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**Lifelong Learning Policies
in Russia**

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 Lifelong Learning Policies in RUSSIA
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INTRODUCTION: HISTORICAL BACKGROUND TO LLL

The system of education in Russia has undergone considerable changes through last 20 years, mostly due to perestroika and following dramatic changes of political regime, state borders, the system of government, the directions of the economy development etc.

During the Soviet period, alongside with a problem of formation of knowledge, skills and competences, the system of education had been solving an ideological and moral upbringing task. Education was a subsystem of raising and management of human resources, vocational counseling (i.e. the national practice of distribution of graduates of high schools on workplaces), and also a subsystem of moral and ideological education (for example, ideological

education in secondary schools, the higher party schools). Thus, education carried out function of professional and political socialization of the person.

During post-Soviet time with 1991 many educational institutes have lost their role and the status of ideologically-educational organizations. With loss by communist party of monopoly for power the necessity of ideological upbringing has disappeared, economically there was no justification. Due to the economic and material difficulties, sharply decreased financing, outflow and ageing of the pedagogical and scientific personnel, the basic purpose of maintenance of the reached level of literacy and vocational training has been assigned to the education system. Budgetary state maintenance in 1990s has sharply decreased and in 1998 has reached a minimum level. Only from the beginning of 2001 it began to grow gradually, coming nearer to 2-3 % minimally demanded for optimum performance from volume of the GDP. Starting from the middle of 1990s in conditions of emerging market economy, the commercial sector of education at all levels, from preschool and school up to post-university has started to grow. It is enough to specify a new correlation of public (more than 800) and private (more than 1500) high schools (2003). However, on number of students private high schools (13 %) concede public ones¹.

One more tendency gains in strength - the professional higher education leaves from under direct trusteeship of the state. First of all, it is connected, with a change of structure of labor market in Russia. The state enterprises have given up the place to commercial employers represented by big companies and small firms, new state and administrative structures, NGOs etc. These employers frequently carry out their own policy in formation of curriculums and employment of graduates. The system of continuing vocational training is spontaneously reconstructed and in this branch the tendency to growth of a private sector also is observed.

¹ Федеральное государственное статистическое наблюдение за повышением квалификации и профессиональной переподготовкой специалистов 2003/04, Федеральное агентство по надзору за наукой и образованием, 2004 год. («Federal state statistical supervision over improvement of professional skills and professional retraining of experts», 2003/04. Federal Service of Supervision over The Science and Education, 2004.

The development of democratic institutions and professionalization of the political elite have led to the growth of demand for a new type of experts. While earlier the main criteria of successful career (including business-carrier in early 1990s²) were belonging to working class and fidelity to the Communist party, last years the other tendency is observed: the occurrence of new highly educated experts and aspiration of older officials to improve their skills by acquiring second higher education, more often economic or administrative one³.

Problems in the development of educational system of all levels have become aggravated due to the drastically changing demographic situation. The population of Russia began to decrease because of low birth rate, low life expectancy, and high death rate in conditions of a transition period. The age structure of the society has changed aside ageing of the population as a whole. This tendency accrues especially in connection with the so-called "demographic holes" in 1989-1994 characterized by low birth rate. In this situation higher education institutions of the country faced a problem of preservation of their status and quality of educational services, in the light of expected significant reduction in the number of entrants. One more problem in this connection - "brain drain" - outflow of the teaching personnel abroad, this tendency damages the quality of educational services.

The social inequality in the real access of various social groups to higher education has considerably grown, and the former has become highly differentiated by level, quality and costs. Cultural and professional distinctions in the educational level are supplemented with territorial, regional, resource restrictions. During last 15 years cyclic discussion of problems of education is observed: words about crisis and decline are replaced by programs of reforms and modernizations of the national education system. The social inequality in the post-Soviet Russia has acquired absolutely new shape of economic and cultural inequality. It has repeatedly amplified during liberalization of economy and privatization.

Since 2000, the problem of unequal access to education by ethnic and national attribute began to be sounded even more often. This problem existed earlier, however with the growth of intensity in the southern regions of Russia and Caucasus the problem of inclusion of ethnic minorities into social life, their integration, construction of the general national idea has demanded enhanced attention. Frequently, excluded from the high-grade education young men from Islam regions of Russia are more likely to go to study in the countries of the Near East. They get there significant financial support and come back in the status of the spiritual leaders often incited against integration processes and construction of institutes of the civil society⁴.

² The Emergence of large business-structures in Russia on the boundary of 1990s has been connected with the process of redistribution of the capital and privatization; therefore in the head of new private enterprises frequently there were their former Soviet managers that redeemed these enterprises from the state.

³ Дука А. (2005) «Институционализация политической элиты Северо-Запада России». Доклад на Четвертой Всероссийской Конференции «Власть и элиты в Российской трансформации». (Duka A. (2005) "Institutionalization of political elite in the North-Western Region of Russia" Report on the 4th All-Russian Workshop "Power and Elites in Russia's Transformation".)

⁴ Магомедов А. (2005) «Российский правящий класс и «исламская альтернатива»: к новому осмыслению политического». Доклад на Четвертой Всероссийской Конференции «Власть и элиты в Российской трансформации». (Magomedov A. (2005) "The Russian ruling class and «The Islamic alternative»: to the new judgment of politics" Report on the 4th All-Russian Workshop "Power and Elites in Russia's Transformation".)

These are the major factors which have influenced the occurrence of a modern situation in sphere of formation.

1. THEORETICAL PERSPECTIVES

Theory, Policy and Practice: the common grounds.

There is a variety of theoretical sources, devoted to scientific illustration of the problems of reforming education on different levels, and also questions post-compulsory education and continuous education. The special contribution to the development of these issues is brought by pedagogy, educational sciences, psychology and sociology of education. Most significant Russian authors in this regard are: B.Gershunsky, I.Bolotin, D.Konstantinovskiy, G.Zborovsky, I.Kon, V.Lisovsky, S.Plaksky, G.Cherednichenko, F.Sheregi, V.Shubkin.

New economic and social challenges have led to the necessity of the question concerning the structure of education, more exactly – the prospects of division of compulsory and post-compulsory education: whether the latter should include full secondary education or is it possible to compensate not getting this full secondary education with primary vocational training. During the discussions following approaches in the field of post-compulsory and continuing education were generated:

- 1) **general compulsory full secondary education** - transformation of an incomplete secondary into compulsory secondary education for everyone – i.e. the graduates of incomplete high school (9 years) should be given an opportunity to get full secondary education (11-12 years). According to this perspective, the transition to compulsory full secondary education was recently declared on the public level.
- 2) **parallel full compulsory secondary education** on the basis of secondary vocational training institutions that give professional qualification and a specialty for the subsequent labor employment;
- 3) **the mixed approach**: alongside with granting of the opportunities for acquiring secondary education it is necessary to develop other forms of post-compulsory vocational training without getting compulsory secondary education with the purpose to fill the shortage skilled workers;
- 4) Set of **different forms and levels** of the additional general and vocational training as the system of filling gaps of primary compulsory and secondary education;
- 5) The higher general and vocational training as the basic form of post-compulsory education;
- 6) Establishing the system **graduate and postgraduate** (including post-higher) education; building the system of continuing education (life long learning) from preschool education up to the education of elderly people
- 7) Building **independent system** of continuous vocational training on the basis of primary education.

The basic competing theoretical approaches in Russia:

- *The Institutional approach* (the Concept of Sociology of Education, the Concept of the Law on Education in Russia, 1992);
- *The Concept of upbringing education* (training): unities of education, upbringing and training (B.Gershunskij, the Concept of Education during the Soviet period 1960-1980);
- The Concept of development education (A.Davydov);
- *Competence model of education* (the Concept of Development of Education in Russian Federation in 2000);
- *Heuristic model of education* (V.Phillip, the concept of modernization of education in Russian Federation in the second half of the 1990s the beginning of 2000s)
- The Continuing vocational training including learning through professional activity (T.Lomakin, 2005)

The main theoretical issues

Russian authors generally do not pay attention to the fact, that the term «continuing education» essentially differs from the notion of «lifelong learning» [Dave; Jarvis] which includes continuing vocational training as a special segment at most. This leads to that the accent on continuous education overshadows the issue of lifelong learning within the framework of which the paramount role is played by the learner himself, his community, age cohort, professional group. These are the common grounds where social-innovative and *socio-humanitarian* potential of continuing education and learning become mutually complementary, and the development of the system of (non)formal education becomes enriched with institutional, both formal and non-formal structures of the learning society [Hutchins 1968].

The basics of the knowledge society are formed in Russia with lateness in comparison with the western countries. There is a constant process of changes and updating of the system of continuing education that goes alongside the changes in theoretical perspectives⁵. The essence of these changes generally can be described as transition from naive ideas about *identity* of the set of structures available in the national education system, forms and levels with the *overall system of continuing education*, to understanding of the latter as the complex dynamical process, actively responding the calls of the environment. Moreover, continuing education becomes not only the tool of adaptation to growing requirements to quality of human resources, but also the advancing factor of creating principally new social knowledge for advancing changes in the public structures.

⁵ Шленов Ю., Мосичева И., Шестак В., (2005) *Непрерывное образование в России*. Высшее образование в России, №3, с. 36-49. (Shlenov U., Mosicheva I., Shestak A., (2005) *Continuing education in Russia*. Higher education in Russia, vol. 3, pp. 36-49

From the perspective of our team, there is a need to specify the concept of the society of knowledge, system of continuing education and training, and also to study the established practices, witnessing the social-innovative nature of the processes of training and learning through life, in order to clarify social, innovative and socio-humanitarian potential of system of continuous education in Russia.

We distinguish continuing education and lifelong learning according to their directivity. *The system of continuing education* is, primarily, system of translation, transfer of knowledge, information, competences that includes following subjects of the management over educational process – public bodies, private structures and NGOs, that provide training and education services. *The system of lifelong learning* is a system of *assignment* and *acquiring* of knowledge, information, competences, with the learner as the central unit and main participant of the educational process. Institutional and resource maintenance is carried out by public bodies, private structures and NGOs, that provide training and education services.

1. INFLUENCE OF CONCEPTUALIZATIONS & DRIVERS ON LLL POLICY & PRACTICE

The system of continuing education and learning develops into an independent political strategy and practice primarily under the influence of new economic, social and cultural drivers. The modernization of economy on market principles determines the ever growing demand on the fundamentally new quality of manpower resources and labor capital in Russia. The new structure of employment and new labor-market arise: in particular industry becomes increasingly science intensive, data-intensive and technologically oriented and demands progressively less low-qualified labor force. The human services sector requiring mobile highly skilled workers develops rapidly. Vacant new workplaces engender structural unemployment. For many employees lagging behind the demands of the new global knowledge economy becomes a key problem. Being successful and competitive ranks first among the able-bodied citizens of Russia on the micro-level whereas human capital training within the new economic context wins fundamental importance on the macro-level. Being built in the world economic system Russian economy has to turn into the economy of knowledge, information production, and information and communication technologies.

A number of paramount drivers and perspectives exerting significant influence on the policy and practice of continuing education in Russia are to be emphasized. It is above all the integration into the All-European educational space (in particular Bologna process). Russian legislation in the field of education is currently being brought in correspondence with the normative political and legal requirements of European documentation. Despite all expenses and losses this European “vector” forces the Russian Federation to adjust the domestic educational policy to the more effective and expedient European educational system. The integration into the All-European educational space corresponds with the strategy of education development in Russia stated in “The Federal Program of Education Development” (10.04.2000) that serves as an organizational basis for the public policy in the field of education.

The integration process is reflected in the educational policies of all the sectors of the civil society: state, business and nongovernmental organizations. Though still few in number, publications, normative documents and projects, information materials on continuing education appear in print. They basically emphasize that without necessary transformations the national educational system of the Russian Federation is incapable of providing the continuity of education in the realization of public benefit goals: the encouragement of the attitude towards education as a personal rather than purely professional advancement; the individualization of education and learning; advance education oriented towards innovations; the mobilization and consolidation of educational resources for raising educational standards (Shlenov 2005).

Personal development and active citizenship also constitute actual factors exerting influence upon the policy and practice in the field of education which is directly stated in “The Federal Program of Education Development” (2000). According to this program, the key objectives of provided transformations in the field of education are the development of the educational system in the interests of harmonious, socially active and creative personality and the economic and social progress of the society on basis of education

priority. Lifelong learning is aimed at the support of intellectual and cultural development, familiarization with informational space, professional mobility and raising the level of proficiency. Participating in continuing education becomes increasingly widespread as a means of professional and, correspondingly, social and economic success. Providing essential conditions for the development of lifelong learning guarantees formally equal opportunities and rights to acquire necessary standards of education and skill levels which are particularly important at the juncture of rapidly increasing social and cultural differentiation and polarization in contemporary Russia (especially social exclusion).

The need for social advancement and the provision of decent quality of life; the need to assert their interests as citizens and representatives of certain social and political reference groups stimulate people to look for new forms of knowledge and competences acquirement. Numerous programs of supplementary general and vocational education as well as the structures of non-formal and informal education and learning constitute such necessary forms of learning. Since education is relevant for the Russian citizens as a means of their increased social mobility it becomes a constituent of their life-style and an instrument of better informational, political and social inclusion into the life of their cities and regions. Education takes on special significance for the increasing number from migrants both from the Russian provinces and from the countries of the Commonwealth of Independent States. Semi-skilled labor from among migrants still finds a market in Russia but it is this group that turns out to be socially excluded and marginal. Labor migration will apparently draw attention of the system of continuing education because it gradually turns into a particular, rather large group of socially excluded people.

2. UNDERSTANDINGS & OPERATIONALISATIONS LLL IN RUSSIA

A basic definition of the term “education” is determined in Russian Federation federal law “Act of Education” (10.10.1992; 05.03.2004). According to this definition, education is a system of educational programs (*contents of education*) and state educational standards (*forms of education, educational canons, specimens*) of different levels and orientations, the networks of educational institutions which realize them, and also education government bodies and organizations within their jurisdiction. Thus, formally Russian educational system is a combination of educational programs, standards, institutions and education government bodies. This definition is structural and system-defined, but incomplete, because it is lacking functional characteristics. Besides it equates education with system of learning, which is understood as pedagogic, didactics, teaching methodology.

Transformation of the modern society to the knowledge society, continuous education and learning means the priority of accessible conditions and resources forming for citizens’ involving in the process of knowledge production and consumption, for planning and realization of educational career and personal growth through a lifetime. With the emergence of continuous education and learning system the main functions of education change substantially. The potential of continuous education and lifelong learning becomes important in government strategic plans realization, which concerns not only economic growth, but first of all an increasing of citizens’ social, cultural and intellectual wealth.

That is why we propose another definition of the terms “education” and “learning”, which is structurally functional and optimum to refer to while evaluating Russian educational system under this project. **Formal education** is an occupational sector that ensures a transmission of accumulated knowledge, skills, competencies, information with the purpose of mastering them by learners to form their personal, civic and professional potential and to legitimize their educational status. This definition comprises professional occupation of learners and teachers, where educational process is accompanied by certification of educational level and/or qualification and educational status defining.

Non-formal education means a combination of non-institutionalized forms of education without normatively defined certification of the results of educational services gaining. These forms include for instance individual and group study actions, public trainings, private trainings.

Informal education is understood as a complex of different forms of individual and group self-education.

Formal learning is regulated institutionalized process of mastering of educational and professional standards, programs, study materials which ends up with normative system of formalized knowledge evaluation, competencies and skills. **Non-formal learning** means regulated mastering of study programs, materials, acquisition of knowledge and skills based on non-institutionalized learning activity without formal evaluation of gained competencies. Accordingly to that, **informal learning** comprises independent individual and group learning, which is not depended on state educational and professional standards.

The principles of the knowledge society, the system of lifelong education and learning are in the process of forming in contemporary Russian society. This process is motivated by the needs of business and political management, informational communicative technologies, international relations, growing social mobility. Meanwhile, existing educational situation and educational practices are much more determined by traditions and objectives, which were formulated during the past post-soviet period. The process of reorganization and modernization of the Russian educational system speeded up due to joining the European educational area, but it has influenced on lifelong education and learning system formation insignificantly. Framework program of Bologna process, which is in the course of implementation in Russia nowadays, forms the basis of knowledge society, lifelong education and learning. It intends to renew the contents of education, the administrative quality, structural changes of all levels of education and forms of learning, including higher and higher professional education.

Continuing Education or Lifelong Education is a system of formal institutionalized general and professional education. It includes such levels as: preschool education, school education (primary (elementary), general secondary (middle school) and complete secondary (high school), professional education (primary, secondary and higher) and postgraduate education. In parallel with general secondary education and professional education and learning (main educational programs) is forming up a system of formal additional education. At the same time along with the formal general and additional education there is a system of non-formal education and learning.

Table 1: The System of Continuing Education (Lifelong Education) in Russia

The System of Continuing Education (Lifelong Education)			
Lifelong general education (LGE)		Lifelong professional education (LPE)	
General secondary education	Additional general education	General professional education	Additional professional education
Preschool training for the general educational programs (pre-elementary level)	Additional programs of preschool education	Preschool training for the general programs of professional education (e.g. training for the programs based on creativity)	Additional programs of preschool professional education (e.g. programs, aimed on developing of supplementary technical skills)
Main program of compulsory school education: (primary and general secondary education)	Additional programs of general education	Main programs of professional education: primary and secondary (professional) level	Additional programs of professional education
Main programs of complete secondary education (high school)	Additional programs of complete secondary education (high school)	Main programs of higher professional education	Additional programs of higher professional education
Non-professional programs of	Non-professional programs of	Postgraduate professional	Additional programs of postgraduate

postgraduate education	postgraduate additional education	education	professional education
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Thus, the formal system of continuing education (lifelong education) includes general and professional education (GE and PE) and also additional education (AE), including professional education (APE). Nowadays the additional professional education became one of the most important segments of Russian education system development in general. This segment of education generates new educational and learning programs, which meet the needs of contemporary economy, new technologies and social and political changes. This scheme indicates the wide number of educational programs and standards the Russian system of education has to offer.

All the levels of education that were pointed out meet the forms of accreditation and certification of educational institutions which are formed under the system of the Ministry of Education and Science of the Russian Federation. The evaluation of the learners' knowledge level on the different educational stages stays more likely traditional in general. Mastering the general educational programs in secondary (including professional) school and higher educational institutions evaluates by the scale of marks from 1 to 5, or by the system of tests and other similar forms of competence and qualification records. Within the Bologna process some higher educational institutions use the international system of knowledge, competencies and skills evaluation accepting the form of credits.

3. THE IMPORTANCE OF KEY CONCEPTS OF LLL POLICY

Knowledge Society.

The prospect of knowledge society in Russia is nowadays one of the most discussed themes within the framework of various public initiatives, innovative projects and educational forums. The basic problem thus far was an indistinct definition of the term «knowledge society». In the report «The development of human potential in Russia: On a way to the society based on knowledge», prepared by the Program of Development of the United Nations Organization in 2004 and served by a starting point for several national projects (including the Annual Eurasian Educational Forum, etc.), concrete recommendations for promotion of the concept of knowledge society were presented. These recommendations assume basic changes in the social, national, tax sphere both public educational policy and the legislation, which would lead to construction of the society based on provision, distribution and consumption of knowledge.

However, in most cases the knowledge society concept is treated in a quite peculiar way, in the light of historical, social, cultural specificity of development in Russia. It is not a question of society based on producing and an exchange of knowledge, but first and foremost - a society characterized by a degree of access to the material resources, which allows concentrating on producing and consumption of knowledge (reception of high-grade education, carrying out of scientific researches etc.). Understandably, the state will serve the main distributor of material benefits (privileges, grants, subsidies) in this case. This model at first sight is very attractive, but it has one essential lack - in conditions of an incessant economic crisis active material support of science and education will mean essential decrease in financing in other areas of a social life (support of pensioners, disabled socially deprived, the young families, etc.). This vicious circle seems to remain the most striking failure of all governmental educational initiatives.

Learning cities/regions

These concepts are underdeveloped in Russia but still there is a number of policy initiatives in this direction. Two most close notions are “techno park” and “naukograd” (“scientific city”). The former one is expected to provide territorial concentration of financial and intellectual resources for acceleration of development of hi-tech branches of economy. The latter one presupposes the state support of the priority lines of scientific, technical, educational and innovation activity, exploratory developments and tests as well as personnel training.

Techno parks in the sphere of high technologies will unite enterprises of hi-tech branches of economy, scientific organizations, educational institutions providing scientific and personnel potential of such enterprises.

The infrastructure of “techno parks” and “naukograds” in consists of office buildings and industrial premises, objects of engineering, transport, residential constructions and social infrastructure.

Learning citizens

The term “**learning citizens**” is not used in Russian educational discourse. There are no tendencies to formation the image of the citizen which effectively participates in construction of his own educational career. On the contrary, in modern political debates we can observe applications frequently contradicting each other. Simultaneously with the speculations about constructing the system of lifelong learning in Russia, the proposals to limit access to higher education for young men exist. This, from some officials’ point of view, will help to cope with the problem of deficiency of middle level professionals (qualified workers, service personnel). These judgments show all the depth of misunderstanding of the very essence of those educational reforms that are being declared by the same officials.

Moreover, the state system of retraining of unemployed which is expected to solve the very problem of deficiency of qualified staff, and gives the opportunity to pass retraining perpetually and for free, practically idles. The reasons are: insufficient awareness of citizens on an opportunity of reception of such services, complexity of bureaucratic process, discrepancy of these educational programs to the requirements of a labor market.

4. LEGISLATION AND A POLICY IN THE FIELD OF ADULT EDUCATION

Organizations responsible for development of continuing education in Russia. Their subordination and interaction

All key questions of policy in the field of adult education at all levels are in charge of the Ministry of Education and the Science of Russian Federation and Federal Agency of Education subordinated to the former. Distribution of responsibilities between these two executive powers assumes clear split of powers between development of the legislation in the field of education and realization of concrete educational policy, according to this legislation.

Ministry of Science and Education carries out functions of development of the state policy and legal regulation in the sphere of education, it provides control of activities of federal services being in its conducting, namely Federal service on intellectual property, Federal service on supervision in the sphere of education and a science, Federal agency of science and innovations and Federal agency of education.

The Federal Agency of Education carries out functions of management of the state property, rendering of the state services in the sphere of education, (the conclusion of the state contracts on deliveries of the equipment, formation of the state order for preparation and retraining of experts, expert-consulting activity).

It is necessary to note branch-wise character of the executive authority in the field of education. While all educational standards and curricula are being developed and affirmed directly by the Ministry of Education, questions of financing, transfer and final certification of graduates in some educational institutions (militaries, medical, transport) often are solved with participation of the corresponding ministry.

The problem of adult education is closely connected with the issues of employment of the population, professional retraining of experts, social and economic security, overcoming the unemployment. These problems define interaction between Ministry of Education and the other ministries and federal services, namely: Federal Service on Labor and the Employment which is being in charge of Ministry of Health Protection and Social Development. The mechanism of interaction includes organizational and coordination activities in the field of retraining experts, continuing vocational training, monitoring of the labor market, development of new priorities in the field of vocational training. In principle, the mechanism constitutes the interaction of regional representatives of the Federal Service of Labor and Employment and educational, research, scientific-innovative institutions, formation of the state orders for the commercial educational organizations, the account and the control over employment of the trainees.

As for educational organizations' system, we can observe here clear-cut and consecutive institutional "skeleton" – the legacy of Soviet System. It includes the system of educational institutions and public standards for them: organizations of preschool education, school, institutions of primary (technical training colleges or PTUs), secondary (lyceum, technical

school, college), higher (institute, university, academy), post-higher (postgraduate study, doctoral studies).

The given system, under conditions of development of new opportunities for continuing formal, non-formal and informal learning (self-education) both professional and general, seems to become enough effective institutional tool for the development of system of lifelong learning. The initial problems of functioning of the given system in the light of social, economic and labor market changes are as follows:

- Weak financial maintenance of education (the consequence of backwardness of the system of social partnership with public and private enterprises);
- Discrepancy of the conceptual device used in the legislation, in the face of changes in structure and practices of contemporary education, weakness of the legislation in the field of adult education⁶.
- Discrepancy of existing public educational standards to the requirements of vocational training in conditions of changing labor market. It is true not only with regard to professional, but also to school education in its professional alignment task)
- The absence of a feedback (aspiration of potential recipients of education to continuing regular improvement of professional skill, a deepening and expansion of the general theoretical knowledge);

The basic directions of policy, policy documents, concepts of development etc.

The basic directions of policy in the field of continuing vocational training are reflected in the Ministry of Education project «The priority directions of development of educational system in Russian Federation» (September, 2004). The basic items of the project:

- Reforming the system of higher education (transition to system «bachelor-master») with preservation of preparation of experts on a number of specialties. The purpose - integration with European educational institutions, creation of flexible system of reception of qualification.
- Re-structuring system of primary and secondary vocational training. The purpose - unification, creation of the uniform list of names and, thus - adjustment of interrelations with the enterprises, solving the problems of employment, retraining.
- Reform of school education and education of profile training (future professional). The purpose - alignment towards expansion of the opportunities of the choice of individual educational careers by pupils.

⁶In the basic educational acts there is no concept of adult education in principle. Only the term continuing vocational training is used.

- Creation of uniform system of continuing education. The purpose - to generate an infrastructure of access to continuing vocational training during all period of professional career.
- Increase of investment appeal of the educational sphere. The purpose – formation of the effective market of educational services.

One can conclude from the list of priorities, that establishment of the system of learning through life is not stated as a priority direction in development of education; moreover, it is not realized that way. Despite of precise aims to merge preschool, school education and vocational training (vocational alignment), in general the educational system appears to be segmented. Absence of any mentions on working out feedback (providing directives to continue learning, awareness of educational services etc.), the priority for vocational training to the *detriment* for general education, the actual finishing of educational career together with the end of professional career.

Another document approved by the Ministry of Education in 2001 - «The Concept of development of adult education in Russia». Key directions in the education of adults are presented as follows:

- The necessity of improvement of professional skills and retraining of operating experts (35 million people for 2001).
- Necessity of retraining of out-of-labor groups of adult population on other specialties (after the re-structuring of the industry, Armed forces).
- Development of the sector of «the third age» adult's education (pensioners, elderly people).
- Necessity of development of civil, democratic consciousness of the population in a view of transition to democratic political system and civil society
- Familiarizing with the new informational technologies in the light of a computerization of a society (distance learning)
- The problem of self-improvement and self-realization of the person.

In the list of problems that should be solved by the means of the Program there are:

1. Formation and development of legislative base of adult education.
2. Management of the sphere of adult education.
3. Development of the material base and financing of adult education.
4. Creation and development of the system of information supplies.
5. Training of experts, teaching staff.
6. Development of theoretical scientific concepts of adult education.
7. Development of organizational structure in the continuing education.
8. Development of publicity, advertising.
9. International cooperation.

Among the bills expecting completion and acceptance it is necessary to name: the Project of the federal law «Continuing Education Act» (2001), and also the model law «On the

Education of Adults», accepted by the inter-parliamentary commission of the countries-participants of the CIS, both directed on adaptation and introduction into national parliaments in 1997.

Among the international documents fixing the necessity of development of continuing education - first of all it is necessary to mention the «Regulations on the introduction into uniform European educational space» accepted in 2004. In this document the necessity of realization the substantive provisions Bologna declaration is fixed. Nonetheless, the problem of construction the new type of educational system in Russia is fixed abstractly enough.

From our perspective, numerous concepts existing at present, as well as spontaneous reforms following them do not show enough understanding of the essence of main concepts lifelong learning of positions Bologna declaration. Nonetheless all these concepts are being mentioned.

5. MAIN PATTERNS OF PROVISION AND PARTICIPATION

The general education covers 91% of the population between 7 and 17 years old inclusive.

The system of primary vocational education includes 3900 educational institutions that prepare personnel for more than 280 professions. 1.68 million people learn there. The graduation of the primary vocational education system amounts to more than 645 specialists or 0.9 % of the economically active population of Russia.

The system of secondary vocational education includes 2600 educational institutions that train personnel with specialized secondary education in more than 300 professions. 2.3 million people are taught within this system.

The system of higher education embodies 662 state and 409 non-governmental institutes of higher education where CCA 6.9 million people are taught (at the beginning of academic year 2004/2005). After a relative recession in the middle of 1990-s the number of students increases annually: in 1995 the number of students amounted to 189 people per 10000 population; in 2002 it averaged to 189; in the academic year of 2004/2005 this index totaled 481 students.

118 thousand post-graduates and people working for doctor's degree study within the system of post-university education. The annual number of post-graduate course graduates amounts to nearly 25 thousand people; the number of doctoral course graduates averages to 1.3 thousand. 30 % of post-graduates and 40 % of people working for doctor's degree defend their thesis after completing their studies.

In "The Conception of Russian Education Modernization for the Period until 2010" the objective of providing state guarantees of the accessibility of high-quality education tops the list of the educational policy priorities. Meeting this challenge presupposes carrying out corresponding educational activities and organizational measures. However, the development and realization of equal opportunities educational policy become complicated not only by the deficiency of financial resources accumulated in the educational field but also by the lack of common goal achievement assessment criteria. At the conjuncture of the expansion of the commercial educational services sector taking place against the background of low living standard of the majority of population the problem of equal educational opportunities is no longer purely the problem of traditionally distinguished socially vulnerable groups of population. Instead it changes into a key economic problem. It is widely accepted that tackling the problem of education equality in Russia should substantially affect the field of supplementary formal and non-formal education which for its turn brings up the problem of LLL co-financing.

The researches of the Independent Institute of Social Policy⁷ evidence different degree of access to high-quality education among country folk and city-dwellers; people with different levels of income; people belonging to different social groups. Thus the problem of equal educational opportunities should be considered primarily with relation to specific

⁷ Проблемы доступности высшего образования. / Независимый институт социальной политики. – М.: «СИГНАЛЪ», 2003 [The problems of Higher Education Accessibility/The Independent Institute of Social Policy, Moscow, 2003].

needs and opportunities in the field of education characteristic for the groups of population differentiating on the basis of numerous social and economic parameters.

With relation to gender equality the field of education has been considered as relatively favorable for several decades in Russia. According to the public opinion poll carried out by the State Statistics Committee in 1989 only 2.3 % of questioned Russian women pointed out the gender inequality of education access existing in the country. In 1997 the public opinion poll that focused on the problem of women's rights compliance displayed a similar state of affairs. Men and women have no significant differences in the standard of education. Until recently men had a slightly higher education standard – but basically at the expense of older groups. But now in the younger and basic able-bodied age groups women have even a somewhat higher level of education. Both the microcensus of 1994 and the general census of 2002 mirror this tendency. Moreover, a tendency of higher school feminization has arisen in Russia in the last decade since the number of female students increased significantly faster than the number of male students (the number of female students has doubled whereas the number of male student is now only 1.6 times more than 10 years ago). However, the commercialization of education predetermined at least two problem areas where asymmetric gender relations are shaping now or can shape it the future. They are the practice of paid higher education (it is basically the traditional “female” professions that have become chargeable) and the economic efficiency of the cash resources men and women invest in education (men get more material benefits from the investments in education).

During the last academic year more than 32 thousand elderly citizens of the Russian Federation participated in educational activities; however this rate is extremely modest as against the total number of the citizens of pensionable age (more than 32 million). According to the survey “The Management of Gerontological Education: Formation, Functioning, Perspectives”⁸, the lack of public and governmental support, the lack of educational institutions, financial problems of potential participants, their incomprehension of the purport and objectives of learning, diffidence and poor state of health rank among the deterrents of the learning of the elderly.

Ethnicity is one of the key factors determining the access to education in contemporary Russia. During the whole period of the soviet regime the process of ethnicity institutionalization took place developing not only on the substantial level (when ethnic patterns and norms of behavior hindered ethnic groups from profound assimilation) but also on the formal level: there existed a private practice of providing preferences and quotas for the so called “indigenous population” in the field of national territorial units management. Since 1980-s ethnic status has become a significant element of social differentiation in the USSR. In post-perestroika Russia the status of a “title ethnic group” representative also serves as social stratification factor irrespective either of the numerical relation of the “title ethnic group” and the rest of population in the given subject of the Russian Federation or of the Russian being the title ethnic group of the country as a whole. This status determines particularly the distribution of educational resources in the subjects of the Russian Federation providing regional ethnic elites with a better access to high-quality education.

The residential differences in the level of higher education accessibility evaluation are clearly noticeable; however their character is ambiguous. On the one hand there is a shift

⁸ <http://www.znanie.org/Conf/Ring.pdf>

towards higher accessibility of education in Moscow, St. Petersburg and other big cities; on the other hand – towards lower accessibility in middle-size cities and rural areas. However, in small towns the education accessibility evaluation is significantly higher than the anticipated evaluation. Perhaps the reasons of this ambivalence are to be found in the different levels of demands regarding higher education in big cities and towns. The recent establishment of numerous branch offices of large regional institutes of higher education in small towns could temporarily supply the local demand for higher and continuing education. At the same time the dwellers of bigger cities are no longer satisfied with available educational services: they pattern their educational practices on the capitals and consider their own perspectives as scanty.

The education system of the Russian Federation is basically of state (state and municipal) nature which means that state or municipal educational institutions whose activities are financed from corresponding state budgets (federal and/or regional and municipal budgets) constitute the primary elements of this system. The amount of education financing provided by the state budget is significantly lower than the statute-established amount of financing.

At the conjuncture of budgetary financing deficiency the education system actively resorts to the resources of commercialization. For instance, the number of non-governmental institutes of higher education is permanently increasing: from 78 in the academic year of 1993/1994 to 787 in 2004/2005.

In 2002 both in state and non-governmental institutes of higher education the rate of first-year students paying for their education exceeded 50% (the number of students took in paid divisions amounted to 49% of the total number of matriculated students in the academic year of 2001/2002 and to 54% in 2002/2003). It is thus natural that the role of funds obtained from off-budget sources in the form of the proceeds of the independent activity of educational institutions also increases. It is not only paid forms of education and supplementary educational services of a wide range that have become widespread in recent years but also such non-educational activities of educational institutions as establishing profit-making organizations and/or participating in their activity, leasing immovables assigned to educational institutions, etc. Finally, educational institutions enjoy tax remissions.

The mechanisms of stimulating private and corporate investments in the Russian system of lifelong learning are poorly developed. The basic trouble is that providing favorable legal and economic conditions for private investment in education must be accompanied by the development and introduction of defense mechanisms preventing public and municipal educational institutions from ungrounded privatization. On the other hand, the inflexibility of the national tax structure virtually equates the activity in education and in social sector with business undertakings which makes sponsorship in this field disadvantageous. Under the conditions of accounting system imperfection and the lack of working education financing standards the investments in education run the risks of being wasted at the expense of pruning the budgetary financing.

6. BROADER SOCIAL POLICY & LLL

The employment policy and social security policy realized in Russia (Ministry of Health and Social Development, Ministry of Education and Science, regional education ministries and committees, public and non-governmental employment services, social services) presuppose a number of measures that facilitate the access to education for socially deprived groups of population. For example, Russian legislation stipulates the admission into public education institutions (on the levels of secondary vocational and higher education) on preferential terms for certain categories of citizenry including orphan children and children left without parents' charge, citizens younger than 23 years old from among orphan children and children left without parents' charge; handicapped children and disabled citizens; citizens younger than 20 years old having only one parent – a disabled citizen – if the average per capita income of the family is lower than the subsistence wage fixed in the corresponding Subject of the Russian Federation; citizens transferred to the reserve and entering corresponding education institutions; and (disabled) veterans. Russian citizens have the right to repeatedly get free vocational education by the assignment of public employment services, also in case of occupational disease or invalidity. The unemployed are provided with organizational and advisory services as well as opportunities of vocational training, retraining and raising the level of their proficiency.

On the whole Russian policy with respect to socially vulnerable groups of population concentrates predominantly on the improvement of the work of special educational institutions (training units for disabled people; military personnel retraining centers, regional centers of convicts' rehabilitation and education, etc.). Special programs of after-treatment, vocational and social rehabilitation are introduced into Russian education system extremely slowly; the system of continuing education utilizing integrated learning and up-to-date rehabilitation educational technologies is not created as yet. There exists a (not really widespread) practice of off-budget and shared sponsorship of educational institutions and programs for disabled people, ethnic and religious minorities from the funds of NGO-s.

The policy of the replacement of benefits and privileges by pecuniary compensations pursued in Russia nowadays threatens to decrease education accessibility and to provoke the problem of incompatibility and competence contradiction resulting from the fact that the immediate problems of education policy belong predominantly to the field of federal competence whereas the problems of social policy (family policy, employment policy, social protection of children including orphan children and handicapped children) are to a greater extent subject to the jurisdiction of the Subjects of the Russian Federation.

For instance the amendments to the federal law "On Supplementary Guarantees of the Social Protection of the Rights of Handicapped Children and Children Left without Parents' Charge" submitted to State Duma for consideration presuppose the abrogation of the benefits the orphan children enjoy and above all such privileges as free training by entering institutes of higher education (free education at access courses); matriculation in institutes of higher education on preferential terms; the right to free rest. Instead, they make provision for the replacement of these privileges by pecuniary compensations that will scarcely become the guarantor of higher education accessibility for this social category

(taking into account both rather rigorous socio-economic conditions in the country and the peculiar properties and needs of such vulnerable groups). For all its imperfection the quite advanced system of social support by means of exemption was an indubitable advantage of the Russian Federation whereas the creation of an effective and workable system of direct pecuniary compensations will at least take time.

The international legal principles of the protection of ethnic minorities obtained recognition in Russia on the constitutional level. Since the Constitution was passed in 1993 the Russian Federation has undertaken a number of positive steps towards the fulfillment of international engagements and the creation of the legislative basis for the maintenance and development of ethnic originality, native languages, and education in native languages. In particular the Russian Act of Education signed in 1992 was recognized by international experts as one of the most liberal and democratic legislative enactments in the world. It guarantees the citizens of the Russian Federation the right to getting compulsory general education in native languages. However, in reality the ethnic groups of the Russian Federation have unequal status and unequal start opportunities for the development and protection of cultural and educational rights. The opportunity to learn in the native language and fully master the culture of their ethnic group is most often the privilege of the representatives of those ethnic groups that are title groups in their Subjects of the Russian Federation. Such groups rarely face the problem of manpower training and their endowment. The less the quantitative composition of the group and its politically expressed identity are the oftener the ethnic education is reduced to ethnography and museum pedagogy. It is mainly the regional and municipal educational public bodies, national and cultural autonomies organized in some national territorial units in compliance with "The Conception of the State National Policy of the Russian Federation" (of the 15-th of July 1996) and nonprofit organizations that are engaged in the direct support of ethnic minorities and the maintenance of their cultural heritage.

There is no special policy in the field of gender relations in Russia. However, the general socio-economic policy of the Russian Federation indirectly determines the access of women to educational resources. During the years of economic reforms the real amount of government spending on education and manpower training counting upon one learner decreased by 5-10% a year which made additional difficulties for the women heading toward employment under the conditions of educational services commercialization.

The gerontopolicy that is realized in Russia nowadays considers elderly people purely as consumers of material goods and as the object of guardianship and public assistance. The state defines the objectives of informational and educational activities among elderly learners as arming people with knowledge "for better adaptation to the conditions of the society under transformation" (national program "The Elder Generation"). The existing federal and regional programs interpret the substance of such education as the instrument of cultural, leisure and adaptive assistance. However, public non-profit organizations "Knowledge" working in the regions of Russia offer an alternative approach to such education complying with the International strategy of activities in respect of and in the interests of the elderly people of the planet. They put into practice such lines of educational activities as calling elderly countryside people in learning; the vocational training of elderly personnel; the organization of programs focusing on preparation for retirement; consulting on social protection, healthy life-style and self-care⁹. A similar

⁹ <http://www.znanie.org/Conf/Ring.pdf>

conception was made public at the I All-Russian Forum “The Education of Elderly People” (2005) with gerontogogues, representatives of scientific and social organizations involved in the realization of educational programs for elderly people, social workers, deputies of Legislative Assemblies, representatives of executive powers and local governments from all over Russia, foreign partners and elderly people-participants of educational programs actively participating in the discussion¹⁰.

¹⁰ <http://www.znanie74.ru/rezol.html>

2. EFFICIENCY OF LLL POLICY.

Reforms in the field that can be named as a whole Lifelong Learning in Russia, carries, basically, virtual character. Almost 12 years has passed since the time of entering the first bill (1994) already. However the Ministry of the Science and Education till now is not ready for acceptance of the law regulating education of adults, let alone complex change of the legislation with the purpose to construct the new integrated education system covering all its levels. However, there is already sufficient theoretical base which includes researches of education, federal and regional initiatives, the works based on the analysis of European normative documents. All this allows beginning work in the field of lawmaking. In practice there are following problems:

1. Initiatives, which meet with the Ministry of Education approval, have basically fragmentary character. Partly it is caused by the great amount of initiatives from all regions of Russia, a spectrum of covered questions, dependence on concrete regional and branch contexts. Financing of such projects frequently depends on subjective factors, and volumes of given financing often appear insufficient.
2. In the light of underdevelopment of market attitudes in the sphere of science and education, weakness of social partnership, decline of activity of the western funds, state financing and providing paid, frequently non-profile, educational services remain the only solutions for education and science organizations.
3. Thus far the overwhelming number of innovations in education is directed on the education of youth, namely, people who receive higher education right after secondary school.

These are the basic problems in the field of regulation and reforming of education.

The statistics of adult education basically, is given by the State Academy of Innovations¹¹ and a number of NGO's (i.e. "Knowledge"("Znanije") Institute¹²). This information often appears to be irrelevant, for data are received not on the basis of research, but on the reporting of services of employment on the fact of their cooperation with organizations of education of adults.

First of all, as it was already mentioned, these are public and private educational institutions that are carrying out the public orders of the Ministry of Labor and Employment. Also these are private educational organizations that give educational and advisory services on a paid basis. The last also are engaged in production of the information in the field of access to education (publication of ratings of educational institutions, legislation, and statistical data on the system of continuous education). These data can be used, but here there is the same problem as in the case with the state sources.

Statistical survey of participation in additional education, demand of those or other educational programs, show quite contradictory information for the following reasons:

¹¹ <http://gain.ru>

¹² <http://znanie.org>

1. Some researches completely exclude private sector of education, being guided by criteria of availability of education, social support of unemployed, etc.
2. Not all private educational organizations have right of certification of their graduates, therefore they do not get in statistical reports. Absence of the license for the delivery of certificates, however, does not prevent them to provide their pupils with certificates, which can be recognized while employment in some private firms (see chapter 6).

The market of programs of continuous education within last 8-9 years was not exposed to strong changes. Small rise has occurred in 2001 and 2002; however the whole parameters of participation remain on a minimum level.

Its current state does not completely reflect real demands of economy for programs of additional vocational training. The estimated amount of retrained specialists needed averages 5-6 million people while in 2005 by different estimations retraining in the public structures of additional vocational training have passed up to 86 thousand person.

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GENERAL CONTEXT OF THE LLL 2010 RESEARCH PROJECT

In March 2000, the then 15 European leaders committed the European Union to become by 2010 “the most dynamic and competitive knowledge based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion, and respect for the environment”. The Lisbon strategy, as it has come to be known, was a comprehensive but interdependent series of reforms, which has significant implications for a whole range of social policies, including policies for learning.

As part of the Lisbon strategy, the European Union has set the goal of raising the number of adults participating in lifelong learning to 12.5% by 2010. However, the proportion of learning adults in Europe differs widely across countries. The project "**Towards a Lifelong Learning Society in Europe: the contribution of the education system**", which forms part of the European Commission's 6th Framework Research Program, is dedicated to identifying the reasons behind these differences and to studying the policies and practices related to adults' participation in and access to lifelong learning in a number of European countries (see project's web-page <http://LLL2010.tlu.ee>).

The project involves researchers from thirteen countries and regions of Europe: Scotland, England, Ireland, Austria, Belgium, Slovenia, Czech Republic, Estonia, Lithuania, Hungary, Bulgaria, Norway and Russia.

Project objectives

The objectives of this project are to:

- Show to what extent the countries differ in terms of patterns of lifelong learning.
- Reveal how these differences depend upon specific institutions and policies of each country.
- Assess the contribution of each country's education system to the development of lifelong learning.
- Trace the ways institutional and policy prerequisites for lifelong learning have been developed in European countries.
- Identify the barriers to participation in lifelong learning in terms of policies, educational institutions, enterprises' practices and potential learners' motivation.
- Identify the best solutions and most successful practices in terms of participation in lifelong learning and to decide to what extent these would be applicable in other countries.
- Propose changes, which would enhance adult participation in lifelong learning and decrease social exclusion.

The LLL2010 research project extends over five years (commencing in September 2005), and these questions will be addressed in various ways through five sub-projects.

Potential impact

Project is expected to contribute both to competitiveness and cohesion of the EU by (a) developing and carrying out a joint agenda for a better understanding of the tensions between the knowledge-based society, lifelong learning and social inclusion in the context of enlargement of the EU and globalisation, (b) identification of best practices and suggestion of ways for implementation in order to reach the objectives for lifelong learning. The LLL2010 research project extends over five years (commencing in September 2005), and these questions will be addressed in various ways through five sub-projects.

The plan for disseminating the knowledge

The project aims to examine and report on national differences in approaching formal lifelong learning, but also to assist policymakers and practitioners in learning appropriate lessons from contrasting practice in other countries. Therefore, disseminating knowledge to relevant audiences – individuals, institutional actors and policymakers – is of the core issues within this project, and so dissemination activity will take place throughout the life of the project.

The preliminary results will be discussed in the workshops and conferences and introduced to national as well as international audiences. The results of the different research projects within LLL2010 will be presented in five comparative reports – one per subproject – and a final report, and two books will be published as a result of the project. A Conference “The Contribution of the Education System to Lifelong Learning”, scheduled in the end of the project, is aimed at discussing findings, conclusions and expert opinions on a European level.

To contribute to scientific discussion and enhance comparative studies in the field, further analysis of the results of the research will take place in articles published in specialized and interdisciplinary journals. As LLL2010 will undertake a number of original studies, the data, questionnaires and codebooks, and all the other relevant materials generated in the project will be made available to the scientific community at large.

Results achieved

The present summary covers the findings of the team during the first Sub-project, ‘Review of Literature and Policy Documents’; the full comparative report of the results of this Subproject will be made available on the project website by the end of 2007. The Subproject undertook comparative research on lifelong learning policies and practices. The aim was to review how lifelong learning is being conceptualised and put into operation across a range of countries in Northern, Central and Eastern Europe.

Purpose & Methodology of Sub-project 1

The purpose of the first Sub-project was to review how lifelong learning is being conceptualised and put into operation across a range of countries in Northern, Central and Eastern Europe. The nature of the educational and lifelong learning regimes in each country, and how they are changing, were investigated. The report considers how far lifelong learning has entered the policy rhetoric in each country, and in what forms it has done so – in particular, how far it has been shaped by the European Union’s thinking, or by national or other influences. It considers how far rhetoric and practice diverge in each

country. It also considers how far actions of different areas of policy and government support lifelong learning, or hinder its development.

The Sub-project applied a comparative documentary analysis of approaches to lifelong learning, through analyzing national policy documents and addressing lifelong learning in participating countries.

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5. Educational Disadvantage Centre, Centre for Human Development at St. Patrick's College, Dublin City University, Ireland
6. Fafo Institute for Labour and Social Research, Oslo, Norway
7. Slovenian Institute for Adult Education, Ljubljana, Slovenia
8. TÁRKI Social Research Centre, Budapest, Hungary
9. Centre for International Relations and Studies, Mykolo Romerio University, Vilnius, Lithuania
10. Institute of Sociology, Bukarest, Bulgaria
11. St. Petersburg State University: Department of Sociology, Department of Retraining and Improvement of Professional Skills for Sociology and Social Work, Russia
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