

Detailed Thematic Analysis: Continuing Education and Training for Adults in Estonia

Estonian National Observatory

First Edition
February 2006



Continuing Education and Training for Adults in Estonia

Prepared for CEDEFOP by:

- ❖ Inge Kiviselg (Estonian Ministry of Education and Research)
- ❖ Külli All (Estonian Ministry of Education and Research)
- ❖ Evelin Silla (Estonian National Observatory)
- ❖ Anita Orav (Estonian National Observatory)

This overview was prepared as part of the Cedefop/Refernet knowledge management project eKnowVET. The project was coordinated by Estonian National Observatory as official Refernet coordinator in Estonia. All member states of the European Union (as well as Norway and Iceland) have prepared similar overviews which can be found in the Cedefop electronic environment at www.trainingvillage.gr

TABLE OF CONTENTS

| | |
|--|-----------|
| 0501 INTRODUCTION TO CONTINUING VOCATIONAL EDUCATION AND TRAINING | 4 |
| 050101 NATIONAL DEFINITIONS AND BOUNDARIES | 9 |
| 050102 DEVELOPMENT OF ADULT LEARNING | 10 |
| 050103 EVALUATION | 11 |
| 050104 PLANNING AND FORECASTING | 12 |
| 050105 ALTERNATIVE MODES OF DELIVERY | 12 |
| 05010501 <i>Open and distance learning</i> | 12 |
| 05010502 <i>E-learning</i> | 13 |
| 05010503 <i>New learning environments</i> | 14 |
| 05010504 <i>Flexibilisation and differentiation</i> | 14 |
| 0502 PUBLICLY PROMOTED CVET FOR ALL..... | 15 |
| 050201 TARGET GROUP AND PROVISION | 18 |
| 050202 PROVIDERS | 23 |
| 050203 ACCESS..... | 23 |
| 050204 QUALITY ASSURANCE..... | 24 |
| 0503 TRAINING FOR UNEMPLOYED PEOPLE AND OTHERS VULNERABLE TO EXCLUSION IN THE LABOUR MARKET | 25 |
| 050301 TARGET GROUPS AND PROVISION | 26 |
| 050302 PROVIDERS | 29 |
| 050303 ACCESS..... | 29 |
| 050304 QUALITY ASSURANCE..... | 30 |
| 0504 CVET AT THE INITIATIVE OF ENTERPRISES OR SOCIAL PARTNERS | 31 |
| 050401 MEASURES TO GUARANTEE PROVISION IN ENTERPRISES | 31 |
| 050402 MEASURES TO SUPPORT TRAINING IN SMES..... | 32 |
| 050403 MEASURES TO SUPPORT TRAINING FOR ENTERPRISES IN SPECIFIC ECONOMIC SECTORS | 33 |
| 050404 SOCIAL PARTNER BASED SCHEMES TO SUPPORT NON-JOB RELATED TRAINING..... | 33 |
| 0505 CVET AT THE INITIATIVE OF THE INDIVIDUAL..... | 34 |
| 0506 SOURCES AND USEFUL LINKS..... | 35 |

05 CONTINUING EDUCATION AND TRAINING FOR ADULTS

0501 INTRODUCTION TO CONTINUING VOCATIONAL EDUCATION AND TRAINING

Pursuant to the Estonian Education Act (*Eesti Haridusseadus*), formal education is divided into general, vocational and higher education whereas initial vocational education and training (IVET) is not defined separately from continuing vocational education and training (CVET). The Adult Education Act (*Täiskasvanute Koolituse seadus, 1993*) defines an adult learner by study load (part-time student) and again there is no distinction between IVET and CVET, the type of training available can be categorised as formal training (*tasemeõpe*), professional training (*töölane koolitus*) and non-formal training (*vahariduslik koolitus*).

Formal adult education

Adults can acquire basic education (ISCED 1+2) and upper secondary general education (ISCED 3A) through evening courses, distance learning or as an external student. Courses are available at adult upper secondary schools (*täiskasvanute gümnaasium*) and general education schools (*üldhariduskool*). In 2004-05, there were 34 schools where adults could follow general education.

In the same way, adults may also acquire upper and post-secondary vocational education and higher education in part-time study or as an external student. The government funds part-time study at vocational educational institutions (*kutseõppeasutus*) for this purpose. Institutions of applied higher education (*rakenduskõrgkool*) and universities offer flexible forms of study for those wishing to acquire higher education. In general a fee is charged and only the fields of state priority (teachers who have not completed higher education) are funded by government.

Professional education and training

Adults can acquire and develop professional, occupational and/or vocational knowledge, skills and experience and to retrain at their place of employment or at an educational institution. Completion is certified by certificate. Professional education and training is provided by numerous types of providers both private and in recent years also more public sector institutions (institutions of applied higher education, universities and vocational educational institutions). In certain professions training is provided mainly by public universities (teachers, doctors) but the private sector also plays an important role. According to the Private Schools Act (*Erakooliseadus, 1998*) private schools must apply for an education licence from the Ministry of Education and Research if the instruction organised by them lasts longer than 120 hours or six months in a year. This also applies to professional associations (*kutseliidud*) which can also be training providers.

Non-formal education (popular adult education)

Adults can develop their personality, creativity, talents, initiative and a sense of social responsibility as well as their knowledge, skills and abilities through non-formal education. While it tends to relate to hobbies, it is difficult to draw a line between non-formal education and professional education and training (sometimes, a hobby may become a profession and non-formal education may help people to succeed in their everyday work). Non-formal education is provided by training centres which are located in county centres across Estonia – summer courses organised by universities, folk high schools, non-formal education centres

and cultural centres. Courses on art and culture, language courses and on economics and computer study are in high demand.

Participation of adults in non-formal education* and number of training centres in 1994-2004

| Year | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 |
|--------------|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Participants | 9268 | 22404 | 29512 | 38293 | 38671 | 38818 | 32925 | 34770 | 35403 | 37714 | 42536 |
| Centres | 35 | 45 | 50 | 59 | 63 | 64 | 47 | 42 | 43 | 47 | 49 |

*Non-formal education centres offer also professional training

Source: non-formal training centres partly funded from the state budget

Employment services for jobseekers and for unemployed

The Employment Service and Subsidies Act (*Tööturuteenuste ja toetuste seadus, 2000*) regulates the provision of employment services to jobseekers and employers. Services include employment and practical training. All services are commissioned and paid for by the Ministry of Social Affairs (Sotsiaalministeerium) and local authorities may allocate resources for this from their budgets (see 0503).

Legislation

- **Basic and Upper Secondary Schools Act** (*Põhikooli- ja gümnaasiumiseadus, 1993*). This Act regulates the procedure and conditions for attending schools through evening courses and distance learning and the possibility to attend as an external student.
- **Vocational Educational Institutions Act** (*Kutseõppeasutuse seadus, 1998*). This Act regulates the procedure and conditions for organising and attending adult professional education and training at vocational educational institutions.
- **Institutions of Applied Higher Education Act** (*Rakenduskõrgkooli seadus, 1998*) governs studying full-time and part-time as an external student as well as the taking into account of prior studies and work experience. The act enables the board of the institution of applied higher education to establish the fields and formats of and the procedure for the provision of adult professional education and training.
- **Universities Act** (*Ülikooliseadus, 1995*) governs studying full or part-time as an external student as well as taking into account prior studies and work experience. The Act enables the council of the university to decide in which fields it will provide training as well as the format.
- **Private Schools Act** (*Erakooliseadus, 1998*) governs the establishment and operation of private schools, which may provide courses to adults. All legal persons in private law must apply for an education licence if instruction lasts longer than 120 hours or six months in a year.
- **Employment Service and Subsidies Act** (*Tööturuteenuste ja toetuste seadus, 2000*) regulates the provision of employment services to jobseekers and unemployed and the provision of social guarantees by the state to unemployed. An unemployed person may apply for training of up to one year. Besides training there are other services which are available to jobseekers and unemployed persons.

- **Rural Development and Agricultural Market Regulation Act** (*Maaelu ja põllumajandusturu korraldamise seadus, 2000*) provides the ability to pay training support to people engaged in the agricultural sector.
- **Income Tax Act** (*Tulumaksuseadus, 1999*) provides for the right of exemption from income tax in training costs. If an employer pays training expenses it is deemed to be taxable fringe benefit.
- **Value Added Tax Act** (*Käibemaksuseadus, 2001*) is not imposed on pre-school, basic, secondary and higher education, private tuition relating to general education and other training services, except other training services provided by the propose of business.

Funding

As indicated above, state funding is available for **formal education acquired within the adult education system**. Resources are allocated from the state budget through the Ministry of Education and Research. This is not the case for **professional education and training**. Professional training for state employees as well as for unemployed people is supported by the state. For example, funding is prescribed in the state budget for teachers (3% of their annual salary fund), civil servants (2-4% of their annual salary fund). Funding for professional training for unemployed is under responsibility of the Ministry of Social Affairs (see also 0503). **Non-formal education** is subsidised by the Ministry of Education and Research through funding for the wages of about 45 heads and teachers of non-formal education centres. A competition is organised for this funding by the Estonian Non-formal Adult Education Association (*Eesti Vabaharidusliit*) which distributes the funding. Resources from the Ministry have fallen in recent years. In 2004, more foreign than domestic funding was available (state funds fell by 50% to EUR 127 389).

Under the Adult Education Act (1993), a funding amendment is underway to introduce development funding to be available through the budget of the Ministry of Education and Research. This will allow the Ministry to look at how it funds the whole of adult education provision. In addition, it will be possible to use additional funds from the European Social Fund (ESF) to develop adult education. The total value of the first programming period (2004-2006) of measure 1.1 of the first priority of the *Estonian National Development Plan for the Implementation of the EU Structural Funds – Single Programming Document 2004–2006* is 53588614 EUR, of which 25% is support from the Estonian public sector and 75% are funds from ESF. The ESF funds can be used until 2008.

Enterprises fund a substantial proportion of adult training as well as individuals. For individuals who work, their training costs can be offset against their income tax. In the majority of cases employers or participants pay for training. Other interested parties, such as local authorities, may also support participation.

The government supports participation in training indirectly through the taxation system. According to the *Income Tax Act* (1999), people have the right of exemption from income tax in the amount of training costs. The payment by an employer of expenses relating to formal or non-formal education acquired in the adult education system is deemed to be taxable fringe benefit. Pursuant to *Value Added Tax Act* (2001) value added tax is not imposed on pre-school, basic, secondary and higher education, private tuition relating to general education and other training services, except other training services provided by a company or sole proprietor.

Availability of education and training

Eurostat data

According to Eurostat *Labour Force Survey 2005 (Töajõuturu uuring, 2005)* 5.9% of 25 to 64 years old participated in education and training. The average of 25 EU member states is 10.8% and the average of 15 member states is 11.9%. The Lisbon Strategy states 12.5% as the goal.

Participants in adult education in 1997-2004 (source: Eurostat 2005)

| year | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 |
|-----------------------|------|------|------|------|------|------|------|------|------|
| Share of participants | 4.3 | 6.3 | 6.5 | 6.0 | 5.2 | 5.2 | 6.2 | 6.7 | 5.9 |

15–74 years old by participation in training (source: Statistical Office of Estonia)

| Participants* in training % | 1997 | 2000 | 2004 |
|-----------------------------|------------|------------|------------|
| 15-24 | (3.1) | 3.3 | 1.7 |
| 25-34 | 5.3 | 6.3 | 3.2 |
| 35-44 | (3.9) | 3.9 | 3.1 |
| 45-54 | (3.2) | 4.2 | 3.0 |
| 55-64 | | | 1.8 |
| 65-74 | | | ... |
| 15-74, total | 3.1 | 3.5 | 2.3 |
| Of which, men | 2.0 | 2.2 | 1.7 |
| Of which women | 4.1 | 4.6 | 2.9 |

*A participant is a person who participated in training during the four weeks preceding the survey.

In 1997, the survey was conducted in the second quarter, in 2000 and 2004 in the middle of the year.

..... extremely unreliable data (based on less than 20 persons of the sample)

() unreliable data (based on 20-39 persons of the sample)

Latest surveys

Needs for lifelong learning in Estonia (*Elukestva õppe vajaduste analüüs*), Saar Poll 2001

13% of 15-74 years old people participated in various training courses in 2001. The sample was 1008 people aged 15-74. It did not include non-formal education. Reasons given for participation included:

- wish to improve oneself
- wish to improve one's professional qualification
- sent from the company and wish to be more competitive

Both men and women are similarly interested in learning, 12% of men and 14% of women participated. While the majority of women participated because they wished to improve their knowledge, men were more interested in improving their professional qualifications. The prevailing reason for not wishing to participate was age ('I am too old for studying') followed by lack of need and lack of resources. The study indicated that people with higher income participate more than those whose income is lower. When looking at educational background of the participants, the higher the educational level the more learning is appreciated.

Adult participation in education and training in 2004 (*Täiskasvanute osalemine koolitusel 2004. aastal*), Faktum 2005

This examined the participation of adults in various training courses in 2004. 22% of 15-74 year olds participated in professional training: approximately 230,000 people. Middle managers and specialists, officials, those 25-34 years old, people with higher education, people with higher income, and native Estonians are highest represented in the figures. Non-formal education is less popular as only 16% (167,000 people) of 15-74 year olds participated in non-formal education. The participants were mostly 15-24 year olds, students, urban population, people with medium and high income, women and Estonians were among participants.

Analysis of non-formal education in Estonia (*Eesti vabaharidusliku koolituse analüüs*), Estonian Non-Formal Adult Education association 2002

The analysis examined the expectations and values of people who participate in non-formal education. Representatives of local authorities were also interviewed to study their awareness of and attitudes towards non-formal education. Moreover, the reports of the last three months of non-formal education centres were analysed. The study indicated that course prices are increasing as state funding is in decline which has a direct impact on the number of participants.

The most popular courses are art and culture, language courses, courses on economy and IT. In the academic year 2000-01, 84% of participants were women and 16% were men. The majority were aged 30-49 years. Young people (less than 30 years old) tend to be engaged in formal education, while older people (over 50 years old) are not used to studying and do not participate at all. For 76% of the participants, this was not the first experience of participation. Choices are well-informed and expectations to training are concrete: acquiring new knowledge (75%) and to use it in their everyday work and life. About 50% of respondents stated that learning made them feel good about themselves.

Continuing vocational training in enterprises (*Täiskasvanute koolitus ettevõtetes*), Eurostat 2000

The purpose is to investigate the aspects of in-service training in companies in 1999. The survey comprised 6500 companies and the sample consisted of 2315. Thus, each company represented several other companies of the same size and main area of activity. From the results: 63% of companies interviewed offered in-service training for their employees. There was a direct correlation between company size and willingness to train: 56% of companies with 10-19 employees offered in-service training; the situation is similar in companies with 20-29 employees. 85% of middle size companies (50-249 employees) and all companies employing more than 500 people (52 in the sample) offered in-service training. Training costs were 448 EUR per participant. These results indicate that small companies lack the necessary resources to organise training and it is more difficult for them to find a substitute for employees participating in training.

Training tends to be costly for companies because in addition to training costs they have to pay their employees for hours spent in training, find a substitute and there is a risk that trained employees may leave to work for a competitor.

Adult education and training surveys, Statistical Office of Estonia

These are international surveys which concerns adult education and training at company level as well as at personal level. The surveys will be conducted by the Statistical Office in 2006

and 2007 and their aim is to investigate data of companies and personnel concerning training and attitudes towards training.

Strengths and weaknesses of the adult education system

Strengths:

- State involvement in the curricula and qualification system. State funding available for formal adult education. Some subsidies available for non-formal education and indirect funding available for work-related training. Study leave and loans are also available.
- Network of educational institutions and training centres (both in formal adult education and in non-formal education) with strong umbrella organisations. Variety of training providers (general schools, adult upper secondary schools, vocational education institutions, higher education institutions, non-formal training centres) which are flexible in their provision (full-time, part-time, evening courses, distance learning, etc.) to provide training designed for adults.
- Strong training of trainers tradition and development and use of innovative learning methods (including the introduction of Europass).
- Employers' awareness of the importance of education and training.
- A dedicated nationwide 'week of adult learners' campaign.
- Availability of foreign aid.

Weaknesses

- Insufficient or inadequate career counselling and information about learning opportunities.
- Whether training on offer is good quality and whether it meets labour market needs.
- Low accessibility to education and training due to e.g., lack of money, distance from training provider. Less opportunities for unskilled workers. Lower motivation for certain groups such as older people.
- Lack of employers' resources to offer in-service training (in particular in SMEs).

050101 National definitions and boundaries

CVET means continuing vocational education and training acquired during one's career while working, raising children or other activity. The volume of in-service training and retraining is not laid down by legislation and such training does not necessarily lead to a higher qualification.

CVET providers

Pursuant to the *Adult Education Act (Täiskasvanute koolituse seadus, 1993)*, adult education institutions are state and municipal authorities, private schools which hold an education licence and legal persons in public or private law. There are different providers according to the type of adult education pursued.

| | |
|--|---|
| Providers of formal adult education | General education institutions (both municipal and state) |
| | Vocational educational institutions (state, municipal and private) |
| | Higher education institutions (both public and private) |
| Providers of professional education and training for adults | Vocational educational institutions and higher educational institutions |
| | Private schools |
| | Enterprises |
| | Sole proprietors and professional associations |
| Providers of non-formal education | State and local government bodies |
| | Private schools |
| | Sole proprietors and legal persons in public and private law |

050102 Development of adult learning

Education is highly valued by the Estonian population as proven by the large number of people with upper secondary education and the high educational level of the population. In the academic year 2004-05 more than 67,760 students studied at tertiary level for which completion of upper secondary education is a prerequisite. When Estonia re-established its independence, the adult education and training system was reformed and the *Adult Education Act (Täiskasvanute koolituse seadus)* was passed in 1993 which provides for everybody's rights, opportunities and obligations to participate.

Recent developments

In recent years, several strategies have been prepared under the leadership of the Ministry of Education and Research (*Haridus- ja Teadusministeerium*): *The Vocational Education Institutions' Network Development Plan 2005-08* (approved by the Government 17.02.2005), *Development Plan for the Estonian Vocational Education and Training System 2005-08* (approved by the Government 14.07.2005), *The Lifelong Learning Strategy 2005-08* (approved by the Government 03.11.2005).

The Vocational Education Institutions' Network Development Plan 2005-08 (Riigikutseõppeasutuste võrgu ümberkorraldamise kava aastateks 2005-08). The vocational educational institutions' network has been reorganised since 2001: some institutions were merged, some state institutions became municipal institutions and some were closed. The objective has been to ensure optimal use of resources and better quality of learning and concentrating vocational education into large regional centres.

Development Plan for the Estonian Vocational Education and Training System 2005-08 (Eesti kutseharidussüsteemi arengukava aastateks 2005-08) was prepared bearing in mind the Copenhagen Declaration and the Maastricht Communiqué. This plan contains initiatives to establish:

- professional qualification system harmonised with other EU systems (in 2005-06)
- national reference point of qualifications and a Europass centre (in 2005)
- quality assurance system for vocational education (in 2006)
- system of taking into account prior learning and work experience (in 2007)

The Lifelong Learning Strategy 2005–08 (Elukestva õppe strateegia aastateks 2005-08) was developed in compliance with Education and Training 2010 and European Commission documents (e.g. A memorandum on Lifelong Learning and the European Area of Lifelong Learning). The main objective of the strategy is to improve adults' opportunities and motivation for participating in formal, non-formal and informal learning to improve their knowledge and skills and meet their individual needs as well as those of the country, society and labour market. The aim is to increase participation amongst 25-64 year olds participants by 10% by 2008. The strategy has 9 objectives as follows:

- to provide opportunities for lifelong learning for all adults according to ability and need;
- transparent funding and ensuring all adults have access;
- non-Estonian adults are sufficiently fluent in Estonian to cope with life in society and work;
- implementing a quality assurance system whereby learners/bodies who commission training are provided with information about its quality;
- create an information system for learners including about education and training opportunities and career services;
- ensure a professional qualifications system for employees necessary to ensure lifelong learning and free movement of labour force;
- to involve public, private and third sector institutions in the development of the adult education and training system and policy;
- to present reliable statistical data with regular surveys;
- to implement mechanisms for accrediting prior learning and work experience (VÕTA).

050103 Evaluation

According to legislation, formal education institutions (vocational and higher educational institutions) may organise in-service training and retraining. An institution must have the material resources and qualified teachers and curricula approved by the head of the institution. As for universities, the council of the university establishes what subjects are taught and how. The procedure is the same in other higher education institutions.

In the field of **formal and professional adult education**, employers and other bodies commissioning training are increasingly involved in curricula development for both state and private educational institutions. Such cooperation ensures that the training provided complies with the needs of clients and the labour market. The level of cooperation differs – some work closely with the bodies commissioning training and some don't. Feedback questionnaires are distributed among graduates of formal and professional education as well as non-formal education. These are used to make conclusions and conduct an internal evaluation process. Being involved in curriculum development is a concrete way in which those commissioning training can assess the quality of training provided. Developing professional standards for accurate assessment is a good indication of the quality of training. The quality of training is proved by the learners' success in examinations or qualifications attainment.

In the field of **non-formal education**, a quality assurance system is being prepared under Estonian Non-formal Adult Education Association. According to current procedure, the activity of non-formal education centres is assessed on the basis of number of participants, study fields, regionality and activeness. Training centres which comply with requirements (approximately 45 each year) are supported from the state budget.

The government issues an education license to providers of professional and non-formal education pursuant to the Private Schools Act whereby a license is necessary if instruction lasts longer than 120 hours or six months in a year. A special committee dealing with education licenses has been established. The current licensing system does not include any quality criteria and it will be reviewed in the near future.

Employment training is assessed by employment offices on the basis of the employment rate of people who have completed training. Usually, the efficiency of training and employment opportunities are assessed before an unemployed person is sent to a training course (see 0503).

050104 Planning and forecasting

The strategic planning for state-commissioned IVET is made using various surveys, forecasting mechanisms and opinions whereas the planning for CVET is undertaken by training providers. Short-term labour force need forecasts are also used. These forecasts are prepared under supervision of the Ministry of Social Affairs (*Sotsiaalministeerium*) on the basis of information provided by the Labour Market Board (*Tööturuamet*), professional associations, county governments and local authorities. While the opinion of employers is important it is not known how much account of individual needs is taken.

Social partners at various levels (regional, sectoral and state) are involved in the organisation of training and are responsible for ensuring that a consensus is reached. Representatives of social partners from employers' and employees' organisations, professional associations, local authorities, the *Riigikogu*, schools, ministries and other government offices are invited to participate in planning development activities. Much attention is paid to informing the public about proposed innovations at conferences, meetings and other events.

050105 Alternative modes of delivery

In recent years, new ideas and approaches to the organisation of education and training have started to spread: apprenticeship training, preliminary vocational training, study clubs, studying outside educational institutions, labour force exchange assignments, distance learning and e-learning. The importance of their implementation has been described in several development plans and often project based funding is offered in addition to state funding. A legislative framework is being prepared to enforce these new approaches.

05010501 Open and distance learning

Various flexible opportunities to study and acquire education are offered by many educational and training institutions. Distance learning, evening courses, part-time study and learning as an external student is offered by formal education institutions (adult upper secondary schools, vocational educational institutions, universities). These study forms are chosen by people who for some reason cannot study full-time due to work, family and children, illness or disability. It is important that flexible studying opportunities are accessible to all people.

Approximately 67,760 people study at universities and about 25% of them study by distance learning, on evening courses or part-time. More than 6,000 people study at adult upper secondary schools. While learners can choose between programmes of different duration and time, the diplomas/certificates they receive upon graduation do not differ.

Every year, many people participate in in-service training courses - about 30,000-40,000 at universities, 20,000 at vocational educational institutions and more than 4,000 in non-formal education centres. The time and content of these training courses is determined by the training provider who takes into account the wishes and possibilities of clients. After completing a course, the participants receive a certificate.

05010502 E-learning

E-learning is increasing in popularity as it creates better learning opportunities for people with special needs and for those who live far away from educational institutions. A development plan concerning the implementation of ICT (information and communication technology) in general education is being prepared for 2006-08 which envisages that all learners and teachers will have access to ICT in learning and teaching. E-learning materials are popular among both teachers and learners.

An internet-based learning programme is being promoted amongst school heads and teachers. It will be implemented on the initiative of a private foundation and will receive state funding. The programme will be able to draw upon the human and material resources of schools, local authorities, private companies and international organisations.

E-learning is a very popular form of distance learning in vocational educational institutions and universities. e-University (*e-Ülikool*), introduced in 2003, is backed by a consortium of higher education institutions. The target group are those who study at universities, in particular those who participate in in-service training, study part-time or live in secluded rural areas. At the moment the share of e-courses is up to 5% of all courses. Elements of e-study are also used to supplement ordinary courses. The development strategy of e-University 2004-07 includes: 50% of all courses are partially covered by forms of e-study; regional study centres are established in 12 of 15 counties; some e-study curricula are targeted to international markets. E-learning days have been held within the framework of Adult Learners' Week (*Täiskasvanud õppija nädal*) to introduce and promote it. People can also participate in free e-courses (no certificate is issued upon the completion of these courses).

Vocational educational institutions are creating a similar network. In February 2005, a memorandum on e-Vocational school (*e-Kutsekool*) was signed. The development and implementation of e-studies at vocational educational institutions and institutions of higher education is carried out through a European Social Fund project. The project value is approximately EUR 229,582; the project is managed by the Estonian Information Technology Foundation.

When e-learning opportunities are offered to adults, it is important to provide them with essential computer skills and knowledge about the Internet. These courses are paid for mainly by participants themselves or their employers. In 2002, a computer study project Look @ World was initiated in cooperation between the private and public sectors. In 2002-2004, 102,697 people participated.

05010503 New learning environments

The role of libraries, museums, theatres and other cultural establishments as **new learning environment** is becoming more important in promoting the idea of lifelong learning and in offering learning opportunities. This process is supported by EU programmes (e.g. ESF, Socrates) and organisations of other countries although national strategies do not specify these institutions as centres of lifelong learning (they focus on the more formal providers). Attention is also paid to learning at home by using various e-learning opportunities.

There are some obvious target groups where alternative learning environments are used, for example in the education of imprisoned people which is funded by the government. The Organisation of Education in Prisons: A development plan 2004-06 (*Hariduskorraldus vanglas. Arengukava 2004-2006*) was approved in 2004. It provides for measures enabling imprisoned persons to acquire both general education and professional skills on the same basis as the general population.

The development of **learning organisations** has been in the focus of attention for some time now. Although a legislative framework and measures were introduced to promote learning both at workplace and outside, it may be said that more effort is required from different parties to create a proper learning society and learning organisations. While larger employers can develop their own personnel, small and medium-sized companies often lack the resources. Other mechanisms than legislation can be useful. For example, formal recognition can be a driving force both in the case of people and in the case of organisations. Within the framework of The Adult Learners Week the following titles are rewarded: Learner of the Year, Educator of the Year, Education Friendly Organisation, Education Friendly Municipality. A learning friendly organisation has to comply with the Adult Education Act, develop a training plan and train its personnel, promote learning and motivate employees to participate in education and training, cooperate with other organisations and social partners in order to create a learning environment in the region. The Estonian Association for Personnel Development (PARE) organises every year a competition of personnel projects and personnel management.

Companies may decide on the training principles applied in organisation, on training plans, whether to organise training in the company or outside. They can also decide on employees' exchange and rotation according to their needs and possibilities. The exchange of employees was popular among teachers and (previously funded by Phare), the exchange must continue using the principle of self-sustainability or the funds from ESF.

05010504 Flexibilisation and differentiation

Both IVET and CVET are becoming more flexible in Estonia (see also 05010503 and 05010502). The objective is to make education accessible for all, including those who work, raise children or are otherwise actively engaged. Learners and clients can choose the time, form and volume of studies both in formal education and in-service and retraining. Module-based learning is widespread as it provides a wider choice for learners and ensures the flexibility of the curriculum. The flexibilisation also reflects in in-service training as its content is coordinated with the client.

0502 PUBLICLY PROMOTED CVET FOR ALL

The vocational education and training is offered by different educational and training institutions and training providers. CVET can be financed by the employer, employee as well as the public sector.

The state supports **formal adult education** by allocating resources from the state budget through the Ministry of Education and Research. Studies in VET institutions are free of charge for participants.

The public sector finances **professional training** directly on the regulated areas of specialisation where the continuous training is obligatory. For example, funding is prescribed in the state budget for teachers (3% of their annual salary fund), civil servants and health-care professionals (2-4% of their annual salary fund). Professional training is supported by the state directly for unemployed people through the Ministry of Social Affairs (see also 0503).

Non-formal education is subsidised by the Ministry of Education and Research through funding for the wages of about 45 heads and teachers of non-formal education centres (see 0501). Indirect public support to formal adult training, professional training and non-formal training contains fiscal incentives and study leaves for the persons trained (see also 0501). Income tax is not charged on in-service training and retraining of employees paid for by the employer upon termination of the employment or service relationship due to redundancy (Personal Income Act – *Tulumaksuseadus*, 1999). A resident natural person has the right to deduct training expenses from their taxation (also for their dependents of less than 26 years old). Training expenses must be incurred at registered and accredited education and training institution (study at foreign institutions is also recognised). Maximum deductions are EUR 3,196 per taxpayer per tax year, and not more than 50% per cent of the taxpayer's income of the same period of taxation.

Formal adult education

All formal adult education provision is coordinated by the Ministry of Education and Research. CVET is defined as part-time study (often as an external student and during the evening) at a formal education institution and participation in short-term courses organised by different training providers. Vocational education and training is situated in basic and upper secondary levels of formal education (Republic of Estonia Education Act - *EV Haridusseadus*, 1992).

Pursuant to the Vocational educational Institutions Act (*Kutseõppeasutuse seadus*, 1995), each person has the right to unlimited access to state funded vocational education. All full-time students are classified in the IVET system although many of them have previously acquired vocational education at e.g. upper secondary general school or vocational educational institutions.

| Adult graduates in vocational education | | | | | | | | |
|---|-------------------|-------------------|---------------|---------------|-----------------|-----------------|-------------------|-------------------|
| | Total study forms | Total study forms | Daytime study | Daytime study | Evening courses | Evening courses | Distance learning | Distance learning |
| 1997 | 8495 | 100% | 7568 | 89.09% | 379 | 4.46% | 548 | 6.45% |
| 2000 | 8566 | 100% | 7783 | 90.86% | 339 | 3.96% | 444 | 5.18% |
| 2004 | 7049 | 100% | 6390 | 90.65% | 72 | 1.02% | 587 | 8.33% |

Source: Statistical Office of Estonia

Professional adult education

Professional education and training of adults is supported by the Government both directly and indirectly. Direct support includes the payment of training costs (for employees and public servants of state institutions), indirect support includes partial compensation for training costs through income tax exemptions and by granting study leave.

Funds for professional education and training and/or retraining are prescribed in the state budget for employees and public servants of state authorities (2-4% of their annual salary fund); funds for professional education and training and/or retraining are prescribed in the state budget for teachers (3% of their annual salary fund). Funds for professional education and training of employees and officials of local authorities are prescribed in the budgets of the relevant local authorities.

Professional qualifications (the level of competence required in a given profession) are regulated by the Professions Act (*Kutseseadus, 2000*) which provides the procedure for their attestation and award. To acquire and maintain a professional qualification, the attestation procedure prescribe participation in continuing vocational training.

Professional education and training is provided by many legal persons in private law and also increasingly by institutions of applied higher education, universities and vocational educational institutions. In-company training is the most popular form of professional education and training. According to the survey conducted by the Statistical Office of Estonia in 2004, 2.3% of the population (aged 15-74) participated in courses (during the four weeks preceding the survey).

Participation in in-service training in companies of different sizes in 2002.

| | Share of employees participating in in-service training, % |
|------------------------|--|
| Total | 28% |
| 10-49 employees | 27% |
| 50-249 employees | 25% |
| 250 and more employees | 30% |

Source: Statistical Office of Estonia

In-service training in regulated professions

Most professions are not regulated by law. Only representatives of regulated professions must provide proof of professional qualification and must participate in in-service training. This is governed by EU general directives or sectoral directives. Professions regulated by general directives include lawyers, teachers, customs, etc. Examples of professions regulated by sectoral directives are doctors, nurses, dentists, pharmacists, architects, etc.

In those regulated professions where continuous professional in-service training is compulsory, funds are prescribed in the annual salary fund of employees (e.g. 2-4% of the annual salary fund of health care workers and 3% of the annual salary fund of teachers). For other professions, training costs may be covered by both the employer and the employee.

In addition to companies required by law to prescribe funds in their budgets for employee training (state-funded), an average of 12% of all Estonian registered companies allocate funds in their budgets for training. It varies according to sector, for example significantly more companies operating in the field of finance mediation have allocated money to training (54%)

and 74% of their employees participated in professional in-service training (Statistical Office, 1999, updated 2002).

Using EU Structural Funds to support professional education and training

Estonia receives Structural Funds to develop regional policy. *The Estonian National Development Plan for the Implementation of the EU Structural Funds - Single Programming Document 2004-2006 (RAK)* prescribes 5 priorities (development priorities) and 28 measures (measures to achieve the objectives). The activities of each priority are supported from a specific fund.

Measures for education belong to priorities 1 and 4 which are:

- Priority 1.1 - support flexibility and employability of the labour force and provide opportunities for lifelong learning for all (funded by European Social Fund) and to:
 - ensure the quality of learning,
 - create equal opportunities for the acquisition of education,
 - create conditions and opportunities for lifelong learning.
- Priority 4.3 - modernisation of infrastructure for vocational and higher education (funded by the European Regional Development Fund).

Within Measure 1.1, the following activities are supported:

- develop and implement further education and in-service training systems for teachers of vocational educational institutions and institutions of higher education, including placement and in-service training in foreign universities and research and development institutions; training of trainers of adults, training of company supervisors of practical training;
- curricula development;
- development of the guidance system, including implementing career counselling services, career counselling model, training of career counsellors and support persons, development of information and methodological materials, research;
- implementation of flexible learning opportunities, including placements in companies and apprenticeship training, implementation of preliminary vocational training, cooperation with enterprises, implementation of internet-based study forms and e-study;
- measures to prevent drop-out from basic school and vocational schools and to reintegrate those that have dropped out, including the preparation of qualified teachers and counsellors.
- development and implementation of quality assurance system at the levels of vocational and higher education;
- creating opportunities for lifelong learning for less competitive working adults;
- creating a database of learning opportunities for adults;
- development and implementation of a system of taking into account prior learning and working experience;
- development and implementation of a professional qualifications system;
- improving the quality of vocational and higher education to the internationally recognised level, including development, activity, other innovative activity related to the field, the development of cooperation networks, research;
- using foreign specialists in ensuring the quality of vocational and higher education, including long-term contracts, post-doctoral studies and teaching opportunities;
- training specialists in key areas of the economy (user friendly information technology and the development of information society, biomedicine and material technologies) and in other fields related to the enhancement of economic competitiveness;

- training students in educational professions in using ICT devices in teaching;
- training teachers and lecturers in the field of digital technology and e-study materials.

Measure 1.1 is supported by 40,215,765 EUR from the European Social Fund (ESF) in the programming period 2004-06. The share of the EU contribution is 75% and Estonian public sector covers 25%. The total budget of the measure is 53,621,020 EUR. During the three application rounds organised in 2004–05, 101 applications were satisfied and EUR 27,042,877 paid.

Non-formal education and training

The aim of non-formal education is to increase the creativity, abilities and social skills of people, this is done in the form of courses and often in study circles. As non-formal education is mainly related to hobbies, this type of education will not be further discussed under CVET.

Non-formal education in Estonia is paid for by individuals although funds are available from the state or municipal budget. Funds from the state budget may only be used to subsidise teacher remuneration for education institutions with an operating license (this is done through the Ministry of Education and Research).

The Ministry of Education and Research subsidises non-formal education through funding for the wages of some heads and teachers of non-formal education centres. An Estonian Non-formal Adult Education Association (*Eesti Vabaharidusliit*) distributes the funding (In 2004 the funding was EUR 127,389). It is also possible to use additional funds from the European Social Fund (ESF) to develop non-formal adult education.

050201 Target group and provision

Formal adult education

As indicated in 0502, an adult learner as defined in the Adult Education Act (*Täiskasvanute koolituse seadus, 1993*) is someone whose main activity is other than studying, i.e. he/she is studying in parallel with working, taking care of children or other activity. Vocational educational institutions provide both full-time and part-time formal education as well as professional training courses. The table below gives an overview of the number of participants in vocational education by study form.

Participants in vocational education in 1995 - 2004

| | 1999 | % | 2000 | % | 2001 | % | 2002 | % | 2003 | % | 2004 | % |
|--|--------|------|--------|------|--------|------|--------|------|--------|------|--------|------|
| ... total students in secondary vocational education | 15 321 | 100 | 22 435 | 100 | 26 494 | 100 | 27 857 | 100 | 27 917 | 100 | 29 648 | 100 |
| including students in daytime study | 13 600 | 88.8 | 19 650 | 87.5 | 23 981 | 90.5 | 25 298 | 90.8 | 25 548 | 91.5 | 27 733 | 93.5 |
| including students in evening courses | 721 | 4.7 | 1 358 | 6.1 | 714 | 2.7 | 343 | 1.2 | 189 | 0.7 | 139 | 0.5 |
| including students in distance learning | 1 000 | 6.5 | 1 427 | 6.4 | 1 799 | 6.8 | 2 216 | 8 | 2 180 | 7.8 | 1 776 | 6 |

Source: Statistical Office of Estonia

The following table shows the number of graduates from vocational education by study fields.

Graduates from vocational education by study fields (total VET)

| COMPLETED VOCATIONAL EDUCATION --- field of training and year of graduation. | | | | | | | | | | |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 |
| Total fields of training | 7 345 | 8 229 | 8 240 | 8 537 | 8 542 | 8 566 | 8 953 | 10 911 | 8 081 | 7 049 |
| Teacher training and educational sciences | 131 | 192 | 0 | 106 | 93 | 74 | 0 | 0 | 0 | 0 |
| Arts | 215 | 292 | 226 | 239 | 206 | 292 | 177 | 209 | 136 | 173 |
| Humanities | 0 | 0 | 0 | 8 | 19 | 23 | 8 | 14 | 11 | 6 |
| Journalism and distribution of information | 21 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Business and administration | 1 215 | 1 450 | 1 614 | 1 605 | 1 491 | 1 761 | 1 763 | 1 721 | 1 418 | 1 307 |
| Law | 36 | 103 | 99 | 166 | 148 | 130 | 75 | 7 | 0 | 0 |
| Computer sciences | 42 | 25 | 42 | 65 | 134 | 455 | 900 | 678 | 650 | 476 |
| Technology | 1 239 | 1 594 | 1 713 | 1 648 | 1 669 | 1 692 | 1 753 | 2 407 | 1 561 | 1 561 |
| Manufacturing and processing | 1 242 | 1 067 | 1 100 | 1 083 | 1 353 | 1 110 | 1 236 | 1 632 | 1 075 | 950 |
| Architecture and construction | 625 | 681 | 750 | 848 | 813 | 694 | 596 | 1 189 | 739 | 756 |
| Agriculture, forestry and fishery | 424 | 533 | 467 | 378 | 312 | 207 | 205 | 324 | 349 | 293 |
| Veterinary medicine | 0 | 18 | 20 | 14 | 18 | 0 | 0 | 0 | 0 | 0 |
| Health care | 360 | 353 | 302 | 374 | 111 | 102 | 75 | 115 | 102 | 75 |
| Social services | 101 | 205 | 70 | 163 | 171 | 167 | 198 | 129 | 108 | 80 |
| Personal services | 1 062 | 995 | 1 115 | 1 325 | 1 446 | 1 397 | 1 387 | 1 976 | 1 377 | 818 |
| Transport services | 307 | 248 | 218 | 179 | 180 | 188 | 238 | 262 | 168 | 221 |
| Environmental protection | 0 | 34 | 21 | 18 | 22 | 16 | 23 | 20 | 31 | 59 |
| Security | 325 | 439 | 483 | 318 | 356 | 258 | 319 | 228 | 356 | 274 |
| Note: Completed during the academic year. The year indicates the final year of the academic year | | | | | | | | | | |

Source: Statistical Office of Estonia

All studies are based on curricula registered with the National Examination and Qualification Centre (*Riiklik Eksami- ja Kvalifikatsioonikeskus*) which are based on professional standards. National vocational education curricula are being developed in all fields of education and training with European Social Fund (ESF) support.

Formal upper-secondary vocational education lasts at least 3 years (120 credit points) and includes general educational subjects (50 credit points). Post-secondary vocational education lasts 1-3 years (40–120 credit points) and is targeted at those who have completed upper secondary education, although an increasing number of university graduates participate.

Those who have completed vocational education receive a certificate of upper or post-secondary vocational education.

Graduates from vocational educational institutions may take a professional qualification examination together with school leaving examinations. Professional qualification examinations are organised by independent committees established pursuant to the procedure provided for in the Professions Act (*Kutseseadus, 2000*). According to The National Vocational Education System Development Plan 2005–08 (*Eesti kutseharidussüsteemi arengukava aastateks 2005-2008*), 70% of vocational education graduates should pass a professional qualification examination by 2008. Depending on the specialisation and curriculum, graduates receive a qualification of a skilled worker or a technician.

People who have completed upper or post-secondary vocational education may continue studies in applied higher education institutions on the basis of a certificate of secondary vocational education without passing the general educational state examinations. They may continue studies according to a curriculum of applied higher education at a vocational educational institution, at an institution of applied higher education or if vacant places exist, at a college of a university in public law. Education is provided by all state and private institutions of higher education and universities as part-time study, evening courses or distance learning.

Professional adult education

Professional adult education is provided by public universities, applied higher education institutions, vocational educational institutions as well as non-profit associations, companies and sole proprietors. The target group is the whole adult population that may participate in training courses provided/recommended by employers or courses chosen by individuals or courses recommended by the Labour Market Board.

According to Eurostat, 5.9% of the working age population participated in professional education and training in 2005.

In many professions (more than 450 in early 2005), professional qualifications at given level are prescribed. At the first and second level of professional qualification neither a certificate of formal education nor professional experience is required but, on passing, a professional certificate is awarded. To acquire a third or higher level of professional qualification, completion of professional training and work experience as well as the completion of continuing vocational training is required. The following table aims to give some ideas about the themes of professional education courses and the number of persons participating in professional training through the amount of higher level professional qualifications awarded in 2005.

Professional qualification of levels III-V awarded in 2005

| Body awarding professional qualifications | Profession | Number of certificate holders in 2005 |
|---|--|--|
| Estonian Civil Engineers Association | Chartered Civil engineer V | 7 |
| Estonian Architects Association | Chartered Architect V | 44 |
| Estonian Association of Construction Entrepreneurs | Construction Site Manager III | 592 |
| Estonian Society for Electrical Power Engineering | Chartered Electrical Engineer V | 2 |
| Estonian Association of Physiotherapists | Physiotherapist III | 13 |
| Estonian Association of Physiotherapists | Physiotherapist IV | 4 |
| Association of Estonian Surveyors | Geodesist (surveyor) III, IV, V | 57 |
| Estonian Assistants' Society | Assistant III | 3 |
| Association of Estonian Facilities Administrators and Maintainers | Facilities Manager V; Facility Maintenance Manager IV; Technical Facilities Manager III; Facility Serviceman III | 64 |
| Estonian Association of Appraisers | Real Property Valuer IV | 14 |
| Estonian Chamber of Real Estate Brokers | Real Property Broker III | 15 |
| Estonian Association of Choir Conductors | Choir Conductor III, IV, V | 8 |
| Estonian Logopedists' Union | Speech Therapist III, IV, V | 13 |
| Estonian Association of Mechanical Engineers | Diploma Mechanical Engineer V; Chartered Mechanical Engineer V | 9 |
| Estonian Olympic Committee | Coach I-V | 261 |
| Estonian Personnel Development Association PARE | Human Resource Manager IV, V | 12 |
| Estonian Personnel Development Association PARE | Human Resource Specialist III | 6 |
| Estonian Association of Psychologists | Clinical Psychologist IV; Clinical Child Psychologist IV | 12 |
| Estonian Association of Pyrotechnicians | Pyrotechnician III | 1 |
| Estonian Society of Folk Art and Crafts | Master of Folk Art and Crafts in Textile V | 2 |
| Estonian Association of Thermal Engineering Engineers | Chartered Thermal Engineering Engineer V | 1 |
| Estonian Association of Communication and Interaction Skills Trainers | Communication and Interaction Skills Trainer V | 9 |
| The Association of Estonian Adult Educators ANDRAS | Adult Educator III, IV, V | 9 |
| Estonian Association of Transport and Roads | Chartered Road Engineer V | 9 |
| Estonian Agricultural producers' central Union | Farmer III specialising in horse keeping | 10 |
| Jäned Training And Advisory Centre | Agricultural Adviser IV in the field of financial economy | 20 |

Source: Estonian Qualification Authority (www.kutsekoda.ee)

CVET for teachers and healthcare sector

Examples of the type of regulations governing CVET arrangements can be seen in the healthcare and teacher sectors.

Continuing vocational training of teachers

The government's Teacher Training Framework Requirements (*Õpetajakoolituse raamnõuded, 2000*) provides the general and special requirements for in-service training. A teacher is required to participate in in-service training for at least 160 hours (worth 4 credit points) for each five years of service. A vocational teacher is required to participate in in-service training for at least two months for each three years of service. According to the Qualification Requirements for Teachers (*Pedagoogide kvalifikatsiooninõuded, 2002*), the curricula of courses must be registered at the Ministry of Education and Research and teaching courses may be completed only in institutions of higher education. The Minister of Education regulation of 1998 on the Procedure for Improving the Professional Skills of Educational Workers (*Haridustöötajate kutseoskuste täiustamise kord*) provides for the principles of teacher training, determines training providers, the procedure for the registration of curricula and documents certifying the completion of training.

CVET for teachers is provided by adult education institutions which operate on the basis of the Universities Act (*Ülikooliseadus, 1995*), Vocational Educational Institutions Act (*Kutseõppeasutuse seadus, 1998*) and Private Schools Act (*Erakooliseadus, 1998*) and on the basis of curricula registered in a relevant register of the Ministry of Education and Research (*Haridus- ja Teadusministeerium*).

Young teachers who have completed their initial training have to complete the induction year for novice teacher at a relevant educational institution. Novice teachers are supervised by a mentor. The purpose of the induction year is to give students an opportunity to use the knowledge acquired during initial training and to prepare them for work life as teachers as well as to give feedback to the institution about the efficiency of the curriculum.

A vocational teacher who has higher education in the field s/he is teaching may participate in the induction year on the condition that they have at least two years professional experience and have completed or will soon complete the teacher training subsequent to the first stage. If higher education is not required for the profession taught by the teacher, the induction year may be completed on the condition that the teacher has upper or post-secondary vocational education, higher education in teaching and at least two years experience in his/her profession.

Continuing vocational training of healthcare sector

In the healthcare sector, regulations from the Minister of Social Affairs in 2001 (Requirements for Ensuring the Quality of Health Care Services established on the basis of the Health Services Organisation Act - *Tervishoiuteenuste korraldamise seadus*) require a health care worker to participate in professional in-service training for at least 60 hours each year, and top managers and heads of structural units to participate in management training for at least 40 hours each year. In 2005, there were about 13 500 doctors and nurses registered and working in Estonia who had to pass the abovementioned continuing education courses every year.

050202 Providers

Adult education institutions are state and municipal authorities, private schools which hold an education licence, legal persons in public or private law and self-employed persons, provided that adult education is an activity in which the authority, school or person engages pursuant to law or its statutes. There are a wide range of training providers according to the type of adult education pursued.

The provision of professional education and training for adults by state or municipal educational institutions and state institutions of applied higher education is governed by the *Vocational Educational Institutions Act (Kutseõppeasutuse seadus, 1998)*. Pursuant to the Minister of Education Regulation of 2001 *The Conditions of and Procedure for Organisation of Adult Professional Education and Training in Vocational Educational Institutions*, a vocational educational institution shall organise adult professional education and training in the fields taught at the institution and if there is a demand and the relevant material resources and teachers exist, also in other fields of study.

Both state and private vocational educational institutions offer training to natural persons and enterprises. They have the right to organise courses on the basis of a contract for services (entered into with an employment office). Vocational educational institutions organise training in the form of daytime, evening and distance courses. Upon completion of a course, the participants receive a certificate. In 2005, there were 38 state and 21 private vocational educational institutions in Estonia.

Adult education and training is provided also by all institutions of higher education. Training programmes differ in content and duration and provide an opportunity to improve one's knowledge and skills in all professions taught in formal education.

Both universities in public law and private institutions of higher education offer continuing education and training. For example, Tartu University had 536 courses with about 11,450 participants in 2004. Tartu University is also offering 29 e-courses. All other institutions of higher education offer continuing education and training in similar volume.

There are also several institutions or physical persons involved in the provision of adult education and training. According to the media information company Eniro Eesti AS, 369 enterprises are providing hobby training and 371 are involved in education and training. By December 2005, 288 institutions had received a licence from the Ministry of Education and Research for provision of professional education courses.

050203 Access

Formal adult education provided by vocational educational institutions is governed by the *Vocational Educational Institutions Act (Kutseõppeasutuse seadus)*. According to this act, a prerequisite for access to vocational education is a certificate of basic, upper secondary general or vocational education. Each vocational educational institution can set their own admissions procedure.

The conditions and procedure for admission to an institution of higher education are established by them. As a rule, candidates are selected on the basis of the results of state examinations, although exceptions can be made e.g. in less popular fields of specialisation.

This can favour graduates from vocational educational institutions as only 5% of them take and pass state examinations.

Selection criteria for admission to **professional adult education** are decided by training providers. As a rule, no limits are set for courses related to personal improvement and development. For professional continuing education, a prerequisite may be the completion of basic training (at the level of vocational or higher education). For example a prerequisite for admission to teacher training is the completion of basic teacher training.

Access to adult education and training is often determined by payment terms. Employers send employees to courses and many companies have employee training plans. People working under employment contracts and public servants are granted study leave to enable them to participate in training (see 050401).

While funds for professional education and (re-)training are prescribed in the state budget for employees and public servants of state authorities (2-4% of the annual salary fund), in the case of other employees their employer may pay for the training either fully or partially. Access of adult employees to professional education and training is also supported through EU projects such as EQUAL. The target group of Measure 1.1. of the Structural Funds is also adults and risk group employees.

050204 Quality assurance

The Ministry of Education and Research (*Haridus- ja Teadusministeerium*) is responsible for ensuring the quality of education and training. Educational institutions which organise CVET or non-formal education for adults must apply for an education licence on the conditions and pursuant to the procedure laid down by the Ministry of Education and Research, i.e. if the instruction organised by them lasts longer than 120 hours or six months in a year. The register of education licenses issued to private schools is available on the website of the Ministry of Education and Research.

The Ministry advises participants to verify that their training institutions hold a license to avoid a situation where the training provider cannot issue a certificate recognised by the state. Before issuing a license, the Ministry checks the quality of education provided. A license is proof that the training provided meets quality assurance requirements as set out in the Vocational Education Standard (*Kutseharidusstandard*) and Higher Education Standard (*Kõrgharidusstandard*). Quality is monitored through a variety of mechanisms (curricula, accreditation, state supervision, internal and external assessment, quality prize awarded to vocational educational institutions). Different aspects of quality management tools will be summed up to a full quality management system for VET during the years 2006 – 2007.

0503 TRAINING FOR UNEMPLOYED PEOPLE AND OTHERS VULNERABLE TO EXCLUSION IN THE LABOUR MARKET

The Employment Service Act (*Tööturuteenuse seadus, 2000*) regulates the provision of employment services to jobseekers and employers. Services include:

- employment mediation
- vocational training
- vocational guidance
- employment subsidy to start a business
- employment subsidy to employers to employ less competitive unemployed persons
- community placements

Training is commissioned and paid for by the Ministry of Social Affairs (*Sotsiaalmisteerium*) and local authorities may allocate resources for this from their budgets.

Legal persons in private law and sole proprietors entered in the commercial register with the appropriate licenses have the right to provide the following employment services:

- informing of the labour market situation and the possibilities for employment training
- employment mediation
- employment training

The counsellors of Labour Market Board provide an overview of labour market trends and how training can assist in finding a job. The website of the Labour Market Board (<http://www.tta.ee>) provides information about employment training opportunities (by regions, types of training, course and training providers).

Training for unemployed people is commissioned by county employment offices. It may be commissioned from educational institutions and other organisations which hold an adult education license from the Ministry of Education and Research. Larger training courses are commissioned by public procurement.

In 2003, the Labour Market Board commissioned employment training from 50 educational institutions (adult education institutions, vocational educational institutions and institutions of higher education) for 1592 persons. In 2004, 668 people or 1.8% of all people registered as unemployed referred to employment training. These figures show that many more unemployed people should participate in training (active labour market measure).

Persons registered in 2004 in employment offices as unemployed (monthly average) 2004

| Administrative unit | Share of population aged from 16 years to the retirement age (%) | Share of first time registrations among persons registered as unemployed (%) | Share of benefit recipients among persons registered as unemployed (%) | Number of persons referred to employment training | Share of persons referred to employment training among persons registered as unemployed (%) |
|---------------------|--|--|--|---|---|
| Harjumaa | 3,3 | 12,9 | 43,8 | 103 | 0,9 |
| sh.Tallinn | 3,8 | 12,6 | 42,8 | 73 | 0,8 |
| Hiiumaa | 4,4 | 14,1 | 40,1 | 11 | 4,0 |
| I-Virumaa | 9,4 | 9,6 | 30,7 | 167 | 1,6 |

| | | | | | |
|--------------|------------|-------------|-------------|------------|------------|
| Jõgevamaa | 5,3 | 11,1 | 44,8 | 30 | 2,5 |
| Järvamaa | 4,0 | 13,5 | 52,9 | 40 | 4,3 |
| Läänemaa | 4,8 | 9,0 | 27,9 | 27 | 3,3 |
| L-Virumaa | 4,5 | 11,4 | 36,8 | 60 | 3,3 |
| Põlvamaa | 4,8 | 12,5 | 39,2 | 24 | 2,6 |
| Pärnumaa | 2,9 | 14,5 | 46,4 | 39 | 2,5 |
| Raplamaa | 3,3 | 9,4 | 43,0 | 9 | 1,2 |
| Saaremaa | 3,7 | 11,5 | 48,5 | 19 | 2,4 |
| Tartumaa | 2,2 | 14,1 | 41,1 | 48 | 2,4 |
| Valgamaa | 7,4 | 10,7 | 34,3 | 28 | 1,9 |
| Viljandimaa | 4,9 | 10,4 | 39,6 | 32 | 1,9 |
| Võrumaa | 4,6 | 11,8 | 42,5 | 31 | 3,0 |
| Total | 4,4 | 11,6 | 39,0 | 668 | 1,8 |

Source: Labour Market Board www.tta.ee

Project Equal opportunities on the labour market

In 2005, the Labour Market Board initiated a nationwide training project “Equal opportunities in the labour market” (under ESF measure 1.3) to support participation in training regardless of location and family situation of participants (e.g. childcare costs are supported). The project duration is 21 months and the cost is EUR 5,923,732. Participants comprise 3,745 unemployed people, including 1,872 men and 1,873 women. 35% of participants found a job one year after completing their participation.

The project includes preparation for teaching 15 different professions. Participating training providers have been selected on the basis of professional tests and interviews. Training is organised, if practicable, in all county centres to provide training to all persons interested. Otherwise the costs of transport, accommodation and catering of participants are covered from the project budget. In addition to the project manager, 4 coordinators are hired to organise public procurement and training.

050301 Target groups and provision

A survey co-financed from the European Social Fund was undertaken in 2005 to interview participants in employment training (*Integration of unemployed persons and persons to be made redundant in the labour market by using active labour market measures in North-Eastern Estonia - Narva region*). The interviews explore the willingness of unemployed persons to learn, the ability to offer them suitable training and the opportunities to find a job once the training is completed.

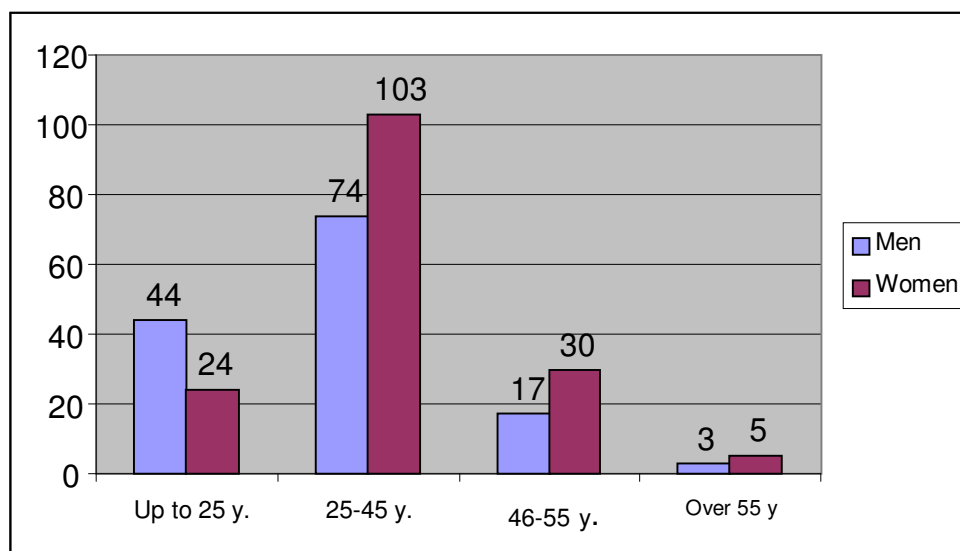
300 potential participants (138 men and 162 women) completed a questionnaire. The results confirm that unemployment is the biggest problem among young people although older people need more support in using their opportunities. The age of participants by gender is indicated in Graph 1 below.

Employers were also interviewed to assess what kinds of qualification levels are required. They indicated that people with vocational education and people with basic education are in demand. Having the appropriate professional training is decisive but many people chose to train in professions which are not in demand. As for older people, their skills are often out of

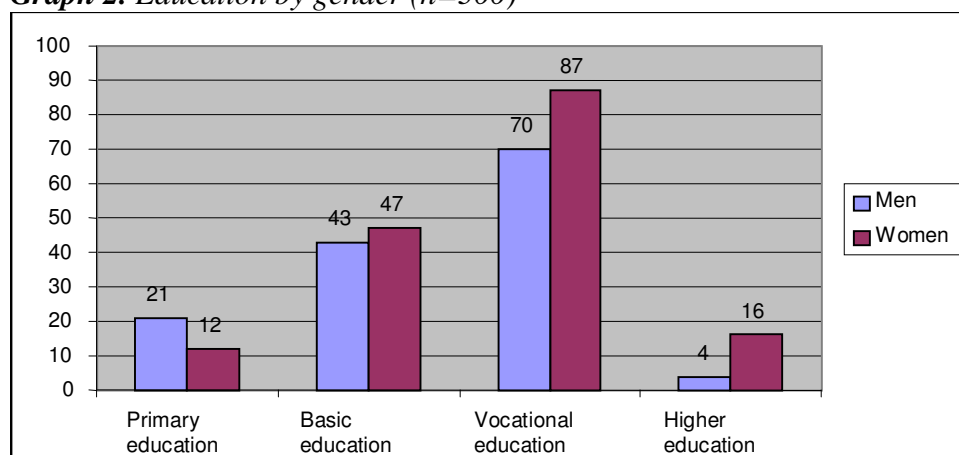
date with the requirements of modern companies. The education of participants by gender is indicated in Graph 2 below.

Previous work experience of participants was also examined and in many cases did not meet labour market requirements (Graph 3). The share of skilled workers is relatively small among unemployed people and the share of unskilled workers and specialists too big. The type of courses chosen by participants can be seen in Graph 4.

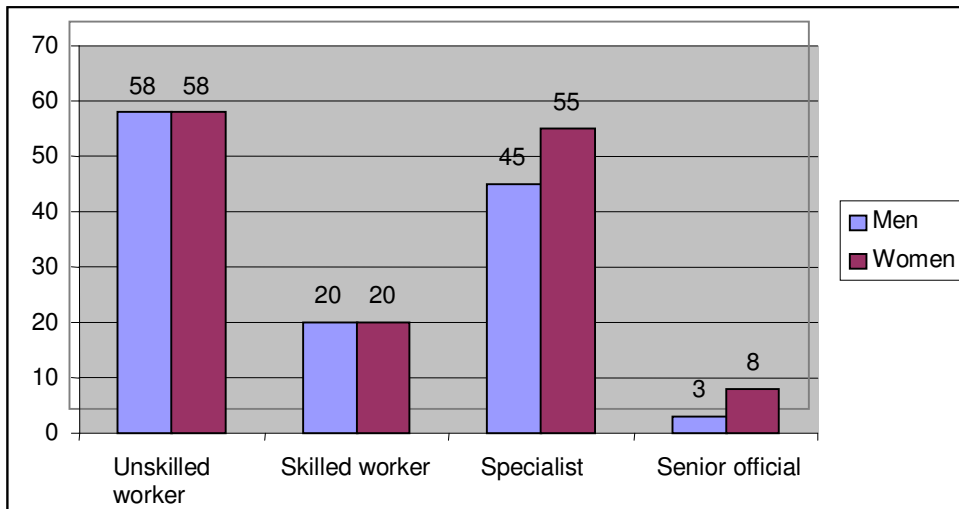
Graph 1. Age by gender (n=300)



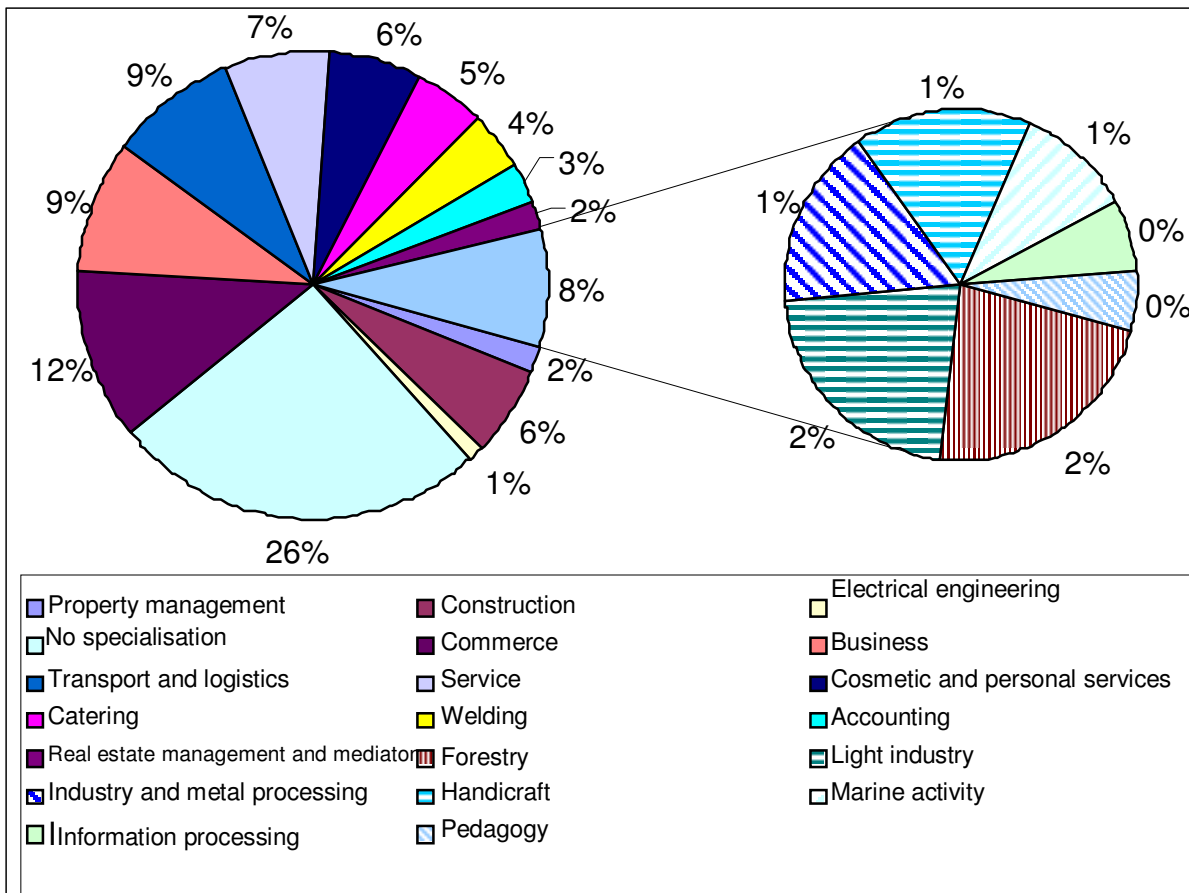
Graph 2. Education by gender (n=300)



Graph 3. Last job by gender (n=300)



Graph 4: Employment training by fields. 2003. (Source: Estonian Labour Market Board)



Employment training courses can last a maximum of 6 months. The training is usually provided at employment offices or other educational institutions and is based on professional standards. The Labour Market Board must approve the curricula with indications of duration, subjects and study methods (it can be both theoretical and practical and may be professional training, retraining or continuing training). Upon completion, a certificate is issued. In some

professions (e.g. cleaning operators) participants may pass a professional qualification examination and obtain a certificate.

050302 Providers

Labour Market Board

Employment services are provided by the Labour Market Board (*Tööturuamet*) through 16 regional employment offices. The Labour Market Board is under the auspices of the Ministry of Social Affairs. It has four departments: Department of Services and Social Protection, Department of Foreign Relations and Human Resources, Administrative Department and Department of the European Social Fund. The aim of the Labour Market Board is to reduce unemployment and assist jobseekers and employers by using effective labour market policy. Responsibilities of the Labour Market Board:

- to organise the activities of employment offices: unemployed persons' social protection, provision of employment services, issue of work permits for foreign workers, etc.
- processing and analysis of data concerning employment services provided to persons seeking employment which fulfils obligations arising from international agreements and legislation; and to organise cooperation with state offices, local authorities, associations of employers and employees in addressing employment problems and organising social protection for unemployed persons

These services can be provided by private employment agencies provided that they hold a relevant license. They are free of charge for jobseekers and those who are registered as unemployed may apply for employment training. Employment training is commissioned by the Labour Market Board from vocational educational institutions, institutions of higher education and private educational institutions holding an education license issued by the Ministry of Education and Research.

EURES (European Employment Services)

The purpose of EURES is to provide information and counselling services concerning job opportunities and living and working conditions in Europe; to assist employers in recruiting workers in Europe; to provide information to the inhabitants of border areas about job vacancies in neighbouring countries. In Estonia, the activity of EURES is coordinated by the Labour Market Board.

EURES consultants advise persons who wish to work in EEA (European Economic Area) countries and employers who wish to recruit new employees from EEA. They provide information about job vacancies, placement opportunities (for young people), education and health systems of EEA countries, social guarantees (social benefits, etc.), problems related to housing and living costs, useful addresses and contact data in EEA countries.

050303 Access

To provide employment services, the Labour Market Board (*Tööturuamet*) gathers information from jobseekers and employers, combining information about supply and demand. The services are targeted to jobseekers and those considering changing jobs as well as to employers seeking new employees.

Employment offices assist jobseekers by offering a package of services – information, training and re-training, vocational counselling, subsidy to start a business. Employers are provided with information about the labour market. They are encouraged to recruit less competitive people – young people, long-term unemployed, pregnant women, parents with children under 6 years old, persons released from prison and older people close to retirement.

All employers and permanent residents are able to use these services for free. People with temporary residence can also access employment services.

050304 Quality assurance

The quality of employment service and vocational training is ensured by:

- verifying compliance of curricula with professional standards requirements
- regular information and training of employment services staff
- providing versatile and updated information in good time
- the existence of material and technical resources

The quality of training is ensured by training providers; the state verifies the compliance with quality standards.

0504 CVET AT THE INITIATIVE OF ENTERPRISES OR SOCIAL PARTNERS

Professional training at company level is not regulated by law. However, legislation provides for employers' and employees' rights and obligations to organise training and to promote participation. Current measures to encourage training (tax exemptions, study leave, using foreign aid in training) support the provision of training by employers and participation in training by employees.

050401 Measures to guarantee provision in enterprises

In a changing society with tough competition and fast technological change, initial and continuing training of the workforce is essential. Many strategic documents point out the necessity to:

- develop training support programmes
- target better the resources allocated to the development of human capital
- increase programme efficiency
- train trainers; to organise training in fields not accessible to employers
- develop support systems (mentorship, feedback from peers)
- exchange experiences
- promote the idea of learning (*The Estonian Growth and Employment Action Plan 2005-2007 for the implementation of Lisbon Strategy, 2005; Lifelong Learning Strategy 2005-2008, etc.*)

While employers pay more attention to in-service training and re-training, there is still room for improvement. Employers tend to commission courses from training companies and specialists and also from foreign training providers. The main subjects are accounting and working environment and occupational safety, where training is required by law. Management, legal and sales training courses are also popular, although there is no regular statistical data gathered on company training activities - information is collected through surveys.

The legislation provides for employers' and employees' rights and obligations to organise training and to promote participation in training. The Income Tax Act (*Tulumaksuseadus, 1999*) provides for the right of exemption from income tax in the amount of training costs. The payment by an employer of expenses relating to formal or non-formal education acquired in the adult education system is deemed to be taxable fringe benefit.

The state supports participation in training for employees through the provision of study leave regulated in the Adult Education Act. An employee or public servant on provision of notice from a relevant educational institution can apply for part-time study leave for formal training for the duration of the study session or for at least 30 days in an academic year (additional study leave is granted for the completion of study), essentially, the duration of study leave depends on the level of education. The employer continues to pay the average wages for 10 days and then the minimum wage for the remaining days. For participation in professional education and training, study leave of at least 14 days in a year is granted and the employee continues to receive his/her average wages. For participation in non-formal education, study leave without pay of at least 7 days a year is granted. These rights and benefits are applied in both public and private sectors, in small, medium size and big companies. Training can only take place at state recognised formal providers or those with an educational license in the non-formal sector.

While employers recognise the need to license providers there is a question mark whether this function should be performed by professional associations. The opinions of small and large companies differ: large companies do not consider the issue as important as smaller companies because they tend to have professional human resource and training managers who are experienced in organising training and selecting training providers. (Prerequisites for guaranteeing the quality of adult education and training. Centre for Policy Studies *PRAXIS, Research Centre Faktum, 2005*).

In addition to indirect support for employees to attend training (tax deduction) there is also direct funding available through projects (support from foreign aid, state budget or by private sponsors). The main sources are the European Social Fund and the training programme of Foundation Enterprise Estonia (*Eesti Ettevõtlike Arendamise Sihtasutus*)(see also 050403).

The measure to support enterprises to train their personnel is described in the Estonian National Development Plan for the Implementation of the EU Structural Funds SPD 2004 - 2006 (*Eesti riiklik arengukava Euroopa Liidu Strukturfondide Kasutuselevõtuks – Ühtne programm-dokument 2004-2006*). Grants for retraining and continuing training are implemented by Enterprise Estonia which is one of the implementing bodies of state business development activities. They are available to enterprises, associations of enterprises, professional associations and regional business development agencies. Associations of enterprises can apply for this grant to train the staff of their member organisations, while business development organisations can apply for support to train potential entrepreneurs and those starting up. Professional associations can apply for this grant to train their members. The support scheme is demand-driven. Applications for training support grants are submitted to Enterprise Estonia. Applications will be processed throughout the year. Enterprise Estonia organises the eligibility and content assessment of the applications and applicants against criteria defined.

The EU has several education programmes which are not directly targeted to employees but are available to enterprises and people responsible for the organisation of training and development of human resources.

The studies indicate that people and companies who are more successful and more educated (large companies, leaders, managers, specialists) are more interested and participate more often in education and training. Therefore, further measures should be planned for other groups to whom training has not been accessible due to the lack of resources, negative attitudes or some other reasons.

050402 Measures to support training in SMEs

The specific scheme for supporting enterprises (including SMEs) in training their personnel is foreseen in European Social Fund (ESF). There is a special programme, managed by Enterprise Estonia (see also 050401 and 050403). During 2004-05, 646 applications were granted, 75% of all applicants were small enterprises formed (this dropped to 63% in 2005).

Large companies tend to provide more training for their employees; they have more resources to cover training costs and the tasks of personnel attending training. This is not the case with SMEs and more attention is given to their human resource development through national policy documents. The Lifelong Learning Strategy 2005-08 (*Elukestva Õppe Strateegia aastateks 2005-08*) includes measures targeted at employers with particular attention to SMEs. Measures include the provision of state financial support as well as more general

support to promote learning activities. Developing the knowledge and skills of entrepreneurs as well as of employees of SMEs is also on the agenda of the Estonian Growth and Employment Action Plan 2005-07 (*Eesti majanduskasvu ja tööhõive tegevuskava 2005-07*). Such measures are important as there is clear evidence that employees in SMEs participate in less training. For example, in a survey of training provision for enterprises in the business sector which tends to provide more training (Consultancy and Training Market in the Estonian Business Sector - *Konsultatsiooni- ja koolitusturg Eesti ärisektoris* conducted by: Ariko Marketing, May-June 2005) it was established that smaller businesses use training services less often. They also plan less for training and are less likely to have a training budget.

050403 Measures to support training for enterprises in specific economic sectors

There is a general training support programme for enterprises which is funded from the European Social Fund (see also 050401 and 050402). The implementing agency for the programme is Enterprise Estonia. The purpose of the programme is to assist companies in improving their employees' qualifications by funding relevant projects up to the value of 70%. Enterprise Estonia also helps companies to prepare applications for training programmes. Some areas of the economy cannot apply for support (e.g. real estate, gambling activities, most retail, manufacture of alcohol and tobacco, most agricultural activities, etc.).

050404 Social partner based schemes to support non-job related training

There are some examples of public-private partnerships for training. For example, the project **Look@World** (*Vaata Maaailma*) which was initiated by 10 leading companies in Estonia to increase the number of Internet users by improving people's opportunities to use computers and Internet (establishing public Internet points, improving web access at home, increasing the number of home computers with employers' help) and to provide learners and teachers with basic Internet training. The project operated between 2002-04, during which time 11,693 courses were organised for 102,697 participants (about 10% of the adult population).

Another example of social partner activity in promoting learning is the **Adult Learner's Week**. The event is organised every year with the aim to promote learning, to recognise learners and training providers, to introduce learning opportunities and to increase the number of participants in education and training. The event is prepared and organised by local authorities, non-profit organisations, associations of employers, training providers and their associations. The week includes the awarding prizes to the best learner, best training provider, most learner friendly organisation and most learner friendly local authority. The number of people and organisations applying for recognition is increasing each year.

A number of seminars, training courses and conferences are also organised by professional associations within different sports and recreational activities (e.g. various running competitions).

0505 CVET AT THE INITIATIVE OF THE INDIVIDUAL

It is recognised that there are many reasons why adults participate in training on their own initiative. These reasons are recognised and supported by the state through providing access to the formal education system for adults as well as subsidising a proportion of staff costs for non-formal learning training centres. Indirect financial support for individuals investing in their own training is also available through making training costs tax deductible. Similarly, study leave is available for employed people to participate in the education and training of their choice.

The state supports participation in training through the provision of **study leave** regulation in the Adult Education Act. A person on provision of notice from a relevant educational institution can apply for part-time study leave for formal training for the duration of the study session or for at least 30 days in an academic year (additional study leave is granted for the completion of study), essentially the duration of study leave depends on the level of education. The employer continues to pay the average wages for ten days and then the minimum wage for the remaining days. For participation in professional education and training, study leave of at least 14 days in a year is granted and the employee continues to receive his/her average wages. For participation in non-formal education, study leave without pay of at least 7 days a year is granted.

Formal adult education funded directly from the state budget includes:

- Acquisition of basic and upper secondary general education at adult upper secondary schools in the form of evening courses or distance learning to all persons interested.
- Acquisition of post-secondary vocational education in part-time study.
- Part-time study only in certain fields of higher education (e.g. Bachelor's study of teachers without higher education, Master's study for school principals).

Professional training is directly funded from the state budget for teachers (3% of the annual salary fund), employees and public servants of state authorities (2-4% of annual salary fund) and for persons seeking work and unemployed persons (under the liability of Ministry of Social Affairs).

The state supports **non-formal adult education** by allocating resources from the state budget for wages of about 45 heads and teachers of non-formal education centres.

According to the *Income Tax Act* (1999), people have the right of **exemption from income tax** in the amount of training costs. The payment by an employer of expenses relating to formal or non-formal education acquired in the adult education system is deemed to be taxable fringe benefit. Pursuant to *Value Added Tax Act (2001)* value added tax is not imposed on pre-school, basic, secondary and higher education, private tuition relating to general education and other training services, except other training services provided by a company or sole proprietor in the propose of business.

Additional funds from the European Social Fund (ESF) to develop the field of adult education and to realise national priorities.

0506 SOURCES AND USEFUL LINKS

Estonian Legal Language Centre <http://www.legaltext.ee/indexen.htm>

Estonian E-University <http://www.e-uni.ee/main.php>

E-study day <http://www.e-uni.ee/e-oppija/index.html>

Enterprise Estonia <http://www.eas.ee/>

Look@World <http://www.vaatamaailma.ee/>

Ministry of Education and Research of Estonia <http://www.hm.ee/>

Ministry of Social Affairs <http://www.sm.ee/>

Ministry of Economic Affairs and Communications <http://www.mkm.ee/>

Ministry of Finance of Estonia <http://www.fin.ee/>

Estonian Labour Market Board <http://www.tta.ee/>

Statistical Office of Estonia <http://www.stat.ee/>

Foundation for Lifelong Learning Development <http://www.innove.ee/>

Töötute ja koondamisohus töötajate tööturule integreerimine kombineeritud aktiivsete tööhõivemeetmete abil Ida-Virumaal (Narva regionis), Ida-Virumaa Tööhõiveamet, 2005. *Integration of unemployed persons and persons to be made redundant in the labour market by using active labour market measures in North-Eastern Estonia - Narva region, Labour Market Board North-Eastern department, 2005.*

Elukestva õppe strateegia 2005 – 2008, Haridus- ja Teadusministeerium, 2005. *(Lifelong Learning Strategy 2005-2008, Ministry of Education and Research, 2005)*

Eesti majanduskasvu ja tööhõive tegevuskava 2005-2007. Lissaboni strateegia rakendamiseks. Eesti Vabariik, 2005 *(Estonian Growth and Employment Action Plan 2005-2007 for the Implementation of the Lisbon Strategy. Republic of Estonia, 2005)*

Kutsehariduse arengukava aastateks 2005 – 2008, Haridus- ja Teadusministeerium, 2005 *(Vocational Education Development Plan 2005-2008, Ministry of Education and Research, 2005)*

Täiskasvanute tööalase koolituse kvaliteedi tagamise eeldused. Poliitikauuringute keskus PRAXIS, Uuringukeskus Faktum, 2005 *(Prerequisites for guaranteeing the quality of adult education and training. Centre for Policy Studies PRAXIS, Research Centre Faktum, 2005)*

Konsultatsiooni ja koolitusturg Eesti äriectoris. Ariko Marketing, 2005 *(Consultancy and Training Market in the Estonian Business Sector. Ariko Marketing, 2005)*

Eurostat Labour Force Survey 2004

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