairs (MSA) will be integrated during the development of career services' support systems.

5.5 The tradition of holding annual nationwide information events on lifelong learning will continue.

INDICATOR. Adults are guaranteed with information on learning and training opportunities and the availability of career services, thereby increasing overall awareness of available training courses and study motivation. Each county has at least one provider of career services to advise working adults. Monitoring: regular adult education surveys.

Purpose 6. Professional qualification system is being developed, planned to guarantee the system of lifelong learning and the free movement of labour force.

6.1 Ongoing development and endorsement of professional standards. Compilation of up-to-date national formal education study programmes basing on professional standards in cooperation with entrepreneurs.

6.2 Bringing of work-related training programmes into conformity with professional standards.

²⁶ During self-assessment the staff of a training establishment will monitor their own activities and results on systematic and ongoing basis. Self-assessment allows clear pinpointing of all strong points and bottlenecks, gives an overview of operations and allows learning from experience and putting changes into practice. Providers and orderers (clients) as well as participants in training are all involved in the process of assessment.

²⁷ Under career services career training, mediation of career information and career consultations are meant.

6.3 All graduates of vocational education institutions will be given an opportunity to apply for pertinent (partial) professional qualification together with taking the graduation examinations at vocational education institution, provided that the qualification system is applicable in pertinent speciality/profession.

6.4 A qualification system is being developed on the basis of the principle, according to which it must be transparent, comparable and related to corresponding systems applicable in other European countries.

INDICATOR. Estonian professional qualification system is comparable to corresponding systems applicable in other European countries and guarantees free movement of labour. Adult training programmes are compiled on the basis of professional standards. At least 3000 adults take professional examinations after raising their qualification annually. In 2008 70% of the graduates of vocational education institutions will take professional examinations. Monitoring: Annual surveys performed by Qualification Authority,, data from the register of professions.

Purpose 7. The public, the private and the third sector have all been involved in the development of adult education and the adult education policy.

7.1 Adult Education Council participates in the development of adult education policy and the coordination of the implementation of this strategy.

7.2 The roles of central government, county governments, regional bodies of cooperation and local governments, non-governmental organizations, social partners and other parties involved in the development of the system of adult education will be defined. Rights and liabilities will be established in legislation.

7.3 The coordination of adult education will be revised institutionally.

INDICATOR. Relevant parties are involved in the development of the system of adult education and the adult education policy. Adult Education Council assembles at least twice a year to analyse the implementation of the purposes of this strategy. Monitoring: Annual survey by Ministry of Education and Research on sectoral developments; minutes of Adult Education Council.

Purpose 8. Adequate statistics is available and systematic surveys are performed in the area of adult education.

8.1 The collection of sectoral statistics will be mapped, organized and regularized. Priority branches of research will be agreed.

8.2 Information on adult training needs, i.e. social and economic needs will be gathered and analyzed.

8.3 Estonia will start participating more actively in various international research projects to guarantee the availability of reference statistics with other countries.

8.4 Regular surveys will be performed to explore the quality aspects of adult education.

INDICATOR. The area is equipped with statistics and surveys allowing generalizations and forecasts required for development and formation of sectoral policy. Monitoring: Adult Education Council assembles at least twice a year to analyse the implementation of the purposes of this strategy.

Purpose 9. The system of recognition of previous learning and working experience (RPLWE) is applied on all levels in all fields of studies.

9.1 A system will be developed for the application of recognition of previous learning and working experience in formal education system.

9.2 The availability of consultations on recognition of previous learning and working experience and due preparation of consultants for the provision of the service will be guaranteed.

9.3 A decentralized system of guaranteeing recognition of previous learning and working experience quality will be established.

9.4 The principles of recognition of previous learning and working experience will be followed during the application of a professional quality system.

INDICATOR. The system of recognition of previous learning and working experience has been developed and implemented. RPLWE system allows certification of knowledge and skills for the purpose of continuing studies and improving qualification on labour market. Monitoring: accreditation results of educational institutions (includes information on the application of the RPLWE system) and annual surveys performed by Qualification Authority on the application of professional qualification system.

Management, monitoring and financing of the implementation of strategy

After approval of the strategy by the recorded resolution of the Government of the Republic it will be used as a basis to plan the activities necessary for the development of Estonian adult education in 2005–2008.

The Ministry of Education and Research is liable for the implementation of the strategy. Implementation is monitored and inspected by the body advising the Government of the Republic in matters related to adult education – Adult Education Council. The Council prepares annual reports on the implementation of strategy and the use of funds, and plans activities and calculates funds required for the implementation of strategy in the next year, specifying the latter in the plan of implementation, incl. its financial part. Supplementation of the strategy will be initiated, if a need to amend the existing or stipulate new purposes and measures arises in the implementation period of strategy. Supplementation or termination of sectoral strategy depends on the relevance of set purposes, the efficiency of applied measures and the planned or occurred changes in the financial and operational environment.

The implementation document of the strategy is the implementation plan, which activities are in conformity with national budget strategy for the period 2006–2009 and draft State Budget for the year 2006. The report on the execution of the implementation plan of the draft will be submitted to the Government of the Republic by the Ministry of Education and Research for approval in every two years.

After development, the adult education financing model will be submitted to the Government of the Republic for approval as an appendix to the strategy.

If major adjustments are needed, the development plan will be submitted once again to the Government of the Republic for approval.

The amounts referred to in this document are indicative and subject to specification in annual budgetary procedure. For the performance of activities specified in the implementation plan, the Ministry of Education and Research will submit a request for funds on annual basis during the preparation of State Budget and the State Budget Strategy.

APPENDIX 1. STRATEGY IMPLEMENTATION PLAN

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
1.1.1	Within state-commissioned higher education, interrupted studies can be continued or second higher education can be obtained in the priority areas of national importance. Training commission will also involve part-time study, hence provided without tuition fee.	-	From 2005	MER, educational institutions	MER state-commissioned higher education funds	MER state-commissioned higher education funds	MER state-commissioned higher education funds	MER state-commissioned higher education funds
1.1.2	An opportunity for free acquisition of general education and/or preparation for state examinations to graduates of vocational education institutions will be created at adult secondary schools. ²⁸	-	From 2006	MER, educational institutions	-	MER 500	MER 500	MER 500
1.1.3	Application of apprenticeship training at vocational education institutions. ²⁹	Vocational Education Institutions Act, vocational education standard	From 2005	MER, <i>Innove</i> Foundation educational institutions	Phare 16 380,9 ³⁰ ; MER state-commissioned vocational education funds	MER 4 300; MER state-commissioned vocational education funds	MER 5 300; MER state-commissioned vocational education funds	MER 6 300; MER state-commissioned vocational education funds
1.1.4	Extension of vocational pre-training ³¹ and vocational training at basic school and upper secondary school. ³²	Vocational Education Institutions Act, vocational education standard	From 2005	MER, NEQC, SNO, educational institutions	MER 4 600, measure 1.1 projects ³³	MER 4 600, measure 1.1 projects	MER 4 600, measure 1.1 projects	MER 4 600, measure 1.1 projects

²⁸ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 8.3.1)

²⁹ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 9.1.5)

³⁰ Source: RES 2005–2008

³¹ Vocational pre-training is a small-scale introduction of professions or specialities within elective subjects prescribed in basic school and secondary school national curriculum, basic school simplified national curriculum or national curriculum for students with moderate or severe learning disabilities with the purpose of providing vocational orientation.

³² Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 8.1.3)

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
1.1.5	Special programme of VET for students beyond compulsory school attendance age and without basic education. ³⁴	Vocational Education institutions Act, vocational education standard	From 2006	MER, educational institutions	Measure 1.1 projects			
1.1.6	Implementation of VET on the basis of basic education but without general education part in these areas of specialisation where it is possible. ³⁵	Vocational Education Institutions Act, vocational education standard	From 2006	MER, educational institutions	MER state-commissioned vocational education funds			
1.1.7	Development of a possibility to acquire only VET at a VET institution, complemented by a general education acquired at an upper secondary school. ³⁶	Vocational Education Institutions Act	From 2007	MER	-	-	MER state-commissioned vocational education funds	
1.1.8	Development of e-learning in VET institutions through the establishment of an e-VET institution. ³⁷	-	From 2005	EITF, MER	MER 1 000	MER 1 000	MER 1 000	MER 1 000
1.2.1	With Health Insurance Act Amendment Act, health insurance will extend on all learners on basic and upper secondary education level. The giving of social guarantees (scholarships, compensation of travel expenses, accommodation) to the unemployed learning on basic and secondary education level will be agreed.		From 2007	MSA, MER	MSA	MSA	MSA	MSA
1.3.1	On the basis of the social-economic analysis of learners, the possibility of giving loan to part-time learners acquiring formal education after upper secondary school for the period equal to the nominal duration of study programme will be considered.	Study Allowances and Study Loans Act § 15	From 2008	MER	-	-	-	MER

³³ Here the projects submitted by different organisations for the purpose of measure 1.1 are meant.

³⁴ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 9.1.2)

³⁵ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 9.1.4)

³⁶ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 9.1.6)

³⁷ Also included in Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 9.1.7)

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons) *			
					2005	2006	2007	2008
1.3.2	Students engaged in full-time study are granted study leave pursuant to AEA.	Adult Education Act § 3 and 8	From 2008	MER	-	-	-	Employers, incl. private sector
1.4.1	Clear division of work is agreed between MSA and MER regarding the training of the unemployed. As a result, the unemployed will be directed to acquire formal education within adult education system if needed and not to employment training.	Employment Service Act § 5 ³⁸	from 2006	MER, MSA	MER SCE funds			
1.5.1	An opportunity to continue general educational studies in the evening and distance form of study from the grade necessary for the learner will be regularised.	Conditions and policies for /.../ in the evening and distance study form of basic and secondary school, § 3	from 2007	Educational institutions	-	Budgets of educational institutions, covered with funds from activity 2.1.1.		
1.5.2	An opportunity to take individual subjects in the distance form of study of basic and secondary schools and elective subjects in the evening form of study of basic schools will be regularised.	Conditions and policies for /.../ in the evening and distance study form of basic and secondary school, § 2 and 4	from 2007	MER, educational institutions	-	Budgets of educational institutions, covered with funds from activity 2.1.1.		
1.5.3	A support system will be established at adult secondary schools and evening and/or distance learning departments of general education schools, allowing learners who continue general education studies after a long pause and require assistance in certain subjects, to reach the knowledge level required for continuing on the path of education.	Conditions and policies for /.../ in the evening and distance study form of basic and secondary school.	from 2007	Educational institutions	-	Budgets of educational institutions, covered with funds from activity 2.1.1.		

³⁸ Presumably, the regulation must be amended in Employment Service and Subsidy Act (draft act introduced to GR in March 2005.).

No.	Activity (ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons) *			
					2005	2006	2007	2008
1.6.1	The sending of people at minimum school-leaving age to adult upper secondary schools or the evening and/or distance learning departments of general education schools will take place pursuant to decisions made by regional advisory centres.	Basic Schools and Upper Secondary Schools Act § 6, Conditions and policies for /.../ in the evening and distance study form of basic and secondary school.	from 2007	MER, regional advisory centres, educational institutions	-	Budgets of educational institutions, covered with funds from activity 2.1.1.		
1.8.1	Application of flexible work-related training opportunities at vocational education institutions (for instance new specialization modules, training courses permitting application of higher level of qualification, contractual studies planned and executed in cooperation between employer and trainer, retraining etc.). ³⁹	Vocational Education Institutions Act, Vocational education standard, Conditions and policies for the organisation of vocational training of adults at vocational education institutions.	from 2005	Educational institutions, entrepreneurs	It is recommended to find funds through the development of adult education financing model. Measure 1.1 projects.			
1.9.1	Employment offices use company-based learning and training courses for employment training.	-	ongoing	Employment offices, vocational education institutions	Employment offices' employment services' budget.			
1.10.1	State funding is applied with regard to continuing training of managers, mentors and human resources' managers for the development of non-formal and informal education.		from 2006	MER		It is recommended to find funds through the development of adult education financing model.		

³⁹ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 10.3.1).

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons) *			
					2005	2006	2007	2008
1.11.1	Information days for the popularization of non-formal and informal education and the explanation of their fundamental principles will be organised.		2006-2008	MER, EAEA Andras via Adult Learner's Week		Operating costs of MER, Measure 1.1 projects	Operating costs of MER, Measure 1.1 projects	Operating costs of MER, Measure 1.1 projects
1.12.1	Employers' and employees' associations are used for the exchange of good experiences in the organisation of non-formal and informal education.		from 2006	MER, Estonian Qualification Authority, employers' and employees' associations	-	Operating costs of MER, Measure 1.1 projects	Operating costs of MER, Measure 1.1 projects	Operating costs of MER, Measure 1.1 projects
1.13.1	Proper computer classes with Internet access will be established at non-formal training centres, the equipment and resources required for distance learning will be guaranteed.	-	2008	ENAEA, training centres	-	-	-	covered with funds from activity 2.1.2
1.4.1	Risk groups will be defined. Training centres aimed at risk groups will get preferential funding.	-	2006	ENAEA	-	covered with funds from activity 2.1.2	covered with funds from activity 2.1.2	covered with funds from activity 2.1.2
1.15.1	Training courses where common study programmes can be applied will be determined. Study programmes will be synchronized, methodological materials will be prepared for all training centres.	-	2007	ENAEA	-	-	covered with funds from activity 2.1.2	-
1.16.1	Follow-up project of Look@World will be conducted for the training of 15 000 persons a year.		from 2007	MER			6 000, incl. MER 1 500, ESF 4 500	6 000, incl. MER 1 500, ESF 4 500

No.	Activity (ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons) *			
					2005	2006	2007	2008
2.1.1	The basis of financing the evening and distance form of study and graduation as an external student will be revised on the level of basic education and general upper secondary education. The financing coefficient of evening and distance learning will be raised to 1.0.	Regulation by Government of the Republic: specified in State Budget Act as transfers to local government units /.../ for the establishment of the conditions and policies for funds.	from 2007	MER	-	-	Education expenses on general education 77 141 (calculated on the basis of the year 2005 capitation fee, includes increase in the number of learners).	Education expenses on general education 77 141 (calculated on the basis of the year 2005 capitation fee, includes increase in the number of learners).
2.1.2	State Budget funding of popular adult education will be brought to the level of 2003.	-	from 2007	MER	5 700, incl. MER 2 000, ESF 3 700	5 000, incl. MER 2 000, ESF 3 000	MER 4 000	MER 4 000
2.1.3	Adult education funding schemes applicable in different countries will be analysed, the results will be taken into account when developing the Estonian model.	-	2005	MER	Operating costs of MER	-	-	-
2.1.4	Adult education funding workgroup will be established. Basing on the experience of other countries and keeping in mind Estonia's needs and opportunities, the workgroup will make suggestions regarding the funding scheme of adult education.		2005	MER, social partners	Operating costs of MER			
2.1.5	Regular control mechanism over the use of resources will be guaranteed.		2007	MER	-	Operating costs of MER	Operating costs of MER	Operating costs of MER

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
2.2.1	During the first programming period of structural funds the following central projects will be presented: training of risk groups (EAEA <i>Andras</i>), vocational training (ENAEA).	-	2005-2007	EAEA <i>Andras</i> , ENAEA, MER (guarantor of co-financing)	Covered with funds of activity 2.1.2, co-financing from <i>Andras</i> with funds of activity 5.5.1.			-
2.2.2	This strategy will serve as a basis for the writing of a program document for the next programming period of structural funds (2007–2013).	-	2007	MER	-	-	-	-
3.1.1 ⁴⁰	Preliminary testing of Estonian language skill; consultations regarding the selection of a proper level of proficiency examination.	-	2006-2007	MER, CEP, NEQS	-	MER 100	MER 100	-
3.2.1	Wide and efficiency-based subsidising of language studies.	-	2005-2007	Phare 2003, training institutions	11 864, incl. MER 3 000, Phare 2003 8 864	MER 2815	MER 3 000	-
3.2.2	Exchange of labour force.	-	from 2006	NEIF	-	Measure 1.1 projects	Measure 1.1 projects	Measure 1.1 projects
3.3.1	Planning of mission activities; conducting sociological surveys in different spheres of life to analyse the use of language and determine the situation of linguistic behaviour and attitude.	-	from 2006	MER, Estonian Language Council, linguists, research institutions	-	MER 150	-	-

⁴⁰ With all Purpose 3 activities, the sources used are the national programme "Integration in Estonian Society 2000–2007" sub-programmes' action plans 2004–2007.

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
3.3.2	Performance of a survey to analyse the use of language by non-Estonian population in Estonia in order to analyse linguistic relations in a working collective and establish all the various fields of language use.	-	from 2006	MER, Estonian Language Council, research institutions	-	MER 150	-	-
4.1.1	The availability of self-evaluation system is a precondition of registration and state funding of a training course.	Adult Education Act, Government of the Republic Regulation to approve the procedure of applying for state budget funds to support adult education and of the financing of training.	2007	MER	-	-	Budgets of training centres	Budgets of training centres
4.1.2	ENAEA will create an independent quality management system for non-formal education centres.	-	2006	ENAEA	MER 89,55	-	-	-
4.2.1	Continuing training is available for those willing to prepare themselves for the taking of professional examination of an adult educator/andragogue.	-	Ongoing	Training centres, educational institutions	Principle of self-sustainability			
4.2.2	Exams to confer the qualification of an adult educator/andragogue will be organised.	-	Ongoing	Body(ies) conferring professional qualification	Principle of self- sustainability			
5.1.1	Establishment and implementation of an integrate career consultation service. ⁴¹	-	2007	MER, MSA, LMB	-	Measure 1.1 projects	Measure1.1 projects	-

⁴¹ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 7.1.1).

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons) *			
					2005	2006	2007	2008
5.1.2	Working adults will be created an opportunity for free career and training consultations in a limited volume (max. 50 000 people by max. 2 hours) at employment offices and county information and advisory centres.	Employment Service Act, Unemployed Persons Social Protection Act	from 2007	MER, MSA			MER, MSA	MER, MSA
5.1.3	A service standard for the provision of adult career and training consultations will be prepared.	-	2007	MER, <i>Innove</i>	-		Operating costs of MER, and <i>Innove</i> , measure 1.1 projects	-
5.1.4	Training consultations, associated with the integral advisory system, will be provided within popular adult education system.	-	2007	ENAEA, MER	Covered with funds of activity 2.1.2			
5.2.1	The obligation of educational institutions to provide career services to all level learners in formal education system irrespective of the selected study form and age will be regularised.	Adult Education Act, Public Services Act, Basic Schools and Upper Secondary Schools Act, Vocational Education Institutions Act, Universities Act, Professional Higher Education Institutions Act	2007	MER, educational institutions	Budgets of educational institutions			
5.3.1	The <i>Innomet</i> database, used for the integration of other databases on adult education will be developed. Creation of training offers' information system covering the entire field of adult education. ⁴²	-	2008	MER, MSA, LMB	Measure 1.1 projects	Measure 1.1 projects	MER 1 000, measure 1.1 projects	Measure 1.1 projects

⁴² Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 10.3.2), the funds have been planned for co-financing ESF project on the development of *Innomet* database.

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
5.4.1	MER and MSA databases, used for the provision of career services, will become cross-usable. The development of advisory systems belonging to different areas of government will be coordinated, following the principle of clear-cut division of tasks.	Regulation by Government of the Republic on approval of statutes on keeping the register of persons registered as unemployed and seeking work and of the provision of employment services.	2007	MER, MSA	-	-	Operating costs of MER MSA	-
5.4.2	Amendment to the registration procedure of VET graduates as unemployed. ⁴³	Employment Service Act	2006	MER, MSA	-	-	-	-
5.5.1	Adult Learner's Week and Adult Education Forum will be held on annual basis; a Learners' Forum will be established.	-	ongoing	EAEA Andras	MER 415, ESF	MER 415, ESF	MER 415	MER 415
6.1.1	Arrangement of the system of professional standards. ⁴⁴	-	2007	Estonian Qualification Authority, social partners	ESF	ESF		-
6.2.1	At the registration of work-related training courses and, if possible, also the training courses organised within the system of popular adult education, the knowledge/skills required in professional standards will be specified, which can be acquired at the courses.	Adult Education Act § 4, Public Services Act	2005	MER, training providers	Budgets of training centres	-	-	-

⁴³ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 7.3.1)

⁴⁴ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 6.1.2)

No.	Activity(ies)	Legislation	Term	Implementor(s)	Financing (thousand kroons)*			
					2005	2006	2007	2008
6.3.1	All graduates of vocational education institutions will be given an opportunity to take professional examinations (if allowed by the system of professional qualification). ⁴⁵	-	from 2006	MER, NEQS, Estonian Qualification Authority, educational institutions	MER 9 811 ⁴⁶	MER 15 918	MER 15 918	MER 15 918
6.4.1	Development of the qualification system in accordance with respective EU system. ⁴⁷	-	from 2005	Estonian Qualification Authority, social partners	ESF		MER 4 000	MER 4 000
6.4.2	National reference point of qualifications and the EUROPASS Training Centre will be established; its functioning will be guaranteed. ⁴⁸	-	2005	MER, Estonian Qualification Authority	MER 1 200	MER 1 200	MER 1 200	MER 1 200
7.1.1	Annual surveys on the trends in adult education and the implementation of this strategy are submitted to Adult Education Council.	-	Ongoing	MER	-	-	-	-
7.1.2	Draft legislation on adult education is presented to Adult Education Council for opinion.	-	Ongoing	MER	-	-	-	-
7.2.1	Rights and responsibilities of parties are defined in AEA and if so required, in other legislation.	Adult Education Act, Local Government Organisation Act	2007	MER, social partners	-	-	-	-

⁴⁵ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 4.1.1)

⁴⁶ Source: SBA 2005-2008, concerns all graduates.

⁴⁷ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 4.2.1)

⁴⁸ Also included in the Development Plan for the Estonian Vocational Education and Training System for 2005–2008 (activity 4.2.2)