



**Strategic Partnership in Adult Migrant
Education: Perspectives from
Mediterranean and Baltic Sea Regions**

The Case Study of LITHUANIA

Analysis of adult migrant education programmes and migrant integration policies

DIVERSITY DEVELOPMENT GROUP (Lithuania)

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STRATEGIC PARTNERSHIP IN ADULT MIGRANT EDUCATION:
PERSPECTIVES FROM MEDITERRANEAN AND BALTIC SEA REGIONS (M E D B A L T)

The decades from 1990 to 2010 mark a period of intense international migration in Europe, which brought forth various challenges for national and international state policies and called for societies to deal with intercultural coexistence. At the same time as the western European countries began to critically evaluate their immigration and migrant integration policies, the 'new' EU member states confronted the challenges of creating migration regulations and strategies for migrant integration, where access to education is considered as one of the basic needs of migrants. As a consequence, the aim of the project *Strategic Partnership in Adult Migrant Education: Perspectives*

from Mediterranean and Baltic Sea Regions is to prepare adult migrant education methodology and the set of recommendations for the adult migrants' education, based on good practices implemented by each participating country.

Activities: to prepare 1) the analysis of adult migrant education programmes and migrant integration policies 2) adult migrant education methodology, 3) recommendations for implementation of adult migrant integration programmes; 4) to present the results in the final project conference.

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Partner organisations: Uninersidad de Salamanca (Spain), Tamat Centro Studi Formazione e Ricerca (Italy), Centre for Advancement of Research and Development in Educational Technology LTD (Cyprus), Koperazzjoni Internazzjonali (Malta), Fundacja Osrodek Badan nad Migracjami (Poland).



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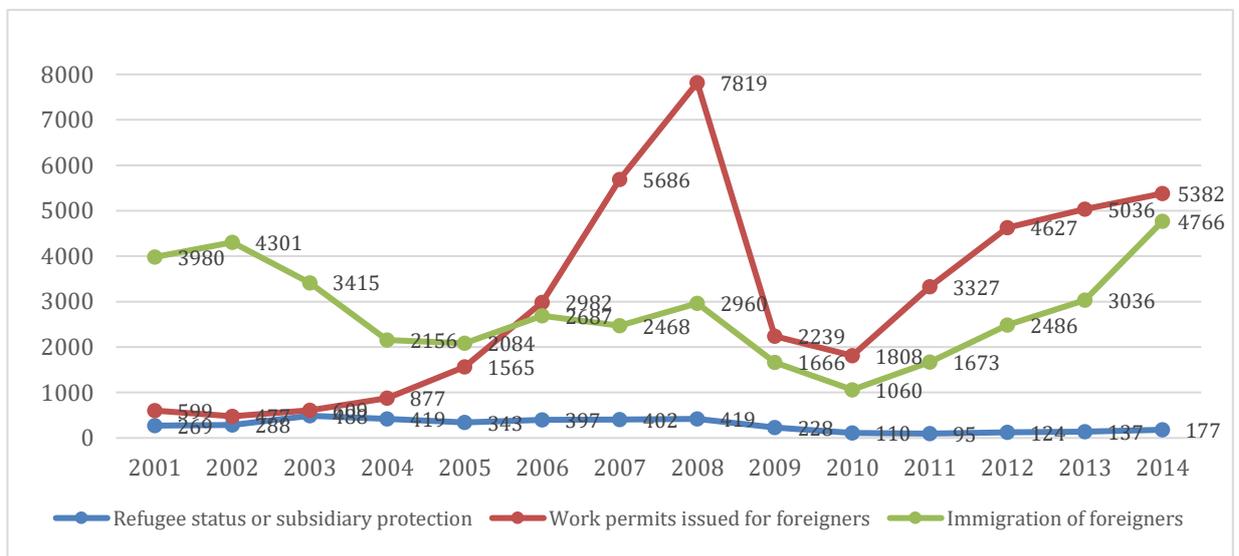
CHAPTER 1: THE LITHUANIAN MIGRATION BACKGROUND

Overview of the Situation of Immigration Dynamics and Migration Policies

Immigration flows (especially labour related) to Lithuania started to increase from 2001 with the peak before global economic changes in 2008. Economic growth, the EU enlargement in 2004 and the development of Schengen Agreement in late 2007 made an impact on immigration flows to Lithuania. Consequently, labour immigration became significant, while flows of asylum seekers remained insignificant and stable. After global economic changes,

immigration (both labour and total) started to increase again and almost reached pre-crisis level (see *Graph 1*). Together with mass emigration and growing trend of immigration, legislative and institutional developments in the area of immigration and migrant integration policies emerged. Such developments have led to political and societal debates about socio-economic consequences of international migration in Lithuania.

Graph1. Immigration dynamics in Lithuania 2005–2014



Source: Statistics Lithuania, Migration Department, Lithuanian Labour Exchange

Regardless of the increase of labour immigration to Lithuania, both the annual immigration¹ flows and the total number of foreigners living in Lithuania remain small: 32,500 foreigners (0.98 percent from the total population) lived in Lithuania in 2010. This number decreased to 29,600 (0.91 per cent from the total population) in 2011. However, after the global economic changes, the number of foreigners in Lithuania increased significantly: from 31,300 in

on demand of a new approach towards labour immigration and migrant integration policies.

While summing up the immigration flows to Lithuania, several trends could be identified. First, the vast majority of immigrants living in Lithuania and arriving annually to the country for various purposes are citizens of Russia, Ukraine and Belarus. However, during 2006–2008, assumptions of formation of new immigrant groups from China and

Table 1. Number of foreigners in Lithuania 2010–2015

	2010	2011	2012	2013	2014	2015
Number of residents	3 137,0	3 052,6	3 007,8	2 979,3	2 944,5	2 921,9
Number of foreigners	32,500	29,600	31,300	32,300	35,500	40,000
Share of foreigners (%)	1,04	0,97	1,04	1,08	1,20	1,37

Source: Migration Department

2012 to 35,500 in 2014 and 40,000 in 2015 (see Table 1). Despite a relatively low number of foreigners residing in Lithuania and arriving annually, labour related immigration became visible in public space. It has triggered debates

Turkey were observed.² Second, the distribution of immigrants by age groups allows one to posit that Lithuania is an attractive country for people of working age from outside the EU. Third, the distribution of

¹ The analysis of annual immigration flows shows that majority of immigrants have Lithuanian citizenship. This is an evidence of the return migration. Immigration flows of foreign citizens either from EU or non-EU countries are small. In the general context of immigration, non-EU citizens form one fourth of the total immigration flow; in the context of foreign immigration, the percentage increases up to 80 per cent and more.

² With the relation to the EU enlargement and structural changes in the Lithuanian Labour market, general immigration structure in Lithuania has become more diverse. For example, during 2006–2008, the number of labour immigrants from Turkey and China has increased near the most numerous labour immigrant groups: Russians, Ukrainians and Belarusians. Therefore, the Chinese and Turks were (respectively) the fourth and the third largest labour immigrant groups in Lithuania.

immigrants by gender shows a prevailing trend favouring male immigration. However, as Žibas (2009) argues, circumstances of family reunification are related to women immigration and economic (labour) circumstances – with male immigration. Fourth, regardless of global economic changes, family reunification usually is the first or the second biggest channel (usually, after labour-related immigration) for legal immigration to Lithuania (though immigration of students and entrepreneurs is increasing as well). Fifth, usually after particular restrictions of legal immigration channels are enforced, trends of undocumented immigration emerge. For example, there has been an increase in the number of sham marriages (marriage is the main channel for family reunification) or fake companies (legal business activities are a channel for obtaining a residence permit). Such a trend is related to Lithuania as a transit country rather than a country of destination. Sixth, local aspects of the immigration structure revealed that

foreigners (non-EU citizens) are mainly concentrated in the largest Lithuanian cities as around 70–80 per cent of all foreigners live in 6 municipalities. This means that the major Lithuanian cities are centres of attraction of immigration.

Deeper analysis of immigration structure in Lithuania revealed specific features of recent immigrants and ethnic minorities. For example, the data on residence permits showed that the majority of foreigners are living in Lithuania with the second or the third permanent residence permit. In order to receive a permanent residence permit, a foreigner has to reside in Lithuania for at least 5 years, while permanent residence permit is issued up to five years. It means that these people are residing in Lithuania for more than 10 or 15 years (or from the restoration of independence and earlier on) without obtaining Lithuanian citizenship.³ Such foreigners are still considered immigrants rather than ethnic minorities.

³ Usually, foreigners are not obtaining Lithuanian citizenship due to strict dual citizenship policies (Žibas 2014).

BOX 7: *Immigration patterns in Lithuania*

The analysis of the data¹ on foreigners in the largest Lithuanian cities revealed certain immigration patterns. Lithuanian cities attract different categories of immigrants (both, in terms of countries of origin and grounds of arrival). It can be assumed that Lithuanian cities already formed certain, although weak, migration networks. Eventually, the largest cities (Vilnius, Klaipeda and Kaunas) hold more than half of all the foreigners in Lithuania, and other cities with a large share of foreigners (such as Visaginas) certainly create common structural characteristics of immigration to Lithuania. For example, Visaginas could be characterised as a city with a relatively big number of permanent residents from non-EU countries and a trend of family immigration; while Vilnius region, Klaipeda and Šiauliai – exhibit trends of labour immigration and a more diverse immigration structure in terms of countries of origin (for example, migrant workers from Turkey or China). On the other hand, Vilnius and Kaunas are cities, where immigrants from non-EU countries are more likely to establish small or medium scale enterprises.

The development of immigration policies

Some issues of immigration policy in Lithuania are already resolved or are at least adequately addressed. When Lithuania restored its independence, citizenship issues were successfully resolved using ‘zero option of citizenship’; although dual citizenship issues are still unresolved. Asylum system is operating in Lithuania since 1997 using common principles of the EU asylum policies, consolidated in the conventions of Geneva (1949), Dublin (1990) and other EU documents. Economic migration policy is regulated in the law ‘On the

Legal Status of Aliens’ and national long-term strategies. However, the area of immigration policy is still being developed.

Immigration policy and the regulation measures of migrant integration in Lithuania have not been implemented in accord with the changes in international migration processes, i.e., migration policy was based on the migratory behaviour or on the so-called *ad-hoc* approach. Immigration flows have been adjusted starting in 1991,

when the 'Immigration Law'⁴ came into force. According to this law, an annual immigrant quota was adopted. It receded into the background in 1999. Law 'On the Legal Status of Aliens'⁵, which came into force in 1999, has amended the previously mentioned law and became the main document regulating the legal status of foreigners in Lithuania and the main areas of immigration management. This law is a starting point in the analysis of Lithuanian immigration policy.

After the collapse of the Soviet Union, the strategy of Lithuanian immigration policy was associated with restricting immigration from Russia and other post-Soviet countries.⁶ The situation began to change gradually when the large scale of emigration started to change the structure of the Lithuanian population and labour market. It triggered a debate not only about the effects of emigration, but also about the need for immigration. After the EU enlargement in 2004, the economic factors of emigration have become more important as mass outflows of

population were at the centre of a debate about the challenges of emigration for the state and society. In parallel to that, the business sector began to discuss 'importing' a labour force. Consequently, Government began to initiate not only programmes of 'detention' and claw back at emigrants, but also began to debate the guidelines of immigration policy. However, the regulation of immigration and migrant integration processes remained within the framework of the law 'On the Legal Status of Aliens' and the directives of the EU⁷ without application of any specific programmes of these immigration policies.

Lithuania did not have a strategy of immigration policy based on the long-term goals and priorities. Until recently, immigration policy has been formed indirectly in the long-term strategies such as 'The Long-Term Development Strategy of the State', 'Strategy of the National Demographic (Population) Policy' and 'The Long-Term Strategy (up to 2015) of Lithuanian economy (economic) development'. In the light of the new challenges raised by

⁴ The Republic of Lithuania, *Immigration Law*, no. I-1755, 04.09.1992, Official Gazette, 1991, no. 27-730.

⁵ Law of the Republic of Lithuania, *On the Legal Status of Aliens*, no. VIII-978, 17.12.1998, Official Gazette, 1998, no. 115-3236.

⁶ While analysing immigration and migrant integration policies, historical context has to be emphasised and considered as an absence of migrant integration policy (as well as

implementation of strictly selective immigration policy) can be regarded as a political strategy related to immigration restriction in view of inter-republican migration, which took place during the Soviet period.

⁷ For example, the provisions of Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on common standards and procedures in Member States for returning illegally staying third-country nationals.

contemporary migration processes, in April 2007 the Government adopted Economic Migration Regulation Strategy (EMRS) which, in 2014, was changed by the Lithuanian Migration Policy Guidelines.

‘The State Strategy of Long-Term Development’⁸ (2002) was not directly related to the formation of immigration policies. The document highlighted emigration management and the consequences of this process. Illegal immigration was seen as a threat and the control of immigration was exclusively associated with the consolidation of protection of the migration across the external border of the EU. The document did not provide specific measures of regulation of immigration.

‘The Strategy of National Demographic (Population) Policy’⁹ (2004) revealed main weaknesses of immigration management in Lithuania (such as the lack of labour migration programmes, coordination, responsibility between the migration regulatory authorities, etc.). However, among the opportunities, no long-term immigration policy was identified. Although the model of Lithuanian

immigration policy was provided in the vision of the strategy (such as the implementation of strict immigration policy for third-country nationals), the practical means of implementation of such policy was not declared.

In ‘The Long-Term Strategy’¹⁰ of Lithuanian economic development up to 2015’ (2004), immigration policy management was defined as an inevitable necessity. Thus, the strategy emphasised strict immigration control, although specific policy measures were not planned. However, legal and illegal immigration processes were identified as challenges. Immigration origin countries match the priority countries listed in the Economic Migration Regulation Strategy (see below).

Migration Regulation Strategy (2007) could be considered as the response to demographic changes caused by emigration. The strategy outlined long-term priorities of Lithuanian migration policy which underlined challenges related to return migration and reducing emigration rather than migrant integration or long-term immigration strategy. Main objectives of EMRS were the

⁸ Resolution of the Seimas of Republic of Lithuania, *State Strategy of Long-Term Development*, no. IX-1187, 12.11.2002, Official Gazette, 2002, no. 113-5029.

⁹ Resolution of the Seimas of Republic of Lithuania, *Strategy of National Demographic (Population)*

Policy, no. 1350, 28.10.2004, Official Gazette, 2004, no. 159-5795.

¹⁰ The Ministry of Finance of the Republic of Lithuania, *Long-term strategy of Lithuanian economy (economic) development up to 2015*. Vilnius, 2002.

reduction of negative migration net to zero by 2012,¹¹ focusing on processes of return migration and regulation of labour immigration from third countries. With regard to the last objective, clear targets to apply selective immigration policy by defining the geographic priorities (Belarus, Moldova, Ukraine and South Caucasus) and emphasising regulation of immigration from non-EU countries were revealed.

In addition, a long-term vision of Lithuanian migration policy was defined in other related documents: 'Principles of Lithuanian immigration policy'¹² and 'The Resolution on Confirmation of Landmarks of Lithuanian Migration Policy'.¹³ Two dimensions of economic migration were set up in these documents: regulation of regular immigration flows and migrant integration. Considering these dimensions, the main objectives that were raised concerned the correspondence between foreign workers in Lithuania and the needs of the Lithuanian labour market, social and cultural harmony (multicultural and integrated Lithuanian society), the

development of an effective and coherent holistic rather than the *ad hoc* economic migration policy that is now in place; such a unified approach would benefit employers, immigrants and the country of Lithuania.

It has to be mentioned that EMRS and related documents were formulated under the conditions of rapid economic growth. Many objectives that were formulated in EMRS were relevant only for 2007 and 2008. Consequently, after 2008, there was no any action plan accompanying EMRS.

Parallel to EMRS and related documents, Governmental Program¹⁴ (2008) considered immigration issues in the political agenda. Chapter XXIII of the Program emphasised issues related to immigration management. Analysis of the content revealed that migrant integration and consistent implementation of immigration policy were not priority fields of policymaking.

Analysis of the content of EMRS and other documents revealed six main aspects, which could be considered as long-term priorities

¹¹ Main objective was not accomplished as mass outflow of population reach the peak in 2010. Consequently, in 2013, Lithuania had negative migration net of 5.7 per 1000 population (in 2013, only Latvia and Cyprus had bigger negative migration net in the EU).

¹² Ministry of Foreign Affairs of the Republic of Lithuania, *Principles of Lithuanian immigration policy*.

¹³ Resolution of the Government of the Republic of Lithuania, *On Confirmation of Landmarks of Lithuanian Migration Policy*, no. 1317, 03.12.2008.

¹⁴ Resolution of the Seimas of Republic of Lithuania, *On Government program of Republic of Lithuania*, no. XI-52, 09.12.2008.

(but not as specific measures of implementation of immigration policy). First, before implementation of EMRS there were certain priorities of immigration policies which changed only gradually. Before and, to a certain extent, after 2004, the development of Lithuanian migration policies was concentrated towards the reduction of emigration, promotion of return migration but not towards the implementation of immigration programmes and migrant integration tools. Second, since 2007 Lithuanian long-term immigration policy has been formed emphasising not only the challenges, raised by the emigration process, but (after the adoption of the EMRS) also the management¹⁵ of labour immigration. Third, management of legal migration flows has been the main priority. However, the management rules continued being governed by the framework of the Law 'On the Legal Status of Aliens'. Moreover, specific management measures of immigration processes were not provided, although, immigration has been highlighted as a threat or a challenge. Fourth, migrant integration remained within the framework of priorities without any

specific action plan. Fifth, a 'selectively open' immigration policy was applied with the main aim to stimulate circular (temporary) migration. Temporary immigration 'saves' integration meaning that immigrants were (and still are) considered economic resources (without the potential of permanent residence and, at the same time, without the need for integration) who are able to satisfy labour force demands. Sixth, labour immigration policies were (and still are) connected to the Lithuanian labour market, which is regulated in order to 'protect' internal labour force from the competition. However, immigration of highly qualified migrant workers is considered a priority.

While analysing the content of migration policies in Lithuania, one important distinction with regard to the time frame has to be made. Before 2014, migration policy was based on the so-called *ad hoc* principle. During the first half of 2014, a new trend emerged as the Government adopted Lithuanian Migration Policy Guidelines¹⁶, where the main priorities in an area of migration were identified. The

¹⁵ There were proposals given in the plan of implementation measures of EMRS 2007–2008: while regulating labour migration from third countries, to implement 'selectively open immigration policy' (Ministry of Foreign Affairs of

the Republic of Lithuania, *On Lithuanian policy of economic migration*. 28.12.2007).

¹⁶ Government of the Republic of Lithuania. *Resolution on Approval of the Lithuanian Migration Policy Guidelines*. 2014.01.22. No. 79

Guidelines cover emigration, reversible migration, immigration, integration of foreigners, asylum development and implementation. Regarding immigration policies, a few key areas have to be emphasised: harmonisation of immigration policies with EU legislation; attracting a labour force from third countries (with some reservations);¹⁷ and better regulation of different legal immigration channels. While analysing the legislative developments of migration policies in Lithuania since the restoration of independence, it seems that the recent Guidelines should be considered as a backdrop to or the first step towards the establishment of a long-term migration vision.

Migrant Integration Policies

Contrary to immigration, implementation of migrant integration policy was (and still is) based on the project-based activities of the EU integration funds. In the legal framework which regulates immigration policy in Lithuania, immigrants are not singled out as a target group of integration policy. Although the law

(international protection), fight against illegal migration, and issues related to the institutional policy 'On the Legal Status of Aliens' declares integration into the country's political, social, economic and cultural life, a priority reserved for foreigners who received asylum in Lithuania. Art. 107 of the law 'On the Legal Status of Aliens' on the Integration of foreigners stipulates that Lithuania shall provide conditions for foreigners holding a residence permit to integrate into the political, social, economic and cultural life of the State. This law targets all immigrants coming to Lithuania, including all grounds for immigration. However, migrant integration is specified only with regard to foreigners who have been granted refugee status or subsidiary protection. There are no integration measures for other types of immigrants in Lithuania.

In EMRS, migrant integration was described neatly by associating this process with a common EU policy (mainly with EU funds). EMRS marked the absence of responsible authority for the coordination of migrant integration processes and a lack of a long-term approach towards migrant integration policies. Summarising the content of the strategy, the proportion of

¹⁷ For example, labour immigration policies should be flexible and ensure the competitiveness of Lithuania as a country of immigration, only when there is a need to attract migrant workers from third

countries. However, regulations should not stimulate employers to use cheap labour from third countries without making all possible efforts to use the internal workforce.

measures relating to different aspects of migration policy should be emphasised. In 2007, eight out of 35 migration policy implementation measures, and in 2008 four out of 22 were designed for regulating immigration and only one for integrating migrants. The latter policy was related to the European Fund for the Integration of Third-country Nationals (EIF). The analysis of the report of the Ministry of Social Security and Labour on the implementation of EMRS¹⁸ revealed that the policy paper highlighted only the role of the programs¹⁹ of the EIF.

Another document, which provided guidelines for economic migration policy, is 'Principles of Lithuanian immigration policy'.²⁰ The analysis of the document showed that the migrant integration process was treated as a secondary factor, the implementation of which is not necessary, but is desirable in order not to lose 'investments' in immigrants. It was also noted that trade unions should be assigned with functions, which could enable them to ensure the protection of immigrants and help in distributing

immigrants according to the demand of labour force. In the summative chapter of this paper, it was declared that the integration processes should be carried out only for foreigners who have permanent residence permits. It was generally proposed not to apply short-term measures of integration in order to stimulate brain circulation.

Resolution 'On Confirmation of Landmarks of Lithuanian Migration Policy'²¹ confirmed the necessity of long-term integration measures. It was stated that integration measures should be imposed only for foreigners with permanent residence permits. This document showed integration to be one of the directions of immigration policy development; the main tools for implementation of these principles involving social partners (employers and trade unions) and using funding from the EIF.

However, the analysis of documents revealed a mismatch in migrant integration priorities. On the one hand, in the report of EMRS (which was closely related to the same EMRS) and in the resolution 'On Confirmation of Landmarks of

¹⁸ Ministry of Social Security and Labour of the Republic of Lithuania, *Report of implementation of the plan of Economic Migration Regulation Strategy and its implementation means, 2007–2008*, no. SD-3725, 29.04.2009.

¹⁹ Ministry of Social Security and Labour of the Republic of Lithuania, *On the approval of program of management and control system in Lithuania for integration of third-country nationals, 2007–2013*,

no. A1-250, 20.09.2007, Official Gazette 2007, no. 100-4096.

²⁰ Ministry of Foreign Affairs of the Republic of Lithuania, *Principles of Lithuanian immigration policy*.

²¹ Resolution of the Government of the Republic of Lithuania *On Confirmation of Landmarks of Lithuanian Migration Policy*, no. 1317, 03.12.2008.

Lithuanian Migration Policy' the role of the EIF was emphasised. On the other hand, according to these documents, integration measures should be applied to foreigners with permanent residence permits; while the priority of the guidelines of annual programs of the EIF was given to 'newly' arriving immigrants. It shows that target groups of integration policy were defined differently.

National and EU support programs also determine immigration and migrant integration policies in Lithuania. 'Document of common programming of Lithuania in 2004–2006'²² emphasised the support for social adaptation and professional rehabilitation programs for vulnerable groups, including ethnic minorities and refugees. During the first year of EU membership, specific action plan ('Prevention of social exclusion and social integration') was implemented. However, immigrants were not included.

'Program of Development of Human Resources 2007–2013'²³ emphasised education, employment and qualifications of

different social groups. It was stated that unemployed people (including immigrants) may have different education, work experience or qualifications. Consequently, the need of provision of services to the specific groups was determined. Again, there were no specific integration measures for immigrants.

Immigrants, as a target group of integration policies, were also not distinguished in the 'National anti-discriminative program 2009–2011'²⁴, although two measures were previewed: (1) to conduct sociological research in order to monitor immigration and migrant integration processes and (2) to organise state language courses for immigrants. However, none of these measures were implemented in practice. In other national programs,²⁵ immigrants and their integration were not even mentioned.

However, as mentioned above, during the first half of 2014, a new trend emerged as the Government

²² *Document of Common Programming of Lithuania, 2004–2006*, p. 210–211: http://www.smm.lt/es_parama/docs/2004-preliminarus_BPD_02.pdf

²³ *Program of Human Resources Development, 2007–2013*, p. 94. Vilnius, 2007: http://www.esparama.lt/ES_Paramama/strukturines_paramos_2007_1013m_medis/titulinis/files/1VP_ZIP_2007-07-30.pdf

²⁴ The Government of the Republic of Lithuania, *National anti-discriminative annual program 2009–2011*, no. 317, 15.04.2009: http://www.lrv.lt/Posed_medz/2009/090309/02.pdf

²⁵ For example, 'Program of Cohesion Promotion Action, 2007–2013', 'National Overall Strategy: Structural Assistance Using Strategy of European Union for implementation of the convergence goal for Lithuania, 2007–2013'.

adopted Lithuanian Migration Policy Guidelines, where migrant integration issues were emphasised and, for the first time since the restoration of Lithuanian Independence, received special status as a prioritised policy area. According to the Guidelines, migrant integration policies should ensure benefits offered by immigration, while foreigners should actively contribute to the strengthening of the state by participating in its economic, social and cultural life. Parallel to that, the fight against xenophobia, discrimination and racism were emphasised with the development of a more tolerant society and acceptance of multicultural attitudes. The most important principles of migrant integration are the following: ensuring human rights and equal opportunities in all areas of life; provision of the status of a permanent resident and (or) citizenship; reduction of social inequality, vulnerability and exploitation; observation of work and living conditions; improving their socio-political representation.

Parallel to the Lithuanian Migration Policy Guidelines, the Action Plan for Implementation of

the Policy for the Integration of Foreigners²⁶ and the Decree of the Government of the Republic of Lithuania 'On the composition of coordinating working group for the integration of foreigners'²⁷ were adopted. At the same time, a new area of policy emerged in the Ministry of Social Security of Labour – Integration of Foreigners. Moreover, NGOs, migration experts and practitioners started to develop a Strategic Document for Integration of Third-Country Nationals.²⁸ On the one hand, such legislative developments show that integration of foreigners should become prioritised policy area. On the other hand, institutional developments (particularly, the initiative to close the Migration Department) has to be mentioned as it raises concerns about effective implementation of migration policies in Lithuania (according to the Ministry of the Interior, all functions related to asylum procedures will be transferred to the State Border Guard Service, while immigration procedures – to the Police Department).

As a result (and regardless of recent positive legislative developments), Lithuanian migrant

²⁶ Decree of the Minister of Social Security and Labour on *Approval of the 2015–2017 Action Plan for Implementation of the Policy for the Integration of Foreigners* 2014.12.31. No. A1-683.

²⁷ Decree of the Government of the Republic of Lithuania *On the composition of coordinating*

working group for integration of foreigners. 2014.01.22 No. 54.

²⁸ For more, see: <http://ces.lt/en/projects/current-projects/the-strategic-document-for-integration-of-third-country-nationals/>

integration policy in the context of such policies applied in the other EU Member States evidences stagnation. According to 'Migrant Integration Policy Index' (MIPEX 2007; MIPEX 2011; MIPEX 2015), since 2007 no progress in the field of implementation of migrant integration policies has been made. In 2007, Lithuania took 20th place out of 28 countries, in 2011 – 27th -- 31st, while in 2015 – 34th of 38. The newest 'Migrant Integration Policy Index' revealed that the country's labour market is not attractive to those migrants who want to stay in the country and integrate. Schools are poorly prepared to accept immigrant children as they lack a basic infrastructure. Immigrants do not have equal access to general health services. Moreover, such people's right to participate in the country's political life is restricted, as they cannot join political parties and associations. Finally, immigrants have to go a long and

complicated way to become citizens.

According to 'Migrant Integration Policy Index' (MIPEX 2015), only a few among many possible integration measures, related to education, are available in Lithuania, such as compulsory education as a legal right, provision of support to learn language of instruction (language instruction and communicative/academic fluency), teacher training to reflect migrant learning needs, school curriculum and teachers training to reflect diversity. Many measures, related to adult migrant education (such as access to vocational training, educational guidance at all levels, measures to address the educational situation of migrant groups, measures to support migrant parents and communities, state-supported information initiatives) are not accessible (see *Table 2*).

Identifying the Educational Needs of Adult Migrants

Such results could be explained by an imbalance of education measures for ethnic minority groups and 'new' immigrants. As Zygmantas (2011) states, despite increasing number of immigrants, which are considered to be a 'new' audience of adult education

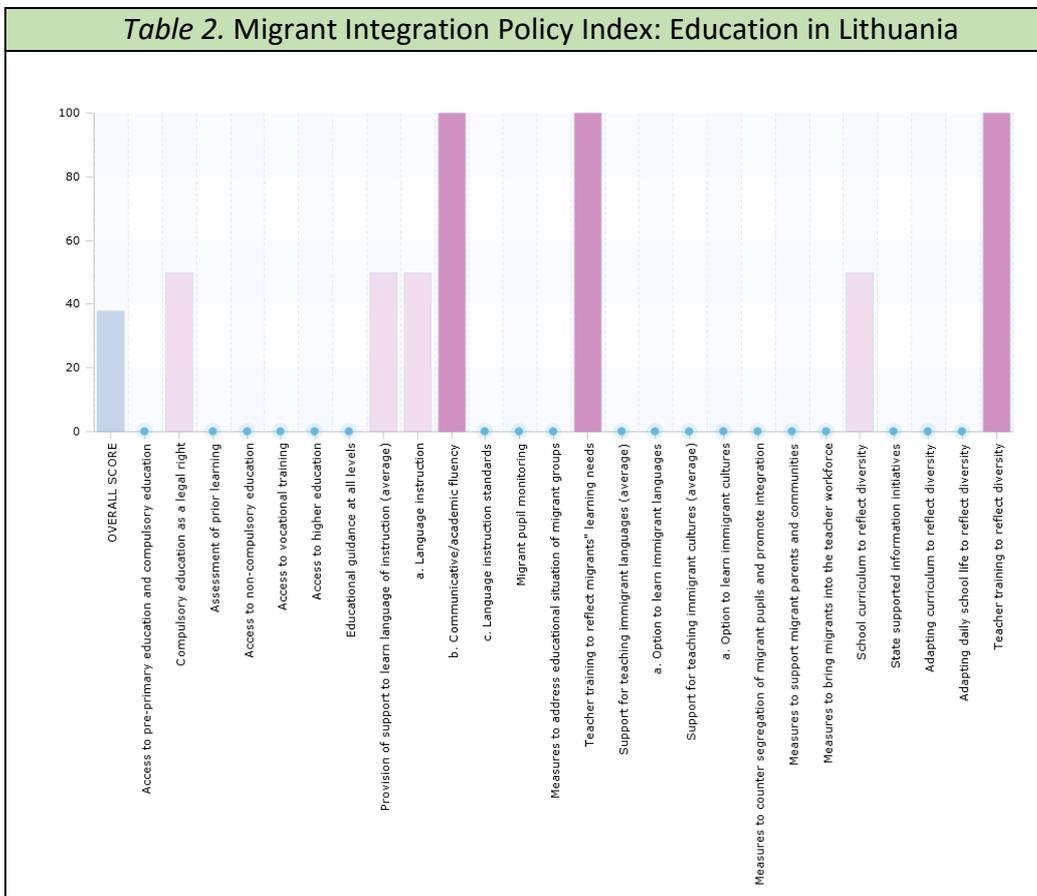
measures, language courses and teaching materials have been addressing the needs only of minority groups. Eventually, there is a lack of materials targeting adult migrants to develop reading, listening, speaking and pronunciation skills. As adult

migrants are also in need of training (especially, considering that learning the local language is a precondition for successful migrant integration), a new challenge is yet to be overcome as migrant adult education measures have to be designed and implemented by qualified practitioners.

An overview of national-level research revealed a broader spectrum of integration obstacles, related to migrant education. For example, research, which analysed the social and economic situation of refugees (DSTI 2003; FOLLOW 2005; SEKI 2006; LVI 2009, etc.) disclosed that the social context in which the refugees find themselves addressing

everyday challenges has a significant impact on their integration, where language obstacle limits employment opportunities of refugees and allows them to choose only unskilled, poorly paid jobs. Other studies on refugee integration (STI 2007; Žibas 2014) confirmed language as a key element of integration. It emphasised that language is related not only to employment, but also to accessing health care sector, housing and social assistance. Moreover, vocational training was indicated among the special needs of refugees.

Table 2. Migrant Integration Policy Index: Education in Lithuania



Source: www.mipex.eu

Unfortunately, there are other integration obstacles than indicated above. According to Žydžiūnaitė (2012), due to the absence of an accommodation policy and the restricted mobility in the country, refugees suffer poverty and insecurity. Due to the lack of political and public debates, the notion of a refugee is becoming political and it encourages hostility between refugees and the majority of the society. Due to the lack of consistency in the activities of non-governmental organisations, assistance to refugees is fragmented, unsystematic and short-term. Many more problems were disclosed by the other study, which evaluated the implementation of the EU asylum policies in Lithuania (Ethnicity Studies 2013²⁹): the limited and fragmented area of application; restrictions on the freedom of movement; and the issue of the material conditions of refugee reception and the provision of medical services. The data has revealed specific shortcomings in the national legal regulation and practices that need to be addressed in order to avoid conflict between

the EU asylum requirements and the national legal basis.

Moving towards other types of immigration to Lithuania, similar trends are identified. According to quantitative study (N=500) of immigrant attitudes (Ethnicity Studies 2009/2³⁰), 78.4 per cent of respondents indicated a lack of qualifications as a key obstacle for employment in Lithuania, while 70 per cent emphasised the lack of recognition of their qualifications, and 46 mentioned language competency. Among potential obstacles for effective employment, immigrants emphasised the lack of qualifications (61 per cent), the discrepancy of education /qualifications (59 per cent) and language (52 per cent). The above discussed obstacles could be illustrated by the kinds of social resources, which immigrants possess. For example, in the case of language training, recognition of qualifications and for further education/training, immigrants would ask for help from his/her employer or specialised institutions. However, such services (with an exception of recognition of qualifications) are provided by nongovernmental organisations

²⁹ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-20131/>

³⁰ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-20092/>

(not governmental institutions or employers). According to research results, educational institutions (15 per cent) were among those, which have been addressed quite rarely. Finally, 5,6 per cent of respondents indicated, that recognition of their qualifications is the most relevant issue, which has to be solved now; Lacking language competency was the key challenge for more than 25 per cent of respondents.

Research on the three biggest immigrant groups (LSTC 2012³¹) revealed the characteristics of social integration of Belarusians, Russians and Ukrainians arriving in Lithuania. According to the research findings, even students consider language as a key integration obstacle, which is also related to challenges of integration in the labour market. Such challenge was confirmed by immigrants, which are coming through the channel of family reunification.

Developing the research of migrant groups by countries of origin, the monograph "Chinese and Turkish Immigrants in Lithuania" has to be emphasised (Žibas 2014). The monograph explored the processes of Chinese and Turkish immigration to Lithuania, explaining political and economic circumstances leading to the rise of new diaspora communities and examining newly

formed migration networks in Lithuania. According to the research findings, the vast majority of the Chinese immigrants have graduated from higher education; while the educational qualifications of the Turkish respondents varied between secondary and higher levels (in particular cases, Turkish respondents indicated that education [both secondary and higher level] was incomplete). However, respondents indicated that despite language requirements (as an integration test for permanent residence and citizenship), governmental institutions are not providing language courses free of charges. Only nongovernmental organisations are providing such courses.

Other studies analyse immigration to Lithuania within the overall context of international migration. A study conducted in 2009 (Leončikas and Žibas 2009) analysed the characteristics of the implementation of the migration and immigration policy in the countries of the Söderköping Process (Belarus, Estonia, Hungary, Latvia, Lithuania, Moldova, Poland, Romania, Slovakia and Ukraine). The study provided an overview of the implementation of the migration policy, analysed the specific

³¹ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-2012/>

situation of the countries in the context of international migration, and revealed prevailing common migration trends related to the enlargement of the EU and the Schengen area and other processes that affected migration. Another study conducted in 2009 focused on the situation of Belarusians, Moldovans and Ukrainians in the labour markets of Hungary, Latvia, Lithuania, Poland and Slovakia (EK 2009). The study exposed both aspects of the implementation of the labour migration policy and the specific situation of immigrants in the labour market. The findings emphasised the need for labour immigrants related to the EU integration processes; the vulnerability of labour immigrants in the labour market was also highlighted. However, in the above mentioned studies, adult migrant education processes were not reflected. The rationale behind this is the fact, that there is no any migrant integration strategy in Lithuania. Consequently, issues related to adult migrant education are left outside the political agenda and, as the entire migrant integration infrastructure, education measures are fragmented and applied only in the framework of project-based activities.

A study conducted in 2010 (Kovalenko et al. 2010) focused on the problems of immigrants in the Baltic States (Estonia, Latvia and

Lithuania) and the characteristics of the implementation of the migration and migrant integration policies. The Lithuanian case study (Leončikas and Žibas 2010) provided an analysis of the immigration policy implemented in Lithuania and revealed the basic problem issues of migrant life in Lithuania. The limited implementation of integration policy measures, the negative attitudes of society, the lack of information about living and working conditions, limited participation of immigrants in trade unions and negative reflection of immigration in the media were emphasised. According to the study, education for children and adults (i.e. equalising courses) could be considered as integration measure. Since 2005, schools in Lithuania can organise classes for pupils from foreign countries that need to learn Lithuanian language in order to continue the educational process in the general system. However, the practice of providing foreign pupils with language courses is infrequent. The statistical information about third-country nationals, which reside in Lithuania with families and children are fragmented.

One more, but nonetheless important area in the immigration research is the research of public attitudes. Although there are quite a few studies on the attitudes towards various ethnic groups, the research of public opinion in respect of

immigrants started relatively recently. The surveys conducted by the Institute of Ethnic Studies of the Lithuanian Social Research Centre (2005–2014)³² reveal attitudes (and change thereof) on migrant groups living in Lithuania. Aspects of attitudes such as social distance, the demand for information about immigrants, integration obstacles, the dominant forms of interactions, public opinion about the implementation of immigration and integration policies, assessment of the social and legal status and the countries of origin of immigrants were analysed. According to public opinion polls, the vast majority (more than 80 per cent) of respondents think, that language is the key migrant integration obstacle. Consequently, 80 per cent of respondents agree that language courses, as an integration measure, should be applied for immigrants in Lithuania, while 81 per cent think that children education, and 62 per cent – qualification courses should be applied as integrative measures. Such data shows that society supports integration measures, related to migrant education in Lithuania.

However, while discussing the possibility of accessing migrant adult education in Lithuania,

Totoraitis (2005) states that opportunities for continuing education are not equally accessible to all social groups. Certain groups in society, such as immigrants, have limited opportunities to participate in society, while at the same time – being engaged in learning the native language (Totoraitis *et al.* 2005). ‘Migrant Integration Policy Index’ (MIPEX 2015) confirmed this trend.

The research results allow generalisations about the migrant integration challenges in Lithuania. First, the findings of qualitative and quantitative research on migrant groups reveal social differentiation between the migrants and the majority of the society and show that due to different integration factors (especially, due to language and the discrepancy of education/qualifications) integration processes do not take place equally among all migrant groups. Second, the analysis of immigration and migrant integration policy shows that integration measures, including education, are not applied with respect to immigrants living in Lithuania, which means that these individuals solve difficulties without support from the state. In such a dubious integration context (where the key integration measures,

³² For more information about the surveys see Beresnevičiūtė and Leončikas 2009; Ethnicity Studies 2009/2; Žibas 2010; Vildaitė and Žibas 2010; Pilinkaitė Sotirovič and Žibas 2011. Online database

available at <http://www.ces.lt/veikla-2/ziniasklaidos-stebesena/visuomenes-nuomones-apklausa/>

related to education, are language courses, qualification recognition and vocational training), education measures are applied in a fragmented, unsystematic way. Moreover, such measures are project-based and are not stable over time. Third, studies of public attitudes testify to the growing social divide between immigrants

and the host society and the prevailing negative hierarchy of attitudes towards different migrant groups. However, regardless of the more negative than positive societal attitudes towards immigration and immigrants, society is in favour of education measures, which would be applied for immigrants in Lithuania.

*The Lithuanian Adult Education System and Infrastructure**Definitions*

In the context of this study, target groups of migrant adult education are all immigrants with temporary and permanent residence permits, including refugees, while adult (migrant) education is a practice, where adults are engaged in a systematic learning process to gain or strengthen different forms of knowledge, skills, attitudes and values. Such a process can encompass a variety of learning/teaching forms, which go far beyond traditional schooling. Adult education includes formal, non-formal and informal learning in order to improve or gain general skills, encourage personal development and increase access to employment, acquire new or improved, existing competencies, and retraining to match the needs of the labour market. The general task of adult (migrant) education is to provide learning opportunities for all, and especially, to those who need such services the most – socially disadvantaged groups (low-skilled workers, the unemployed, adults, who have special needs, the elderly people, migrants, etc.). In the context of this study, socially disadvantaged groups are

considered the most vulnerable migrant groups: refugees, migrant workers, elderly migrants and migrant women.

As measures of adult migrant education are linked to a broader package of migrant integration policies, the definition of integration (the infra-structure for integration) has to be discussed. In this study (and considering the Lithuanian context of immigration/migrant integration policies), migrant integration is an inevitable result of immigration processes, with an impact on the *macro* (e.g., immigration and migrant integration policies), *meso* (e.g., migration networks) and *micro* (e.g., migratory behaviour) levels. If migrant integration on the *meso* level is linked to the development of an informal integration infrastructure through migration networks and NGO activities (which facilitate access to the labour market, housing, education, health and social service sectors), migrant integration on the macro level is linked to overcoming integration obstacles while using state or government resources. Migrant integration on the micro level is linked to individual experiences.

The informal infrastructure for integration is embedded in the migration network of different types

of immigrants and is linked to the concept of migrant integration. The informal infrastructure for integration provides a basis for the exchange of information and mutual assistance, enhancing migrant integration in the labour market, education and housing sectors, as well as stimulates informal networks with the majority society and other immigrants. When a migration network expands it allows for the expansion of the informal integration infrastructure and helps to ensure effective integration. If the informal integration infrastructure is linked to the NGO sector, then the migration networks (or networks between immigrants) and mutual assistance, and state resources are

linked to the development of integration policies and resources at national/governmental level. However, in Lithuania, the entire integration infrastructure is being developed on the non-governmental level as project-based activities, supported by the EU funds, already these organizations have managed to 'change' the development and implementation of migrant integration policies at the governmental level (for more see Infrastructure of Adult Migrant Education). In such a context, adult migrant education policy has to be analysed and discussed.

Adult Education System and Infrastructure

The system of education in Lithuania experienced reforms since Lithuania restored its independence. At the same time, vocational education and training (VET) were restructured to prepare society to be economically active within the new context. After Lithuania became a member of the EU, the development of adult education became a prioritised area of education policies in Lithuania.

The Lithuanian education system encompasses 1) general education (pre-school, pre-primary, primary, lower and upper secondary), 2) initial education and training (IVET) at lower, upper and post-secondary levels, 3)

continuing education and training (CVET) and higher education (college and university studies). VET system covers IVET, CVET and vocational guidance. VET programmes are designed for target groups of different ages and backgrounds. In IVET, learners have an opportunity to acquire a first vocational qualification and complete general lower or upper secondary education (Cedefop 2013).

According to the Law On Nonformal Adult Education,³³ nonformal adult education should be considered as education, training, continuous education and training as well as other activities broadening cultural and civic outlook to meet the needs of an individual and society. Target groups of such educations are adults, usually not younger than 18. Adult education in Lithuania encompasses formal, non-formal and informal learning to improve or gain skills, strengthen personal competences and foster access to employment, while

considering needs of the labour market. The main aim of adult education is to provide learning opportunities for all, with an emphasis on socially disadvantaged groups, such as low-skilled workers, unemployed, elderly people, immigrants, other. However, there are no any special policy measures for immigrants, with an exception of nongovernmental level, where different measures according to different methodologies are applied in practice (see Adult Migrant Education Policies).

BOX 8: Priority areas of adult education policies in Lithuania³⁴

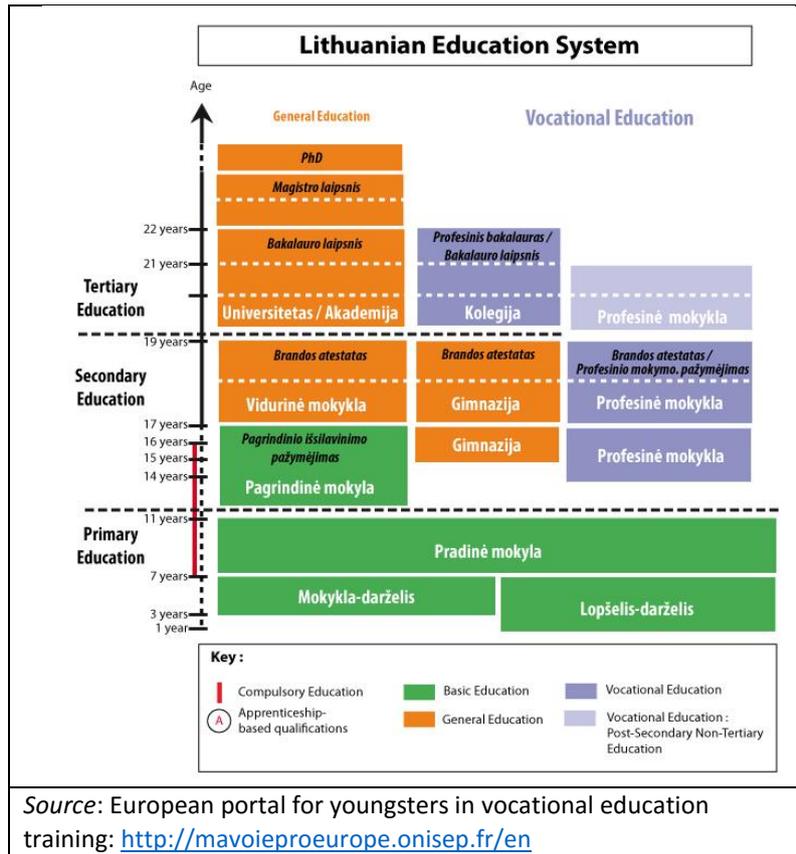
The main priority areas of adult education policies in Lithuania are linked to improvement of access, quality and efficiency of adult education; promotion of equal opportunities, social cohesion, active citizenship, participation in social and cultural learning for personal development, encouragement of creativity and innovation, and improvement of the learning environment.¹

According to the Constitution¹ of the Republic of Lithuania, education is compulsory until age 16. Compulsory education refers to the completion of lower secondary education and receiving a basic school certificate, after which learners can choose upper secondary general education or VET programmes. Those who fail to graduate from lower secondary education may enter VET programmes or youth schools (for a detailed scheme of the Lithuanian education system, see Graph 2

Graph 2. Lithuanian education system

³³ Republic of Lithuania. Law On Nonformal Adult Education (VIII-882). 30.06.1998. Last amendment on 10.07.2014. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=478674

³⁴ For detailed overview of adult education system and policies in Lithuania, see http://www.kpmc.lt/refernet/?page_id=325 / <http://www.infonet-ae.eu/country-overviews/lithuania>



Adult Migrant Education Policies

One key conclusion concerning adult migrant education from the analysis of immigration, migrant integration and adult education policies in Lithuania can be drawn. In the main political documents, adult migrant education issues are not reflected. It could be explained by the fact that only since 2014 Lithuania started implementing more comprehensive policies concerning migrant integration. Eventually, measures related to adult migrant education are still left behind political priorities, but, at the same time, such measures are already ‘on the spot’ of

nongovernmental organisations, acting in the area of immigration, diversity and human rights (see ‘Infrastructure of Adult Migrant Education System’). Such a situation shows, that on the one hand, there is no such process as adult migrant integration policies in Lithuania (however, there is, at least, a basic legal environment for such a process to take place). On the other hand, there is a strong background at the local level for an adult migrant education infrastructure to emerge as nongovernmental organisations are active in the field of migrant integration, including education.

Access to education and training

According to articles No. 2 and 24 of the Law on Education³⁵ each Lithuanian citizen and foreigner, who has the right of permanent or temporary residence in Lithuania, have the right to study, attain an education level and a qualification. In addition, the State takes measures so that each child in Lithuania studies according to primary, basic and secondary education curricula.³⁶ Moreover, the State guarantees each Lithuanian citizen and foreigner, who has the right of permanent or temporary residence in Lithuania, primary, basic and secondary education as well as an access to higher education study programmes or vocational training programmes that result in the acquisition of qualification.

Article No. 30 of the Law on Education guarantees education in the Lithuanian language and of the Lithuanian (state) language. The law grants the same conditions for

children of foreigners (with temporary and permanent residence permits) together with the possibility to learn in their mother tongue. Article No. 28 describes the concept of the network of education providers. The purpose of the network of education providers is to ensure accessibility of compulsory and universally available education, its variety, and the possibility of life-long learning to all Lithuanian citizens and foreigners having the right of permanent or temporary residence in the country.

According to the Law on Legal Status of Aliens³⁷ (Article No. 53), the permanent residence permit may be issued if the foreigner has passed an examination in the state language and an examination in the basic principles of the Constitution. The procedure for the examination in the state language and in the basic principles of the Constitution as well as the procedure for the issue of the relevant certificates is established by the Government. According to the Law on the Citizenship³⁸ (Article No.

³⁵ Republic of Lithuania. Law on Education (I-1489). 25.06.1991. Amended in 03.04.2007. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=1050203

³⁶ In the article No. 2 of the Law on Education, two definitions regarding migrant education are indicated: compulsory education and universally available education. Compulsory education – compulsory State-guaranteed education until the age of 16 of citizens of the Republic of Lithuania residing in the Republic of Lithuania and foreigners having the right of permanent or temporary residence in the Republic of Lithuania according to primary and basic education curricula. Universally

available education – education guaranteed by the State to all citizens of the Republic of Lithuania and foreigners having the right of permanent or temporary residence in the Republic of Lithuania.

³⁷ Law of Republic of Lithuania, *On the Legal Status of Aliens*, (IX-2206). 29.04.2004, Official Gazette, 2004, no. 73-2539, art. 107. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=356478

³⁸ Republic of Lithuania. Law on Citizenship (IX-1078). 17.09.2002. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=347706

12), foreigners that seek to obtain Lithuanian citizenship, have to pass an exam on the Lithuanian language. The Minister of education confirms the description of the exam. There are no other linguistic norms applied for third- country nationals willing to work or be engaged in other lawful activities in Lithuania.

Recognition of qualifications

Regarding qualification recognition, Lithuanian Centre for Quality Assessment in Higher Education³⁹ is responsible for recognizing qualifications concerning higher education (since 2003 – for secondary as well). In terms of recognizing the qualifications of foreigners, the Centre is engaged in two types of activities: for foreign students and graduates. In the context of the first type of activity, the Centre provides information about higher education institutions (HEI) in Lithuania and assesses foreign secondary education qualifications if the foreigner intends to enter an HEI in Lithuania. In the context of the second activity, the Centre assesses higher education (HE) qualifications if foreigner intends to study or work in Lithuania and provides them with the information about Lithuanian institutions that he or she can apply to in order to seek recognition of their qualification.

Lithuanian Migration Policy Guidelines and Action Plan for Implementation of the Policy for the Integration of Foreigners

Regarding immigration and migrant integration policies and links to adult migrant education, only a few pieces of legislation have to be mentioned: the Lithuanian Migration Policy Guidelines and the Action Plan for Implementation of the Policy for the Integration of Foreigners. However, the Lithuanian Migration Policy Guidelines emphasises only immigration schemes, rather than practical measures for migrant education. For example, chapter No. 19.6 states that in order to stimulate scientific research and innovation, a more comprehensive scheme has to be established to attract foreigners involved in research or experimental development and teaching at Lithuanian scientific and educational institutions. The immigration of students, teachers and scientists to Lithuania is considered an important process as it helps to meet the need for development of science.

Contrary to Lithuanian Migration Policy Guidelines, Action Plan for Implementation of the Policy for the Integration of Foreigners deals with adult migrant education more specifically as there are certain measures foreseen. For example, to

³⁹ For more, see: <http://www.skvc.lt/en/?id=0>

organise training, Lithuanian language courses and instruction on the foundations of the Constitution; provide social, psychological, legal, representational and other services/consultations, as well as education- and training-oriented measures to facilitate migrant employment.

Moreover, there is one specific task – to improve education measures for foreigners. With the relation to this task, two measures are foreseen. The first one provides more learning support for students who come from abroad (various education modules, considering students' individual learning needs and ensuring equal opportunities in the educational process). The second one, ensure the preparation of materials for exams to test knowledge of the state language and the foundations of the Constitution, as well as the organisation and implementation of these exams.⁴⁰

Regarding qualifications, there is a specific measure to improve legislation governing recognition of professional qualifications of foreigners. In addition, there are more measures, which are related to adult migrant education indirectly. For example, to organise training for education and health care providers designed to improve intercultural skills, reduce stereotypes and form

values of respect for diversity and equality.

Infrastructure of Adult Migrant Education

While considering the infrastructure of adult migrant education in Lithuania, the specific context has to be emphasised. On the one hand, it is very much linked to project-based activities, where education measures are applied unsystematically. On the other hand, nongovernmental activities are key instruments for building migrant integration infrastructure, including adult migrant education.

Project-based activities

The *Lithuanian Red Cross Society* has different projects covering refugees and other immigrants. For example, consultancy centres for immigrants are dealing with migrant integration obstacles and providing different services: Lithuanian language courses, social and legal consultations, courses of Lithuanian Constitution and society. In addition, it provides psychological consultations and different training activities to strengthen social resources of immigrants for more effective integration in the labour market and social networks with

⁴⁰ Indicators: the number of education modules, taking students' individual learning needs into account; the number of exams organised to test

knowledge of the state language and the foundations of the Constitution of the Republic of Lithuania.

state institutions and the society. The Red Cross is not directly linked to adult migrant education. However, such activities facilitate access to public and private services and increase adaptability to the labour market.⁴¹

Caritas Lithuania provides support for immigrants through offering courses on Lithuanian language, history and culture (including literature, documentary, cinema, music, theatre and visual art courses). The main task of *Caritas* is to organise targeted seminars, lectures, intensive courses and other events to strengthen social resources, competencies and other abilities of immigrants as it fosters social, economic, cultural and political integration.⁴²

International Organization for Migration Vilnius implements different activities, related to migrant integration. For example, projects with an aim to build the intercultural capacities of the specialists working with immigrants. Particularly, with families where at

least one parent is an immigrant. However, such activities are linked to more general measures of strengthening infrastructure of migrant integration⁴³, rather than to adult migrant education.⁴⁴

Centre PLUS provides Lithuanian language courses for Russian and English speakers. There is a possibility to join three different groups: beginners, intermediates and advanced, where all groups are obliged to attend courses. In addition, the Centre provides services of social worker, legal consultations, civic and health education courses, art therapy and driving courses. The Centre emphasises economic aspects of integration. It also provides courses related to integration into the labour market and entrepreneurship.⁴⁵

Soros International House in Vilnius (SIH) could be considered an organisation with activities directly linked to adult migrant education through language training. For example, project INTEGRA (the LLP Gruntvig Multilateral Project⁴⁶)

⁴¹ For more see <http://redcross.lt/en/activity/support-for-migrants/> / <http://redcross.lt/en/activity/refugees-asylum-seekers>

⁴² For more see <http://www.vilnius.caritas.lt/caritas-padaliniai/uzsienieciu-integracijos-programa/projektai.html>

⁴³ Training programme on how to work with third-country nationals and mixed families undergoing crises or divorces; building capacities of the specialists working with third-country nationals and mixed families undergoing crises or divorces; guidebook on consultations for mixed families and children from immigrant families.

⁴⁴ For more see <http://iom.lt/en/what-we-do-/intercultural-competences>

⁴⁵ For more see <http://centreplus.org/>

⁴⁶ The project was implemented in 2010-2012 by the consortium consisting of partner institutions from Lithuania, Greece, Germany, Spain, Turkey, Ireland, Netherlands, Romania, UK, Poland and Belarus. INTEGRA's main output – an internet platform designed to meet the needs of the migrant communities in Europe. It integrates useful learning and training materials, financial information, good practice examples, contacts, networks, links and data in partner countries' languages for migrants and the wider audience. For more see http://sih.lt/integra_en

aimed to create a Europe-wide network of institutions to improve migrant integration by providing migrants with opportunities to gain language skills on financial issues. The project 'NORDPLUS' was aimed at empowering migrant women without prior education experience by forming a Nordic network of adult education and nongovernmental organisations. These organizations worked on topics related to migrant integration and gender equality. They had social welfare offices and public employment centres for providing experience and knowledge to elaborate a strategy for assistance of migrant women in vocation/professional education system.⁴⁷ The project 'TAKE CARE: Healthcare Guide for Migrants' aimed to help immigrants to improve knowledge about health issues and language, make health-care more accessible.⁴⁸ SIH also participated in the Network for Social and Market Inclusion through Language Education (SMILE)⁴⁹, which aimed at teaching languages in various educational, social and economic sectors.

Other projects of Soros International House Vilnius were related to integration of third-country nationals. Project 'FEEL IT' aimed at enhancing intercultural dialogue, contributing to raising

awareness and combating negative attitudes towards immigration.⁵⁰ The project 'Language opens any doors: Third-Country Nationals' integration into Lithuanian society' facilitated integration of third-country nationals by teaching them Lithuanian language skills in accordance with the Common European Framework of Reference for Languages. The project gave instruments to immigrants to acquire knowledge about Lithuanian society, history, legal basis, health care, education and social security systems. In addition, the Project implemented flexible language study programmes of various comprehension levels, taking into consideration the skills and educational background of immigrants.⁵¹ The project 'Lithuanian language training and civic orientation courses for third-country nationals using real life situation simulation techniques' continued language courses with an aim to teach third-country nationals Lithuanian language and ensure practise at the A1 level.⁵²

Vilnius Business College took part in the consortium of the project 'ADUQUA – Quality assurance in integration training for adult migrants' with the focus on implementation of the European framework for developing and

⁴⁷ For more see http://sih.lt/women_support

⁴⁸ For more see http://sih.lt/take_care_EN

⁴⁹ For more see <http://www.smile-network.eu/>

⁵⁰ For more see <http://sih.lt/feelit2012>

⁵¹ For more see http://sih.lt/en/tsp_2

⁵² For more see <http://sih.lt/en/tspi>

promoting the quality and common standards for adult migrant education.⁵³ The *Women's issues information centre* implemented the project 'FORWARD' with an aim to design and implement an innovative competence-based portfolio and pedagogical tools for the identification, recognition, validation and development of the competencies of migrant women.⁵⁴ *Board of National Association of Folk High Schools in Lithuania* was part of the consortium, implementing the project 'MIGRANT. Meeting learning needs of A8 migrants using ICTs' with an aim to support migrant integration, targeting those with lower levels of education and skills. The project has developed new methods for adult education providers, assisting migrants to integrate the competencies and educational experiences acquired in their countries of origin into the workplace.⁵⁵

The *College of Social Sciences* implemented the project 'L-PACK 2: Citizenship Language Pack For Migrants in Europe – Extended', which produced an online A2 level course of colloquial Italian, Spanish, German, Lithuanian, Greek and Czech as second languages for adult migrants.⁵⁶

Only one governmental institution provides integration services for immigrants, particularly – refugees. *Refugee Reception Centre*⁵⁷ provides social assistance, health care and legal consultations, Lithuanian language courses, courses about Lithuanian society, courses for IT literacy, courses on labour rights and entrepreneurship. The Centre implements evaluation of personal skills to find suitable work, provides vocational training, assists in searching for work together with the Lithuanian Labour Exchange, and the local Labour Market Training and Consulting Authority.⁵⁸ In the framework of different projects, the Centre implements planning of the vocational career of refugees and research on employers' attitudes towards participation of refugees in the labour market. The Centre created a module for the training of social skills and motivation of foreigners to take part in different training courses.

The overview⁵⁹ of project-based activities shows that different nongovernmental organisations and governmental institutions provide a variety of education-related integration measures. The biggest attention is given to language courses, followed by vocational

⁵³ For more see <http://www.aduqua.eu/index.php>

⁵⁴ For more see <http://forwardproject.eu/project-the/>

⁵⁵ For more see <http://www.piap.pl/en/Scientific-activities/International-Research-Project/Projects-completed/MIGRANT>

⁵⁶ For more see http://www.l-pack.eu/?page_id=16

⁵⁷ For more see <http://www.rppc.lt>

⁵⁸ For more see <http://www.rppc.lt/files/323/bukletas.pdf>

⁵⁹ Only key and recent projects have been overviewed.

training and entrepreneurship, legal and social consultations. However, such measures are provided without any framework of adult migrant education programmes and methodologies (as there are no any specific programmes or methods for migrant adult education in Lithuania). Moreover, such activities are fragmented and not stable over time. Since the 1st of July 2015, nongovernmental organisations closed integration centres and stopped providing integration measures as new Guidelines of Asylum, Migration and Integration Fund (AMIF) have not yet been adopted. These centres are expected to begin operations in 2016.

On the one hand, measures, related to the training of immigrants, are very crucial as certain elements in designing and implementing VET initiatives can reduce social exclusion. On the other hand, when different target groups are not mainstreamed through the main VET systems, but kept in separate vocational schemes, there are likely to be poor outcomes in terms of addressing social inclusion as separate vocational schemes may

tend to reinforce rather than reduce social exclusion.⁶⁰ VET schemes have to be applied not only to integrate the socially excluded into society, but also to include them in the governance of VET policies, which are targeted towards them (Cedefop 2009). From an overview of the infrastructure of adult migrant education in Lithuania, it seems that different methodologies for migrant education are related to separate training schemes, without any mainstreaming of particular education measures through the main VET systems.

Adult Migrant Education Programmes and Methods

As was already mentioned, there are no specific programmes or methods for migrant adult education in Lithuania. It is possible to find different project-related productions, which could be considered as guidelines to provide Lithuanian language or other courses for immigrants. For example, recommendations for high-quality integration training,⁶¹ learning and training materials (including e-learning of the Lithuanian language) of the Project

⁶⁰ Immigrants coming from third countries have the lowest level of educational attainment. Lack of skills among immigrant populations is a prime reason for their disadvantaged position, hampering social inclusion. Vocational education and training has a key role to play in addressing these problems,

especially through social inclusion programmes (Cedefop 2009).

⁶¹ For more see http://www.aduqua.eu/images/survey/grid_guide.pdf

'INTEGRA';⁶² portfolio and pedagogical tools to identify, recognise, validate and improve the competencies acquired by migrant women in formal, non-formal and informal learning contexts;⁶³ a collection of best practices of training methodologies and learning techniques for adult education;⁶⁴ production of a SIRIUS network;⁶⁵ a model for adult education providers to attract, engage and deliver initial adult education programmes to migrants;^{66a} a citizenship language pack for migrants in Europe;⁶⁷ a training programme and methodological tool for migrant women in Lithuania;⁶⁸ etc. There are more guidelines, toolkits, collections of good practices and methodologies, which were not overviewed in this chapter. However, such a project-based production is not approved by the state and does not have legal power.

Different organisations are applying different methodologies and techniques, or providing different courses and training without relying on a unified methodological framework.

Such a trend could be explained by prevailing on the so-called 'traditional approach' towards adult migrant education. As Zygmantas (2011) indicates, in Lithuania, adult learners are lacking cognitive abilities. For example, they are not remembering or understanding, having a different learning style or pace, being too old or not being good language learners. Moreover, the nature of adult migrants, their orientation to learning, their needs and abilities are not reflected as instruction seems to follow a traditional approach to language teaching, where great emphasis to grammar and vocabulary is given, with little focus on developing communicative competence. Eventually, it may be argued that adult migrant non-participation in the Lithuanian society is a consequence of the lack of supplementary teaching materials, pedagogical actions based on traditional methods and old course books designed to address the needs of different target groups.

⁶² For more see <http://www.integra-project.eu/>

⁶³ For more see <http://forwardproject.eu/products/>

⁶⁴ For more see http://www.sdcentras.lt/pr_cremole/Cremole_best_practices.pdf

⁶⁵ European Policy Network on the education of children and young people with a migrant background. For more see <http://www.sirius-migrationeducation.org/policy-outreach/>

⁶⁶ Project 'MIGRANT: Meeting learning needs of A8 migrants using ICTs'. For more see <http://migrantict.ning.com/>

⁶⁷ Project 'L-PACK 2: Citizenship Language Pack For Migrants in Europe – Extended'. For more see http://www.l-pack.eu/?page_id=402

⁶⁸ For more see <http://playbackteatras.lt/?p=1040>

CHAPTER 3: DEVELOPMENT AN EFFECTIVE ADULT MIGRANT EDUCATION STRATEGY

Challenges and Opportunities in the Adult Migrant Education

As there is no migrant integration strategy in Lithuania, issues related to adult migrant education are left outside the political agenda. As an entire migrant integration infrastructure, education measures are fragmented and applied only in the framework of project-based activities. In order to make such activities more structured and better organised, there is a need to ensure the continuity of different funding schemes on the one hand, and prioritise adult migrant education measures in the field of activities of nongovernmental sector on the other hand. Though, such measures are already 'on the spot' of nongovernmental organisations, acting in an area of immigration, diversity and human rights, there is a lack of overall coordination to achieve effective social inclusion, especially of such vulnerable migrant groups as refugees and migrant women. However, without a long-term vision towards integration policies, such objectives might not achieve expected outcomes.

Policy analysis leads to identification of future challenges, which are related to the political will and long-term strategy of migrant

integration policies. Eventually, the development and implementation of the strategy of migrant integration policy (along with the action plan, political will, coordinating institution, mobilisation of nongovernmental sector and the EU funding) is the most important challenge, which has to be addressed in the future. In such a strategy, adult migrant education has to be considered as a key priority.

Adult migrant education measures have to be specified and included not only in the long-term migrant integration strategy and Action Plan for Implementation of the Policy for the Integration of Foreigners, but also in vocational education and training schemes. Such inclusion would allow mainstreaming adult migrant integration measures through state policies and reduce social exclusion. Such schemes should be applied not only to integrate immigrants into society, but also include them in the governance of integration and education policies, which are targeted towards them. Moreover, adult migrant education measures have to be developed and implemented in the framework of

particular adult education concepts and methodologies. Such a

framework would ensure efficiency and provide a long-term vision.

Planning and Evaluating Adult Migrant Education Policies: Indicators of Development, Implementation and Evaluation

Planning and Evaluating Adult Migrant Education Policies
<i>Research, evaluation and identification of adult migrant needs</i>
How needs, related to education of different migrant groups, should be analysed and what kind of methodologies have to be applied?
What kind of statistics has to be collected in order to measure efficiency of adult migrant integration policies and measures?
How specific competencies (for example, multilingualism) of different adult migrant groups should be identified and reflected in education methodologies and training techniques?
How specific cultural aspects (for example, attitudes towards learning languages or strengthening other social and/or economic competences) of different adult migrant groups should be identified and reflected in education methodologies and training techniques?
How psychological aspects (for example, vulnerability, sensitivity, psychological instability, other) of different adult migrant groups (especially, refugees, elderly immigrants and migrant women) should be identified and reflected in education methodologies and training techniques?
How to identify previous experiences of language learning and vocational training of different adult migrant groups. How to use such experience in adult migrant education methodologies and training techniques?
How to establish the link between specific objectives (for example, integration in the labour market, specific knowledge of languages, related to specific profession or economic sector) of different adult migrant groups and (potential) outcomes of adult migrant education methodologies and training techniques?
How to identify stages, at which language courses and vocational training is the most effective? For example, at the stage of refugee reception or at the stage of integration?
Do specific linguistic competencies enhance different adult migrant groups accessing different services and sectors (for example, health care, education, housing, employment, social assistance, other)?
Planning and Evaluating Adult Migrant Education Policies
<i>Adult migrant language courses and vocational training</i>
Adult migrant motivation to learn language and strengthen social/economic recourses/competencies. Motivation VS social and demographic characteristics (such as age, gender, level of education, other.);

Regular attendance of language courses and vocational training without early dropout. Attendance VS achievements (for example, successful completion of exams);
Measures to stimulate adult migrant motivation to learn languages and strengthen social/economic recourses/competences. Individual VS collective approach;
Possible and achievable objectives of language courses and vocational training of highly educated, low educated and illiterate adult migrants. Individual VS collective approach;
The possibility to develop and implement informal and formal learning in joint programmes;
Development and implementation of specific language courses to enhance an access to health care, education, housing, employment, social assistance, other.
Inclusion of intercultural learning into language courses and vocational training. Identification of the best ways to do that;
To use existing social networks of different migrant groups (communities) supporting language learning within the community.
To identify and evaluate different approaches, prioritising different courses and trainings. For example, language or integration in the labour market as first integration measure.
Planning and Evaluating Adult Migrant Education Policies
<i>Teaching methods and techniques</i>
Did researches or experts indicate the most effective teaching methods, techniques and materials to teach adult migrants language?
Did researches or experts indicate the most effective vocational training methods, techniques and materials to teach adult migrants?
Did researches or experts indicate how long does it take different adult migrant groups to learn the language and gain/strengthen social and economic competences?
Did researches or experts indicate which methodologies are more efficient? Regular courses/trainings VS e learning (or combination).
Did researches or experts indicate informal environments (for example, work place, household, other), where adult migrants can learn or practice language?
Did researches or experts indicate the need of specific training (for example, multicultural competences) for teachers, engaged in adult migrant education?
Planning and Evaluating Adult Migrant Education Policies
<i>Testing/examining</i>
Are there any benchmarking on the impact of tests/exams and real results of adult migrant education measures?
Did researches or experts indicate different side effects of tests/exams? For example, what kind of tests/exams is more efficient? Formal VS informal evaluation.
Did researches or experts indicate alternative ways of organising tests/exams?
Did researches or experts indicate the link between the type of migration (for example, asylum, family reunion, labour, other) and outcomes of adult migrant education?

Did researchers or experts indicate whether tests/exams are considered real instruments of measurement of certain competencies or just a restriction accessing residence permits or citizenship?
Did researchers or experts indicate, if there is a necessity to organise exams for all adult migrant groups, including the most vulnerable ones, such as refugees or elderly immigrants?
Did researchers or experts indicate which categories of immigrants are the most successful and unsuccessful in passing tests/exams? Is there any link between type of immigration, approach towards learning and (un)successful completion of tests/exams?
Are there any possibilities to organise e-tests? Did researches or experts indicate that such tests would be more effective (or not) than regular examination?

Access to Quality Education

Four different indicators can measure access to quality education: partnership and engagement; human capital and technological resources; practices of evaluation and assessment; facilitation of the transition from education to the labour market.

Access to quality education in the context of partnership and engagement in Lithuania could be discussed and analysed within the framework of project-based activities, which provide a background for the emergence of an adult migrant education infrastructure. In such cases, different partnerships could be emphasised, such as ‘The Strategic

Document for Integration of Third-Country Nationals’ where, in the development of migrant integration strategy, six different partners were involved.⁶⁹ In addition, almost all projects related to adult migrant language training were implemented in broader partnership going far beyond the national level.⁷⁰ However, such partnerships emphasise the development of one specific sector for cooperation (in this case – the nongovernmental sector). At the same time, the development of intersectional cooperation (between different non-governmental organisations, governmental-education institutions and the private sector) is still left

⁶⁹ For more see <http://ces.lt/en/projects/current-projects/the-strategic-document-for-integration-of-third-country-nationals/>

⁷⁰ Above discussed international partnerships of Soros International House in Vilnius, Vilnius Business

College, Women’s issues information, Board of National Association of Folk High Schools in Lithuania, etc.

outside the prioritised area of adult migrant education policies and vocational education and training systems.

While discussing access to quality education in the context of human capital and technological resources, the current migrant integration infrastructure has to be emphasised. On the one hand, it creates a decent background (or potential) to develop adult migrant education measures at the local level as there are enough organisations with experienced personnel, working in the area of migrant integration. On the other hand, there is not any conceptual framework within which adult migrant education measures would be integrated. At the same time, there is a lack of training for local practitioners regarding how different training techniques could be applied to immigrants from different social, educational and religious backgrounds and with limited capabilities or competencies.

Regarding access to quality education and practices of evaluation and assessment, the lack of officially established indicators and assessment mechanisms has to be emphasised. It is not clear what percentage of adult migrants are passing exams/test after finishing language courses or courses on the

Constitution. In addition, it is not clear how many (what percentage) adult migrants, after finishing vocational training or other courses, find work. Moreover, there are no indicators to monitor the situation in the labour market. For example, what are the working conditions; how long are adult migrants able to stay in one workplace. On the other hand, despite the lack of assessment of integration measures (applied at the local level), there are attempts to monitor and assess integration policies, including migrant education (however, without an emphasis on the educational attainments of adult people).⁷¹ In general, there are many reports/assessments on adult education policies and vocational education and training systems. However, such reports are not emphasising the educational challenges of adult migrants in Lithuania.

Access to quality education in the context of facilitation of the transition from education to the labour market is the most important element of adult migrant education policies as it provides a direct link from education measures, applied to adult migrants, to successful integration in the labour market. Different nongovernmental organisations are organising

⁷¹ 'Third-Country Nationals in Lithuania: Assessment and Indexes of Integration Policy' on the basis of an annual programme (2007) of The European Fund for the Integration of Third-country Nationals. Available

at <http://www.ces.lt/2009/02/lietuvoje-gyvenanciu-treciuju-saliu-pilieciu-integracijos-politikos-vertinimo-principai-ir-rodikliai/>

qualification courses in accordance with the needs of the Lithuanian labour market. However, there are no indications of how many adult migrants⁷² are successful in occupying those sectors (professions) with significant labour shortages. Moreover, it is not clear how many and for how long successful adult migrants are able to maintain their position in such workplaces. In order to possess such data, there is a need to develop and implement decent monitoring tools.

⁷² With an exception of migrant workers.

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