



Lithuania

“Feeding in” and “Feeding out”, and Integrating Immigrants and Ethnic Minorities

A Study of National Policies

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Summary

During the reported period (I-III Q 2006) some significant changes concerning social inclusion policy have occurred. New Government came into power, the Laws on Support of the Unemployed, of Social Services and on Cumulating of Occupational Pensions were issued.

Stakeholders' involvement in NRP implementation is purely discussed. The document and consequently the implementation of NRP are missing the clear and transparent procedures of the selecting or delegating of the stakeholders' representatives to the ad hoc groups and the local-regional partnerships. The function of local-regional partnerships is not defined. Only interests of business, science and politicians stakeholders are represented in the model of the process of NRP implementation. The concept of social partnership or social partner is used without a specific identification and differs from the concept of social partnership defined in Labour Code of Lithuania. The concept of social partnership of NRP does not include the representatives of employees.

Since the realization of the overarching objective in the NRP encompasses mutual strengthening of economic, employment and social policies the description of interacting policies is as follows. General observation concerning this issue is as follows, despite the fact that such policy measures with triple effect exist, in most cases this triple effect is linked not with the results of targeted policy actions but with the way of interpretation. It means that social inclusion policy in majority of cases as a policy was elaborated is one-dimensional mode and as such lacks systematic approach.

The whole European story of NAP/inclusion and OMC demonstrates the tension between social integrationist and redistributionist discourses and attempts to transcend social integrationist discourse. Unfortunately in Lithuania social inclusion policy is increasingly associated with the social integrationist approach. If to compare the NRSSPSI with the NAP/inclusion 2004-2006 it is obvious that marginal vulnerable groups that face most difficulties to integrate into the labour market (Roma minority, victims of human traffic, drug-addicts, etc.) as well as the informal work that were targeted in the NAP/inclusion 2004-2006 simply disappear from the NRSSPSI. The Lithuanian NRP is pushing this trend ahead. On the other hand the NRP deserves the compliments since it highlights the active labour market policy and promotes more its measures.

The second part of the report addresses issues of integration of immigrants and ethnic minorities. The latter are covered while considering the present situation, measures and policy tools addressing immigrants and ethnic minorities in the fields of employment, education and training activities, housing and social services. Also, issues on target groups, information, communication and culture, as well as challenges of current emigration are discussed.

Currently, several national programmes targeting ethnic minorities, Roma and foreigners granted asylum are implemented in Lithuania by different governmental bodies. However, the specific measures seem to be at least insufficient in improving situation of the groups targeted: even if relevant, they are somewhat isolated, dispersed or disconnected, based on one-dimensional approach and seem to lack systematic perspective.

Situation of ethnic minorities (including Roma, immigrants) in the labour market has not received relevant national attention in terms of specific needs and measures. Most of the initiatives related to the improvement of the situation of ethnic minorities and immigrants in the labour market are funded by the European Social Fund, including EQUAL initiative. No specific measures aiming at equalising the educational attainments among immigrant or ethnic minorities' communities have been recently

addressed. Some project based activities aim at improving certain skills of disadvantaged groups (mostly related to the state language improvement, occupational skills, etc.).

No data about the specific situation concerning access to social service (including health services) of immigrants and ethnic minorities is available in Lithuania. Neither data on the state of health among different ethnic groups is available. As regarding many other fields, Roma living in a segregated settlement of Kirtimai are the most disadvantaged groups in housing issues.

The participation of ethnic minorities, including Roma and immigrants, in the formulation of integration policies and representation of their interests on different levels is a challenge for the inclusive process.

The mainstream media is characterised by the increasing amount and intensifying content of negative information towards the ethnic minority groups, especially Roma and Muslim communities. These images find relevant representation in the public opinion.

In general, the recent trends of large scale emigration contribute to the steady decrease of unemployment and lack of the labour force. Also, this brings to surface the issues of the labour force import from the third countries, however, the broader spectrum of social integration is not considered at the moment.

I. Recent Developments Relevant to Social Inclusion Policy

1. Societal Changes

Employment and Unemployment

According to the Labour Force Survey data labour force has been constantly decreasing in line with a fast drop of total population and fall of the number of unemployed. In I Q 2006 persons aged 15 and older, i.e. labour force amounted to 1586 thousand or by 24.8 thousand less (1.5 per cent) than in I Q 2005. Against I Q 2002 labour force I Q 2006 dropped by 50 thousand or 3 per cent. Though absolute numbers of labour force have been decreasing fast, activity rate of the population aged 15-64 has been falling slightly. In I Q 2006 population of the said age made up 67.3 per cent, while in previous year – 68.5 per cent, in I Q 2002 – 69.4 per cent. Over four years activity rate of the population decreased by 2.1 percentage points.

Recent economic growth of Lithuania stipulated favourable conditions for employment. In I Q 2006 the number of employed accounted for 1 million 484 thousand of the population aged 15 and older or by 38.6 thousand more than in previous year and by 129 thousand more than in I Q 2002. In I Q 2006 women made up 49.5 per cent of the total employed number, while four years ago – 50.4 per cent. Employment rate of the population increases in line with the rising number of the employed. Over a year employment rate of the population aged 15-64 rose by 1.6 percentage points or from 61.4 per cent in I Q 2005 to 63 per cent in I Q 2006. Lithuania has almost accomplished the following targets of Lisbon strategy for 2010. Employment rate for the women in I Q 2006 has reached 60.4 per cent (target of 2010 – 61 per cent). Employment rate for the population aged 55-64 in I Q 2006 has reached 49.8 per cent (target of 2010 – 50 per cent) (Annex – Table 1).

Further upturn of economy stipulates creation of new jobs, and the on-going emigration of the population (look below) adds to the decreasing number of the unemployed. In I Q 2006 the unemployed made up 101.7 thousand, and their number over a year decreased by 63.4 thousand or more than by one third – 38.4 per cent. It was the least number of the unemployed over the entire surveyed period of labour force. In four latter years the number of unemployed decreases more than twice. Decreases number of unemployed among younger population aged 15–24. In I Q 2006 the number of this group decreases to 14.6 thousand (14.4 per cent of the unemployed); in I Q 2005 their number was 26 thousands (15.7 per cent of the unemployed). In I Q 2002 the number of younger unemployed was 47 thousands (17 per cent of the unemployed).

Together decreases the rate of unemployment. In II Q 2006 it was 5.6 per cent (in I Q – 6.4 per cent). The unemployment rate among women in I Q 2006 was 5.5, among men – 7.3 per cent. Unemployment rate among younger population aged 15–24 decreases to 10.8 per cent (I Q 2005 it was 20 per cent). In I Q 2002 unemployment rate among these groups was threefold.

Jointly decrease the number of long-term unemployed who are searching for the job more than one year. I Q 2006 the number of long-term unemployed was 49.5 (48.7 per cent of the unemployed). The number of unemployed in I Q 2005 was 95.3 per cent (57.7 per cent of the unemployed). In I Q 2006 the biggest part of long-term unemployed comprise the unemployed aged 25–54 (38 thousands) and they amount to 51.6 per cent of unemployed of this age group. Considerable amount of long-term unemployed are among the senior population of urban areas. The statisticians claim that senior population faced problems to meet new societal changes (Statistikos departamentas, 2006).

But these general trends of employment/unemployment processes hide the problems of vulnerable groups which according to the data presented in the report are not captured by this development broadly advertised by different informational channels. It seems that social exclusion needs more sophisticated approach both from the statistical analysis and the measures for social inclusion.

Migration

Several researches and studies have revealed that most cases the emigrants are employed, however, unable to earn a relevant salary, but also trying to escape improper living or working conditions (e.g. housing, qualification, human resource management) and to start “a new life”. Therefore phenomenon of emigration as complex indicator could be treated as a synthetic indicator of social exclusion and inclusion processes.

In general, the recent trends of large scale emigration contribute both to the steady decrease of unemployment and lack of the labour force. Representatives of various industrial sectors express their interests to import labour force from the neighbouring Belarus or Ukraine and to make the issue of work permits easier. The numbers of work permits issued to foreigners, mainly from the CIS countries, is increasing each year (e.g. in 2002, 477 work permits were issues, in 2005 – 1389). The issue of immigrant labour force is not merely related to the formal labour market, but also to a wide spectrum of social inclusions (social integration) that are not considered at the moment.

1990-2006 404 thousands of Lithuanians have emigrated. In 2006 Department of Statistics has accomplished the research which helps to evaluate the level of unofficial emigration. The research results indicate that from 2001 to 2005 70 thousands of Lithuanians have emigrated unofficially (Annex – Table 2), it means that together with those who have declared their emigration 126 thousands of Lithuanians during the past four years have left the country. The Department of Statistics forecasts that

the intensive emigration that started following Lithuania's accession to the EU (approximately 15 000 people per year) should continue until 2010, and until 2030 the number of emigrants, although lower, will be higher than the number of those who come. The destination countries of Lithuanian emigrants are the United Kingdom (32.5 per cent), Ireland (24.6 per cent), Germany (12.2 per cent) and United States (7 per cents) (Annex – Figure 1).

According to preliminary data of Eurostat in 2005 only five member states have a negative saldo of migration. Among them Lithuania with the migration saldo per thousand -2.6 is a leader. In the Netherlands migration saldo is -1.2 ; in Latvia -0.5 ; in Poland -0.3 . In majority of the states of EU migration is the main source of the increase of population, i.e. in Cyprus migration saldo is 27.2 ; in Spain $+15.0$; in Ireland $+11.4$.

The level of education of emigrants are higher than Lithuanian population in general (Annex – Table 3). 63.8 percents of unofficial emigrants have secondary education (47.6 of Lithuanians), 20.9 percents have diploma of tertiary education (19.8 of Lithuanians). Usually those who are emigrating are not unemployed. Qualitative analysis of push and pull factors of emigration prove that in forefront of the list of reasons of the emigration emigrants together with the financial or economic issues place the lack of the possibilities of the self-realization, exclusive norms of the society, etc. Emigrants are claiming that the system of human resources development in Lithuania is lacking elements of motivation and in-service training; emigrants maintain that employees are inclined to depreciate the employers. The majority of emigrants are young people from 20 to 45 years old (Annex – Figure 3).

In general, the recent trends of large scale emigration contribute both to the steady decrease of unemployment and lack of the labour force. Representatives of various industrial sectors express their interests to import labour force from the neighbouring countries such as the Russian Federation, Belarus or Ukraine and to make the issue of work permits for foreigners easier, as the numbers of work permits issued to foreigners is increasing. The issue of immigrant labour force is not merely related to the formal labour market, but also to a wide spectrum of social inclusions (social integration) are not considered at the moment.

Education

Education of the population aged 15 and older is high enough. In I Q 2006 as many as 900 thousand or one third of the population of the said age had secondary education with a profession or without it, or acquired profession after graduation of the general school, 563 thousand (19.8 per cent) had higher or professional college education attained, and 544 thousand persons of the said age (19.1 per cent) had secondary vocational education or any other education attained after secondary school.

The role of education system in the reproduction of social poverty and social exclusion is one of the axioms of the social sciences. It means that without special educational policy system of education is embedding existing social inequality. The draftsmen of educational reform at least in its initial stages do not consider seriously this reproductive potential of the system of education. The list of priorities of those times or sometimes ignorance assisted in emerging of rather sophisticated educational institutions' networks (gymnasium classes and gymnasiums versus ordinary classes and schools or youth schools for "less motivated" youth; privileged lyceums versus first grades of vocational training institutions; etc.) that facilitated the reproduction of social capital and consequently the unequal possibilities of professional careers (Dobryninas et al, 2000: 140 – 144). It is necessary to consider this hidden function of educational system particularly when dealing with social exclusion moreover that in Lithuania educational system in principle is public good. For example, in 2004 – 2005 years the number of

students in general schools was 563.1 thousands and only 0.4 percent of them were studying in non public or private schools.

Another ostensive manifestation of this hidden function of educational system is contraposition of vocational and general education. For example vocational schools still are facing the difficulties to overcome their stigma and sometimes societal role inherited from the past¹. The data presented in the Figures 4, 5 and 6 (Look: Annex) supports this stigma of professional education. Percentage of dropouts (Annex – Figure 4) in vocational schools is the biggest. The level of unemployment (Annex – Figure 5) is higher in the groups with the different kind of vocational education (vocational upper secondary, vocational lower secondary, vocational qualifications without completion of lower secondary, etc.) and only during the past few years the decrease of unemployment equates the possibilities to find job of the groups with the different level and type of education. Despite these changes in I Q 2006 the biggest part or half of unemployed (51 thousand) had vocational education of different levels and only 7.9 per cent (8 thousands) of unemployed had higher education.

Qualitative research of employers demonstrates that they are devaluating the quality of vocational training. They are criticizing the traditional institutions of vocational training for prioritizing their own institutional interests at the expense of interests of labour market; for concentrating on the process of education at the expense of tangible results, i.e. concrete professional skills (Dobryninas et al, 2000: 21-40).

This devaluation of vocational training is strong argument for the alternative structure of in-service or vocational training. In the ad hoc report the fact of “two educational systems” was already mentioned. Education in the context of human resources development, employment and labour market is associated with the in service training, social inclusion (in the context of social integrationist discourse), development of National Qualification Framework (www.lnks.lt), partnerships with employees, motivation of employees to participate in service training of their employers, etc. But this kind of education or speaking more exactly the system of human resources development ignores existing educational infrastructure (vocational schools, colleges, secondary schools, universities) and attempts to establish alternative educational infrastructure that consists of the network of Lithuanian labour market training institutions and temporal educational facilities established by employees. On the other hand the institutions of traditional educational infrastructure are left away from the labour market and human resources development processes. Unfortunately the clients of these traditional institutions remain traditional – students of the schools, vocational schools, etc. It means that this formal educational network is closed for the other potential clients and the participation of formal educational institutions in the life long learning activities is limited to the traditional clients (Poviliūnas, 2006).

¹ The Hungarian sociologist of education Tamas Kozma has depicted this stigma in following way: “The present state of their economies demonstrates that vocational training of that type contributed to the survival of the state-owned, heavily subsidized, energy consuming industry. It provided these industries with an oversupply of young, technically under trained; educationally counter selected, socially dependent labour force. It is a labour force which prefers job security to private ownership, economic ventures, and high technology. Vocational training of that type also served as a social segregation of those who were “sentenced to physical work” even if they did not want to do so. It also helped ruin the traditional middle classes in countries where they did not want to cooperate with the new leaderships, as in Czechoslovakia, Hungary, and Croatia. The former administration selected 45-55% of an age cohort for vocational training following their general school studies” (Kozma, 1990).

Gender

The situation in the system of education assist in revealing complicated issue of gender equality. Early leave of school that is twice higher for boys than girls. This trend is identified by the statistics in recent years. Limited possibilities of teen-aged school dropouts who return to the education system remain a matter of concern. At the same time the proportion of boys and girls changes in favour of girls when climbing on the higher levels of education system (Annex – Figure 5). Boys dominate 1-3 grades of vocational education. The students of first grade of vocational education (77.8 percent of boys) have not got 10 classes finished; the students of second grade (61.5 percent of boys) finished 10 classes and undergo vocational training and students of third grade (61.8 percent of boys) undergo vocational training and simultaneously general education (Figure 6 – Annex).

Along with a relatively higher unemployment rate of women, lower monthly income and other disadvantages related to family violence and dominating stereotypes, the Lithuanian women have a second rate in EU regarding the highest post taken (legislators, senior officers and governors), namely they comprise 43 per cent among these positions (while the EU average is 32 per cent). Still the share of women lags the EU average in the fields of political decision-making, big business and high scientific positions. In general, the level of women employment is increasing and has already reached the EU level.

According to Ms. Vanda Juršėnienė, the deputy head of the Equal Opportunity Division at the Ministry of Social Security and Labour, the situation is quite different. In the Lithuanian labour market, in comparison to men women are more flexible in retraining their qualification or changing their profession, tend to be mobile and have lower claims towards the salary (Lukaitytė 2006).

This proves that the women participation in the labour market is very common in Lithuania, however, the most problematic issue is the development of flexible mechanisms that ensure the ability to combine family and occupational commitments as time dedicated to family is much higher among women than men. However, this should address both gender groups.

It is truism that Lithuania is leading country by suicidal rate (Figure 7 – Annex). Comprehensive analysis of this fact reveals that male population living in rural areas (Figure 8, 9, 10 – Annex) guarantees this leadership. This report is not a proper place to speculate on this fact but gender equality perspective must mean this apparent fact.

2. Policy Developments

During the reported period (I-III Q 2006) some significant changes concerning social inclusion policy have occurred. New Government came into power, the Law on Support of the Unemployed and new Law of Social Services was issued.

New Government

There are some indications that the new Government that came to the power in June 2006 will be more favourable to the social inclusion process. First of all, the Government in its Programme recognizes that in order to attain sustainable national growth it will need to do more in the field of social inclusion (Government of the Republic of Lithuania 2006b, p. 4-5; italics added – A.P.):

- to ensure economic and fiscal stability, and exercise a strict budget policy;
- *to ensure that national financial resources are directed towards social inclusion;*
- to increase and improve investment in innovations, scientific research and knowledge economy;
- to encourage the development of national business culture, create a favourable business environment for small and medium-sized enterprises (SMEs) and strengthen the competitive edge of the national industry in world markets;
- *to encourage treating work as a life-long process, so that each member of the society may engage in the system of life-long learning.*

Secondly, in the draft of the budget that was already confirmed by the Government the 2007 budget appropriations for social protection total LTL 1957.9m, which is 49.6% or LTL 648.7 more than this year (Government of the Republic of Lithuania 2006a). Despite these changes, the level of financing still is the most important problem of the Lithuanian social protection system. For example, in 2003 less than 17% of gross domestic product was assigned to finance social security in Lithuania, whereas the EU average equalled approximately 28.5% of GDP (Figure 10 – Annex).

Thirdly, new Government treats NAP/inclusion process in more substantial way than the previous one. Very concrete story is beyond this statement. The new Government has confirmed *National Report on Strategies of Lithuania for Social Protection and Social Inclusion 2006–2008* and the full list of the *Tasks and Measures in Reducing Poverty and Social Exclusion*, which was prepared by the drafters. In 2005 the former Government ought to confirm the similar list of the measures for the implementation NAP/inclusion for the years of 2005-2006. The draft of the list was comprehensive and includes the measures that were considered to be relevant to the inclusion processes and these measures were taken from different programmes (i.e., Rural Development Programme, etc.). The drafters were expecting this list of the measures to be the public policy tool with the orchestrating power towards the whole process of social inclusion. But the decision of the Government was unfavourable and illustrative. The Government has eliminated all the measures that were gathered from different programmes and the 49 page draft has contracted to the 16 page document with the budget of 21.3m of EUROS (LTL 73.5m) for the period of 2005-2006. It means that the attempt to empower NAP/inclusion as public policy instrument was unsuccessful. Afterwards the Minister of Social Security and Labour has confirmed under the title *The Consolidated Nomenclature of the Measures for 2005-2006* the whole list but it was only slight compromise.

Support for creation of new jobs

The Lithuanian Parliament adopted the new Law on Employment Promotion that came into force from August 1, 2006. This Law creates prerequisites for the development of employment promotion, provides support for creation of new jobs. The employers who have employed the disabled, the long-term unemployed, capable of work persons older than 50 years of age, etc., during the first 12 months shall be paid employment support subsidies for each employed person to cover the expenses related to wages and compulsory social insurance contributions calculated from this wage. The amount of this subsidy cannot exceed the amount of the minimum monthly wage approved by the Government (LTL 600).

Under the Law on Employment Promotion, the support for creation of new jobs achieved by implementing projects of local initiatives for employment shall be granted to small and medium-sized business entities. According to a self-employment programme, a micro-enterprise, established by the former unemployed person who has started his own business, within 36 months from the date of registering the enterprise, may receive support for creation of new jobs. The disabled persons who are starting their own business shall receive the support for creation of new jobs on even more favourable terms.

Law of Social Services

The main innovation of the new Law of the Republic of Lithuania on Social Services that came into force from July 1, 2006 is the new approach to the family members of person who needs social assistance. Social services aim at providing assistance to a person (family) who, by reason of his age, disability, social problems, partially or completely lacks, has not acquired or has lost the abilities or possibilities to independently care for his private (family) life and to participate in society. According to the previous Law family members of the person who needs social assistance did not attain material assistance and were forced to stay at home to take care. According to the new Law the persons who needs social assistance and who lives in the families have the same possibilities to receive the material support as the persons who are living alone.

Social services are managed, granted and provided on the basis of the principles of (1) co-operation between a person, family, community, the organisations defending the interests and rights of social groups of people, social services establishments, municipal and state institutions; (2) participation with recipients of social services and/or organisations defending the interests and rights of social groups of people; (3) complexity which means that social services to a person shall be combined with the provision of social services to his family; (4) accessibility of social services; (5) social justice; (6) relevance; (7) efficiency; (8) comprehensiveness.

Some critics commented unfavourable the provision of the Law that settling the pay for the social assistance the possession of the potential clients will be estimated.

Occupational Pensions

In July 2006 Parliament has endorsed the Law on Cumulating of Occupational Pensions. The Law stimulates the employees to plan for their employers the additional social guarantees in the old age. The main aim of the Law is to realize the Directive 2003/41/EC of the European Parliament and the Council of 3 June 2003 on the activities and supervision of institutions for occupational retirement provision.

Feeding in analysis

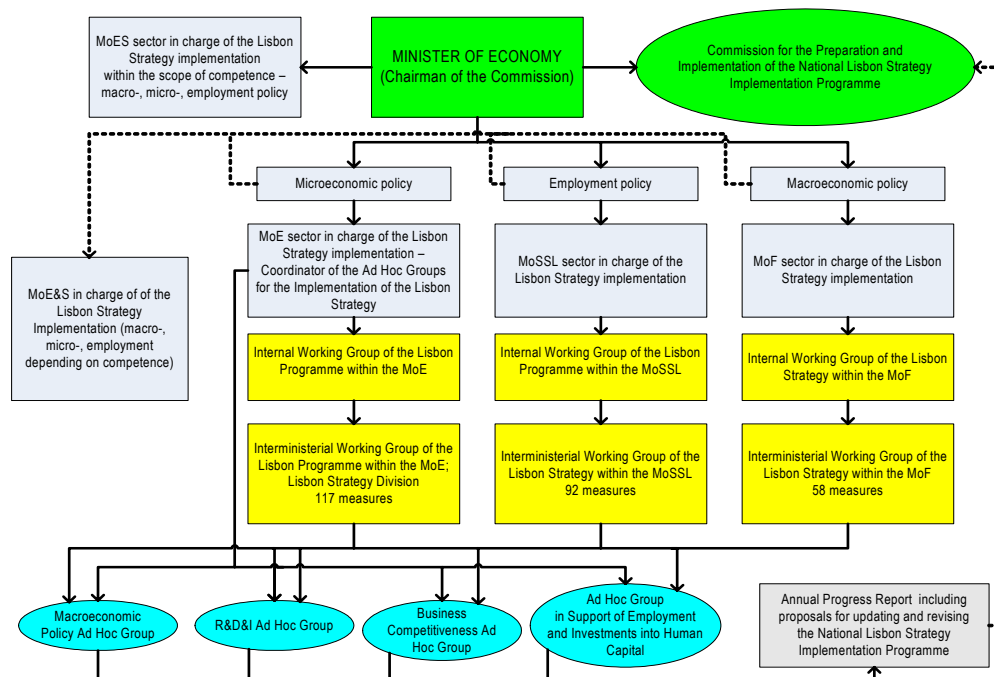
1. Stakeholders' involvement and consultation in the Lisbon National Reform Programme

The structure for implementation and coordination of NRP was institutionalized by the Order of the Government "On the Implementation and Coordination of the Lisbon Strategy in the Republic of Lithuania" that was adopted on 20 June 2005. The Ministry of Economy was appointed in charge of coordination of the Lisbon Strategy implementation in Lithuania. The Commission for the Preparation and Implementation of the National Lisbon Strategy Implementation Programme was set up on 10 August 2005 by the Order of the Minister of Economy "On Approval of the Personal Composition of the Commission for the Preparation and Implementation of the National Lisbon Strategy Implementation Programme". Minister of Economy on 1 July 2005 has issued the Order "On Setting up the Group for Drafting the National Lisbon Strategy Implementation Programme". The Republic of Lithuania Government Resolution "On the National Lisbon Strategy Implementation Programme" adopted on 22 November 2005: the National Lisbon Strategy Implementation Programme was approved. The Order "On the Implementation and Monitoring of the National Lisbon Strategy Implementation Programme" adopted on 22 June 2006: the description of the Structure of the Implementation and Monitoring of the National Lisbon Strategy Implementation Programme and personal composition of Ad Hoc Groups for the Implementation of the National Lisbon Strategy Implementation Programme were approved.

The institutional structure of the Lisbon National Reform Programme and its implementation is delineated in the Figures 1 and 2. The Figure 1 represents the national part and the Figure 2 the public part of the National Lisbon Strategy Implementation Programme. On national level the cooperation with stakeholders first of all means the cooperation or better to say distribution of power among the different ministries. The leading role of the Ministry of Economy (MoE) with the Minister of Economy as Chairman of the Commission for the preparation and implementation of NRP seems to be natural. Plus MoE is coordinating the microeconomic policy. The employment policy is in charge of the Ministry of Social Security and Labour (MoSSL), macroeconomic policy in charge of the Ministry of Finance (MoF). The inclusion of Ministry of Education and Science (MoE&S) is intersectional and depends on the level of the competence of MoE&S (sic!).

The cooperation among different ministries is organized on the level of Interministerial Working Groups and their work is coordinated by the corresponding ministries. The Interministerial Working Groups includes the representatives from the different ministries, for instance Interministerial Working Group within MoSSL include the representatives from the Ministry of the Interior, Ministry of Education and Science, Ministry of Agriculture, Ministry of Health, Ministry of Finance, Lithuanian Labour Exchange, The Lithuanian Labour Market Training Authority, Department of Statistics etc. It is necessary to mention that on the national level or part of the National Lisbon Strategy Implementation Programme the different ministries represent the governmental (national?) interests and consequently only one stakeholder – the National Government.

Figure 1. National Part of the National Lisbon Strategy Implementation Programme

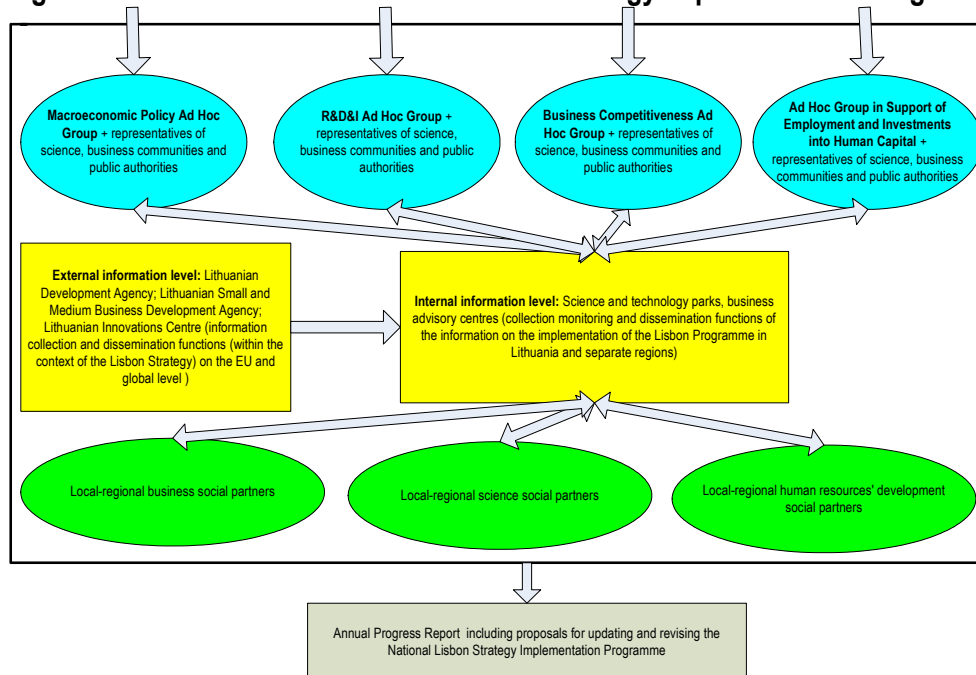


Other interest groups are represented on the public level of the National Lisbon Strategy Implementation Programme (Figure 2). *Ad hoc or focus groups* and *local-regional social partners* are public policy instruments for the cooperation of stakeholders. The key objective of the ad hoc or focus group is monitoring and assessing, within the scope of competence, the implementation and updating of the Lisbon Programme and submitting proposals to the Commission in the decision-making process on these matters. In order to accomplish their objectives ad hoc groups could prioritize the Lisbon Programme implementation measures; propose action plans and methods for implementation of the priority measures of the Lisbon Programme; hear information from the Working Groups of the Lisbon Programme on implementation of the Lisbon Programme implementation measures; assess effectiveness of implementation of the Lisbon Programme implementation measures.

If national part of National Lisbon Strategy Implementation Programme seems to be well-structured, the bottom parts public part seems to be formless. The objectives, tasks and functions of the local-regional social partners are not defined. Ad hoc groups as well as selection of the local-regional social partners lack description of the procedure of their formation.

On Internet are some protocols of the meetings of Commission for the Preparation and Implementation of the National Lisbon Strategy Implementation Programme. These protocols demonstrate the lack of the clear procedure of the selecting or delegating of the stakeholders' representatives to the ad hoc groups. The following criteria of composition of the ad hoc groups were formulated. The shortlist of the ad hoc groups ought to include "representatives of science, business, governmental institutions and politicians. Majority of groups must constitute the representatives of social partners" (Lietuvos Respublikos Ūkio ministerija; 2006).

Figure 2. Public Part of the National Lisbon Strategy Implementation Programme



But official usage of the concept social partners at least in Lithuania² includes the professional unions that represent the interests of employees. Social partnership without clear procedures how to realize it seems to be only amorphous concept. Therefore the question where in this framework are trade unions is natural. In the structure of the Preparation and Implementation of the National Lisbon Strategy Implementation Programme the professional unions are not mentioned. The exclusion of employees from the NRP process is very symptomatic. In previous report we have argued that in Lithuania social inclusion/exclusion policy is closely associated with the “social integrationist discourse”.³ The predominant role of the employers in the NRP process witnesses following example.

In the January 2006 Ministry of Economy has issued the letter for social partners. The Secretary of the Ministry thanks partners for the active participation in process of Preparation and Implementation of the National Lisbon Strategy Implementation Programme and then formulates the quite cynical requirements for the institutional structure for the implementation of the NRP. They are as follows (italics added. – A.P.):

² Article 40. Concept and Principles of Social Partnership

1. Social partnership means the system of interrelations between the employees' and employers' representatives and their organisations and, in certain cases specified by this Code and other laws, also the system of interrelations between the state institutions with a view to reconciling the interests of the subjects of labour relations.

Article 45. Tripartite Council of the Republic of Lithuania

1. By agreement between the social partners the Tripartite Council of the Republic of Lithuania (shall be formed from equal number of members enjoying equal rights: representatives of central (national) trade unions, employers' organisations and the Government. (Labour Code Approved by Law No. IX-926 on 4 June 2002)

³ Ruth Levitas has distinguished three discourses that in the different modes construct the interpretations of social exclusion/inclusion. The moral underclass discourse presents the socially excluded as culturally distinct from the 'mainstream'. The policy implications are greater conditionality, reduction, or removal of citizenship rights. The social integrationist discourse promotes emphasis on the significance of paid work and employment for social inclusion. It ignores inequalities between those in paid employment as well as the significance of non-paid work. The redistributionist discourse identifies relative poverty and discrimination as the main sources of exclusion from the full rights of citizenship in civil, political and social spheres. R. Levitas summarises, “RED, SID and MUD differ in what the excluded are seen as lacking. In RED they have no money, in SID they have no work, and in MUD they have no morals.”

1. Wide public representation on national and regional levels *in order to guarantee the interests of the Lithuanian business, science and politicians*. State institutions in the process of implementation of the programme ought to accomplish the functions of coordination, maintaining and motivation.
2. *On the basis of expert evaluation provided by the business, science and political stakeholders to formulate and to confirm the criteria or indicators for measuring the success of NRP*.
3. Creation of the mechanisms of cooperation between organized stakeholders and state institutions, responsible for the implementation of the NRP.
4. Establishment of the mechanism of public control and monitoring of the process in order to guarantee more effective use of public resources, initiation and realization of the necessary corrections.
5. *Safeguarding in the long run the supremacy of the interests of business community* in order to motivate private business to finance the implementation of Lisbon strategy in proportion 1/3 (1 part public resources, 3 parts private financing).

It is obvious that 3 and 4 requirements of this document are first of all associated with the business, science and political stakeholders.

The Lisbon Programme implementation in respect of public communication has internal and external information levels (Figure 2). The internal information level comprise the regional Lisbon Programmes support centres, which carry out the functions of information collection, monitoring and dissemination in Lithuania and in separate regions: science and technology parks and the network of institutions providing public services to business (business information centres and business incubators). Close relations with local (regional) social and economic partners are maintained at this level. The external information level comprises the Lithuanian Development Agency, Lithuanian Small and Medium Business Development Agency and Lithuanian Innovations Centre, which carry out the functions of information collection and dissemination in the European Union and global context.

For the public awareness raising purposes the Ministry of Economy creates the Internet portal of the Lisbon Strategy. But this portal (<http://www.ukmin.lt/lt/strategija/lisabona.php>) is lacking visibility and is poor in respects of information and design. We suppose that this portal first of all answers the interests of the bureaucrats, it is too complicated and unexciting for the public use and too trivial for the use of experts and specialists.

Summarizing this part it is necessary to mention, that stakeholders' involvement in NRP implementation is purely discussed. The document and consequently the implementation of NRP are missing the clear and transparent procedures of the selecting or delegating of the stakeholders' representatives to the ad hoc groups and the local-regional partnerships. The function of local-regional partnerships is not defined. Only interests of business, science and politicians stakeholders are represented in the model of the process of NRP implementation. The concept of social partnership or social partner is used without a specific identification and differs from the concept of social partnership defined in Labour Code of Lithuania. The concept of social partnership of NRP does not include the representatives of employees.

2. Social Inclusion / Social protection challenges

The Guidance for the chapter on Feeding in and Feeding out analysis proposes tables as a basic format for analysis. Priority Objectives of the analysis listed in the tables are as follows: elimination of the child poverty; ensuring the inclusion of immigrants and ethnic minorities; reducing homelessness; increasing access to employment of vulnerable groups; reduction of at-risk-of-poverty levels. The analysis of the

NRP reveals that in Lithuanian NRP ignores or does not feed in two of five proposed priority objectives, namely, ensuring the inclusion of immigrants and ethnic minorities and reducing homelessness.

The common impression is that the social inclusion is interpreted as integration of unemployed into labour market. Unfortunately format of proposed table is very different from the format of the text of the NRP therefore filling the tables is rather tricky exercise that could confuse the issues. The priority objectives could be treated as horizontal themes. It means that it is possible to evaluate the effects of policy measures on the priority objectives.

Since the realization of the overarching objective encompasses mutual strengthening of economic, employment and social policies it is necessary to identify such interacting policies. General observation concerning this issue is as follows, despite the fact that such policy measures with triple effect exist, in most cases this triple effect is linked not with the results of targeted policy actions but with the way of interpretation. It means that social inclusion policy in majority of cases as a policy was elaborated is one-dimensional mode and as such lacks systematic approach. On the other hand the NRP deserves the compliments since it highlights the active labour market policy and promotes more its measures.

When implementing first target – to attract and retain more people in the labour market by ensuring qualitative and safe employment, modernizing the labour market and social security systems (guidelines 17–20) strengthening of active labour market policy was continued. The NRP starts from the new Law on the Employment Promotion (look above). This Law opens the new possibilities for the integration into the labour market; it provides the support for employers who employed the representatives from vulnerable groups as well as for self employed persons. This Law came into force in August 1, therefore there is not enough experience to evaluate its effectiveness. At a moment it has not received any critics yet.

The second target is focusing on improvement of the employees' and companies' adaptation skills (guidelines 21 and 22); and strengthen the implementation of preventive measures. Territorial labour exchange offices together with employers in all companies that notified about laying off of larger numbers of employees are in process of drawing up target programs of preventive actions to mitigate the consequences of redundancy. This target is very important, since employees with the different levels of vocational training are dominating among unemployed (look above in the paragraph of Education about vocational training). This segment of labour force is lacking professional and territorial mobility skills and therefore is facing with the difficulties in the cases of bankruptcy or redundancy. The idea of labour club answers the requirements of gradual empowerment. Labour club is a version of public sphere that could help to escape social exclusion.

While pursuing target 3 – to reduce structural unemployment by increasing investment in people (guidelines 23 and 24) – creation of continuous education system that would be accessible to everybody is continued, by focusing on provision of suitable learning conditions for pupils of various needs and various ages that would guarantee their continuous learning and employment. The NRP in this respect differs positively from NRSSPSI, NSRF and ESF OP. If NRSSPSI, NSRF and ESF OP are constructing alternative educational systems (look: Poviliūnas 2006; Poviliūnas & Beresneviciute 2006), the NRP searches the development possibilities in the traditional educational system itself.

Feeding out analysis

Only superficial glance could limit the priorities of Lisbon process with the social integrationist approach. The whole story of NAP/inclusion and OMC demonstrates the attempts to transcend social integrationist discourse. Unfortunately in Lithuania social inclusion policy is increasingly associated with the social integrationist approach. In the Assessment Report we have revealed the shift towards to integration to the labour market as a main trend of social inclusion. If to compare the NRSSPSI with the NAP/inclusion 2004-2006 it is obvious that marginal vulnerable groups that face most difficulties to integrate into the labour market (Roma minority, victims of human traffic, drug-addicts, etc.) as well as the informal work and that were targeted in the NAP/inclusion 2004-2006 simply disappear from the NRSSPSI. In the majority of issues Lithuanian NRP is pushing this trend ahead.

But social exclusion is linked not only with the world of labour. Speaking schematically between private life of socially excluded and public life of employed there is the sphere that could be identified as public sphere. We doubt if it is possible to join the world of labour bypassing this sphere of empowerment. The NRP as well as NRSSPSI reveals a certain shift in the weight of discourses on social exclusion. The social integrationist perspective is mainly disclosed by the focus on the increase of labour market participation and increase of employment.

Before starting feeding out analysis it is necessary to define the level of public policy analysis. It is obvious that different measures that increases the labour participation and decrease of unemployment to lesser or larger extent, directly or indirectly could benefit to the different vulnerable groups. The effect of different measures is multiple and therefore the question about the depth of analysis of the effects of the different measures is reasonable. But the limited recourses press us to stop at the external level of declared objectives and not to dig into the level of unpredicted effects of inclusion/exclusion policy actions. Another dimension that will be omitted in the analysis evaluation of the policy measures that are relevant to social inclusion policy but were left aside from the NRP.

Lithuanian social enterprises have already accumulated some experience. In the June 1, 2004 the Lithuanian Parliament, Seimas, adopted the Law on Social Enterprises developed by the Ministry of Social Support and Labour. The purpose of the law coincides with the purpose stated in the NAP/inclusion, i.e. to employ persons who lost the professional and general working capacity, as well as persons, who are socially inactive and cannot equally compete in the labour market, encouraging their return to the labour market, their social integration and extenuating social disjuncture. Such people include the disabled, long-term employed, people of pre-retirement age, those who came back from the places of imprisonment, single parents with small children. One of the key objectives of establishing social enterprises is to support the return of such person into the labour market, facilitate their social integration and reduce their social exclusion. This Law made base for legal persons seeking to obtain the status of social enterprise and also defined the target groups of persons who can be employed in that kind of company.

Specific type of social enterprises is social enterprises of disabled persons. Social enterprise of disabled persons is a social enterprise, where employees, pertaining to the disabled persons target group, comprise not less than 50% of average annual number of employees recorded in employees list, from which the disabled persons with the ability to work up to 25% and from 30% to 40% (former I and II disablement group) – not less than 40% of the average annual number of employees recorded in employee list. Social enterprise of disabled has the rights and duties as of social enterprise; however it can receive additional support from the state.

Social enterprise may receive 3 types of state aid: (1) partial salary and social security contributions compensation; (2) work place establishment subsidy; (3) training subsidy. Additionally, social enterprises for disabled persons may receive other 3 types of benefits: (1) subsidy for the working environment arrangement to disabled persons; (2) subsidy for additional administrative and transport expenses; (3) subsidy for the compensation of assistant. The increase of the support for social enterprises more than twice demonstrates the effectiveness of this measure (Table 4 – Annex). The main problem with the social enterprises is their division for social enterprises for disabled and for other vulnerable groups. If social enterprises for disabled persons are comparatively active and are creating working places, social enterprises for other persons do simply not exist and furthermore the concept of such social enterprise is stigmatized.

Implementation of first projects of Local Employment Initiatives (hereinafter – LEI) was launched in Lithuania in 1999-2000 and aimed at creation of jobs for the weakest and least protected persons. The procedure for the implementation of local employment initiative projects was approved in 2001. The LEI project has to correspond the following key objectives: to create new jobs in pursuit of boosting of population employment and reduction of long-term unemployment; to offer greater possibilities for local residents to participate in economic activities via the adjustment of economic and social objectives, to assist the population in settlement of social and economic problems independently; to reduce vulnerability of structural reorganization of the economy of distinct locations, to enhance the opportunities for location development; and to assist the formation of more active and mature society able to settle its social and economic problems independently.

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The operations of labour exchanges are backed up by project selection and evaluation commissions representing the social partners. Projects that meet the requirements prescribed and gain the assessment of commissions are submitted to the Lithuanian Labour Exchange. LEI projects are funded from the national budget, the budgets of Employment Fund and local authorities. The project executor shall oblige to offer the new jobs for jobseekers and retain the jobs for the most vulnerable persons for a three-year period.

II. On Integration of Immigrants and Ethnic Minorities

General background information on the situation of immigrants and ethnic minorities

Statistics

Lithuania is a rather uniform country in ethnic terms. According to the 2001 Census, Lithuanians account for 83.5 per cent of the population, Poles make up 6.7 percent, Russians 6.3 percent, Belarusians 1.2 percent, and Ukrainians 0.7 per cent. Jews, Germans, Tatars, Latvians, and the Roma

people make up 0.2 percent, while 0.9 per cent of the population did not indicate their nationality. Roma population in Lithuania is approximately 3,000 individuals.

The greatest ethnic variety is observed in Vilnius City and Vilnius region. In Vilnius city Lithuanians comprise 57.8, Poles – 18.7, Russians – 14 per cent of population. In Vilnius region, Lithuanians comprise 22.4, Poles – 61.3, Russians – 8.4 per cent of population. In the second largest city Klaipėda, Lithuanians comprise 71.3 per cent, Russians – 21.3 per cent. In Visaginas, the town near which the nuclear power plant is located, non-Lithuanians comprise 85 per cent of population, among which Russians comprise 52.4, Belarusians – 9.7, Ukrainians – 5.3, Poles – 8.6 per cent of population. Lithuanians account for 15 per cent of population of Visaginas. (Statistikos departamentas, 2002).

No statistical data on recent immigrant groups, foreigners granted asylum living in Lithuania is available. According to the data of the Migration Department under the Ministry of the Interior of the Republic of Lithuania, since 1997, 94 persons were granted a refugee status and since 2000, 1,853 persons were granted a subsidiary protection, the majority of which are citizens of Russian Federation (Annex – Table 5). After leaving the Refugee Reception Centre, the foreigners granted asylum move to municipalities of Kaunas, Klaipėda, Alytus and other towns. (Migration Yearbook 2005, p. 79).

Statistical data on social status of ethnic minorities and immigrants are not collected on a systematic basis; however, differences between ethnic groups in terms of employment and educational attainment are significant factors while comparing situation of different groups.

According to the 2001 Census, the highest levels of education are registered among the Jews, Armenians, Ukrainians, Russians, Germans and other ethnicities; the average of it is higher than the level of Lithuanians. The major part of those individuals is the residents of cities. The Poles significantly under-perform regarding the national average of educational attainment rates (many Poles live in rural areas where educational attainment level is commonly lower). The Roma minority is the worst performing with regard to educational attainment rates, including level of illiteracy (Statistikos departamentas 2002).

Since 2004, the Statistics Department stopped collecting employment data by ethnicity, although data of previous years indicated higher indices of unemployment among the ethnic minority groups: e.g., in 2003, the unemployment rate among the Lithuanians was 11.7, the Russians – 18.7, and the Poles – 13.9 percent; the level of employment in the age group of 15-64 among the Lithuanians was 61.3, the Russians – 57.8 and Poles – 59.6 percent respectively (Statistikos departamentas 2004, p. 15-17). Research data indicate lower social mobility of ethnic minorities' representative and tendencies towards relative concentration in lower occupations in the structure of the public institutions or private companies (Beresnevičiūtė 2005, 79-80).

Both national⁴ and international⁵ experts indicate Roma and refugees as the most vulnerable and disadvantaged ethnic and immigrant groups with regard to the spheres of education (especially adult education), employment, and housing.

Additional information regarding vulnerability of different ethnic groups is provided by the Office of Equal Opportunities Ombudsperson, which since January 1 2005, as the Law on Equal Treatment came into effect, has the power to investigate complaints made by individuals or legal persons with regard to discrimination on the grounds of gender, age, race, ethnicity, religion, and, sexual orientation. In 2005, the Office of the Equal Opportunities Ombudsperson investigated 18 complaints claiming ethnic origin-

⁴ Centre of Ethnic Studies at the Institute for Social Research (2005, 2006); Human Rights Monitoring Institute (2005, 2006); ENAR – Lithuania (2006)

⁵ Open Society Institute (2002), ECRI (2003, 2006), UN CERD (2006)

based discrimination. The absolute majority of complaints came from Roma people (11), 4 of which were regarding housing (3 delivered repeatedly), 3 regarding personal identity documents, 2 regarding employment and 1 regarding a decision of the Seimas Ombudsperson and activity of the pre-trial investigation officers and the court. Persons of other ethnic origins (7) complained regarding the following issues: 2 regarding employment, 2 regarding discrimination at the area of services, 2 regarding actions of pre-trial investigation officers, and 1 regarding disrespectful and insulting behaviour (Office of the Equal Opportunities Ombudsperson 2006, p. 22). In January – June 2006, the Office received 13 complaints claiming ethnic origin-based discrimination.

Currently implemented integration programmes

In Lithuania, specific integration programmes mainly target ethnic minorities, Roma and foreigners granted asylum or subsidiary protection. The main governmental actors in this process are the following: the Department of National Minorities and Lithuanians Living Abroad, the Ministry of Social Security and Labour, the Vilnius City Municipality and the Equal Opportunity Ombudsmen Office. Among the non-governmental actors organisations such as the Children's Fund, the Human Rights Monitoring Institute, the Red Cross Lithuania, should be mentioned.

In 2004, the Programme for the Integration of Ethnic Minorities into Lithuanian Society 2005-2010 was confirmed by the Government of the republic of Lithuania and is implemented by the Department of National Minorities and Lithuanians Living Abroad. The measures of the Programme tend to focus on cultural perspective and activities, such as, nurturance of ethnic identity, support for ethnic NGOs, development of cultural centers and Sunday schools. Issues related to employment and other aspects of social inclusion are not even mentioned.

In 2006, the Programme for Roma Integration into Lithuanian Society 2007-2010 has been drafted (it was pending from the end 2004, as the earlier programme 2000-2004 finished) by the Department of National Minorities and Lithuanians Living Abroad and is to be confirmed in 2007. The main directions of the Programme are as follows: to solve Roma problems while applying measures of social policy; implementation of Roma rights and anti-discrimination; improvement of Roma secondary education and life-long learning; nurturance of Roma ethnic identity. The Programme will be implemented in close cooperation with the Ministry of Education and Science, municipalities, labour market institutions under the ministry of Social Security and Labour, Police Departments, Roma Community centre and other institutions.

Vilnius City Municipality implements the Roma integration programme since 2003, which is carried out under the headline of the Prevention program and projects and managed by the Civil Safety Service. In June 2005, Vilnius City Municipality confirmed the Programme of Surveillance and Security of Vilnius Roma Community and Territories nearby Tabor and Reduction of Roma Segregation for 2005-2010. The main trends of the Programme are the following: surveillance and security of the territory, prevention of crimes, drugs and psychotropic materials, reduction of segregation, education, full or partial employment, healthcare, social care and support, and solution of housing issues. The Programme is implemented by the Municipality, Vilnius Center for Addictive Disorders, and Vilnius City General Police Commissariat.

In 2005, a non-governmental body, the Human Rights Monitoring institute has launched a project The Roma Rights: Legal Defence Programme. The project evolved in response to the aggressive campaign of "struggle against drug dealing" conducted against the Vilnius Roma community in 2004. The project goal is to achieve anti-discrimination legislation and policy enhancements in Roma access to justice,

education, healthcare and housing. Financial support for the project is provided by the Royal Netherlands Embassy. The Institute has presented the following research or thematic papers: Roma: Situation Overview (2005), Roma Discrimination in the Labour Market (2005), and Roma Access to Housing (2006).

Integration of refugees, foreigners granted asylum or subsidiary protection is targeted by the Social Integration Programme, implemented by the Ministry of Social Security and Labour and by institutions under it since 1998. Since August 2005, the function to implement this Programme is assigned to the Refugees Reception Centre. During the participation in the Programme, the support is provided for the following: teaching of the state language; education; employment; temporary housing; social security; health insurance; and public information about the foreigners granted asylum in Lithuania. The support for the foreigners granted refugees status and foreigners granted subsidiary protection starts at the Refugees Reception Center and is financed from the resources assigned for the Center. Later support for the integration in the municipalities is financed from the state budget resources assigned for the integration. The support for the foreigners granted temporary protection is provided only in the Center. Support for the integration in the municipality is provided until 12 months since the departure of the foreigners granted asylum from the Refugees Reception Center, but not longer than the expiry of the permission for living in the Republic of Lithuania or until the departure from the Republic of Lithuania. The Red Cross Lithuania is an important partner and is implementing social integration assistance program in close cooperation with the state institutions by helping the refugees to find accommodation, employment, learn the Lithuanian language, and establish new social contacts.

The Annex of the National Report on Strategies for Social Protection and Social Inclusion 2006-2008 (NRSSPSI), the Document Tasks and Measures in Reducing Poverty and Social Exclusion specifically mentions "immigrants" and "aliens granted asylum" only once each. While seeking to increase employment, a measure No. 1.2.3. says: "Enhance integration into the labour market and the society of immigrants and persons addicted to psychotropic substances, as well as individuals from social risk groups or suffering from social exclusion by providing possibilities and social services in joining the labour market and thus combating their discrimination on the labour market.", however, the expected outcomes do not include immigrants any more "Support will be provided for the integration into the labour market of individuals addicted to drugs or other psychotropic substances and victims of trafficking in people." (p. 79). Measure No. 2.2.7. aims to "Implement the provision of state assistance for the integration of aliens granted asylum in the Republic of Lithuania.", which will be provided by the Red Cross Lithuania (p. 92-93). Roma or other ethnic groups are not mentioned in the Tasks and Measures in Reducing Poverty and Social Exclusion.

In September 2006, the Government of the Republic of Lithuania confirmed the National Antidiscrimination Programme 2006-2008. This is the first governmental programme targeting discrimination. The Programme aims at ensuring implementation of the legislative norms that regulate principles of anti-discrimination and equal opportunities; raising society's tolerance; providing information on equality and non-discrimination. The main directions of the activities of the Programme include the following: complex investigation of manifestations of discrimination on different grounds (age, gender, sexual orientation, disability, race or ethnic origin, religious belief) in different social spheres; education of public tolerance, provision of better information on equal rights and opportunities, principles of non-discrimination; development of legislative protection against discrimination. The programme will be coordinated by the Ministry of Social Affairs and Labour in close cooperation with the Department of National Minorities and Lithuanians living Abroad, and the Office of Equal Opportunities Ombudsperson. Most of the activities are foreseen for 2007 and 2008.

While shortly summarising the information and material provided below, the measures of the programmes seem to lack systematic approach, even if relevant, they are somewhat isolated or disconnected that determines their insufficiency and lack of efficiency in improving situation of the groups targeted.

Employment issues

In 2005, the legal framework regarding minority situation has been strengthened by adoption of the Law on Equal Treatment which foresees the duty of state and local government institutions and agencies as well as educational institutions, science and academic institutions to implement equal treatment. The employer has a duty to implement equal treatment at work, in public service. A person, who has suffered discriminatory actions specified or has become a subject of harassment, has a right to appeal to the Equal Opportunities Ombudsperson.

The Law on Equal Treatment implements the Council Directives 2000/43/EC and 2000/78/EC. The Office of Equal Opportunities Ombudsman is the only institution that investigates claims regarding discrimination on the grounds of age, sexual orientation, disability, racial or ethnic origin religion or beliefs. Other public institutions related to the monitoring of labour relations and labour conditions does not collect or analyse data by ethnicity. The Labour Inspectorate performs prevention of violations of standard acts regulating occupational safety and health, labour relations as well as the prevention of accidents at work and occupational diseases in enterprises. Also, it carries out the control of undeclared work. The statistics available provides breakdown by sectors of economic activities⁶.

No data or information on discrimination of third country nationals who are long term residents is available.

However, issues of ethnic minorities' (including Roma, immigrants) situation in the labour market have not received relevant attention in terms of specific measures. According to the data of the Centre of Ethnic Studies, during the last few years, little has been done so far to address the minority employment situation and apply policy measures targeted at the employment of minority groups specifically. The employment issues of ethnic minority groups, including Roma and refugees and asylum seekers in Lithuania, have been raised repeatedly by international expertise, e.g. the ECRI reports (2003, 2006) and the EUMAP monitoring. In 2006, no specific policy measures have been implemented regarding improvement of the situation of ethnic minorities and immigrants in the labour market.

Neither the 2004 Law on Social Enterprises that foresees state support for the employment of socially vulnerable groups, nor the 2006 Law on Support of Employment explicitly mention representatives of ethnic minorities (including Roma), refugees or immigrants⁷. No specific measures to support migrant entrepreneurship are known or applied in Lithuania.

⁶ According to the 2005 Annual Report of the Labour Inspectorate indicated that for the year 2005, the following priorities for inspection were set: construction enterprises; transport enterprises; wood processing; metal processing; agriculture and forestry enterprises; and power, gas and water supply enterprises. According to the data of the Migration Department on issued work permits for foreigners, in 2005, 55 per cent of foreigners worked in the field of production, 14 per cent – in construction, 14 per cent – in transport.

⁷ The Art. 4 of the Law on Social Enterprises targets the following groups: disabled persons, long-term unemployed, pre-retirement age people, single parents bringing up a child up to 8 years old, and ex-prisoners. The Art. 4 of the Law on Support of Employment targets the following groups: disabled persons, persons who have finished programmes of occupational rehabilitation, long-term unemployed, individuals over 50 years of age capable of work, pregnant women,

At the moment, the majority of measures addressing the vulnerable situation of ethnic minorities, refugees and foreigners granted asylum in the labour market are implemented through the European Social Fund financial support, namely the EQUAL initiative and other measures of the Single Programming Document (e.g. No. 2.3. Prevention of social exclusion and social integration).

In 2005, three EQUAL project were started targeting improving the employment situation of ethnic minorities, Roma and refugees and asylum seekers, namely: the Establishment and Testing of a Supportive Mechanism for the Integration of National Minorities into the Labour Market (managed by the public institution the House of National Communities), Development of Support Mechanism for Roma Integration into the Labour Market (a NGO, the Lithuanian Children's Fund is a managing partner), and IN CORPORE (administered by the Department of Supervision and Audit of Social Institutions at the Ministry of Social Security and Labour).

In 2006, nearly up to 10 projects related to minority integration to the labour market in different geographic areas of Lithuania (Vilnius, Klaipėda, Visaginas, Panevėžys, etc.) are funded by the ESF.

The results of the projects might significantly contribute to the application and development of relevant policy measures in order to improve ethnic minorities' situation in the labour market.

Worth mentioning that the institutional racism, discriminatory attitudes of public employment /placement services, selection criteria and procedures applied by public and private employers have not reached the level of public debate. However, the results of several studies show that the employers are reluctant to hire Roma or refugees and asylum seekers (e.g. Human Rights Monitoring Institute 2005).

No programmes linked with corporate social responsibility in terms of management of ethnic diversity have been discussed in Lithuania. In recent years, the issues of the bringing the foreign labour force in the Lithuanian labour market that faces shortage of the labour force have been discussed publicly. The main argument is made by the representatives of employers in order to make the issue of the work permits for the foreign workers easier. According to the data of the Migration Department, the number of work permits for foreigners each year increases (e.g., in 2000, 701 permits were issued, in 2005 – 1389). However, the discussions do not reflect broader issues related to social integration of the foreigners or member of their families.

The National Anti-discrimination Programme 2006-2008 addresses employment issues in several directions. As a separate task in 2007, the Programme foresees the analysis and relevant improvement of employment legislation. The Programme includes awareness raising campaigns and educational seminars; training activities for employers, police officers, state officers, trade unions, NGOs, schoolteachers, and other stakeholders on antidiscrimination and equal opportunities in the labour market. Also, the Programme foresees to renew the data collection by ethnicity on employment and situation in the labour market.

Education and training issues

Lithuania provides ethnic minorities and foreign children with opportunities to participate in the state educational system. The infrastructure of secondary education is the most developed and encompasses schools with the instruction in Lithuanian, Russian, Polish and Belarusian languages. In recent years, the tendencies of steady decrease in numbers of school children and schools (both with instruction of

parents or a guardians of a child actually bringing up a child under 8 or a disabled child under 18, ex-prisoners in the case of imprisonment exceeding the period of 6 months, and victims of trafficking in human beings.

majority and minorities languages) are identified (Annex – Table 6). These issues are particularly sensitive to Russian and Polish minorities.

The most disadvantaged group with regard to education is Roma. The study on Roma in public education shows that if the primary level of Roma children education seems to be achieving the national average level, the adult education is ineffective (Centre of Ethnic Centre, 2004). The measures applied for Roma vocational training are not sufficient for their employment. Also, the data show the high rate of drop-outs among the Roma children and a concentration in institutions of special education, especially in rural areas. However, no measures have been applied until now to address these issues.

The National Anti-discrimination Programme 2006-2008 addresses the review of the legislation of education of children of special needs and improvement of certain regulations. This could serve also as an impetus to discuss the patterns of Roma segregation in education.

With regard to foreign children at secondary schools, the situation is quite different. According to regulations approved by the Government of Lithuania, all immigrant children, irrespective any reasons behind their arrival in Lithuania, have a possibility to attend schools of general education, vocational schools or colleges. Basic secondary education is compulsory to all children up to the age of 16 and is guaranteed by the state to all citizens and foreigners granted temporal or permanent residence. The Ministry of Education and Science has prepared a set of documents regulating the course of teaching the foreign children.

The research carried out in 2005 by order of the Ministry of Education and Science on organisation of education of foreign children at Lithuanian general education schools, indicates the present and future challenges in the field of education.

The researchers of Kaunas Technology University identify the lack of precise data on foreign students in Lithuania (the statistics is collected by the language of instruction; around two hundred children of foreigners each year attend secondary schools of Lithuania). The foreign children tend to attend schools with the instruction in minority languages. As one of the main problems, the respondents of the research (namely teachers and school administrators) identify students' poor knowledge of the state language or language of instruction, assessment of level of general knowledge (Kaunas Technology University 2005). This is related to the lack of training in terms of instruction, qualification and work organisation (e.g. introduction of assistants), as well as management of diverse ethnic backgrounds in school communities.

No information considering the relations between the recognition of qualifications, training and previous work experience, on the one hand, and employment opportunities, on the other hand, of immigrants or representatives of ethnic groups is available.

The Lithuanian Centre for Quality Assessment in Higher Education is responsible for the recognition of qualifications concerning higher education. The Centre provides data on the citizenship of applicants, who apply for the recognition of secondary education qualification. In 2005, 129 applications were received, among which citizens of the Republic of Lithuania accounted for 44 per cent. Citizens of the EU Member states accounted for 22 per cent, citizens of the Russian Federation – 14, Belarussia – 10 per cent. Few applicants were citizens of African or Asian states.

However, the differences in educational attainments among minority groups are evident and are closely related to further outcomes in the labour market. No specific measures aiming at equalising the educational attainments among immigrant or ethnic minorities' communities have been addressed on

national level. Some project based activities aim at improving certain skills of disadvantaged groups (mostly related to the state language improvement, occupational skills, etc.).

Also, no specific measures of application of immigrant specific informal skills are defined in policy documents, still these competencies are used as resource in different project activities, mainly implemented by the representatives of the non-governmental sector.

Housing and related issues

In general, the housing and related issues are merely discussed and targeted in social policy. The National Report on Strategies for Social Protection and Social Inclusion 2006-2008 (NRSSPSI) includes drafting and submitting to the Government of the Republic of Lithuania the three-year Programme on the Development of the Social Housing Fund. At present, the structure of social housing is defined as undeveloped (Jonaitis 2004, 24).

There are no statistical or any other systematically collected data on the ethnic dimension in housing issues. With regard to foreigners granted asylum, the information is available only about the participants of the Social Integration Programme. The foreigners granted asylum depart from the Refugee Reception Centre to the municipalities (Kaunas, Klaipėda, Alytus and other towns), where for one year a temporary accommodation is provided (or rented) with the state support (Annex – Table 7, 8). No information is available on the housing issues of the foreigners granted asylum after the social integration programme is finished.

Kirtimai area near Vilnius is the largest Roma settlements in Lithuania, in which over 500 inhabitants live in 99 buildings under severe and unsatisfactory conditions. Also, the legal status of the buildings (as majority of the Roma houses are illegally built) is still unresolved. Kirtimai is an example of a segregated residential area. The demolition of several building by Vilnius City Municipality in December 2004, brought the issue of Kirtimai and Roma housing to the public debate. The cases of demolition were claimed to be discriminatory to the Equal Opportunity Ombudsperson, at the moment one criminal case pursuant to illegal demolition of the Roma house is being prepared to be brought to the court. Some of the residents of Kirtimai were provided with social housing, however, the Municipality is not able to meet the needs of Roma who want to leave Kirtimai.

Social services

According to the 2006 Law on Social Services, citizens of the Republic of Lithuania and aliens, including stateless persons, holding a permanent or temporary residence permit, and other persons in cases provided for the international treaties are entitled to social services. Issues of social services and health are related to the employment as every employee has social security insurance and is entitled to the basic health care free of charge. Children under age of 18 are granted social protection and health care free of charge.

No data about the specific situation concerning access to social service (including health services) of immigrants and ethnic minorities is available in Lithuania. Neither data on the state of health among different ethnic groups is available.

Primary level health assistance is provided to asylum seekers and immigrants at the Refugees Reception Centre, also health insurance is guaranteed in the framework of the Social Integration

Programme. The Red Cross Lithuania provides refugees and foreigners granted asylum or subsidiary status with medicine, hygienic items, etc.

Roma could be identified as a group vulnerable to accessing health services due to the high rates of unemployment, and drug abuse in Kirtimai. In the framework of the Vilnius City Municipality's programme addressing Roma issues, the Vilnius Center for Addictive Disorders provides mobile health services to Roma community. Several times a week a minibus arrives to Kirtimai and provides an aid to drug-abusers, primary health care to all Roma in need.

Target groups issues

Most measures of social inclusion and social policy target one dimensional aspects of social integration, the multi-dimensional issues of poverty, social exclusion and discrimination are not applied (e.g., the NRSSPSI). The ethnic dimension is not an exception in this case. On the one hand, this relates to the lack of specifically targeted research data and analysis of multiple exclusion, however, on the other hand, this proves to be a general perspective of the policy measures drafted. Therefore neither the information, nor the measures facilitating integration of immigrant women, immigrants with disabilities or mental health problems or young immigrants are available.

The National Antidiscrimination Programme 2006-2008 acknowledges lack of information on the situation of discrimination and foresees research activities on the gender issues among ethnic minority groups.

While providing humanitarian assistance to asylum seekers and refugees, the Red Cross Lithuania pays special attention to the most vulnerable groups of refugees, such as pregnant women, children, traumatized, and disable people.

Information, communication and culture issues

The Lithuania's legislation distinguishes between traditional communities, recognised religious communities, and communities registered as associations without any of those statuses. The nine traditional communities (Roman Catholic, Greek Catholic, Evangelical Lutheran, Evangelical Reformed, Russian Orthodox, Old Believers, Judaist, Sunni Muslim and Karaite) receive the state financial support and are entitled to give religious instruction in schools for those who wish to attend.

There are no known specific measures to address the religious and cultural values of the immigrants and ethnic minorities (e.g., use of religious symbols, space for prayer in the working place, holidays, etc.).

As it has been already mentioned, the National Antidiscrimination Programme 2006-2008, the first national scale governmental programme targeting discrimination, foresees a wide range of awareness raising concerning the diversity management and equality in the society.

According to the Red Cross Lithuania, social integration of recognised refugees into local communities is probably the most sensitive element of Lithuanian asylum system. Most of the responsibilities are taken by the municipalities and non-governmental organisations through implementing of project based awareness raising and integration activities. The most effective and profound activities that have improved the situation of Vilnius Roma or at least brought the issue to the public discourse are those

carried out by non-governmental organisations. Across Lithuania there is a small number of NGOs working for the benefit of the Roma Community such as the Lithuanian Children's Fund.

Ethnic minority groups are entitled all rights of civic, cultural and political participation in Lithuania's society⁸ (in terms of ethnic non-governmental organisations, cultural associations, political parties, etc.). However, data on recent immigrants or foreigners granted asylum in this regard are scarce. One of the examples could be the Council of National Associations at the Department of National Minorities and Lithuanians Living Abroad. This is an advisory body and represents all Lithuanian ethnic minorities that have associations. In 2006, a new council was elected and it includes a new association of Lebanese's community.

Still, the participation of ethnic minorities (including Roma) in the formulation of integration policies and representation of their interests on different levels is somewhat lagging behind and the process should be more inclusive in terms of the variety of stakeholders. Also, the inclusion of the recent immigrants is a challenge.

With regard to the issues of communicative field, several issues could be mentioned. Specific radio/TV programmes are transmitted mainly in Russian and Polish languages. The Lithuanian National Radio transmits several programmes (a daily thirty minutes information programs on different channels in Russian and Polish) and a common program for other ethnic minorities. A private Polish radio station, Znad Wilii, broadcasts twenty-four hours per day in Polish and Russian radio station, Ruskoje radio, in Russian. The Lithuanian National Television and some private TV companies screens a number of programs in the languages of ethnic minorities.

As far as the mainstream media is concerned, the principles of being un/noticeable or in/visible are dominant in respect of ethnic minority groups: public discourse on the issues is either missing or one-way and does not include opinions of ethnic minorities, or ethnic groups are treated exclusively through negative characteristics ascribed to them, especially in the case of the Roma, who are mainly criminalised. Low attention is paid to social problems faced by refugees, asylum seekers or other minority groups, though the cultural differences, the issue of threat are emphasised.

The Centre of Ethnic Studies at the Institute for Social Research carries out monitoring of ethnic dimension in mainstream media. According to its data, during the last several years, the information on Islam or Muslim communities has significantly increased and the negative information towards Muslims in general, Islam religion and terrorism has significantly intensified. As the CES puts in, from a small, innumerous group, the Muslims became a visible minority in Lithuania (Centre for Ethnic Studies, 2006).

These images have also relevant representation in the public opinion, which identifies an intensified intolerance towards Muslims and refugees, while Roma remain the most disliked group.

⁸ According to the information of the Department of National Minorities and Lithuanians Living Abroad, in.2005, 298 ethnic minorities' associations and cultural centres operated in Lithuania.

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ANNEX

Societal Changes

Employment and Unemployment

Table 1. Achievement of the National Employment Targets (in per cent)

Indicator	Target of 2010	Target of 2005	Factual in 2005	Factual in I Q 2006
Employment rate:				
age group 15-64	68.8	62.5	62.6	63.0 (II Q 63.7)
women	61.0	58.4	58.8	60.4
age group 55-64	50.0	47.2	49.2	49.8
Long-term unemployment rate	3.5 (target of 2008)		4.5	
Unemployment rate	8.0		8.3	6.4 (II Q 5.6)
Participation in LLL	10.0	6.5	6.5	

Source: Statistikos Departamentas (2006);

Migration

Table 2. Unofficial Emigrants from Lithuania, thousands.

	2001–2005	2004	2005
In total	69.8	24.7	24.4
Among them:			
15 years and older	61.8	20.6	22.9
Male	39.0	11.4	16.8
Female	30.8	13.3	7.6

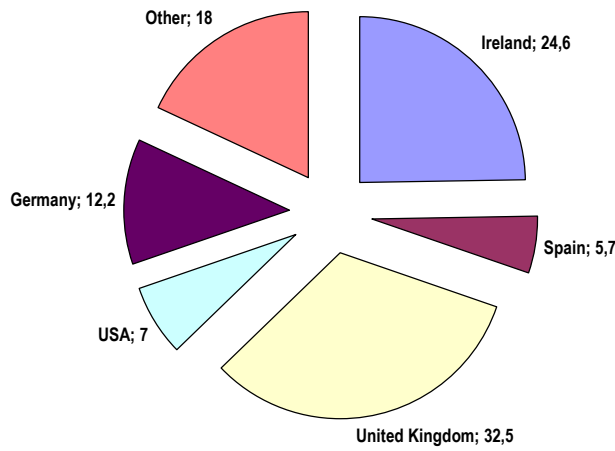
Source: Statistikos departamentas (2006)

Table 3. Comparison of education of the unofficial emigrants and Lithuanian population (15 years and older), in percent

Education	Emigrants	Lithuanian population
In total	100	100
Tertiary	20.9	19.8
Secondary	63.8	47.6
Basic	9.7	17.9
Primary	1.0	14.7
Unknown	4.6	

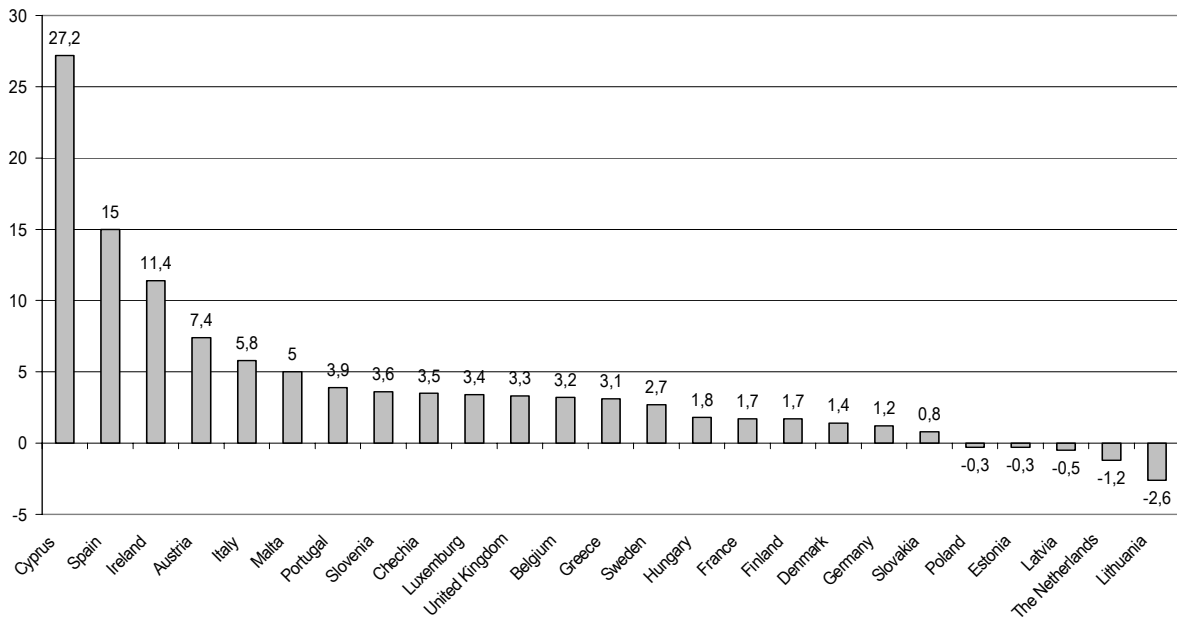
Source: Statistikos departamentas (2006)

Figure 1. Unofficial Emigrants by the Country of Emigration (in per cent)



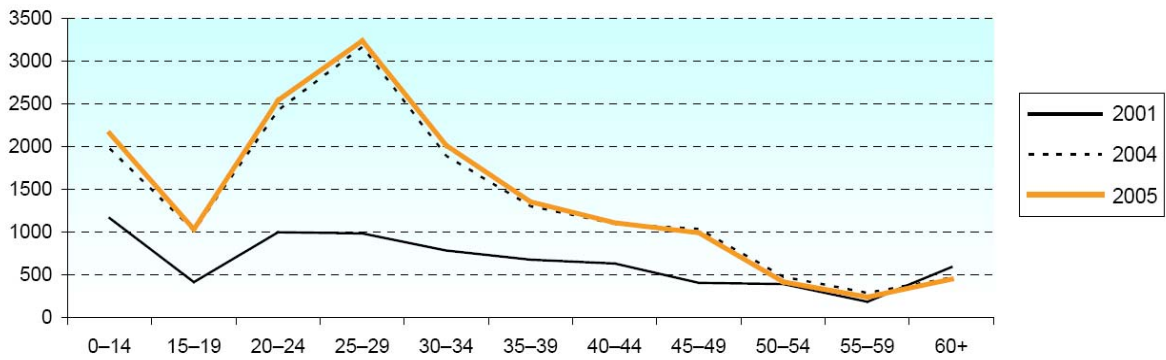
Source: Statistikos departamentas (2006)

Figure 2. Migration saldo in EU countries (2005)



Statistikos departamentas (2006)

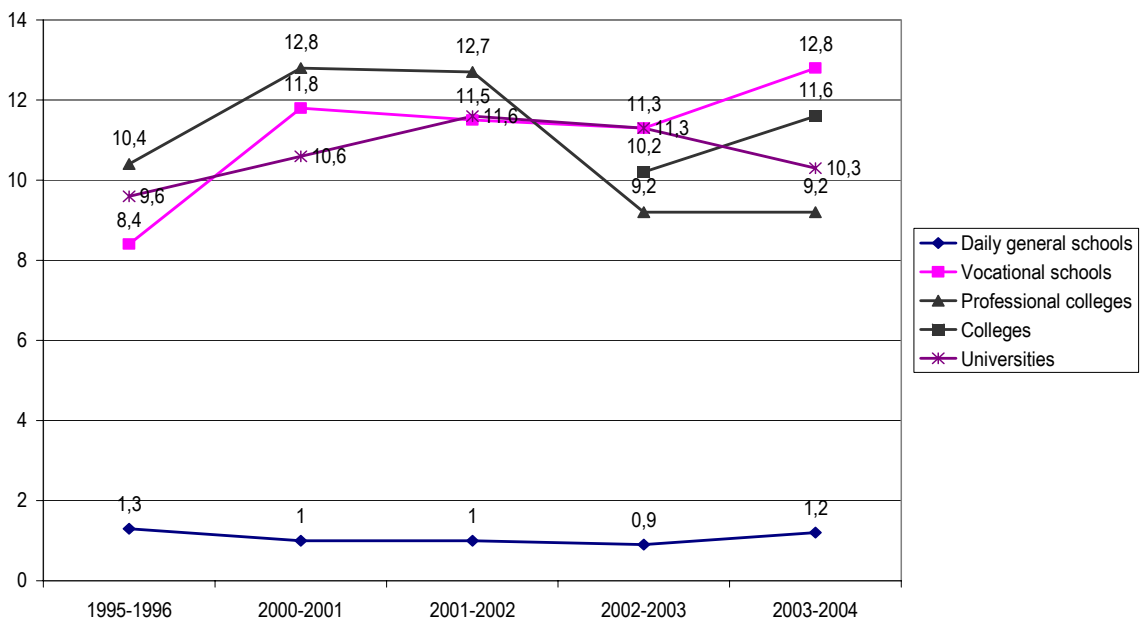
Figure 3. Emigrants by age group



Source: Statistikos departamentas (2006)

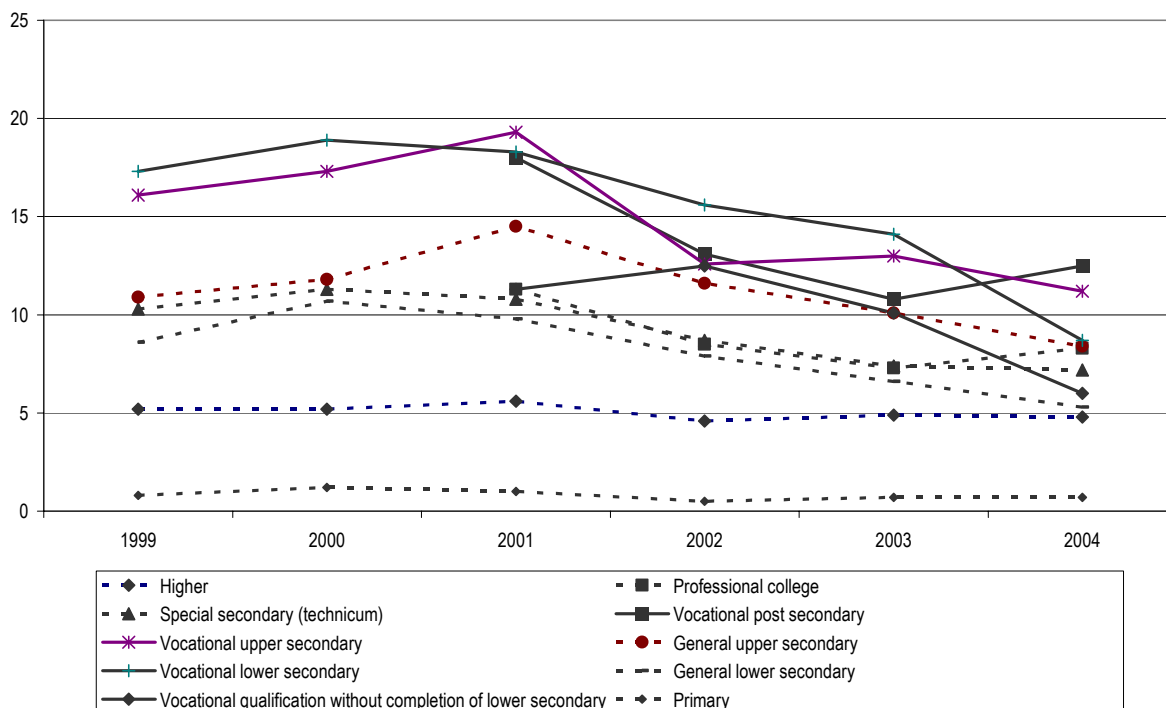
Education

Figure 4. Percentage of Dropouts



Source: Statistics Lithuania (2005) Education

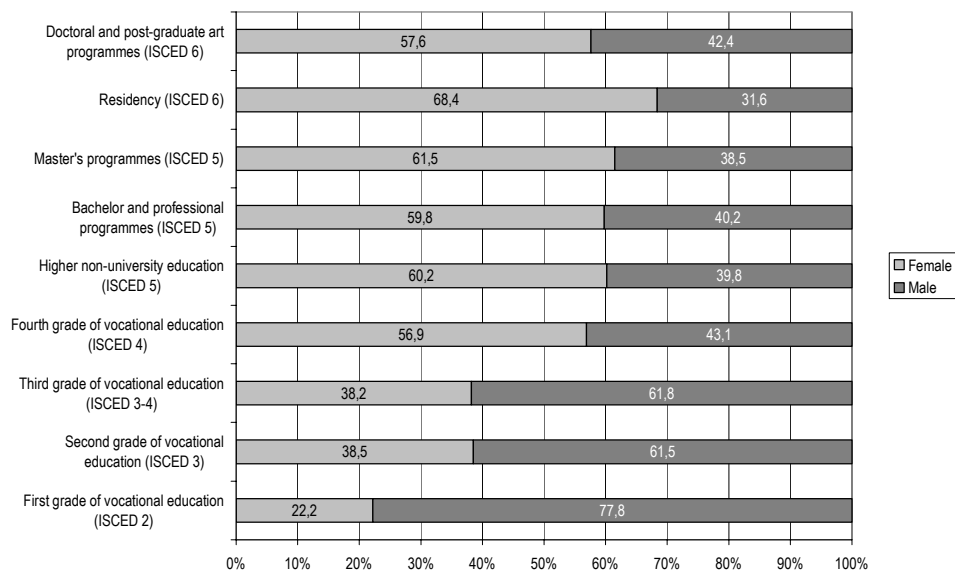
Figure 5. Percentage of unemployed in the groups with different level of education



Source: Statistics Lithuania (2005) Labour Force

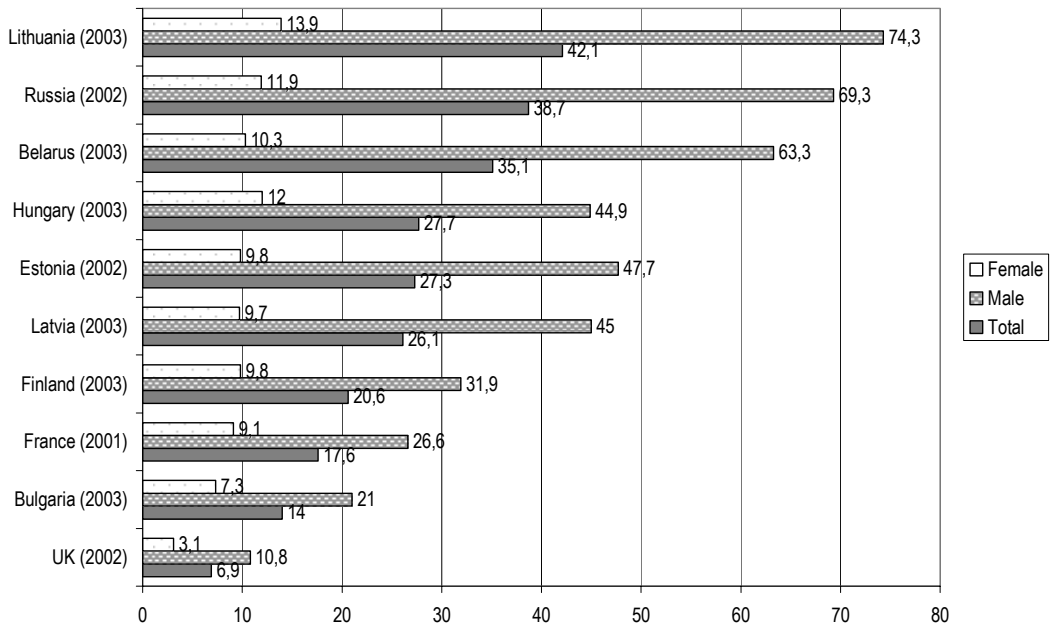
Gender

Figure 6. Gender proportion in the different grades of education



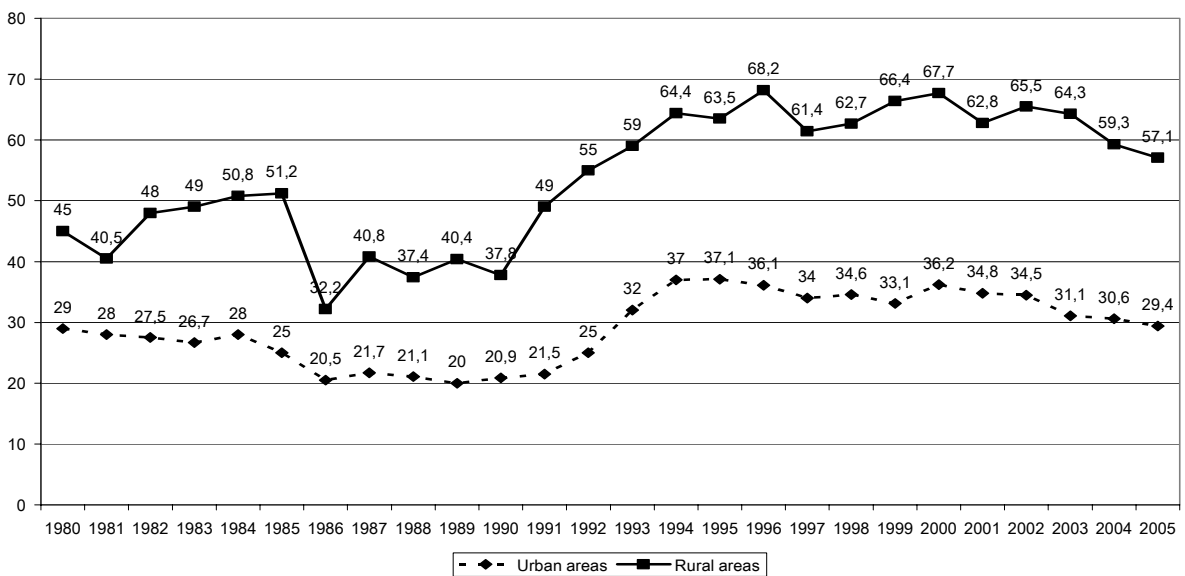
Source: Statistics Lithuania (2005) Education

Figure 7. Suicides in different countries (per 100 000)



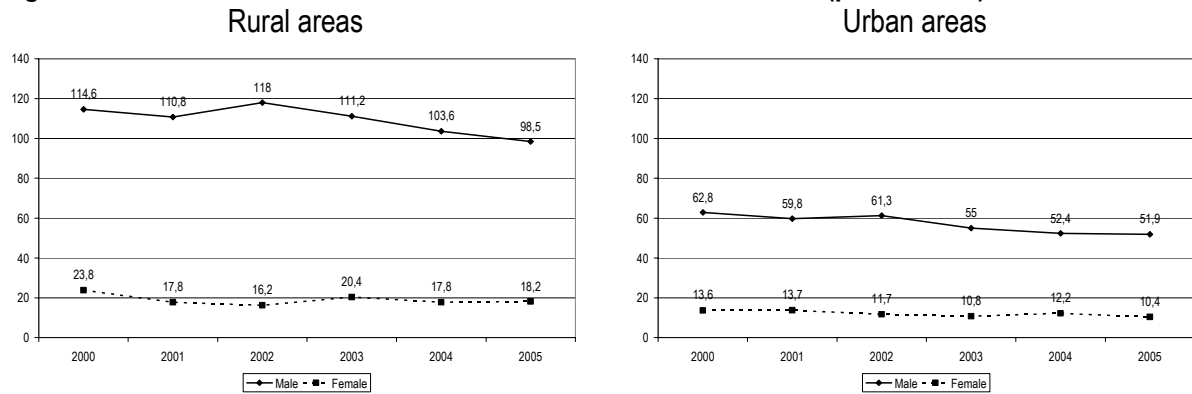
Source: State Mental Health Centre (http://www.vpsc.lt/saviz_statistika.htm)

Figure 8. Suicides in Lithuania 1980-2005 (per 100 000)



Source: State Mental Health Centre (http://www.vpsc.lt/saviz_statistika.htm)

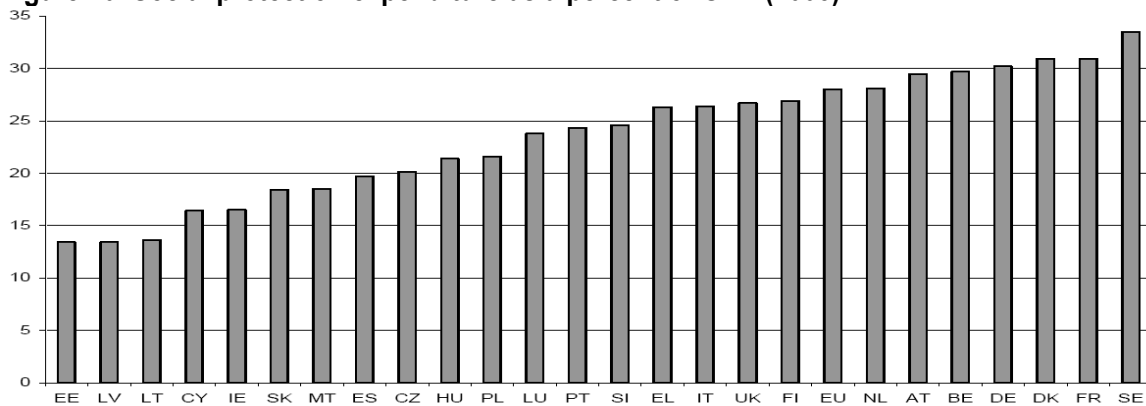
Figure 9. Suicides in urban and rural areas in Lithuania 2000-2005 (per 100 000)



Source: State Mental Health Centre (http://www.vpsc.lt/saviz_statistika.htm)

Financing of Social Protection

Figure 10. Social protection expenditure as a percent of GDP (2003)



Source: Commission of the European Communities (2006) Technical Annex to the Joint Report on Social Protection and Social Inclusion http://ec.europa.eu/employment_social/social_inclusion/jrep_en.htm (Accessed at September 30, 2006)

Social Enterprises

Table 4. The subsidies for social enterprises

	Types of subsidies	The Amount of State Supports, Thou LTL.	
		I-III Q 2005	I-III Q 2006
1.	Partial salary and social security contributions compensation	2324.9	4761.43
2.	New work place establishment subsidy	167.92	686.48
3.	Adjustment of the work place	37.99	547.02
4.	Subsidies for the working environment arrangement to disabled persons	191.76	134.82
5.	Subsidies for the compensation of assistant	65.64	249.25
6.	Subsidies for additional administrative expenses	3	10.59
7.	Subsidies for additional transport expenses		9.85
8.	Training subsidy		
	Total	2791.21	6399.45

Source: Lithuanian Labour Exchange (2006)

On Integration of Immigrants and Ethnic Minorities

Table 5. Granting Asylum to Aliens in the Republic of Lithuania

Year	Refugee status granted	Subsidiary protection granted *	Rejection of application for asylum	Examination of application terminated
1997	6	-	53	-
1998	28	-	116	108
1999	11	-	171	104
2000	15	80	113	200
2001	3	266	58	97
2002	1	287	37	55
2003	3	485	56	230
2004	12	407	50	91
2005	15	328	30	7
Iš viso:	94	1 853	684	892

* Before 30 April 2004, aliens were issued temporary residence permits for reasons on humanitarian grounds.

Source: Migration Department (2006)

Table 6. Distribution of daily schools by language of instruction (beginning of academic year), 2000-2006

Language/s of instruction	2000–2001	2002–2003	2003–2004	2004-2005	2005-2006
Lithuanian	2.047	1.872	1.631	1.364	1.256
Russian	69	56	59	55	45
Polish	74	81	83	64	64
Belarusian	1	1	1	1	1
French	-	-	1	1	1
Lithuanian and Russian	24	21	18	17	19
Lithuanian and Polish	11	13	14	13	15
Lithuanian, Russian and Polish	10	9	8	6	9
Russian and Polish	26	21	18	17	15
Russian and Belarusian	1	-	-	-	1
Lithuanian and English	2	1	1	1	2
Total	2.265	2.075	1.834	1.539	1.437

Source: Statistics Lithuania (2006)

Table 7. Utilisation of Funds allocated for State Support to Foreigners who were granted Asylum in Lithuania and their integration

Year	The average number of foreigners participating in social integration activities	State budget funds allocated for state support of integration activities (in thousand LTL)
1999	29	742
2000	51	529
2001	126	346
2002	185	914
2003	356	1569.3
2004	267	1473.5
2005	275	-
2006*	231	-

* January – May

Source: Data for 1999-2004, Social Report 2004. Ministry of Social Security and Labour of Republic of Lithuania; for 2005, 2006 – the Refugee Reception Centre, http://tc.nrd.lt/wt_pab/action/load?url=html&id=120 (accessed on 20.10.2006)

Table 8. Statistics of the foreigners granted asylum departed to the municipalities from RRC, 2004 – 2006

2004	2005	January – May 2006
82	61	29

Source: Refugee Reception Centre, http://tc.nrd.lt/wt_pab/action/load?url=html&id=120 (accessed on 20.10.2006)