Concepts of Education Development 2002–2005

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Contents

1.	Introd	luction		4			
2.	Situat	ion descri	ption	4			
	2.1.		of change in the education system	4			
	2.2.		gnificant achievements of the education reform	5			
3.	Basic		s of education development	6			
4.			oncepts of Education Development and directions of action	6			
5.		ation quali	•	7			
	5.1.		of the problem	7			
	5.2.		ons of action	8			
	0.2.	5.2.1.		Ü			
		0.2.1.	achievements in general basic and secondary education	8			
		5.2.2.	Improvement of the system of teacher education and	Ü			
		0.2.2.	further education of teachers	9			
		5.2.3.	Quality assurance of vocational education to meet the				
		5.2.5.	requirements of the labour market	9			
		5.2.4.	Quality assurance of vocational education to meet the				
		5.2.1.	requirements of the labour market	10			
		5.2.5.	Setting up of a single system for the assessment of	10			
		5.2.5.	education quality	11			
		5.2.6.	Continuation of the teacher remuneration reform	11			
		5.2.7.	Renewing of the research and academic staff	12			
		5.2.8.	Introduction of a system of education indicators				
		3.2.0.	comparable at the international level	12			
		5.2.9.	Informatisation of the education system	13			
		5.2.10.	Promotion of public understanding of education	13			
		3.2.10.	development processes	13			
6.	Acces	sibility of	f education	14			
0.	6.1.		of the problem	14			
	6.2.	<u>-</u>					
	0.2.	6.2.1.	Improvement of the pre-school education system	14 14			
		6.2.2.	Diminishing of differences in access to quality general				
		0.2.2.	education	15			
		6.2.3.	Improvement of access to vocational education	15			
		6.2.4.	Improvement of adult education opportunities by	16			
		0.2	offering vocation-focused life-long education	10			
		6.2.5.	Increase of access to interest-related education	16			
		6.2.6.	Promotion of integration of educatees with special needs	10			
		0.2.0.	in general, vocational, higher and interest-related				
			education programmes	17			
7.	Cost-	effectiven	ess of education	18			
, .	7.1.		of the problem	18			
	7.2.		ons of action	18			
	,	7.2.1.	Optimisation of the network of general education	18			
		,	establishments	10			
		7.2.2.	Increase of cost-effectiveness of the maintenance of				
		<u>_</u> .	educational establishments	19			
		7.2.3.	Provision of a single education system administration	19			

	7.2.4. Development of the regulatory principles of education financing and ensuring transparency of the utilisation of resources	20		
	7.2.5. Provision of the development of the system of higher	20		
	education financing	20		
8.	Priorities and finance required for the implementation of the Concepts of			
	Education Development	21		
9.	Procedure for the surveillance of the Concepts of Education Development and reporting on its implementation			
10.	Further action for the introduction of the Concepts of Education Development	24		
	Annex 1	25		
	Annex 2	27		

1. Introduction

Changes in modern society and economics set out new requirements for the education system. It has to be of high quality, rational in its expenses and accessible to every inhabitant of Latvia. Government support to education and research may be of crucial importance for the future development of the country. Latvian long-term economic strategy envisages growing importance of social policy and investments in education and science.¹

In order to promote, in pursuance with the medium-term budgetary objectives and priority development directions, the orientation of Latvian economy towards production with high added value and to create a knowledge-based society, it is necessary to ensure education quality and its relevance to the labour market, as well as the integration of higher education, science and innovations.² It is pointed out in the Latvian Nation Development Plan that the basis of development is the ability of the public to create new knowledge and utilise it in economic development and raising of the standard of living.³

There has been an active debate concerning the further directions of the development of the Latvian education system starting with the early 1990-s. In 1998, the Cabinet took note of the "Strategic Programme of Education Development in 1998—2003". Amendments to the Education Law adopted on July 4, 2001, provide for the Cabinet to set out unified national policies and strategies in education and submit the Concepts of Education Development for the following four years to be adopted by the Saeima.

The Concepts of Education Development sets up the goals of the development of the education system for 2002—2005 and the directions of action to achieve them.

The Concepts of Education Development was produced in pursuance of the objectives and directions of action set out in the Latvian Long-term Economic Strategy, the National Development Plan, the National Employment Plan, the Memorandum on Lifelong Learning of the European Commission and the guidelines of social and educational development under the UNESCO Education for All programme, and the education policy planning documents developed before 2002.

2. Situation description

2.1. Stages of change in the education system

During the period of 1990—1994 democratisation and decentralisation of the education system was carried out. For the most part, the changes made were associated with a transformation of the system to meet the needs of the independent and democratic State. The start of education reform was assured by the adoption of the Education Law on June 19, 1991. A number of major changes, such as depoliticising of the content of education, provision of free choice in acquiring education, diversity of education opportunities and decentralisation of education administration, have been brought about. This was achieved by developing the network of private educational institutions and delegating some of the education management functions to local governments, educational establishments and their managers.

¹ Long-term economic strategy. Paragraph 6 of Protocol No. 34 of the meeting of the Cabinet

² Report on mid-term budgetary objectives and priority development directions. Paragraph 24 of Protocol No. 42 of the meeting of the Cabinet.

³ National Development Plan. Priorities and their link-up with national development prospective and strategic goals. Paragraph 49 of Protocol No. 60 of the meeting of the Cabinet.

From 1995 to 2001 special attention was paid to the regularisation of the education system, by contributing substantially to the aggregate of legislative and regulatory enactments. The developed education conception was adopted by the Cabinet on June 4, 1995. On November 2, 1995, the Institutions of Higher Education Law, on October 29, 1998, the new Education Law, and on June 10, 1999, the General Education Law and the Professional Education Law were adopted.

The Institutions of Higher Education Law consists in a substantially new legal basis for the functioning of the institutions of higher education and the accomplishment of higher education, i.e. the autonomy of higher education institutions. Compatibility of the higher education provided by the State with the requirements of the European and the global area of learning has contributed to the growth of the number of educational institutions and students. In 1997, integration of research institutes in higher education institutions was started, to ensure the development of quality study programmes.

The Concepts of Education Development lays the basis for a third stage of education development during 2002—2005. During this period, it is especially important to provide for the co-operation of education policy makers and those implementing it, i.e. the co-operation between the Ministry of Education and Science, the local government educational administrations and the professional associations of teachers, the producers of vocational and higher education programmes and employer's organisations, and the information and involvement of the general public in education processes.

2.2. Most significant achievements of the education reform

- 2.2.1. Organisation of the education system according to the programme principle, introduction of national standards in education, thus promoting the development of programme content (the curricula) in line with the demands of the public and labour market needs.
- 2.2.2. Education quality evaluation system has been introduced as the basis for the international recognition of higher education received in Latvia.
- 2.2.3. Transition to the financing of education according to the normative principle in order to differentiate education costs according to the fields and programmes of education.
- 2.2.4. Systematic investments in education infrastructure have been made, and optimisation of the educational establishment network has been started allowing of a reduction in costs of educational establishment maintenance.
- 2.2.5. Reform of the teachers' pay has started providing for a gradual increase in the remuneration for teachers.
- 2.2.6. The introduction of ethnic minority education programmes has started, by accommodating ethnic minority education interests, social integration, and simultaneously contributing to the acquirement of the official language.
- 2.2.7. The regulatory basis for a profession-oriented education in fine arts, culture and sports has been developed to give the students opportunities to prepare for their vocational education in the selected sector.
- 2.2.8. Alignment (equalisation) of interest-related education finance matching the numbers of educatees in the relevant administrative territory to lessen differences in access to education.
- 2.2.9. Establishment of the system of student and study loans to increase the access to higher education by indigent population and promote the concern of students with the education quality.

- 2.2.10. Participation of Latvia in international comparative education research studies to obtain internationally comparable information on the trends, quality and problems of education development.
- 2.2.11. Establishment of a single system for recording academic credits obtained in the study programmes to allow for the study courses acquired at Latvian higher education institutions to be recognised abroad.
- 2.2.12. Accreditation of higher education institutions and study programmes that meets the international criteria has been introduced.
- 2.2.13. National standards have been adopted in academic education and higher professional education setting out uniform requirements for assuring and checking the quality of study programmes.
- 2.2.14. A system of professional and academic degrees commensurate with the European area of learning to promote the mobility of Latvian students in the European context and the studies of foreigners in Latvia.

3. Basic principles of education development

When implementing changes in the education system following the conception developed, the following principles are to be observed:

- 3.1. *Principle of accessibility:* every member of society should have equal opportunities to acquire an education.
- 3.2. *Principle of relevance:* when planning changes in education system, account should be taken of individual interests, trends of social development and the needs of national economy.
- 3.3. *Principle of public participation:* when introducing changes, the experiences and proposals of those implementing education programmes, non-governmental professional organisations and those receiving education services should be made use of.
- 3.4. *Principle of lifelong learning:* the education system provides for an opportunity for the members of society to become educated lifelong, improving their qualifications or acquiring different qualifications corresponding to the demands of the labour market.
- 3.5. *Co-ordination principle:* an integrated approach is implemented in the planning and introduction of changes, by ensuring uniform management and co-ordination of changes throughout the different levels and types of education.
- 3.6. **Principle of purposefulness:** planning of changes is oriented towards the results at the institution level, and education development priorities are evaluated and determined at all levels during the planning process.
- 3.7. *Continuity principle:* before proceeding to new reforms, the outcomes of the previous reforms should be evaluated and the initiatives found positive should be continued.
- 3.8. *Principle of providing resources:* changes in the supply of education services should be planned in accordance with the central and local government budgets.
- 3.9. *Principle of supervision:* at all levels of education development planning supervision should be envisaged and reports concerning the implementation of the goals set should be made.

4. Goals of the Concepts of Education Development and directions of action

The period of four years marks special tasks determined by the integration of Latvia in the European Union. The Latvian education system has to ensure the correspondence of the

education received to the growing needs of education quality and competition world-wide. The standard of living of the population of Latvia and future development of the State depends on the efficiency and education quality, on the readiness of society to perform professional work and participate in free competition in the common European economic area. The future tasks of the education system correspond to the long-term goals of education development that provide for the necessity to ensure quality, accessibility and cost-effectiveness if education.

The common goal of the Concepts of Education Development is:

Ensure changes in the education system to promote the formation of a democratic and socially integrated society based on knowledge and the raising of competitivity of Latvian population and national economy, and simultaneously to preserve and develop cultural values typical of Latvia.

The goals of the Concepts of Education Development are:⁴

Improvement of education quality of every stage and type of education to meet the needs of social and economic development

Granting of access to education for the Latvian population in the context of lifelong education

Increase of cost-effectiveness of each stage and type of education

5. Education quality

Goal:

Improvement of education quality of every stage and type of education to meet the needs of social and economic development

5.1. Position of the problem

Education quality at every stage and type of education is a key condition for a successful development and competitive capacity of the Latvian State. Quality education ensures the schooling of qualified labour force required for the development of national economy, promotes the democratic processes and social integration, forms the understanding of ethical standards and develops value-oriented thinking. Assessment of education quality is taken in account when developing new national education standards and teaching curricula.

Although, as reflected in the research of education quality made by the Organisation for Economic Co-operation and Development (OECD), the achievements of Latvian students in general correspond to the proportion of resources invested in education and, in natural science, even show more progress in comparison with students of other countries, basic education, however, is still offering theoretical knowledge. Practical habits of applying knowledge are insufficient, and the skill of thinking independently is not being enough developed in the education process. The results of the OECD research indicate that the goals of the curriculum reform are correct, though in the future more attention should be paid to the

⁴ Summary of the directions and the corresponding goals is given in Annex 1.

implementation of reform by giving the teachers further education opportunities, adequate teaching aids and methods, and by strengthening the links of education, science and national economy and promoting co-operation of the employers with educational establishments. The above-mentioned measures will provide for an opportunity to improve the ability of the education system to respond to the changes in demand on the labour market.

As one of the critical points in Latvian social and economic development, lack of qualified specialists was pointed out. In most spheres of activity Latvian labour force (including middle and top management staff) is educated, but is not enough qualified for adaptation to the variable requirements of market economy. Crucial to the social and economic development of the country is the provision of the acquirement of new basic skills for every inhabitant of Latvia and the quality of vocational and higher education.

The implementation of the conception is going to improve co-operation between the stakeholders of education by promoting closer links of the trade standards, profession standards and education standards, as well as between different stages and types of education.

5.2. Directions of action

5.2.1. Conclusion of the reform of the achievement evaluation system in general basic and secondary education

The production of draft subject-area standards for basic education has been completed. Special attention is paid to the acquirement of basic education and basic skills. In 2002, draft subject-area standards for general secondary education have to be developed. A gradual introduction of centralised examination upon the conclusion of general secondary education is taking place. The Higher Education Law has been amended providing for the admission to university study programmes to be arranged, starting with the year 2004, on the basis of competition depending on the results of the centralised examinations. In order to ensure a change of orientation towards practical application of knowledge and compliance with the national standards of education, it is necessary within the next four years:

- 5.2.1.1. to improve the content of general education to comply with the requirements of the education standards and to ensure implementation of those standards;
- 5.2.1.2. to provide the reform of general education curricula with adequate teaching aids and methods, by increasing the amount of funds from the central government budget;
- 5.2.1.3. to improve the system of national test-papers organising, by the year 2004, centralised examinations in 15 subjects upon finishing the secondary education stage;
- 5.2.1.4. to introduce, from the year 2004, centralised examinations on finishing the basic education stage in the Latvian language in those education establishments that have chosen to implement ethnic minority education programmes, in Latvian as mother tongue in the Latvian-language schools and, starting with the year 2005, in mathematics;
- 5.2.1.5. to improve the ethnic minority education programmes by providing them with adequately developed teaching aids and methods;
- 5.2.1.6. that the Ministry of Welfare together with the Ministry of Education and Science lay down amendments to the regulatory instruments, fixing the maximum permissible weight of the pupils' satchels.

- 1. Comparison of the educatees' achievements using international methods of comparative research.
 - 2. Results of the national test-works.
 - 3. Amounts of the funds from the budget for the purchases of teaching materials.

5.2.2. Improvement of the system of teacher education and further education of teachers

The content of pedagogical study programmes has to be harmonised with the curriculum reform. Further education of teachers has to be in line with the development of the content of education (curricula) and teaching methods. The development of pedagogical study programmes is hindered by the fact that no standard of the teaching profession has been produced insofar. It is necessary during the following four years:

- 5.2.2.1. to formulate the standard of the teaching profession;
- 5.2.2.2. to check the compliance of the pedagogical study programmes with the requirements of the reform of education content and of methods of teaching;
- 5.2.2.3. to promote the conformity of the teacher further education programmes with the requirements of the curricula and bilingual education;
- 5.2.2.4. to improve accreditation of higher pedagogical education programmes and education establishments;

Indicators:

- 1. Number of pedagogical study programmes accredited.
- 2. Number of teacher further education programmes.

Proportion of teachers studying at the tertiary education level and having attended further education courses;

- 4. Number of further education programmes for teachers who teach their subjects in the Latvian language or bilingually at ethnic minority schools.
- 5. Start of professional activity (jobs taken up) during the year of those persons who have acquired a higher pedagogical education.

5.2.3. Quality assurance of vocational education to meet the demands of the labour market

Measures to assure quality of vocational education have been taken since the middle of the 90-s, by harmonising the strategy of vocational education development with the European Union guidelines for vocational education. In Latvia there is a regulatory basis for a systematic improvement of the quality of vocational education and involvement of employers in the development and assessment of the professional standards and education programmes. It is necessary during the following four years:

- 5.2.3.1. to improve the system of centralised examination in vocational education;
- 5.2.3.2. to continue the upgrading of vocational education programmes in line with the variable requirements of the labour market;
- 5.2.3.3. to improve vocational education programmes and accreditation of education establishments;
- 5.2.3.4. to develop first, second and third level profession standards and their corresponding education programmes;
 - 5.2.3.5. to promote co-operation of educational establishments and employers;
- 5.2.3.6. to continue the licensing of professionally oriented education programmes and accreditation of institutions.

- 1. Growth in numbers of persons having obtained qualifications.
- 2. Start of professional activity (taking up jobs) by those having obtained qualifications.

- 3. Proportion of the leavers of professional institutions in the total number of the unemployed.
 - 4. Number of professional standards in vocational education.
 - 5. Number of accredited institutions and programmes of vocational education.

5.2.4. Quality assurance of higher education to meet the requirements of the labour market

Rapid changes have taken place in higher education during the last decade. The number of students, as compared to 1993, is 2.4 as large, and in 2002 there were 34 higher educational establishments in Latvia. However, the demand of higher education is not matched with adequate financial investments, which gives rise to the lowering of quality of higher education. Duplication of study programmes is to be observed in Latvian higher education establishments, especially in the institutions situated in the capital city, and in the most demanded study programmes. There is no clear distinction between the academic and the professional study programmes. The students have not enough opportunities to switch from study programmes of one type to different programmes or to influence the content of programmes. Insufficient involvement of employers in the development of professional standards and provision of places for practical training does not promote quality of higher education that would correspond to the requirements of the labour market. It is necessary, during the following four years:

- 5.2.4.1. to develop, in the form of modules, certain higher education programmes as an offer to full-time students and those coming back to higher education in the framework of life-long education;
- 5.2.4.2. to start a transition basically to three-year programmes in full-time basic studies;
- 5.2.4.3. to make a survey of demand in the labour market and to develop first-level higher professional education programmes thus offering a wide choice in professional education;
- 5.2.4.4. to make proposals for decisions to be made by the employers and the competent authorities concerning the development of the fourth and fifth-level professional standards and study programmes of professional qualification of the higher educational establishments:
- 5.2.4.5. to make proposals for the introduction of an economic incentive system for companies that provide support to education and places for practical training of students in the professional secondary and tertiary education programmes;
 - 5.2.4.6. to make proposals for the introduction of a financial support system;
- 5.2.4.7. to develop an *e-learning* programme for the acquirement of higher education.

- 1. Number of module-type higher education programmes.
- 2. Proportion of students in non-university (non-academic) study programmes.
- 3. Number of graduates from the first-level professional higher education programmes.
 - 4. Number of professional standards in higher education.
- 5. Number of persons with academic degrees and professional qualifications who have actually taken up jobs.
 - 6. Number of *e-study* courses offered by Latvian higher education establishments.

5.2.5. Setting up of a single system for the assessment of education quality

The creation of a continuous evaluation and quality raising system has started in the educational establishments. Accreditation of educational establishments and education programmes is under way, introducing certification (attestation) of the heads of educational establishments and developing a draft of the criteria and methods for evaluating the performance of educational establishments. Uniform methods of external evaluation of educational establishments are being produced, and work is going on to develop links between the internal and the external evaluation criteria. The processes in every educational establishment cannot be compared at the national level. The results of the evaluations of educational establishments are not published and available for the stakeholders. Self-evaluation of the performance of educational establishments does not follow uniform criteria. It is necessary, during the following four years:

- 5.2.5.1. to develop and approve the criteria and methods of self-evaluation of educational establishments;
- 5.2.5.2. to develop methods for the rectification of the drawbacks established during self-evaluation;
- 5.2.5.3. to develop and approve the methods of external evaluation (accreditation, and certification of directors);
- 5.2.5.4. to develop and approve the methodical aids for the educational establishments in carrying out self-evaluation and producing development plans;
- 5.2.5.5. to develop and approve the methodical aids for the training of external evaluators (panel members);
- 5.2.5.6. to continue developing the quality evaluation system in further education and professional enhancement education;
 - 5.2.5.7. to develop a system for evaluating the quality of distance learning;
- 5.2.5.8. to develop and approve the methodical aids for the assessment of the national test papers;
 - 5.2.5.9. to engage the higher education institutions in research of education quality.

Indicators:

- 1. Uniform criteria for the self-evaluation and external evaluation of the educational establishments.
- 2. Developed methods for carrying out the self-evaluation and external evaluation of educational establishments.
- 3. Number of studies made by the higher education organisations concerning the education quality.

5.2.6. Continuation of the teacher remuneration reform

Although, during the last two years, a mechanism was developed for an increase in the teachers' pay, the average teacher's pay, which is lower than the average of all persons employed in the national economy sectors, does not encourage young teachers to go to schools. It is envisaged:

- 5.2.6.1. by September 1, 2003, to ensure an increase in the teachers' salaries up to LVL 145 per pedagogical work-rate;
- 5.2.6.2. from September 1, 2003, to provide for every teacher possessing a lowest professional qualification a pay, per pedagogical work-rate, equalling at least two minimum monthly wages;
 - 5.2.6.3. to set, by the year 2005, the maximum permissible work-load for a teacher.
- 5.2.6.4. to provide additional premiums for teachers in the ethnic minority schools who teach in Latvian or bilingually.

- 1. Average teacher's pay, as compared with average pay of persons working in the public sector.
- 2. Proportion of persons with a pedagogical education who choose to work in schools.

5.2.7. Renewing of the research and academic staff

It is necessary to advance, in the coming years, the training of high qualification university teachers and researchers, and to promote the renewal of the research and academic staff. The succession of generations of university teachers is insufficient, the average age of professors in Latvia being 55. The small grants of doctoral students of the higher educational institutions and insufficient pay is not an incentive for young specialists to make an academic career in Latvia. As a result, slowing down of the development of Latvian science is observed, which causes deterioration of the quality of higher education. It is necessary to provide for, in the following years:

- 5.2.7.1. the regularisation of the pay of academic staff and an increase in the scholarships of doctoral students;
- 5.2.7.2. the creation of a system of special doctoral study grants in the fields where qualified lecturers are most needed and which correspond to the scientific fields that are supported as a priority;
- 5.2.7.3. the creation of a system of post-doctoral grants for the new doctors to motivate them to become integrated in academic work in education and science;;
- 5.2.7.4. grants for doctoral studies abroad and grants to scientists returning to work in Latvia;
 - 5.2.7.5. additional finance for national emeritus scientists.

Indicators:

- 1. Numbers of doctoral students and graduates.
- 2. Qualification and age of academic staff.

5.2.8. Introduction of indicators of the education system comparable at the international level

For about ten years Latvia has been participating in international comparative investigations of education quality whose results are significant in the analysis of the resources employed and results achieved. To assess the efficiency of the Latvian education system, it ought to be compared with education systems of other countries to find mutual interactions in economy, social sphere and education. In Latvia, the Central Statistics Bureau is already compiling statistics in the UNESCO/OECD/EUROSTAT format. An institutional mechanism is to be set up to allow Latvia to participate in the analysis of data compiled by the OECD, obtaining measurements of education indicators according to internationally approved methods. It is necessary during the following four years:

- 5.2.8.1. to continue participating in international comparative investigations of education quality;
- 5.2.8.2. to continue the investigation of the development trends of the internationally comparable indicators of education systems;
 - 5.2.8.3. to carry out education research for the adoption of political decisions;
- 5.2.8.4. to set up an institutional mechanism for the introduction in Latvia of the internationally comparable indicators of education systems of the OECD.

- 1. Introduction of the international indicators of education systems
- 2. Number of international comparative studies of the education quality made by Latvia.

5.2.9. Informatisation of the education system

Informatisation of the education system was started in 1998 in the framework of the Latvian Education Informatisation System (LIIS) project. The result of the LIIS project is the provision of up-to-date hardware and Internet connections to Latvian educational establishments. The most extensive computerisation by 2002 has taken place in the general education schools, and in 81% of schools there are computer classes. Computer classes have been installed in every secondary school, in 80% of the basic schools, in 81% of the evening (shift) schools and 62% of the special schools. 67% of general education schools have an Internet connection (in 2000/2001, 55%). The number of computers is growing in educational establishments (one computer per 26 students). Because of the high telecommunication tariff rates, the introduction of *e-studies* is not yet possible in distance education, including further education of teachers. It is necessary during the coming years:

- 5.2.9.1. to continue providing hardware to educational establishments and to set up and improve Internet connections;
- 5.2.9.2. to continue developing the use of information technologies in the production of teaching and learning aids;
- 5.2.9.3. to continue initial training of teachers in use of computers and training in the use of modern information technologies for studies in the particular subject-areas.
- 5.2.9.4. to improve the qualifications of information science and other school-subjects in accordance with the ECDL⁵ system;
- 5.2.9.5. to extend, while implementing the Latvian Education Informatisation System, co-operation with other information technology projects, common library and local government information systems.

Indicators:

- 1. Proportion of educational establishments with permanent Internet connectivity
- 2. Number of students per computer.
- 3. Number of teachers who have learned the use of information technologies.

5.2.10. Promotion of public understanding of education development processes

In order to provide for sufficient support to the education reforms, it is necessary to enlarge the involvement of general public in the processes of improving education quality and raising its efficiency. No substantial success has been achieved in informing the public. It is necessary, during the following four years:

- 5.2.10.1. to widen the public understanding of innovations in the Latvian education system and education reform processes in aggregate;
- 5.2.10.2. to promote information exchange between the different stakeholders of education;
 - 5.2.10.3. to broaden the participation of teachers in informing the public.

Indicators:

1. Survey on the awareness of the target audiences of the changes taking place in education.

⁵ European Computer Driving Licence.

- 2. Survey on information exchange between the different stakeholders of education.
- 3. Number of teachers participating in the awareness raising activities.

6. Accessibility of education

Goal:

Granting of access to education for the Latvian population in the context of lifelong education

6.1. Position of the problem

Ensuring access to education and equal education opportunities is a significant factor of successful progress of the whole country and society. Social stratification and social exclusion of certain groups in society endanger the sustainable development of society. Members of ethnic minorities at the age of compulsory education have opportunities to receive a basic education and learn the minority language, preserving and refining the values of their culture.

The problem of access to education manifests itself as differences in the provision of education between the country and the town. Education services are not equally accessible to children with special needs and children from indigent and disadvantaged families. A large proportion of the population are not able to overcome the financial obstacles arising from the low wages, expensive transportation costs and cost of living, as well as due to the charges on higher education and further education. The above-mentioned factors hinder the participation of the population in further education of all levels in the context of lifelong education.

The fast-growing demand for higher education is to a great extent satisfied due to the paid studies, and, for this reason, access to higher education by the indigent population is handicapped. To avert this, a system of study loans has been created, which needs to be improved.

Access to quality education depends on the position of the educational establishment, the opportunities of social partners and local governments to participate in the provision of education, economic activity of the area and the corresponding levels of welfare. This is why it is necessary to improve the co-operation of Ministries, local governments and other institutions in order to ensure a harmonised introduction of all policies entailing the elimination of social problems, restriction of poverty, balanced regional development, new jobs and qualified labour force corresponding to the demands of the labour market.

6.2. Directions of action

6.2.1. Improvement of pre-school education system

Pre-school education of children has a decisive role in acquiring basic education and in successful socialisation. Transition to the preparation for school of five- and six-year-olds was started in 1999. It is envisaged that starting from September 1, 2002, pre-school education is to cover every child at the age of 5 and 6. It is necessary, during the following four years:

- 6.2.1.1. to carry out the measures required for a comprehensive listing of all children of pre-school age and their participation in pre-school education;
- 6.2.1.2. development of pre-school education programmes for children with special needs.

- 1. Proportion of children who have received a pre-school education in the age-group of 5 and 6, including the group of children with special needs.
- 2. Number of pre-school education programmes developed for children with special needs

6.2.2. Diminishing of differences in access to quality general education

The results of the comparative education researches indicate that there are different achievements of the pupils in the country and in the town. These differences are caused both by poverty and unemployment in certain areas and poor provision of rural schools with qualified teachers and difficulties in attracting young teachers. Social integration is insufficient, as a certain isolation of certain groups in society having difficulties in entering the labour market exists. Not all of the local governments have identified those persons in the age group of up to 18 who have not received a basic education. It is necessary, during the following four years:

- 6.2.2.1. to ensure the opportunities to obtain basic skills for all persons to be educated in the age group of up to 18;
- 6.2.2.2. to motivate qualified teachers to work in educational establishments situated in rural areas;
 - 6.2.2.3. to develop citizenship education in general education programmes;
 - 6.2.2.4. to develop bilingual education in general education programmes;

Indicators:

- 1. Results of the national test-works and centralised examinations, including grades 9 and 12 of the ethnic minority education establishments.
- 2. Number of teachers with a higher pedagogical education in the educational institutions by territory.
- 3. Results of centralised examinations in Latvian in grades 9 and 12 of the ethnic minority education establishments.
 - 4. Results of international comparative researches in education.
- 5. Number of inhabitants aged up to 18 without a basic education who have not attended educational establishments.

6.2.3. Improvement of access to vocational education

Influenced by the social and economic factors, the students mainly choose those schools of vocational training that are situated near their homes but do not always provide them with an education that would correspond better to their abilities. A great proportion of those educated at the schools of vocational training come from indigent and socially disadvantaged families. Access to vocational education is restricted by the number of places financed from the government budget and the inadequate facilities of the educational establishments. Part of the educatees who start attending schools of vocational training have a poor level of knowledge, which hinders the acquirement of professional qualification. It is necessary, during the following four years:

- 6.2.3.1. to increase the role of social partners in order to promote their participation in determining government procurement for vocational education corresponding to the territorial demand.
- 6.2.3.2. to introduce more widely professional education programmes with pedagogical correction for the students whose level of previous knowledge is poor;

- 6.2.3.3. to promote the implementation of profession-oriented education programmes;
- 6.2.3.4. carrying out of occupational and career guidance measures at educational establishments of all types.

- 1. Number of students of professional education establishments.
- 2. The correspondence of the provision of vocational education with the territorial structure.
- 3. Decrease in number of young people who have not received a basic education and a professional qualification.

6.2.4. Improvement of adult education opportunities by offering vocationfocused life-long education

The economic development of the country and changes in the demand for qualified labour force increases the need of adult education in the context of lifelong education. Adult education has made a rapid progress in the recent years, as different public and private educational establishments have participated in its provision, although adult education has been developing without purposeful national policies and financing. To promote the opportunities of different social groups to be involved in education, it is necessary to draw up modular programmes for education at all levels both for full-time studies and part-time studies, including distance education. It is necessary, during the following four years:

- 6.2.4.1. to provide a co-ordinated support by the employers and the State to the development of adult education programmes, especially in the context of balanced territorial development;
- 6.2.4.2. to promote the participation of higher and vocational education establishments in the development of further education by offering further education programmes, professional enhancement programmes and getting involved in the training of the unemployed;
- 6.2.4.3. to create a system of credits and to introduce it in those programmes providing for their compatibility with the academic credit transfer system;
 - 6.2.4.4. to draw up the guidelines for evaluating the performance of evening schools;
- 6.2.4.5. to make proposals for a more extensive involvement of the employers in the financing of further education.

- 1. Breakdown of the unemployed by education levels acquired and by age groups.
- 2. Number of registered unemployed persons who have acquired further education programmes within the framework of training of the unemployed.
- 3. Number of the registered unemployed persons who have taken up jobs after having acquired further education within the framework of training of the unemployed.
 - 4. Number of registered unemployed persons without a basic education.
- 5. Number of further education programmes offered by higher education organisations.
 - 6. Number of students in the evening schools.
- 7. Numbers of persons of different age groups who are acquiring further education programmes.

6.2.5. Increase of access to interest-related education

Interest-related education promotes the development of a positive value-orientation and the refinement of the individual abilities during the extracurricular classes. Success has been made in eliminating the disproportion of financial provision for interest-related education among the local governments. Yet, differences still exist in the access to interest-related education between the children in the city and in the most remote rural areas, and sufficient information concerning the opportunities for individual enhancement has not been ensured. It is necessary during the following four years:

- 6.2.5.1. to improve access to interest-related education programmes by children and young people in the rural areas;
- 6.2.5.2. to facilitate participation of the educatees in decision-making, by motivating them to take responsibility;
- 6.2.5.3. to facilitate the mainstreaming of children from social risk groups and children with special needs in interest-related education programmes.

Indicators:

- 1. Numbers of children and young people engaged in interest-related education programmes.
- 2. Numbers of children from social risk groups and children with special needs engaged in interest-related education programmes.

6.2.6. Promotion of integration of educatees with special needs in general, vocational, higher and interest-related education programmes

The education system provides for opportunities to receive education also to persons with special needs, including people with movement disorders. Two educational establishments have been adapted for educatees with movement disorders. In Latvia mainstreaming of educatees with special needs in ordinary educational establishments has not been a wide-spread practice, but it is to be gradually developed. It is necessary, during the following four years:

- 6.2.6.1. to train educators of general education, vocational education, professional guidance and interest-related education and the students of the pedagogical higher educational establishments for work with children who have special needs;
- 6.2.6.2. to increase access to educational establishments for children with special needs;
- 6.2.6.3. to begin the transformation of special education establishments into integrative education establishments;
- 6.2.6.4. to continue the technical adaptation of educational establishments, including those of interest-related education, to serve the needs of educatees with movement disorders;
- 6.2.6.5. to facilitate access to higher education programmes, including distance education programmes, for educatees with movement disorders.

- 1. Proportion of educatees with movement disorders integrated in education programmes.
- 2. Numbers of educators and students of the pedagogical higher educational institutions who have been prepared to train educatees with movement disorders.
 - 3. Number of educational establishments adapted to receive educatees with movement disorders.
- 4. Number of educatees with movement disorders in higher education programmes, including distance education.

7. Cost-effectiveness of education

Goal:

Increase of cost-effectiveness in each stage and type of education

7.1. Position of the problem

Changes in education are mostly carried out using funds from the national budget resources. Inadequately effective utilisation of the financial resources invested in education can limit the opportunities of education quality and accessibility. Increase of cost-effectiveness is possible in all stages and types of education.

General education. The goals set in 1990-s of optimising the inherited network of general education establishments were successfully attained in several districts. This task remains to be acute in the new stage of development. This process, however, contradicts two different social needs. The necessity to provide for an access to basic education (especially primary education) as close to the residence of the pupils as possible and the necessity to preserve the small rural schools as centres of cultural life objectively contradicts the necessity to achieve an optimum numerical proportion of pupils and teachers and to assure classroom filling (capacity utilisation) and quality education. Optimisation measures have been successful in several districts. The prolonged optimisation of the network is substantially hindered by the delayed administrative-territorial reform.

Vocational education. Despite the fact that the fragmentation of the administration system of vocational education was noted as a problem as late as in the middle of 1990-s, institutional changes have not been achieved, the professional education establishments still remaining subordinate to five different Ministries.

Higher education. Neither has the institutional fragmentation been overcome in higher education. The higher educational establishments remain subordinate to six different Ministries. Fragmentation of study programmes is also observed. In certain public higher educational establishments offering widely demanded study programmes the number of students who pay for their studies has rapidly increased. The system of financial monitoring and surveillance of the higher educational establishments has not been set up, and the monitoring carried out by the self-regulatory bodies of the higher educational establishments has been episodic and insufficient.

In 2000 transition to the principle of normative financing was carried out in general and secondary professional education. The principle of normative financing was introduced in higher education in 2002. The Cabinet has adopted minimum costs per educatee in the relevant education programmes. Because of underfinancing these norms cannot be fully complied with and the development and modernisation of the education facilities is hindered. In the next years it is necessary to achieve a gradual approximation of the education costs to the optimum.

7.2. Directions of action

7.2.1. Optimisation of the network of general education establishments

As a result of decentralising administration of the education system, the general educational establishments have been placed under the supervision of the local authorities. To achieve an optimum utilisation (filling) of the classrooms in most educational establishments

and a more rational utilisation of financial resources, it is necessary to promote optimisation of the school network. This process is to provide for a situation where the educational establishments implementing full or partial basic education programmes are situated as close to the residence of the children as possible, simultaneously developing in the rural territories larger secondary schools with at least 100 upper-secondary students and capable of offering at least two secondary education programmes and providing the educatees with hostels and transport. It is necessary, during the following four years, to promote:

- 7.2.1.1. rational planning of the network of educational establishments in cooperation with the local governments;
 - 7.2.1.2. optimum utilisation of the classroom capacity;
 - 7.2.1.3. provision of transport to educational establishments in rural areas.

Indicators:

- 1. Proportion of the numbers of educatees and educators.
- 2. Breakdown of the educational establishments by number of educatees.
- 3. Utilisation of the classroom capacity.

7.2.2. Increase of cost-effectiveness of educational establishment maintenance

The out-dated infrastructure adds substantially to the maintenance costs of the buildings of educational establishments. Within the framework of the Education System Development Project, methods have been developed and thermal insulation works and energy efficiency measures have been carried out in 74 educational establishments. This work should be continued, using the methods developed, through investment of financial resources from the government budget and foreign institutions in thermal insulation of the school-buildings:

- 7.2.2.1. preparation of a new education system development project credited by foreign institutions;
- 7.2.2.2. renovation and thermal insulation of school-buildings using the funds of the National Investment Programme and the local government budgets.

Indicators:

- 1. Number of educational institutions where renovation works have been completed under the Education System Development Project.
- 2. Number of educational institutions where renovation works have been completed using the funds of the National Investment Programme.
- 3. Average costs of building-maintenance per educatee in the renovated educational establishments before and after renovation.

7.2.3. Provision of a single education system administration

The public-sector secondary professional and higher educational establishments are supervised by six different Ministries. The problems of education administration are treated in an autonomous way by every Ministry planning its own network of institutions, admission of the educatees, financial resources, developing the content of the curricula and performing quality control. Obtaining of uniform information is hindered, and the procedure of common decision-making is time-consuming. This fragmentation of the network of educational institutions causes overlapping of functions and unreasonable uses of the limited financial and staff resources. In the financing of the boarding schools supervised by the local governments, funds from both the education budget and the social assistance budget are employed, which causes insufficiently efficient use of resources. To optimise administration of the education system, it is necessary during the four coming years:

- 7.2.3.1. to transfer every secondary professional education establishment to the subordination of the Ministry of Education and Science, with the exception of those establishments where, in accordance with legislation in force, studies and service are governed by Service Regulations;
- 7.2.3.2. to transfer every public higher education establishment to the subordination of the Ministry of Education and Science, with the exception of those establishments where, in accordance with legislation in force, studies and service are governed by Service Regulations;
 - 7.2.3.3. to transform boarding schools of general education into schools with hostels.

- 1. Number of secondary professional and higher educational establishments supervised by the Ministry of Education and Science.
- 2. Number of boarding schools transformed into educational establishments with hostels.

7.2.4. Development of the normative principles of financing education and ensuring transparency of the utilisation of resources

Evaluation of education programmes and equalisation of finance between similar programmes is hindered by an insufficiently dynamic transition to the normative principle of financing. Starting with the year 2002, the sectoral Ministries have signed agreements with higher education establishments concerning the training of specialists and number of study places. In the light of this experience, it is advisable to make government procurement contracts also in professional education. It is necessary during the following four years:

- 7.2.4.1. to equalise the costs of similar education programmes;
- 7.2.4.2. to ensure compliance with the norm of minimum costs in professional education:
- 7.2.4.3. to start a transition from the norm of minimum costs to the norm of optimum costs:
- 7.2.4.4. to develop long-term contractual relations between the Ministries and the higher education organisations;
- 7.2.4.5. to develop and introduce a system of indicators for monitoring the performance of higher education institutions;
- 7.2.4.6. to lay down the methods of determining government procurement in professional education.

- 1. Expenditure of the central and local governments per educatee in general education.
- 2. Expenditure of the central and local governments per educatee in vocational education.
- 3. Expenditure of the central and local governments per educatee in higher education.
- 4. Number of contracts between the sectoral Ministries and higher education institutions concerning the financing of the study places specified by the State.
- 5. Performance of the higher education institutions in accordance with the approved indicators.
- 6. Methods of determining government procurement in professional education laid down.

7.2.5. Provision of the development of the higher education financing system

The system of financing higher education has to assure that the capacities of higher education match the demand. At present, the growth of the number of students is accounted for by the numbers of students who pay for their studies. Paid studies at the public institutions of higher education do not cover the actual costs of study places, and this is why an equalisation of resources is taking place between the study places financed from the government budget and the places for paid studies.

The main tasks to ensure the development of the system of financing higher education are the approximation of the financing to the optimum study costs by changing from the minimum study cost factor values to the optimum values gradually over a period of 10 years starting on January 1, 2003, and the improvement of the study loans system, the local governments providing loan guarantees for those students receiving loans who come from indigent families resident in their territory. The development of the financing system will be implemented in accordance with the following principles:

- 1. Gradual provision of optimum study costs.
- 2. Regularisation of the salary system of the teaching staff of institutions of higher education.
- 3. Secured loans for students who do not receive finance from the government budget.
 - 4. Increase of the scholarships of doctoral students.

In accordance with the National Conception of the Development of Higher Education and Institutions of Higher Education for the period ending in 2010 (accepted by the Cabinet meeting of July 16, 2001), a reform of the present system of financing higher education is to be carried out. It is necessary to provide for State financing for the students at all levels of the public higher educational establishments amounting to up to 25 % of the study places, by distributing funds according to the costs per educatee in proportion to the relation of study places of 16/4/1 at the levels of basic studies / master studies / doctoral studies. It is necessary during the following four years:

- 7.2.5.1. to carry out a gradually transition from the minimum study cost factor values to the optimum values over a period of 10 years starting on January 1, 2003, in accordance with Paragraph 25 of the Cabinet Regulations No. 334 of July 24, 2001, laying down the procedure for the funding of higher educational establishments from the resources of the State budget;
 - 7.2.5.2. to accomplish all part-time studies for study fees only;
- 7.2.5.3. for the local governments, to take measures to ensure loan guarantees to borrowers coming from indigent families resident in their administrative territory.

Indicators:

- 1. Number of students per 10,000 inhabitants.
- 2. Costs of one study place covered by the government budget.

8. Priorities for the implementation of the Concepts of Education Development and the funding required

Investment in education is one of the basic conditions for a successful development of Latvian economy, because education promotes the social, economic and cultural progress, tolerance and international co-operation. Investments in education development increase the budgetary revenue directly and indirectly.

Growth of the salaries of teachers, researchers and academic staff returns to the budget as income taxes and compulsory social insurance contributions.

Investments in education development increase employment rates, decrease unemployment thus decreasing social expenditure of the budget.

Investments in higher education, innovations and research form the basis of the development of national economy in the long term and the growth of gross domestic product.

The implementation of the tasks set out in the Concepts of Education Development will require additional investments in the education sector, although there are tasks carried out within the framework of the existing budget. For the implementation of the Concepts of Education Development, those budgetary priorities (priority directions of action) are set out whose implementation requires additional funds, the estimate of resources required being included in Annex 2.

The tasks envisaged in accordance with the medium-term budgetary goals and priority development directions in the education sector are concerned primarily with two of the goals set:

1. Formation of a knowledge-based society.

Budget priority: quality and conformity with the labour market of education

2. Balanced regional development.

Budget priority: diversification of business activities and employment in the regions.

According to these priorities set out by the Government, the following medium-term budgetary priorities are laid down for the development of education (priority directions of action):

Development of the system of financing higher education

Conformity of higher education and secondary professional education with the demand from the labour market.

Renewing of the research and training staff.

Continuation of the teacher remuneration reform.

Offer of profession-oriented life-long education.

Provision of the accessibility and offer of e-learning.

When planning implementing measures for these priorities, analysis of the relevant budgetary programmes will be made, providing for optimising measures of the budgetary programmes and assigning the resources obtained through optimisation for financing the priorities. Efficiency measures of the use of resources will be included in the implementing measures of each priority.

The Concepts of Education Development should be implemented within the framework of the resources appropriated from the Government budget and in accordance with the Law on the State Budget for the current year.

9. Procedure for monitoring the implementation of the Concepts of Education Development and preparing reports on its implementation

Surveillance of the implementation of the Concepts of Education Development is assured by Minister for Education and Science who:

- 1. determines the development of implementing measures for priority actions under the Concepts of Education Development;
- 2. manages the development of a medium-term strategy of the Ministry of Education and Science and includes in it the programmes and measures necessary for the implementation of the Concepts of Education Development;
- 3. checks the implementation of the medium-term strategy measures of the Ministry of Education and Science.

The implementation of the Concepts of Education Development is ensured by the departmental units of the Ministry of Education and Science and institutions which are subject to the control of it, and by other central government institutions involved in carrying out educational policies. The Ministry of Education and Science co-ordinates the activities of the central government institutions and local government education administrations in implementing the Conception.

At the end of each year, a report on the introduction of the Conception is to be prepared and submitted to the Cabinet. Towards the end of 2005, final report concerning the progress of the implementation of the conception is to be submitted to the Cabinet. Concurrently, a draft Concepts of Education Development for the next medium-term of 2006—2009 is to be prepared and submitted to the Cabinet.

10. Further action for the introduction of the Concepts of Education **Development**

No.	Description of action	Performance deadline
1.	Adoption of the Concepts of Education Development by the Cabinet	June 2002
2.	Adoption of the Concepts of Education Development by the Saeima	August 2002
3.	Following the adoption of the Concepts of Education Development by the Saeima, the Ministry of Education and Science shall submit to the Cabinet for examination the following policy documents for the implementation of the conception: 1. Plan of the development of the higher education financing system 2. Programme of the renewal of the research and teaching staff 3. Programme of the development of the professional education system	3 months following adoption by the Saeima
4.	Following the adoption of the Concepts of Education Development by the Saeima, the Higher Education Council produces within 3 months and presents to the Cabinet for approval the programme of university reform	3 months following adoption by the Saeima
5.	The Ministry of Education and Science co-ordinates the development of measures for the implementation of the Concepts of Education Development	2002—2005, permanent
6.	The Ministry of Education and Science co-ordinates the development of the applications for financing new policy initiatives associated with the implementation of the Concepts of Education Development, in line with the priorities approved	2002—2005, permanent
7.	The Ministry of Education and Science produces annual reports on the implementation of the Concepts of Education Development	2002—2005, end of each year
8.	The Ministry of Education and Science produces draft Concepts of Education Development for the years 2006—2009 and submits it to the Cabinet for approval	October 2005

Competent	Deputy Head of	Acting Head of	Deputy	Deputy State	Minister
authority (Head	Education	Review	Director, Legal	Secretary	
of Strategic	Policy	Division of the	Affairs, of the		
Planning	Department	Administrative	Administrative		
Division)		Department	Department		
A.Zariņš	M.Gruškevics	D.Ose	S.Sidiki	V.Egle	K.Greiškalns

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Annex 1 Conception of Education Development 2002—2005

Correlation of the goals of the Concepts of Education Development and the directions of action

	e i				
	democratic and socially integrated society based on knowledge and the rai				
		pulation and national econo			
		ral values that are typical of			
Goal	Education quality	Accessibility of education			
Directions of action	conclusion of the evaluation system of the basic and secondary education system improvement of the system of teacher education and further education of teachers quality assurance of vocational education to meet the requirements of the labour market quality assurance of higher education to meet the requirements of the labour market setting up of a single system for the assessment of education quality continuation of the teacher remuneration reform renewing of the research and academic staff introduction of a education system indicators comparable at the international level informatisation of the education development processes further development of education communications	- improvement of the system of pre-school education - diminishing of differences in access to quality general education - improvement of access to vocational education - improvement of adult education opportunities by offering vocation-focused life-long education - increase of access to interest-related education - promotion of integration of educatees with special needs in general, vocational, higher and interest-related education programmes	Cost-effectiveness of education - optimisation of the network of general education establishments - increase of cost-effectiveness of educational establishment maintenance - provision of a single education system administration - development of the regulatory principles of financing of education and ensuring transparency of the utilisation of resources - provision of the development of the higher education financing system		

Annex 2
Conception of education development 2002—2005

Estimate of the existing and the necessary additional funds from the government budget for the implementation of the Concepts of Education Development

No.	Conception	Measures in order of priority	Finance in 2002	Additional funds necessary		
	number	The state of the s		2003	2004	2005 17.421 3.450 0.000 0.000 0.119 0.255 0.190 0.060 0.000
	Total		13.041	13.788	17.154	17.421
1.	7.2.5.	Provision of the development of the higher education financing system*	0.000	2.920	3.090	3.450
2.	5.2.3.	Ensuring quality of vocational education to meet the requirements of the labour market				
3.	5.2.4.	Ensuring quality of higher education to meet the requirements of the labour market	0.000	0.011	0.000	0.000
4.	5.2.7.	Renewing of the research and training staff**	0.133	0.806	0.624	0.000
5.	5.2.7.2	Introduction of special doctoral-study grants	0.000	0.238	0.119	0.119
6.	5.2.7.3	Introduction of special post-doctoral grants for the graduates from the doctoral studies	0.000	0.255	0.255	0.255
7.	5.2.7.4	Grants for doctoral studies abroad and grants to scientists returning to work in Latvia	0.000	0.190	0.190	0.190
8.	5.2.7.5.	Additional finance for national emeritus scientists	0.133	0.123	0.060	0.060
9.	5.2.6.	Continuation of the teacher remuneration reform	4.941	5.320	0.000	0.000
10.	5.2.4.7	Development of e-learning programmes for the acquirement of higher education***	0.039	0.361	0.459	0.459
11.	5.2.1.	Conclusion of the reform of the achievement evaluation system in general basic and secondary education	1.525	1.638	0.409	0.558
12	5.2.8.3.	Education research for the adoption of political decisions	0.151	0.000	0.060	0.060
13.		Approval and introduction of the new standards	0.126	0.010	0.015	0.015
14.		Evaluation of basic education pupils' achievements	0.124	0.079	0.000	0.000

15.	5.2.2.	Improvement of the system of teacher education and further education				
13.		of teachers	0.353	0.160	0.160	0.125
16.		Training of teachers in applying the new standards	0.000	0.200	0.200	0.200
17.	5.2.3.1	Introduction of centralised examinations in vocational education	0.014	0.724	0.667	0.667
18.	5.2.5.	Setting up of a single system for the assessment of quality of education****	0.140	0.010	0.274	0.274
19.	5.2.8.1.	Continued participation in international comparative investigations of education quality	0.000	0.054	0.051	0.052
20.	5.2.8.2.	Continued investigation of the development trends of the internationally comparable education indicator systems	0.000	0.010	0.000	0.000
21.	5.2.8.4.	Setting up of an institutional mechanism for the introduction in Latvia of the system of internationally comparable education indicators of the OECD	0.000	0.005	0.000	0.000
22.	5.2.9.	Informatisation of the education system****	3.433	0.000	0.200	0.000
23.	5.2.10.	Promotion of public understanding of education development processes	0.128	0.000	0.080	0.080
24.	6.2.1.	Improvement of pre-school education system	1.750	5.458	0.416	0.416
25.	6.2.6.2.	Increased access to educational establishments for children with special needs	0.043	0.350	0.242	0.242
26.	6.2.3.2.	More extensive introduction of professional education programmes with pedagogical correction for the educatees who have poor previous knowledge	0.000	0.500	0.500	0.500
27.	6.2.3.4.	Carrying out of occupational and career guidance measures at educational establishments of all types	0.000	0.003	0.000	0.000
28.	7.2.4.2.	Ensuring of the implementation of the normative of minimum costs of programmes in vocational education	0.000	0.800	0.800	0.800

^{*} Accepted by the Cabinet Committee (No. 27, 11. § of July 16, 2001)

** Prime Minister Resolution No. 90/4638-k, (2000); 2890-k, of July 24, 2001.

*** Action plan of the Conception of Electronic Commerce was accepted by the Cabinet meeting of December 18, 2001 (No. 61, 43. §)

^{****} Concerning general education only, the necessary amount of additional funding being dependant on the progress of the territorial reform and the political decisions adopted.

^{*****} Provision of informatisation of the education system is a long-term measure whose implementation does not require additional funds, and the resources in the table are indicated for information.