

**Estonian Ministry of Education and Research**

**DEVELOPMENT PLAN FOR ESTONIAN ADULT  
EDUCATION  
2009-2013**

**September 2009**

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## INTRODUCTION

The "Development Plan for Estonian Adult Education 2009-2013" is a continuation of "Lifelong Learning Strategy 2005-2008". The title of the development plan has been altered as compared to the previous version, since lifelong learning encompasses all learning activities undertaken during one's lifetime whereas the current document concentrates on learning in adulthood.

The main strategic source documents of youth initial and hobby education are the "Development Plan for the General Education System 2007-2013", the draft of the "Development Plan for the Estonian Vocational Education and Training System 2009-2013" that is going to be presented to the Government of the Republic of Estonia (GR) at the end of 2009, the "Estonian Higher Education Strategy 2006-2015" and the "Estonian Youth Work Strategy 2006-2013". The connection between the development plan for Estonian adult education and the aforementioned documents as well as other relevant development plans is described in chapter "Connections with other development plans" of the development plan. All documents of the educational field are in turn connected by "Smart and Active People", a development plan of the area of government of the Estonian Ministry of Education and Research (MER).

In order to compile the "Development Plan for Estonian Adult Education 2009-2013", the Government of the Republic of Estonia was presented the "Proposal for Compiling the Development Plan for Estonian Adult Education 2009-2013" in 2008, which provided an analysis of the situation for 2008. The Government of the Republic of Estonia approved the proposal for the compilation of the development plan on 4 December 2008 with order 484 and gave MER the assignment to present the development plan alongside the implementation plan to the Government of the Republic of Estonia by 1 August 2009 at the latest.

The final report of the "Lifelong Learning Strategy 2005-2008" is presented to the Government of the Republic of Estonia for approval alongside the development plan and the implementation plan. In general, it can be stated that a larger part of the goals identified in the strategy have been achieved. The main objective of the strategy was to improve the possibilities of adults to take part in lifelong learning and thereby increase the proportion of people aged 25-64 participating in education to 10 per cent. This figure was 9.8 % in 2008, which exceeded the result for Estonia for all previous years.

The "Development Plan for Estonian Adult Education 2009-2013" has been prepared by the Adult Education Division at the Estonian Ministry of Education and Research in cooperation with the Adult Education Council chaired by the Minister of Education and Research and with numerous other experts of the field. The compilation of the development plan was based on Regulation number 302 of 2005 of the Government of the Republic of Estonia, "Types of strategic development plans and the procedure of their compilation, improvement, implementation, evaluation and reporting".

According to the conditions stipulated in the aforementioned regulation, the development plan consists of the following parts:

- the duration of the development plan for the field;
- connections with other development plans;
- the relevant Ministries that participate in the compilation, improvement, implementation, evaluation and reporting of the development plan, interested parties and bodies involved;
- an analysis of the present situation, which contains the analysis of the problems and existing possibilities of the field;
- strategic goals that express the influence that is expected during the period of implementation of the development plan and that can be measured or evaluated;
- measures that are groups of different activities aimed at achieving strategic goals;
- cost estimation that comprises the foreseen total cost of the development plan for the field and the distribution of costs between years or other periods. The cost of the field development plan during the first four years is presented by measures;
- a description of the management structure that contains the description of actions to be taken in order to coordinate the compilation, improvement, implementation, evaluation and reporting of the field development plan.

The analysis of the field has been compiled on the basis of the proposal on compiling a development plan of 2008, but as extensive changes in the economic situation and labour market took place in Estonia and in the world in 2009, the changes were taken into account both in the analysis part and in the compilation of goals and measures of the development plan.

The development plan has three main goals. The first of them is the same as that of the lifelong learning strategy for the years 2005-2008 – the implementation of the development plan enables adults better access both to formal education and non-formal education in order to improve the knowledge of people and the level of education of the population and to increase the percentage of people aged 25-64 participating in lifelong learning to 13.5% by 2013. The initial plan was to base the aim on development plans that had the same goal – e.g. "Operational Programme for Human Resource Development 2007-2013" (11.5% by 2013), "Estonian Higher Education Strategy 2006-2015" (12.5% by 2015). In preparing the present development plan, recent indicators on participation in lifelong learning were taken into account – as compared to the previous years where participation in lifelong learning was around 5-6%, a significant increase was achieved in 2008, with 9.8% of adults participating in lifelong learning. The figure was 10.8% in the first quarter and 10.9% in the second quarter of 2009. In connection with this, it was decided to set the target level higher for the current development plan than that of previously prepared development plans. The indicators shall be modified according to those planned in the present development plan while supplementing other documents in question.

The other two goals of the development plan add more qualitative indicators in addition to the measurement of participation rate – to decrease the proportion of people aged 25-64 with general education (general secondary education, basic education or a lower level of education) and those without professional or vocational education to 32% in the

population and to create the preconditions for obtaining a one level higher level of education or qualification through high-quality education for as many people as possible.

In order to fulfil the three general goals, the development plan has specified indicators, measures and activities that have been divided under five goals. The activities are given with explanations/expected results, responsible bodies and deadlines.

The Ministry of Education and Research presents an implementation plan of the development plan for the years 2009-2011 to the Government of the Republic of Estonia alongside the development plan. The implementation plan lists sub-activities under the activities, their schedule by half-years, responsible ministries, institutions and sources of funding. The implementation plan for the years 2012-2013 is compiled by the end of 2011 at the latest alongside the report on the implementation of the development plan thus far.

## ANALYSIS OF THE PRESENT SITUATION OF ADULT EDUCATION 2009

The Government of the Republic of Estonia approved the proposal for the compilation of the "Development Plan for Estonian Adult Education 2009-2013", presented by the Ministry of Education and Research, on 4 December 2008 (GR order of 4.12.2008 No. 484).

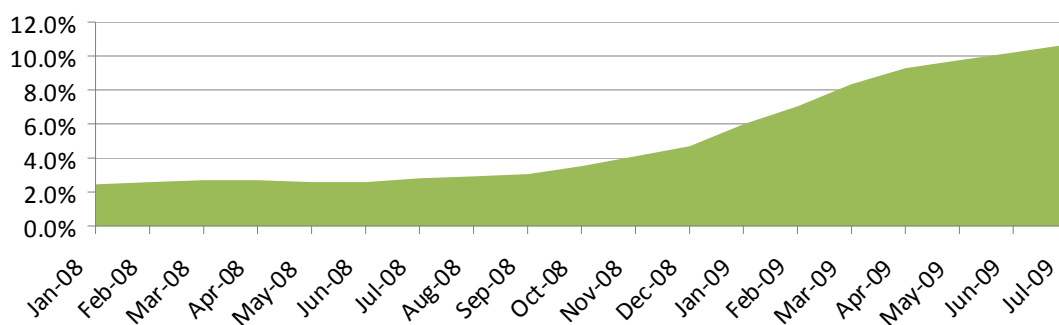
The proposal for the compilation of the development plan was prepared in the middle of 2008 when the scope of the economic recession and its influence on employment was not yet clear. This is why both the problems described in the proposal for the compilation of a development plan of 2008 and the extensive changes that took place in the economy and the labour market in 2009 are taken into account in compiling the development plan.

### Economic crisis and changes in the labour market: challenges for adult education

In planning the activities in the field of adult education for the next four years, it is necessary to find solutions to the problems that rapidly arose in 2009 in addition to long-term strategic goals.

In 2009, Estonia was struck by an extensive economic recession and the number of unemployed persons increased considerably as compared to the previous years. While slightly over 30,000 persons had been registered as unemployed at the National Employment Agency (from 1 May 2009 Estonian Unemployment Insurance Fund) at the end of 2008, the number of registered unemployed persons had exceeded 70,000 by August 2009. As of August 20, the number of unemployed persons made up 11% of the total workforce<sup>1</sup> (in August 2008, the percentage was still under 3%).

**Chart 1.** Registered unemployment rate 31.01.2008-31.07.2009 (workforce in the age group from 16 up to retirement age, %).



Source: Estonian Unemployment Insurance Fund, 2009.

The decrease in consumption that is connected with the increase in unemployment has caused problems for enterprises in the sales of products and services and the need to

<sup>1</sup> Workers and unemployed persons aged 16 up to retirement age

optimise costs, which in turn causes unemployment. In order to brake this cycle, the first priority is to limit the increase in unemployment. At the moment of compilation of the development plan for adult education (the first half of 2009), it is not yet known when the economic recession will slow down and how quickly it will be possible to start creating new jobs.

According to the Estonian Human Development Report of 2008<sup>2</sup>, the greatest problem of adult education is the fact that the people least interested in participating in training courses and individual development are people with a lower level of education, older people and people of other nationalities. An investigation of the background of unemployed persons shows that these are the very people that are most likely to lose their jobs. Offering adult training to people in a more disadvantageous situation would help improve their position in the labour market.

**Table 1.** Registered unemployment according to levels of education 30.06.2008-30.06.2009.

	Registered unemployment					Workforce aged 15-64	Workforce percentage
	30.06.2008	30.09.2008	31.12.2008	31.03.2009	30.06.2009		
FIRST LEVEL or lower	3,490	3,995	6,144	11,372	12,984	74,200	17.5%
SECOND LEVEL	10,158	12,057	18,562	34,088	41,271	373,300	11.1%
incl. gen. secondary ed.	4,853	5,673	8,662	15,808	19,645	163,100	12.0%
incl. vocational ed.	5,305	6,384	9,900	18,280	21,626	210,200	10.3%
THIRD LEVEL	3,301	3,982	5,545	9,258	12,195	223,800	5.4%
Unspecified	23	31	56	261	650		
<b>TOTAL</b>	<b>16,972</b>	<b>20,065</b>	<b>30,307</b>	<b>54,979</b>	<b>67,100</b>	<b>671,300</b>	<b>10.0%</b>

Source: Statistics Estonia and Estonian Unemployment Insurance Fund, 2009.

### Participation of adults in lifelong learning

One of the goals of the Lisbon Strategy is to raise the participation rate of adults aged 25-64 in lifelong learning to 12.5% in Europe by 2010. Lifelong Learning Strategy 2005-2008 (hereinafter LLS 2005-2008) set 10% as the goal for 2008. Until 2007, the corresponding indicator for Estonia fluctuated between 6% and 7%, in 2008 a positive shift took place and the indicator increased to 9.8%. According to data by Statistics Estonia, active participation in lifelong learning continued also during the first quarter of 2009, with the corresponding indicator standing at 10.8%. In the second quarter, it was 10.9%.

**Table 2.** Rate of participation in lifelong learning among people aged 25-64, 2004-2009 second quarter (%).

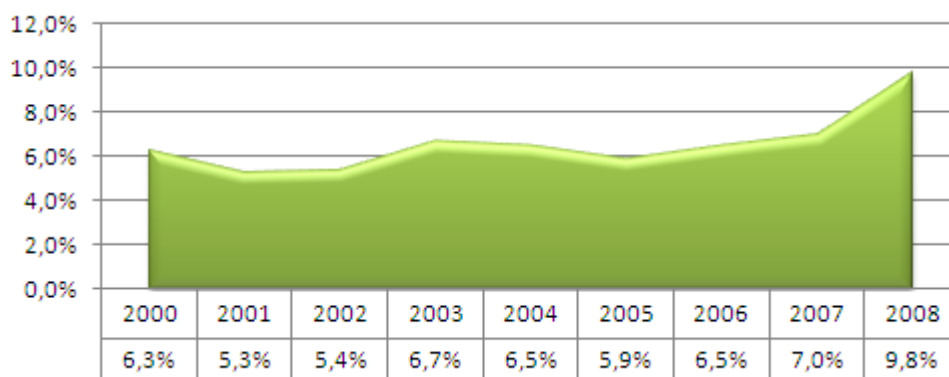
<sup>2</sup> Estonian Human Development Report 2008. Estonian Cooperation Assembly, Tallinn, 2009, page 146.

2004				2005				2006				2007				2008				2009	
Quarter				Quarter				Quarter				Quarter				Quarter				Quarter	
I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II
7.1	6.8	5.1	6.7	5.7	5.9	5.3	6.9	7.0	5.2	5.5	8.2	7.4	6.6	6.2	7.9	11.6	10.1	6.5	10.9	10.8	10.9
Average 6.5%				Average 5.9%				Average 6.5%				Average 7.0%				Average 9.8%					

Source: Statistics Estonia, 2009.

It can be presumed that the increase in the level of participation in lifelong learning has been influenced by more free training courses offered by the state. The achieved result is still lower than indicators from numerous countries so far. The average of the European Union 27 Member States was 9.6% in 2008. The corresponding indicator was 30.2% in Denmark and 23.1% in Finland. The corresponding indicator has been lower in the other Baltic countries – in 2008, the proportion of participants in lifelong learning was 6.8% in Latvia and 4.9% in Lithuania, whereas the indicator has dropped in 2008 as compared to 2007 in both countries. On the initiative of the European Commission, the goals for the next decade include the consideration of increasing the target level to 15%.

**Chart 2.** Rate of participation in formal education or training among people aged 25-64 during the four weeks prior to the survey (%), 2000-2008 (per year).

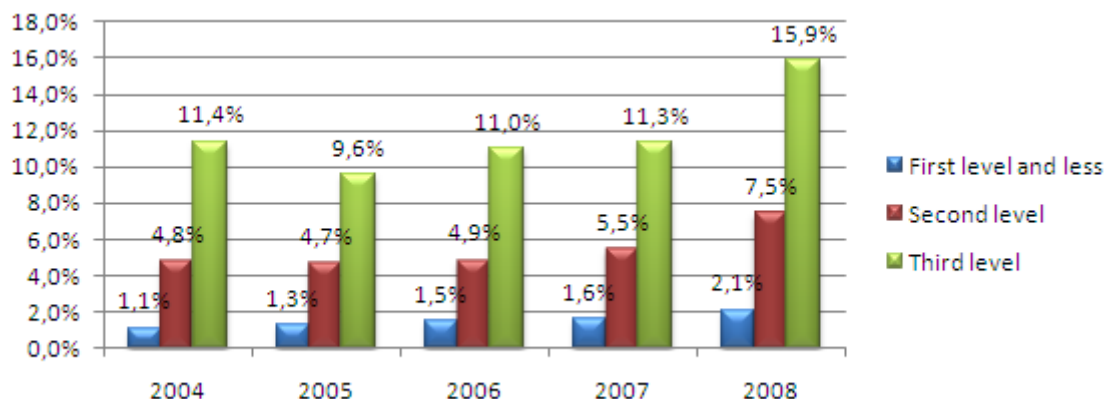


Source: Statistics Estonia, 2009.

Even though the goal set by LLS 2005-2008 was practically fulfilled in 2008, statistics show that opportunities for participation and/or readiness to participate in lifelong learning are/is very different according to different background indicators of the population. Participation in lifelong learning has increased in all groups of society, but older people and people with lower level of education still participate in learning less than younger people and those with higher levels of education; the participation rate of non-Estonians is lower than that of Estonians (see Charts 3-5).

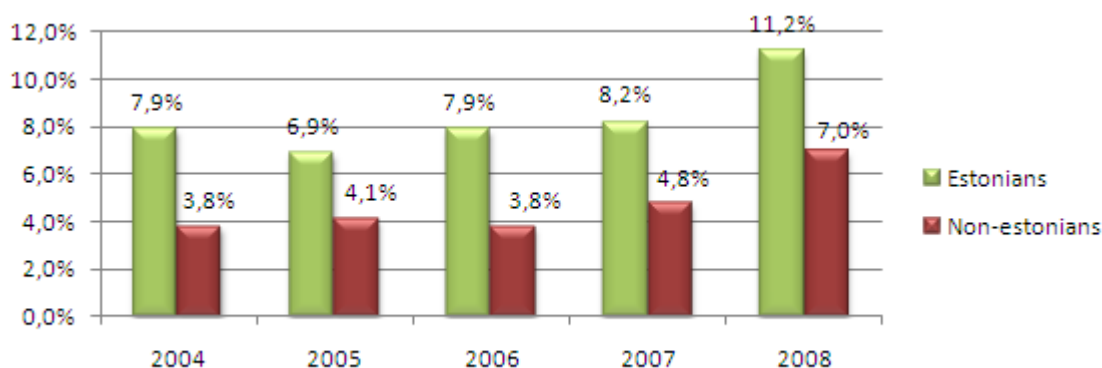


**Chart 3.** Rate of participation in lifelong learning according to levels of education (%), 2004-2008.



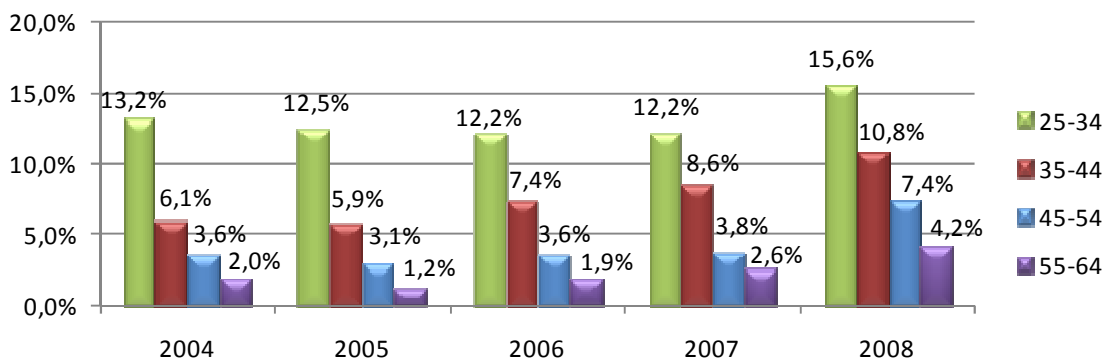
Source: Statistics Estonia, 2009.

**Chart 4.** Rate of participation in lifelong learning according to nationality (%), 2004-2008.



Source: Statistics Estonia, 2009.

**Chart 5.** Rate of participation in lifelong learning according to age group (%), 2004-2008.



Source: Statistics Estonia, 2009.

On the one hand, it is necessary to concentrate more on the groups that are not participating in lifelong learning in order to expand the possibilities of lifelong learning and to increase the proportion of participants. On the other hand, training people with

high qualifications and generally raising the average education level of the population is important from the viewpoint of increasing the overall competitiveness level of the country.

### **Educational background of the Estonian working population (according to levels and types of education)**

Pursuant to data by Statistics Estonia, 45% of the Estonian population aged 15-74 had no professional or vocational training in 2008, i.e. they had obtained general secondary education or primary education or had discontinued their studies at an even earlier stage.

**Table 3.** Population aged 15-74 that has obtained general secondary education, primary education or lower level education as an absolute figure (thousands) and proportion (%) from the entire age group, 2000, 2004, 2008.

		<b>2000</b>	<b>2004</b>	<b>2008</b>
aged 15-24	thousand	149.9	168.1	165.4
	proportion	76%	82%	81%
aged 25-34	thousand	59.0	67.1	69.9
	proportion	32%	36%	37%
aged 35-44	thousand	64.4	55.4	57.2
	proportion	33%	30%	32%
aged 45-54	thousand	68.8	55.9	58.4
	proportion	38%	30%	31%
aged 55-64	thousand	73.2	63.2	59.6
	proportion	46%	42%	40%
aged 65-74	thousand	79.4	70.6	62.3
	proportion	61%	53%	47%
TOTAL	thousand	494.7	480.3	472.8
	proportion	47%	46%	45%

Source: Statistics Estonia, 2009.

LLS 2005-2008 envisaged an increase in the number of students in evening courses and distance learning in general education schools in order to improve the level of education of people who have discontinued primary and secondary education during the last decade. The increase that was expected has not occurred. During the upcoming period, it is necessary to carry out an in-depth analysis on what has obstructed the target group from participating in learning and to develop a conception in order to improve the situation. Without an increase in education level of the people with a lower level of basic education, their readiness and preparedness to take part in lifelong learning and constant individual development remains too low.

**Table 4.** Distribution of population aged 15-74 according to levels of education in absolute figures (thousands) and proportion (%), 2000, 2004, 2008.

		2000	2004	2008
Level I education or lower	thousand	263.5	245.4	229.2
	proportion	25.2%	23.4%	22.0%
Level II education	thousand	538.3	539.8	522
	proportion	51.4%	51.5%	50.1%
Level III education	thousand	244.7	262.5	291.7
	proportion	23.4%	25.1%	28.0%
TOTAL	thousand	1046.5	1047.8	1042.8

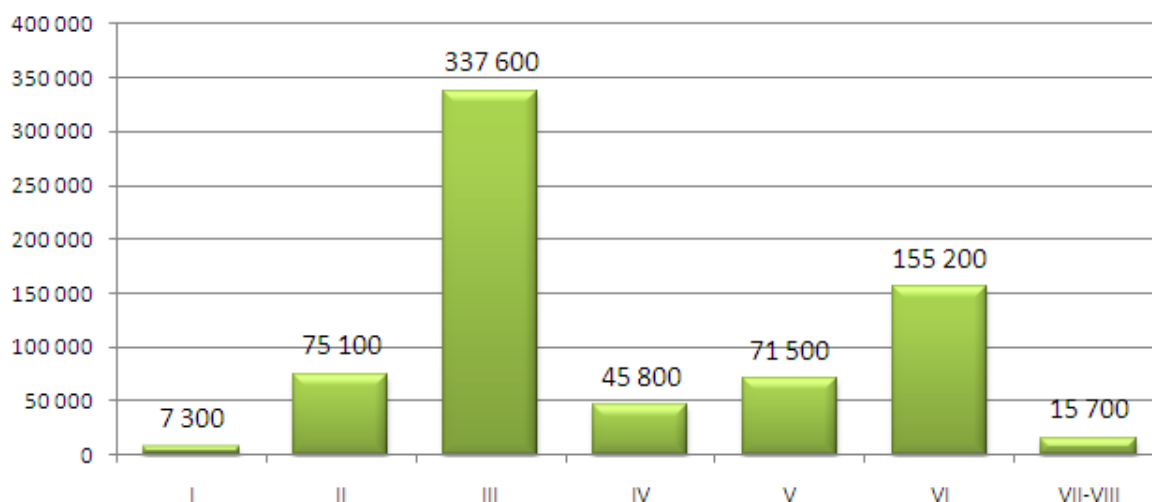
Source: Statistics Estonia, 2009.

In formal education, the proportion of older learners has significantly risen at the level of higher education. The increase is not as apparent on other levels. With the decrease of the proportion of young people in the population, the opportunities and resources of the education system should be used as effectively as possible in order to raise the qualification of the adult population.

In light of the new qualifications framework, The European Commission has formulated a goal to increase the opportunities of adults to obtain at least one level higher education or qualification, referring to the fact that people moving to positions requiring a higher qualification in turn free their previous position to others. An increase in qualification improves the position of people in the labour market.

**People aged 25-64 on the 8 levels of the qualifications framework according to highest obtained level of education in Estonia, 2000, 2008 (thousand)**

		2000	2008
I	..without primary education	3.0	2.6
I	..primary education	11.6	4.7
II	..basic education, vocational education for young people without basic education	88.6	75.1
III	..vocational education based on basic education	49.4	26.1
III	..general secondary education	162.4	162.8
III	..vocational secondary education based on basic education	54.3	69.7
IV	..vocational secondary education based on secondary education	53.3	45.8
III	..secondary specialised education based on basic education	87.6	79.0
V	..secondary specialised education based on secondary education	81.6	71.5
VI	..higher education	122.4	155.2
VII-			
VIII	..Master's level degree (magistrikraad) and Doctoral level degree (doktorikraad)	3.8	15.7
TOTAL		718.0	708.1



### Provision and financing of non-formal training

At the beginning of 2008, the Government of the Republic of Estonia confirmed the division of spheres of responsibilities concerning funding of work-related training as an Annex to LLS 2005-2008. The GR confirmed with the division of spheres of responsibilities concerning funding that the Ministry of Social Affairs (MSA) will fund the training of unemployed persons and risk groups on the employment market through the Labour Market Board (as of 1.05.2009 the Estonian Unemployment Insurance Fund), the Ministry of Economic Affairs and Communications (MEAC) supports enterprises that wish to train their employees and MER finances continuing education and retraining of individual persons through educational and training institutions. In developing the model, MER proposed among other things the creation of a system of individual learning accounts or learning accounts for enterprises, but this proposal was not sufficiently supported at the time.

LLS 2005-2008 envisaged the creation of such a financing system for adult training that would enable all adults access to training. While putting into force the measure of its sphere of responsibilities in 2007, MER directed its activities in creating learning possibilities towards people with low and average competitiveness and education level by legalising work-related training for adults as a type of state-commissioned education (SCE). The financing of continuing education and retraining possibilities in vocational education institutions and institutions of professional higher education providing vocational education was started in 2007 with the resources of the European Social Fund (ESF) and state funds. Even though an increase in the proportion of participants in lifelong learning can be noted after the initiation of the aforementioned training commission, this measure still does not cover the education need of all groups.

As compared to numerous European Union countries, a low level of state support in the financing of non-formal adult education has been characteristic of Estonia. Since the division of spheres of responsibilities between ministries does not encompass all target

groups and the behaviour of employers during the economic recession period is difficult to predict, the debates on improving the financing schemes of work-related adult training need to be continued.

The division of spheres of responsibilities in force was more suitable for a high employment rate and a stable economic situation, but under the conditions of the economic recession that took place in 2009 and the sudden increase in unemployment, the previous measures need rapid and extensive improvement. People have to be directed to obtain professions that are of priority from the point of view of the development of the country; on the other hand, schemes based on demand also have to be taken into account in developing the financing model and people must have the opportunity to select a suitable training institution, teacher or training by themselves.

Similarly to people with lower levels of education, people with higher qualifications must be ensured means of constant individual development as well. In 2008, the right to finance continuing education through SCE by means of state-commissioned student places in institutions of higher education that have not been filled in formal education was legalised. This measure would need to be improved in order to offer a greater amount of training for people with higher education as well.

The representatives of employers stress that their obligation to pay the fringe benefit tax for formal education and liberal adult education of employees decreases their motivation. In order to facilitate the participation of employees in training courses and thereby improving their qualification, it is necessary to exempt formal training and liberal adult education expenses from the fringe benefit tax.

## **Key competences of lifelong learning**

In Estonia, the necessity of lifelong learning is usually considered in the context of increasing professional competitiveness, but stressing the importance of liberal adult education has meanwhile been regrettably left without attention. A survey carried out by the Estonian Non-formal Adult Education Association showed that people who had attended liberal adult education courses valued most highly the fact that the course would help them to be more successful at work.

It is less frequently realised that a learning person is an active person and participation in training courses supports the development of social networks. Liberal adult education values activities that help filling gaps in the formal education system and that support people who are educationally, socially or culturally left in a more disadvantageous situation.

The European Parliament has approved eight key competences on the basis of the Lisbon Strategy, which are improved namely by liberal adult education. The key competences of lifelong learning are:

- communication in the mother tongue;
- communication in foreign languages;
- mathematical competence and basic competences in science and technology;
- digital competence;
- learning to learn;
- social and civic competences;
- sense of initiative and entrepreneurship;
- cultural awareness and expression.

According to suggestions of the European Commission, the Member States should support possibilities of obtaining the key competences for all the people, both young people in the framework of formal and non-formal education and adults lacking in said competences in the framework of adult training. Even though a comprehensive study about the level of key competences of the adult population has not been made in Estonia<sup>3</sup>, the scarcity of information technology use among older people, low participation rate in lifelong learning, small voter turnout as well as low entrepreneurship and creativity show that the development of key competences should be taken very seriously. Liberal adult education system is in its nature most suitable for the adult population in order to obtain extensive key competences.

## **Support measures for adult learning**

### Quality of training

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<sup>3</sup> Estonia takes part in the Programme for International Assessment of Adult Competences (PIAAC) that studies the ability of the population to calculate, read and solve problems in a technological environment.

LLS 2005-2008 envisaged the creation of a quality system for adult training and ensuring the information concerning the quality of training to learners / training subscribers. Activities have been initiated on the national level to improve quality and provide relevant information to the general public. The internal and external evaluation system is being implemented by the Estonian Non-formal Adult Education Association (ENAEA), an umbrella organisation that unites liberal adult education centres. Numerous training courses for educators have been carried out and awarding professional qualifications of adult educators/andragogues takes place. Formal education institutions have started to develop quality systems based on internal and external evaluation that encompass the activities of the entire organisation and hence extend to adult training as well. The (private) training institutions that offer courses do not have a common quality system. In order to develop the field, it is necessary to constantly and systematically develop and support the professional abilities of adult educators and course organisers.

### Career services

In the framework of LLS 2005-2008, a goal was set to enable career services and to make more information available on training opportunities. Some progress has been made in the development and provision of career services (career education, career counselling, career information exchange) during the last years. In 2008, MER and MSA concluded a cooperation agreement, according to which career services will be developed together. The development and provision of career services to a larger target group than before will be initiated with ESF resources. In connection with the explosive growth in the number of unemployed persons, career services directed at unemployed persons and employees are currently not sufficiently accessible.

### Recognition of prior learning and work experience (RPL)<sup>4</sup>

During the period of the previous strategy, the development of a system for recognition of prior learning and work experience was started in Estonia. In the framework of an extensive ESF project, Estonian RPL principles were developed that are by now regulated by higher education and vocational education legislation. The RPL principles are generally in use also in the system for awarding professional qualifications. In the field of general education, the RPL system has thus far not been initiated and the institutions providing non-formal education have not been involved in the implementation of RPL principles either. The RPL system has to be developed as a whole and implemented in the entire education system.

### Qualification system

The important motivators of people's active participation in lifelong learning are clear and transparent professional requirements as well as formal recognition of knowledge and skills obtained. A functioning system of qualifications that is comprehensible to employees and employers and is recognised by them and that encompasses a qualifications framework, professional standards and the recognition of professions is an

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<sup>4</sup> Although the Estonian system VÕTA includes work experience as well, an internationally better known acronym for Recognition of Prior Learning is used here.

important component of lifelong learning. One of the goals of LLS was the development of a system of qualifications in order to ensure a system of lifelong learning and free movement of workers. Most activities planned by LLS 2005-2008 in order to achieve this goal have been implemented. From September 2008, an 8-level connecting and binding qualifications framework that conforms with the European framework is in use in Estonia.

In the following years, all professional standards will have to be reviewed and re-evaluated in relation to the new qualifications framework. Professional standards are a basis for compiling both formal education and continuing education study programmes. The opportunity to prove professional qualification must be ensured both in the case of increase in primary professional level and qualification level. Even though the possibilities of recognising competence have expanded during the last few years, they are still lacking in numerous professional fields. The quality of evaluating professional knowledge and skills also needs improvement.

#### Management and organisation of the adult education system

In order to create a functioning lifelong learning system, it is necessary to improve the efficiency of adult education field management, involve more parties in it than before and improve mutual cooperation as well as increase awareness of the role of adult education in raising the competitiveness of the Estonian population. LLS 2005-2008 set as a goal the involvement of public, private and third sector in the development of adult education and policy making. Adults are trained in educational institutions of different type and with a different form of ownership. It is necessary to think through to a larger extent than before what the role of different participants is in creating possibilities for lifelong learning for adults and informing them of study possibilities. For example, the level of local government activity in this field is relatively uneven. As numerous ministries and bodies in their area of government are connected to the field, it is necessary to improve also cooperation between them.



## **CONNECTIONS WITH OTHER DEVELOPMENT PLANS**

The activities planned within the framework of the present development plan are in accordance with the priorities of the "Estonian Action Plan for Growth and Jobs 2008-2011 for the implementation of the Lisbon Strategy", "National Strategy for Use of Structural Funds 2007-2013" and the "Operational Programme for Human Resource Development 2007-2013", which is based on the former, as well as the development plan "Smart and Active People" of the Ministry of Education and Research, approved by the Government of the Republic of Estonia.

Implementing the activities and achieving the goals presented in the development plan are connected with numerous other development plans and strategies, primarily:

The "Development Plan for the General Education System 2007-2013", according to which access to the fulfilment of educational obligations must be ensured by the existence of student places, support systems and individualisation of studies; the availability of quality education may not depend on age, ethnicity, place of residence, socio-economic background, health or educational special needs.

"Estonian Higher Education Strategy 2006-2015" that has ratified as one goal that by the year 2015, at least 12.5 per cent of the population will be involved in different forms of lifelong learning.

"Estonian Youth Work Strategy 2006-2013" does not directly deal with adult education issues, but at a certain stage the young become part of the adult population and hence their learning and work experience and leisure activities are important as they create the preconditions for active involvement in adult education.

"Estonian Entrepreneurship Policy 2007-2013" that states the scarcity of suitably qualified workforce as one of the main obstacles to the productivity of enterprises and envisages activities for the development of knowledge and skills of entrepreneurs, enterprise managers and employees through facilitation of training and lifelong learning.

Meanwhile, the draft "Development Plan for the Estonian Vocational Education and Training System 2009-2013" has been taken into account. The document will be presented to the Government of the Republic of Estonia for approval in autumn 2009. Similarly to the present development plan, the vocational education development plan sets the following goals: ensuring the possibility of participation in primary vocational education and continuing education for everyone interested; increasing the offer of work-related training for adults; implementing the recognition of prior learning and work experience (RPL); increasing the possibilities for vocational and professional training for people with low education level; development of SCE methodology in work-related training for adults; development of labour market prognosis methodology both for demand as well as for new skills and professions.

## GENERAL GOALS OF THE DEVELOPMENT PLAN FOR ESTONIAN ADULT EDUCATION

- The implementation of the development plan will enable adults better access to both formal education and non-formal education in order to improve the knowledge of people and the level of education of the population and to increase the percentage of people aged 25-64 participating in lifelong learning to 13.5% by 2013.

	Indicator	2008	2009	2010	2011	2012	2013
1	Participation in lifelong learning among people aged 25-64 (%)	9.8%	11%	12%	12.5%	13%	13.5%

- The implementation of the development plan will decrease the proportion of adults with general education (general secondary education, basic education or a lower level of education) and without specialised professional or vocational education to 32% among people aged 25-64.

	Indicator	2008	2009	2010	2011	2012	2013
2	Proportion of people with general secondary education, basic education or a lower level of education among people aged 25-64	34.6%					32%

- The implementation of the development plan creates the preconditions to obtain a one level higher level of education or qualification through high-quality education and training.

	Indicator	2008	2009	2010	2011	2012	2013
2	Proportion of people with qualifications framework level IV-VIII <sup>5</sup> education among people aged 25-64	41%					48%

<sup>5</sup> The following distribution is taken as the basis: level I: lower than basic education (excluding vocational education that does not require basic education); level II: basic education, vocational education that does not require basic education; level III: vocational education based on basic education, general secondary education, vocational secondary education based on basic education, secondary specialised education based on basic education; level IV: vocational education based on secondary education, vocational secondary education based on secondary education; level V: secondary specialised education based on secondary education; level VI: higher education; Level VII - VIII: Master's level degree (magistrikraad) and Doctoral level degree (doktorikraad). This distribution has been made for the present development plan and if legislation regulating the distribution should be passed in the field, the development plan will be changed accordingly. In connecting the

## GOAL 1. FACILITATING THE IMPROVEMENT OF THE LABOUR MARKET SITUATION AND ECONOMIC SITUATION BY MEANS OF ADULT TRAINING

Horizontal rapid measures between ministries in order to alleviate the present economic situation.

	Indicator	2008 <sup>6</sup>	2009	2010	2011	2012	2013
1	Proportion of training participants among unemployed persons	9.5%	10%	15%	15%	15%	20%
2	Number of unemployed persons who have received career counselling	17%	18%	18%	18%	18%	18%

### Measure 1.1. Increasing the efficiency of labour market training service and diversifying education possibilities aimed at unemployed persons

Activities	Explanations and/or expected result	Body responsible	Term
1.1.1 Raising the effectiveness and improving the quality of labour market training commissioning	The organisation of labour market training will be made more flexible: 1. The effectiveness of labour market training commissioning will be improved by simplifying the scheme of organising public procurement for labour market training; 2. The development of additional training schemes will be considered. As a result of the activities, the quality of providing labour market training service will improve.	MSA; the Estonian Unemployment Insurance Fund and MER involved	2009-2010
1.1.2 Enabling consistent training for unemployed persons	Unemployed persons in need of training will be provided with labour market training. 1. The period of labour market training service will be extended to	MSA; MER is involved in all the points	2009-2013

levels and types, the regulation of the Government of the Republic of Estonia of 6 June 2005 No. 120 "Correspondence of qualifications issued in Republic of Estonia and qualifications issued in former Union of Soviet Socialist Republics prior to 20 August 1991" has been taken into account.

<sup>6</sup> The calculations of base levels are founded on the participation of registered unemployed persons in the services in 2008.

	<p>two years instead of the current one year labour market service in order to keep the unemployed persons active and provide them more comprehensive training.</p> <p>2. People who have found work during labour market training will have the opportunity to finish training so that the participant would not have to discontinue studies when he/she has found work.</p> <p>3. A system of training vouchers will be initiated.</p> <p>4. Unemployed persons without professional or vocational education will be offered apprenticeship training (including payment of scholarship and instructor fee in a similar manner to the practical training scheme).</p>		
<b>1.1.3</b> Provision of workforce retraining courses aimed at enterprises creating new jobs	A scheme will be developed in order to enable enterprises creating jobs to find quickly employees, the required training of whom will be organised by the state. The measure presupposes close cooperation between MEAC, MSA and MER in order to ensure quick and flexible finding of workforce for enterprises and appropriate training of the workforce.	MEAC and MSA; the Estonian Unemployment Insurance Fund, Enterprise Estonia (EE) and MER involved	2009-2013
<b>1.1.4</b> Enabling social guarantees for unemployed persons studying in formal education <sup>7</sup>	A working group will be formed in order to find means to preserve social guarantees for unemployed persons that participate in formal education or work-related training in cooperation between the areas of government of MER and MSA.	MSA; the Estonian Unemployment Insurance Fund and MER involved	2009-2013

<sup>7</sup> The activity is also envisaged in the development plan for vocational education 2009-2013.

### Measure 1.2. Providing training to people who are in danger of losing their jobs or to under-employed people



Activities	Explanations and/or expected result	Body responsible	Term
1.2.1 Wider possibilities for participation in training will be created for people who are in danger of redundancy or losing their jobs	Employers will be informed of the possibility to use part-time working time in combination with continuing education. The target group will be offered training opportunities in the framework of state-commissioned education for work-related adult training. Informing employers and employees about the obligation to enable study leave according to the Employment Contracts Act (hereinafter ECA).	MER; MSA involved for informing	2009-2013
1.2.2 Facilitating participation in formal education in order to improve the quality of workforce	In formal education, flexible learning possibilities will be offered to people who have discontinued their education before or who wish to raise their education level. Purposeful notification, training of applicants, implementation of support systems and RPL will be ensured.	MER	2009-2013
1.2.3 Providing work-related training to people in need of higher qualification	The provision of free courses will be continued through the state-commissioned education for work-related training to adults in vocational education institutions and a scheme for funding work-related training in institutions of higher education by means of SCE will be developed in order to expand learning possibilities.	MER	2009-2013

### Measure 1.3. Ensuring relevance of training provided to adults

Activities	Explanations and/or expected result	Body responsible	Term
1.3.1 Improving cooperation between ministries in order to create studying opportunities and provide them to the adult population	Cooperation will be improved through corresponding working groups, quicker movement of information will be ensured in order to cover the needs of all target groups, to avoid duplication and to ensure the suitability of training methods. The subject will be considered at the Adult Education Council.	MER; MEAC and MSA involved	2009-2013

1.3.2 Expanding the provision of career services from unemployed persons to employed persons as well	The volume of career services provided to the unemployed will be increased and employed persons will be included in the target group.	MSA; the Estonian Unemployment Insurance Fund involved	
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## GOAL 2. MAKING THE EDUCATION SYSTEM MORE OPEN IN PROVIDING ADULT LEARNERS FORMAL EDUCATION

	Indicator	2008	2009	2010	2011	2012	2013
1	Number of learners in evening, distance and external studies of general education system	6,962	7,106	7,250	7,394	7,538	7,682
2	including number of learners on basic education level	1,280	1,352	1,424	1,496	1,568	1,640
3	proportion of learners aged 25 and more in vocational education	15.7%					29.5%
4	number of learners aged 25 and more in vocational education	4,281					
5	proportion of students aged 30 and more in first and second level studies of higher education	19.4%					24%
6	number of students aged 30 and more in first and second level studies of higher education	12,824					

### Measure 2.1. Increasing access to general education studies, prioritising the reinvolvement of people without basic education in the education system.

Activities	Explanations and/or expected result	Body responsible	Term
2.1.1 Making learning aimed at adults more flexible in order to obtain basic education and general secondary education	Proposals will be made to supplement legislation in order to improve possibilities for an individual approach, to broaden the variety of study forms, to implement an individual study programme, to make grading	MER	2010-2013

	more flexible (also to recognise prior learning and work experience). For adults who have not studied for a longer period of time or whose knowledge in a specific subject is insufficient for other reasons, additional tuition in the necessary subjects will be provided. It will be made possible to increase the variety of subjects offered and to adapt the choices to the interests of the learners. Making learning more flexible will increase access, raise interest in learning and decrease dropping out.		
<b>2.1.2</b> Provision of support services during studies	Better availability of support services (e.g. social pedagogue, career services etc.) to learners will be ensured. The availability of the service will decrease dropping out and facilitate learner awareness in career planning.	MER	2010-2013
<b>2.1.3</b> Ensuring possibilities to obtain basic and general secondary education for adults in all counties	In order to ensure equal coverage of counties, consultation and support will be provided and cooperation will be fostered in those areas where learning possibilities directed at adults are missing in general education. The priorities consist of extending learning possibilities to adults without basic education and bringing them back to the education system.	MER	2010-2013
<b>2.1.4</b> The procedure for retaking state examinations will be simplified	Adults who have previously failed at state examinations while finishing school will be ensured the right to take an examination in some other subject in order to finish school. The present legislation enables choosing a new examination after two failures. The learner will be allowed to take a school examination instead of the fourth failed examination and to finish school during the same year.	MER	2011-2013
<b>2.1.5</b> The learner's right to start studies at a secondary school for adults from the necessary form will be ensured	The situation where most educational institutions providing general education to adults do not have admittance to forms lower than form 8 or 9 will be terminated. Access for people with a low level of education will be improved.	MER	2011-2013
<b>2.1.6</b> An additional year of general education will be provided to those who have finished	The possibility of people finishing studies at vocational education institutions to improve their knowledge in general education subjects	MER	2009-2013

vocational education institutions	during one additional year will continue to be provided. Notification of this learning possibility will be improved. As a result of this activity, the opportunities of those finishing vocational education institutions to continue their education and succeed in national examinations will be improved.		
<b>2.1.7</b> Opportunities will be created for adults to improve their knowledge in individual general education subjects	Adults who have obtained basic education or general secondary education will be ensured the possibility to start learning individual subjects in institutions of general education in order to improve their knowledge. The opportunities of people to continue studies in vocational education or higher education will be improved (it will facilitate success in taking entrance examinations or tests and coping with studies on the next level).	MER	2011-2013

### Measure 2.2. Increasing access to vocational education and higher education

Activities	Explanations and/or expected result	Body responsible	Term
<b>2.2.1</b> Making participation in vocational and higher formal education more attractive by increasing the quality of education	The quality of learning will be increased with the implementation of the ESF II period programmes "Primus" and "Substantive Development of Vocational Education" and the interest of adults in continuing education will improve.	Archimedes Foundation ,the National Examinations and Qualifications Centre (NEQC), MER involved	2009-2013
<b>2.2.2</b> Making formal education in vocational and higher education more flexible	Analyses will be carried out and a conception will be developed in order to establish which solutions can be used as a means to ensure the adult	MER	2010-2013



	<p>population more flexible access to high-quality vocational and higher education. The notification of the target group of learning possibilities and of the organisation of studies as well as support services by the educational institution will be improved, forms and methods of study suitable for the target group will be implemented.</p> <p>Vocational education institutions will be commissioned study groups enabling full-time and part-time training meant specifically for adults within state-commissioned education and studies will be organised in a form of study suitable for adults.</p> <p>Priority groups that would require the implementation of part-time SCE will be determined on the level of higher education.</p>		
<p><b>2.2.3</b> Reinvolving people who have discontinued vocational or higher education studies and involving people from the 30+ and 40+ age groups without general education in formal education of vocational and higher education level</p>	<p>A conception and special activities will be developed in cooperation with institutions of higher education, vocational education institutions, vocational and professional unions and in case of need with other partners. In cooperation with educational institutions, possible providers of training will be determined and notification directed at raising the awareness of people of learning possibilities will be carried out.</p>	MER	2011-2013
<p><b>2.2.4</b> Reorganisation of rules for applying for study loans in order to decrease forced choices of learners in terms of form of study</p>	<p>Suggestions will be made in order to change the rules for applying for study loans so that learners would be able to choose a study load (full-time or part-time studies) according to their own time resources and not according to the availability of study loans.</p>	MER	2012
<p><b>2.2.5</b> Supporting the unification of work and studies of working adults</p>	<p>Increased possibilities of taking study leave will be notified (amendment to the Employment Contracts Act).</p>	MER	2009-2010

**GOAL 3. ENABLING NON-FORMAL STUDY FOR ADULTS IN ORDER TO INCREASE THEIR COMPETITVENESS AND TO DEVELOP THEIR CREATIVITY, TALENT, INITIATIVE AND SOCIAL RESPONSIBILITY**

	Indicator	2008	2009	2010	2011	2012	2013
1	Number of participants in adult training in vocational education institutions	26,809	29,500	32,000	34,500	37,000	39,000
2	including the number of learners studying on SCE places for work-related training in vocational education institutions	12,687	13,500	12,000	12,000	10,000	10,000
3	Total number of learners studying in liberal adult education centres that participate as partners in the ESF programme "Adult training in liberal adult education centres"	28,539	29,966	31,464	33,037	34,689	36,424
4	including the number of participants in free key competences and work-related training courses	4,557	10,000	10,000	10,500	10,500	-

### Measure 3.1. Provision of non-formal training

Activities	Explanations and/or expected result	Body responsible	Term
<b>3.1.1</b> Financing work-related training in vocational education institutions and in institutions of professional higher education providing vocational education	Possibilities for raising qualifications of the population will be improved.	MER; educational institutions involved	2009-2013
<b>3.1.2.</b> Extending state-commissioned work-related training to all institutions of higher education	Proposals will be made to supplement legislation in order to enable commissioning of work-related training courses from institutions of higher education through state-commissioned education. Work-related training commissioned by the state from institutions of higher education will improve the possibility of people with higher education to raise their qualification.	MER; educational institutions involved	2009-2013
<b>3.1.3</b> Financing of work-related and lifelong learning key competences training in liberal adult education centres	Work-related training courses and training for increasing key competences of lifelong learning will be provided in liberal adult education centres. The key competences of lifelong learning are: communication in the mother tongue, communication in foreign languages, digital competence, learning to learn, social and civic competences, sense of initiative and entrepreneurship, cultural	Estonian Non-formal Adult Education Association ; MER	2009-2012

	awareness and expression.	involved	
<b>3.1.4</b> Improving learning to learn (key competence of lifelong learning) of the adult population	It will be determined how to develop learning to learn in people who have alienated from learning and need help in order to create interest in learning or in order to continue their studies. For this purpose, specific methods and courses aimed at learning to learn will be developed and implemented in various educational and training institutions.	MER; educational and training institutions involved	2009-2013

#### **GOAL 4. ENSURING QUALITY AND FLEXIBILITY OF TRAINING, RAISING AWARENESS**

	Indicator	2008	2009	2010	2011	2012	2013
1	Proportion of new competence-based professional standards among the professional standards in force	8%	-	33%	-	-	100%
2	Number of educational institutions that have joined the adult training sub-registry in the Estonian Education Information System (EEIS)	0	-	50	-	-	150
3	Number of people who have completed educator training funded by the ESF and the state budget <sup>8</sup> during the period	196	-	-	-	-	770
4	Number of direct contacts at different informative events in adult education programmes	1,600	16,000	16,000	16,000	16,000	16,000

#### **Measure 4.1. Making training provision and the contents of training correspond to the needs of the labour market and target group**

Activities	Explanations and/or expected result	Body responsible	Term
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<sup>8</sup> Educator training that took place within the programmes "Work-related training and developmental activities for adults", "Adult training in liberal adult education centres" and "Popularising adult education" of the ESF period II

<p><b>4.1.1</b> Developing the conception and methodology of skill-based (competence-based) workforce prognoses</p>	<p>The methodology of compiling workforce need prognoses will be improved in order to know not only how many and which vacant jobs exist or are created, but also how many people with which competences are required.</p> <p>The conception of competence-based workforce prognoses will be compiled in cooperation with ministries, the Estonian Unemployment Insurance Fund, Statistics Estonia, the Estonian Qualification Authority and social partners.</p>	<p>MER; the Estonian Qualification Authority, MSA, MEAC and the Estonian Unemployment Insurance Fund involved</p>	<p>2010-2013</p>
<p><b>4.1.2</b> Developing professional standard modules and sub-professions necessary to compile work-related adult training study programmes</p>	<p>Professional standards based on competence modules will be developed and sub-professions will be identified. These can be used as a basis for compiling work-related adult training study programmes and for conformity assessment of persons' competence.</p>	<p>Estonian Qualification Authority</p>	<p>2009-2013</p>
<p><b>4.1.3</b> Developing the methodology for compiling state-commissioned work-related adult training</p>	<p>The methodology to perform state commissioning of work-related adult training will be improved in order to ensure provision of training that meets the needs of the labour market.</p> <p>Activities will be implemented through which a study on the need for adult training and compilation of training provision on the level of education institutions would be developed. Corresponding instructional material will be compiled.</p>	<p>MER</p>	<p>2009-2013</p>

## Measure 4.2. Ensuring quality of training

Activities	Explanations and/or expected result	Body responsible	Term
<p><b>4.2.1</b> Creating and implementing an adult training sub-registry in the Estonian Education Information System (EEIS)</p>	<p>Stage I – issuance of education licences will be replaced with registration in the EEIS, the application process will be made electronic. Registrations will also be issued to formal educational institutions providing adult training that did not have to apply for education licences thus far. Instead of education licences that were thus far issued for study programmes, registrations will be made according to study programme groups. It will be attempted to make study information systems of institutions of higher education and the EEIS compatible.</p> <p>Stage II – gathering of training information from educational institutions offering non-formal training will be initiated.</p> <p>Stage III – connecting insertion of learners' data and issuance of certificates with the EEIS will be initiated, the output will be the availability training information by means of the x-road service.</p>	MER	2009-2013
<p><b>4.2.2</b> Ensuring the quality of activities of private training institutions providing non-formal adult education</p>	<p>Proposals will be made in order to supplement legislation to ensure the quality of private training institutions and to make their activities more transparent.</p> <p>In addition to that, quality assessment of liberal adult education centres will be carried out and a network will be developed.</p>	MER; ENAEA, educational and training institutions involved	2009-2013
<p><b>4.2.3</b> Development of non-formal training study programmes in institutions of higher education, vocational education institutions and in liberal adult education centres that receive state funding</p>	<p>The development of adult training study programmes will be initiated in the listed educational institutions for output-based description of study programmes, for improving connection to professional standards and for making the contents of studies correspond to the RPL system.</p>	MER, ENAEA, educational and training institutions	2009-2012

<b>4.2.4</b> Setting common requirements for graduation certificates of studies in non-formal adult education	Suggestions will be made to supplement legislation in order to unify requirements for documents issued on completion of training in order to simplify movement between levels and types of education and between different educational institutions and to enable the implementation of RPL.	MER	2009-2010
<b>4.2.5</b> Supplementing the professional standard of adult educator/andragogue	The professional standard will be brought into accordance with the 8-level qualification framework.	AEAE Andras	2009-2011
<b>4.2.6</b> Financing of educator training implementation	Training courses and seminars will be held for adult educators and organisers of training courses and for those wishing to work in the field in order to increase the quality of adult training.	MER; ENAEA and AEAE Andras involved	2009-2012
<b>4.2.7</b> Cooperation between structural units of formal education institutions providing continuing education and retraining will be facilitated and developed	Cooperation between specialists involved in adult education in universities, institutions of higher education and vocational education institutions (including cooperation between institutions of different levels of education) will be developed in order to foster adult training.	MER; educational and training institutions involved	2009-2013

### **Measure 4.3. Recognition of prior learning and work experience (RPL)**

Activities	Explanations and/or expected result	Body responsible	Term
<b>4.3.1</b> The principles of RPL will be developed and implemented in adult general education studies	Will enable the recognition of knowledge and skills of people in general education regardless of the method through which or place where they were obtained.	MER	2009-2013
<b>4.3.2</b> Proposals will be made to legalise RPL rules for vocational education institutions, the implementation of RPL will be extended.	Proposals will be made to supplement legislation in order to implement RPL, vocational education institutions will implement RPL procedures. People who would be performing RPL counselling and evaluation in vocational education institutions will be trained in order to ensure the	MER	2009-2013

	implementation of RPL.		
<b>4.3.3</b> Implementation of RPL in educational institutions for higher education will be continued	The RPL system will be continuously improved and the existing principles will be supplemented, recognition of work experience will be implemented more.	MER; Archimedes Foundation involved	2009-2013
<b>4.3.4</b> Conception for improvement of RPL will be developed	The future conception will describe the principles for expanding the implementation of RPL, for improving movement between types of education and for implementing recognition of work experience.	MER	2012-2013
<b>4.3.5</b> Possibilities to obtain secondary education without completing the level of basic education will be created for people without basic education (for people aged 22+ in general education, for people aged 20+ in vocational education)	People who prove readiness for studies on the next level will be given the opportunity to start studies without completing the previous level. The activity will improve study motivation and will help bring people who have discontinued studies back to the education system. Principles for admittance, including testing, will be developed.	MER	2009-2013
<b>4.3.6</b> People without higher education will be given the opportunity to apply for the second level of higher education through RPL	Entry to the Master's level without completing the previous education level will be enabled by means of recognising prior learning and work experience.	MER	2011-2013

#### **Measure 4.4. Acknowledging the need to learn, raising awareness of study possibilities**

Activities	Explanations and/or expected result	Body responsible	Term
<b>4.4.1</b> Adult career services will be developed	Career services provided to adults will be developed, methodology will be improved and specialists will be trained in cooperation between MER and MSA. Adults will be informed of study possibilities in close cooperation between the Estonian Unemployment Insurance Fund and Foundation Innove. Region-based cooperation between different parties, including schools, information and consultation centres and regional offices of the Estonian Unemployment Insurance Fund will be	MER; MSA, Foundation Innove and Estonian Unemployment Insurance	2009-2013

	initiated.	Fund involved	
<b>4.4.2</b> Making training information available	Creating a sub-registry of adult training in the EEIS will enable the improvement of availability of training information and will give a better overview of active educational and training institutions. Availability of training information through websites of educational institutions <sup>9</sup> will be improved.	MER; ENAEA and vocational education institutions involved	2009-2013
<b>4.4.3</b> Making the population aware of the importance of lifelong learning, introducing study possibilities through different channels	The ESF II period programme "Popularising adult education" will be implemented. The Adult Learners' Week (ALW) will be organised every year and within its scope numerous national and regional events will be organised. Media channels will be used to popularise adult education: television, radio, print media.	AEAE Andras	2009-2012

## **GOAL 5. MANAGEMENT OF ADULT EDUCATION THAT IS INCLUSIVE OF PARTIES AND EFFECTIVE**

### **Measure 5.1. Ensuring sustainable financing of adult education**

Activities	Explanations and/or expected result	Body responsible	Term
<b>5.1.1</b> Continuing the principles described in the <a href="#">division of spheres</a> of responsibilities for financing work-related adult training	Financing of work-related adult training will be continued according to the principles described in the <a href="#">division of spheres</a> of responsibilities in work-related adult training confirmed in Annex to the Lifelong Learning Strategy 2005-2008 of 10.01.2008: MEAC will finance the training of adult population through enterprises, MER through educational and training institutions, and MSA will finance training of unemployed	MER; MEAC and MSA involved	2009-2013

<sup>9</sup> The existence of homepages of educational institutions organising training in the framework of ESF II period programmes "Work-related training and developmental activities for adults" and "Adult training in liberal adult education centres" will be ensured in order to guarantee the availability of training information.



	persons and risk groups of the labour market through the Estonian Unemployment Insurance Fund.		
<b>5.1.2</b> Continuing financing of state-commissioned work-related adult training in vocational education institutions, extending the scheme in institutions of higher education	Sustainability of financing will be ensured.	MER	2009-2013
<b>5.1.3</b> Supplementing adult training financing schemes	In addition to (supply-based) schemes for financing training through educational institutions, new demand-based financing schemes (that take the needs and possibilities of people into account) will be developed. Work on the idea for creation of learning accounts, training vouchers and other demand-based schemes will be continued in order to improve access to training.	MER; MEAC and MSA involved	2009-2013
<b>5.1.4</b> Supporting and facilitating learning through the tax system	Fringe benefit for work-related training (regardless of training type) will be removed and income tax incentive for all types of training (including obtaining the key competences of lifelong learning) will be maintained.	MER	2009-2013
<b>5.1.5</b> Enabling study loan for part-time learners	A set of rules will be developed in order to enable study loan for part-time learners for minimising the choice of full-time education by learners purely for financial reasons.	MER	2011

### **Measure 5.2. Effective management of the adult education system**

Activities	Explanations and/or expected result	Body responsible	Term
<b>5.2.1</b> Conducting studies and analyses	Existing studies and analyses will be mapped in order to plan new ones. The public will be informed of studies and analyses carried out.	MER	2009-2012
<b>5.2.2</b> Participation in the Programme for International Assessment of Adult Competences (PIAAC)	Participation of Estonia in the Programme for International Assessment of Adult Competences (PIAAC). PIAAC studies the ability of the population to calculate, read and solve problems in a technological environment. The goal of PIAAC is to measure cognitive competences,	MER	2009-2012

	which are believed to be the basis for private and social success; to evaluate the connection between these competences with social and economical success both at the level of the individual and society.		
<b>5.2.3</b> Increasing the role of regional bodies in creating opportunities for lifelong learning for adults and informing of the existing possibilities	Adult training will be fostered and the role of local governments in supporting adult training will be specified in cooperation with local governments and county governments. Better availability of study possibilities and study information will be improved in counties. The result of the activity will be a conception and suggestions to make changes in legislation.	MER	2010-2013
<b>5.2.4</b> Ensuring effective management of European Social Fund programmes	Three adult education programmes will be implemented: "Popularising adult education", "Adult training in liberal adult education centres" and "Work-related training and developmental activities for adults". The regulation for ESF period 2007-2013 open application stage will be compiled.	MER	2009-2013
<b>2.6</b> Proposals to update the Adult Education Act (AEA) will be made	A new draft of AEA will be prepared. Terms will be corrected, the conception of non-formal education will be supplemented, the output-based requirement for study programmes and requirements for graduation certificates will be ratified, the basis for the creation of a sub-registry of adult training in the EEIS will be legalised.	MER	2009-2011

## FINANCIAL PLAN OF THE DEVELOPMENT PLAN<sup>10</sup>

	Costs (thousand EEK)						Explanations about the costs
	2009	2010	2011	2012	2013	Total	
<b>Financial plan for the development plan in total</b>	<b>381,990</b>	<b>427,663</b>	<b>458,630</b>	<b>428,598</b>	<b>365,828</b>	<b>2,062,709</b>	
<b>Goal 1 in total: FACILITATING THE IMPROVEMENT OF THE LABOUR MARKET SITUATION AND ECONOMIC SITUATION BY MEANS OF ADULT TRAINING</b>	<b>157,153</b>	<b>155,904</b>	<b>150,336</b>	<b>128,961</b>	<b>82,100</b>	<b>674,454</b>	
Measure 1.1. Increasing the efficiency of labour market training service and diversifying education possibilities aimed at unemployed persons	151,405	146,160	140,940	122,820	79,452	<b>640,777</b>	Financial resources that are given in the ESF programme "Increasing qualified labour supply for 2007-2013" (MSA).
Measure 1.2. Providing training to people who are in danger of losing their job or to under-employed people						<b>0</b>	The costs are included in formal education of vocational and higher education within SCE and MER budget and in the financial plans of corresponding field development plans; the costs are also included in the financial plan of the activities under measure 3.1.
Measure 1.3. Ensuring relevance of training provided to adults	5,748	9,744	9,396	6,141	2,648	<b>33,677</b>	Financial resources that are given in the ESF programme "Increasing qualified labour supply for 2007-2013" (MSA).
<b>Goal 2 in total: MAKING THE EDUCATION SYSTEM MORE OPEN IN PROVIDING LEARNERS FORMAL EDUCATION</b>	<b>74,968</b>	<b>78,231</b>	<b>79,820</b>	<b>81,408</b>	<b>82,996</b>	<b>397,423</b>	
Measure 2.1. Increasing access to general education studies	74,968	78,231	79,820	81,408	82,996	<b>397,423</b>	Financial resources are planned in the development plan for the field of general education. Financing takes place through state budget local government equalisation fund (education costs, school lunch costs, subsistence

<sup>10</sup> All amounts that are given in the financial plan are indicative and the amounts given must be in accordance with the threshold amounts for the Ministry of Education and Research, the Ministry of Economic Affairs and Communications and the Ministry of Social Affairs given in the National Budget Strategy 2009-2013.

	Costs (thousand EEK)						Explanations about the costs
	2009	2010	2011	2012	2013	Total	
							benefits, aids to pre-school municipal children's institutions, aid for providing social benefits and services, supplementary aid for island counties and counties that have island territories). The financing scheme is described in the draft Basic Schools and Upper Secondary Schools Act (BSUSSA). Unlike in measure 1.2, amounts are given here.
Measure 2.2. Increasing access to vocational education and higher education						0	Costs are included in SCE's budget for formal education of vocational and higher education and MER budget and in the financial plans for the development plans of corresponding fields.
<b>Goal 3 in total: ENABLING NON-FORMAL STUDY FOR ADULTS IN ORDER TO INCREASE THEIR COMPETITIVENESS AND TO DEVELOP THEIR CREATIVITY, TALENT, INITIATIVE AND SOCIAL RESPONSIBILITY</b>	<b>51,729</b>	<b>78,800</b>	<b>99,000</b>	<b>88,042</b>	<b>83,180</b>	<b>400,751</b>	
Measure 3.1. Provision of non-formal training	51,729	78,800	99,000	88,042	83,180	400,751	1. Training programmes organised within the 2009-2012 ESF programme "Work-related training and developmental activities for adults" ( <i>hereinafter MER programme</i> ). 2009 includes resources from the ESF I period project (21.1 million EEK). Additional 15.8 million EEK from the state budget are planned for 2012; in 2013, all resources used will be allocated from the state budget. 2. Planned costs from the ESF higher education field programmes; in 2013, all costs are planned from the state budget. 3. Costs related to the improvement of learning abilities of Primus programme university students and aid received from the ENAEA programme Nordplus.

	Costs (thousand EEK)						Explanations about the costs
	2009	2010	2011	2012	2013	Total	
<b>Goal 4 in total: ENSURING QUALITY AND FLEXIBILITY OF TRAINING, RAISING AWARENESS</b>	<b>27,636</b>	<b>28,644</b>	<b>29,367</b>	<b>14,724</b>	<b>12,782</b>	<b>113,153</b>	
Measure 4.1. Making training provision and the contents of training correspond to the needs of the labour market and target group	2,013	3,273	4,273	111	0	<b>9,670</b>	1. Costs reflected in the ESF programme "Development of the system of qualifications". 2. Costs related to SCE methodology analysis and development of the MER programme.
Measure 4.2. Raising the quality of training	5,871	5,409	3,735	1,023	0	<b>16,038</b>	1. Costs related to the development of EIS of the MER programme and to the corresponding notification. 2. Costs related to private training institutions' quality development within the MER programme + costs related to the evaluation of the quality of work and development of networks of liberal adult education centres within the ENAEA programme (including study on training, need for training and determining new target groups and developing learning environment). 3. Costs related to the development of study programmes of MER and ENAEA programmes (including the compilation of corresponding instruction materials in MER). 4. Costs related to the development of andragogue's professional standard within the ESF programme "Popularising adult education" ( <i>hereinafter Andras</i> ). 5. Training courses for educators and experts within ESF programmes in the adult education field (MER, ENAEA and Andras).
Measure 4.3. Recognition of prior learning and work experience (RPL)	5,212	6,252	10,188	5,390	4,582	<b>31,624</b>	1. Open application stage of the ESF. 2. Costs of the ESF programme "Substantive development of vocational education". 3. Costs of the Primus programme. 4. Costs that are included in formal education within SCE.

	Costs (thousand EEK)						Explanations about the costs
	2009	2010	2011	2012	2013	Total	
Measure 4.4. Raising awareness of study possibilities, acknowledging the need to learn	14,540	13,710	11,171	8,200	8,200	55,821	1. Resources from the ESF programme "Career services system development", which are meant for methodology, training and other development activities (total amount 41 million EEK). 2. Costs related to the creation and updating of webpages for liberal adult education institutions within the ENAEA programme. 3. Notification costs of the Andras programme.
<b>Goal 5 in total: MANAGEMENT OF ADULT EDUCATION THAT IS INCLUSIVE OF PARTIES AND EFFECTIVE</b>	<b>75,704</b>	<b>91,284</b>	<b>105,307</b>	<b>120,663</b>	<b>109,970</b>	<b>502,928</b>	
Measure 5.1. Ensuring sustainable financing of adult education	72,600	77,600	87,600	104,810	106,970	449,580	1. Financial resources through the area of government of MEAC ("Development programme for knowledge and skills") – training of approximately 3,500 people per year on average is foreseen and during the open application stage a goal is set to train approximately 650 entrepreneurs a year. The costs of MSA are reflected in other activities. 2. 1/3 of the amount of work-related adult training courses for 2012 and 1/2 of the amount for 2013 is planned for supplementation of financing schemes. 3. In 2008, fringe benefit taxes of work-related formal education and liberal adult education courses were approximately 19 million EEK in total. It is hereby estimated that taxes not received in the state budget in 2009-2013 make up 2/3 of the 2008 amount (i.e. expected to be connected to work-related formal training). 4. In 2008, the number of part-time learners in vocational and higher education was 9,314 in total according to EEIS. The number of part-time learners may increase during

	Costs (thousand EEK)						Explanations about the costs
	2009	2010	2011	2012	2013	Total	
							the coming years, but mainly on the account of full-time learners who have thus far received study loan. Hence the burden on state budget will not increase due to them. Receiving study loan was indeed an important argument for preferring full-time studies to part-time studies. According to data available, 34.8% of full-time learners used the possibility to take study loan in the school year 2007/2008. If the same number of part-time learners use the possibility to take study loan, the number of learners will be 3,241. Approximately 1.8% of those taking study loan have solvency problems. By presuming that the same percentage of part-time learners will have solvency problems, a claim will be filed against the state in less than 60 cases a year. Additional burden on the state budget may be implemented on the second half-year of 2013 (implemented in 2012, first graduations in 2012, beginning of repayments in the summer of 2013, estimation for 30 thousand EEK).
Measure 5.2. Effective management of the adult education system	3,104	13,684	17,707	15,853	3,000	<b>53,348</b>	1. Costs related to conducting MER programme studies and analyses. 2. Costs related to the PIAAC programme. 3. ESF open application stage. 4. MER budget.

## **IMPLEMENTATION, MANAGEMENT AND MONITORING OF THE DEVELOPMENT PLAN**

The present development plan has been compiled by the Adult Education Division of the Vocational and Adult Education Department of the Estonian Ministry of Education and Research. The development plan has been approved by the Adult Education Council that consults the Government of the Republic of Estonia on issues concerning adult education and which is made up of representatives of ministries, employers and employees, educational and training institutions and their umbrella organisations as well as a representative of adult learners.

The implementation of activities envisaged in the development plan is the responsibility of the Estonian Ministry of Education and Research. The measures and activities of the first goal are an exception that fall within the area of government of the Ministry of Social Affairs and the Ministry of Economic Affairs and Communications and where the ministries mentioned are responsible. The activities that fall within the responsibility of the Ministry of Social Affairs and the Ministry of Economic Affairs and Communications have been co-ordinated with them.

The development plan will be implemented on the basis of an implementation plan where specific activities and costs are given for specific years. During the period of the development plan, two implementation plans are compiled, one for the years 2009-2011 and one for 2011-2013. The implementation plans are presented for confirmation to the Government of the Republic of Estonia. The implementation plans are presented to the Adult Education Council for approval before presenting them to the Government.

Should circumstances arise due to which it is not possible or purposeful to implement the activities described in the development plan, MER initiates amendments to the development plan. The motions to amend are discussed with the Adult Education Council and are presented for confirmation to the Government of the Republic of Estonia.

The main bodies for implementing the development plan in addition to the responsible ministries, other involved ministries (Ministry of Finance) and State Chancellery are the Association of Estonian Adult Educators ANDRAS, the Estonian Non-formal Adult Education Association, the Estonian Qualification Authority, secondary schools for adults, vocational education institutions and institutions of higher education.

The Ministry of Education and Research will present a report on the implementation of the development plan to the Government of the Republic of Estonia every two years. Before presenting it to the Government of the Republic of Estonia, MER presents it to the Adult Education Council for review.



## **LIST OF USED ABBREVIATIONS**

EE – Enterprise Estonia  
EEIS – Estonian Education Information System  
ESF – European Social Fund  
AEAE Andras – Association of Estonian Adult Educators Andras  
ENAEA – Estonian Non-formal Adult Education Association  
LLS 2005-2008 – Lifelong Learning Strategy 2005-2008  
MER – Ministry of Education and Research  
VES – Vocational Education Standard  
LG – Local government  
VEIA – Vocational Education Institutions Act  
MEAC – Ministry of Economic Affairs and Communications  
hy – Half-year  
BSUSSA – Basic School and Upper Secondary School Act  
PIAAC – Programme for International Assessment of Adult Competences  
SB – State budget  
NEQC – National Examinations and Qualifications Centre  
SCE – State-commissioned education  
MSA – Ministry of Social Affairs  
ECA – Employment Contracts Act  
ALW – Adult Learners' Week  
AEA – Adult Education Act  
RPL – Recognition of prior learning and work experience  
GR – Government of the Republic of Estonia  
EI – Educational institutions