

LATVIAN LANGUAGE LEARNING SERVICES: COSTS, ACCESSIBILITY, AND EFFECTIVENESS



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List of abbreviations

Mol – Ministry of the Interior

SEQS – State Education Quality Service

MoES – Ministry of Education and Science

MoC – Ministry of Culture

MoW – Ministry of Welfare

LLA – Latvian Language Agency

SEA – State Employment Agency

AMIF – Asylum, Migration and Integration Fund

PRP – Permanent Residence Permit

SIF – Society Integration Foundation

TRP – Temporary residence permit

SEDA – State Education Development Agency

SAO – State Audit Office

SLPE – State Language Proficiency Examination

Introduction

For some time, PROVIDUS has been drawing attention to the need to ensure the quality and continuity of publicly funded language learning courses.¹ In this context, the necessity for a unified integration strategy is highlighted, as the current regulatory approach is inconsistent and may create unequal and difficult access to services for various newcomer groups.² This conclusion can be applied also regarding the publicly funded Latvian language learning system currently in place at the moment this report was drafted, which is characterized by distinct fragmentation, as language learning services are provided by various parties involved without consistent mutual coordination.

In March 2026, the Ministry of Education and Science (hereinafter: MoES) submitted the draft Conceptual Report “On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning” for public consultation.³ The target of the draft conceptual report (hereinafter: conceptual report) is to eliminate institutional and competence-related fragmentation in the field of state language policy, with the aim of simplifying the development and implementation of the state language policy, as well as the receipt of services. At the time this report was drafted, a similar draft conceptual report similar in terms of content existed.⁴ Considering the leading role of MoES in the field of state language policy, it proposes to increase both the quality of the language learning services and to align the infrastructure for service delivery. The learning opportunities analyzed in the conceptual report demonstrate a fragmented landscape, characterized by disparities in the availability of public funding for organizing courses for different population groups (e.g., Ukrainian civilians, third-country nationals, and others), unequal requirements for completing the State Language Proficiency Examination (hereinafter: SLPE),⁵ as well as differences in costs. The solutions outlined in the conceptual report relate to registration, data collection and analysis, and the linking of educational programs to funding sources through the STARS skills management information system. Furthermore, with the aim of establishing a coordinated operation of the language learning system, the concept envisages a clear division of roles and

¹ Meilija, D., Pelse, D., et al. (2024). Ukrainian Refugees in Latvia: Available Data, Experiences and Public Attitudes. Available at: https://providus.lv/wp-content/uploads/2024/09/Providus_research_final_0509-1.pdf

² Pelse, D., Stafecka, L., Bērziņa, L., et al. (2025). The Experience of Latvian Municipalities in Receiving Ukrainian Civilians: From Crisis to Long-Term Solutions. Available at: https://providus.lv/wp-content/uploads/2025/06/Pasvaldibu_kapacitate_petijums.pdf

³ Ministry of Education and Science (2026). Conceptual Report "On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning". *(version adopted by the Cabinet of Ministers on 21.07.2026)* Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

⁴ Ministry of Education and Science (2026). Conceptual Report "On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning". *(version adopted by the Cabinet of Ministers on 21.07.2026)* Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

⁵ For increased readability, later in the report the SLPE is also mentioned as an “exam”

responsibilities among MoES, the Latvian Language Agency (hereinafter: LLA), the State Education Development Agency (hereinafter: SEDA), the State Education Quality Service (hereinafter: SEQS), the Ministry of Culture (hereinafter: MoC), the Society Integration Fund (hereinafter: SIF), the Ministry of Welfare (hereinafter: MoW), and the State Employment Agency (hereinafter: SEA).

The State Audit Office report (hereinafter: SAO) “Cohesive Society Policy – Unclear and Uncoordinated” indicates that the social cohesion policy does not encompass the municipal level; regarding the state language learning system, the data on language learning is collected fragmentarily, which also affects municipalities. The report indicates that the current involvement of municipalities has been insufficient.⁶ The necessity to determine the role of municipalities in the field of integration has also been underscored as relevant in several studies by PROVIDUS.⁷ The measures included in the initial draft of the conceptual report did not essentially involve the municipal level in the development of a unified state language testing process – a point also raised in the objections submitted by PROVIDUS.⁸ The version of the Conceptual Report approved by the Cabinet of Ministers incorporates the results of the municipal survey, which indicate that the provision of Latvian language learning services by municipalities should be maintained as a flexible solution.⁹ At the time of drafting of this report, the version of the Conceptual Report approved by the Cabinet of Ministers includes planned funding for the implementation of the concept for the period from 2026 to 2029 in the amount of EUR 10,940,407 from the funding planned under the Medium-Term Budget Framework Law, as well as the need for additional funding in the amount of EUR 8,024,163.¹⁰ We recommend further assessing the need to establish an entirely new system under the Ministry of Education and Science (MoES) specifically for the administration and monitoring of Latvian language learning, taking into account the use and continued maintenance of the

⁶ State Audit Office of the Republic of Latvia (2025). *Cohesive Society Policy – Unclear and Uncoordinated*. Available at: <https://www.lrvk.gov.lv/lv/getrevisionfile/29703-TrunR1tpeFUQLmyE62yFTRi0VBDd3T-.pdf>

⁷ Pelse, D., Bērziņa, L., Stafecka, L. (2025). *The Experience of Latvian Municipalities in Receiving Ukrainian Civilians: From Crisis to Long-Term Solutions*. Available at: https://providus.lv/wp-content/uploads/2025/06/Pasvaldibu_kapacitate_petijums.pdf

⁸ PROVIDUS think tank’s comments on the draft Conceptual Report “On a Solution to Eliminate Institutional Fragmentation in Adult State Language Learning”. Available at: <https://tapportals.mk.gov.lv/reviews/resolutions/4a29ac4e-a197-4e97-afa2-f5c0b3ac166c>

⁹ Ministry of Education and Science (2026). *Conceptual Report “On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning” (version adopted by the Cabinet of Ministers on 21.07.2026)* Available at: https://tapportals.mk.gov.lv/legal_acts/c85de0d1-0691-4d6b-8aff-049612b0beb5

¹⁰ Ministry of Education and Science (2026). *Conceptual Report “On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning” (version adopted by the Cabinet of Ministers on 21.07.2026)* Available at: https://tapportals.mk.gov.lv/legal_acts/c85de0d1-0691-4d6b-8aff-049612b0beb5

existing systems operated by the State Employment Agency (SEA) and the Ministry of Culture/Society Integration Foundation (MoC/SIF).

The **aim** of the study is to identify and compile available data on publicly funded Latvian language courses in the contexts of costs, accessibility, and effectiveness, thereby promoting a data-driven decision-making process. The research period is March-July 2026.

1. Range of Latvian language learning service providers

The provision of Latvian language learning services is linked to state policies under the responsibility of the MoES, MoC, MoW, and MoI, including state language, immigration, security, employment, and integration policies.¹¹ The national-level regulatory framework for adult Latvian language learning designates the Ministry of Education and Science as the institution responsible for developing, implementing, and coordinating policy. At the time of preparation of this report, Latvian language learning services are provided within the framework of measures aimed at promoting social cohesion and reducing unemployment.¹² In the context of employment, Cabinet Regulation No. 157 establishes the level of Latvian language proficiency required for the performance of work duties.¹³

At the time of preparation of this report, Latvian language learning services at the national level are provided within the framework of measures administered by MoW, SEA, MoC, and SIF. Language learning service providers are selected through open selection procedures organized by MoC and SIF, while language learning service providers administered by the State Employment Agency are selected in accordance with the “[Procedure for Selecting Providers of State Language Education Programmes](#)”.¹⁴ As part of the research conducted for the purposes of this report, it was established that Latvian language learning services are also provided by several municipalities. In some cases, language courses are provided by selecting service providers through open project competitions. The research identified project competitions organized by MoC¹⁵, SIF¹⁶ and Riga State City Municipality¹⁷ to select service providers.

¹¹ State Audit Office of the Republic of Latvia. (2025). Cohesive Society Policy – Unclear and Uncoordinated. Available at: <https://www.lrvk.gov.lv/lv/getrevisionfile/29703-TrunR1tvpEFUQLmyE62yFTRi0VBDd3T-.pdf>

¹² Ministry of Education and Science (2026). Conceptual Report “On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning”. (*version adopted by the Cabinet of Ministers on 21.07.2026*) Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

¹³ Cabinet of Ministers (2023). Regulations Regarding the Scope of Latvian Language Knowledge, the Procedure for the State Language Proficiency Examination, and the State Fee for the State Language Proficiency Examination. Available at: <https://likumi.lv/ta/id/330669-noteikumi-par-valsts-valodas-zinasanu-apjomu-un-valsts-valodas-prasmes-parbaudes-kartibu>

¹⁴ Ibid.

¹⁵ Ministry of Culture (2023). Competition Archive. Available at: <https://www.km.gov.lv/lv/konkursu-arhivs-2022-2025>

¹⁶ Society Integration Foundation (2026). Latvian Language Courses for Ukrainian Civilians. Available at: <https://www.sif.gov.lv/lv/latviesu-valodas-macibas-ukrainas-civiliedzivotajiem>

¹⁷ Riga State City Municipality (2022). Provision of Latvian Language Learning for Riga Residents 2022–2024. Available at: <https://www.riga.lv/lv/konkursi/latviesu-valodas-apguves-nodrosinasana-rigas-pilsetas-iedzivotajiem-2022-2024gadam>

*The distribution of the share of funding allocated from the AMIF for third-country nationals is based on a preliminary calculation conducted by PROVIDUS. This is related to the AMIF funding allocation process, whereby funding was granted to service providers for the period from 2023 to 2026. The calculation was based on information provided by the MoC regarding transferred payment amounts for the period from 01.01.2024 to 31.12.2025, including two interim payments amounting to 30% of the project’s allocated

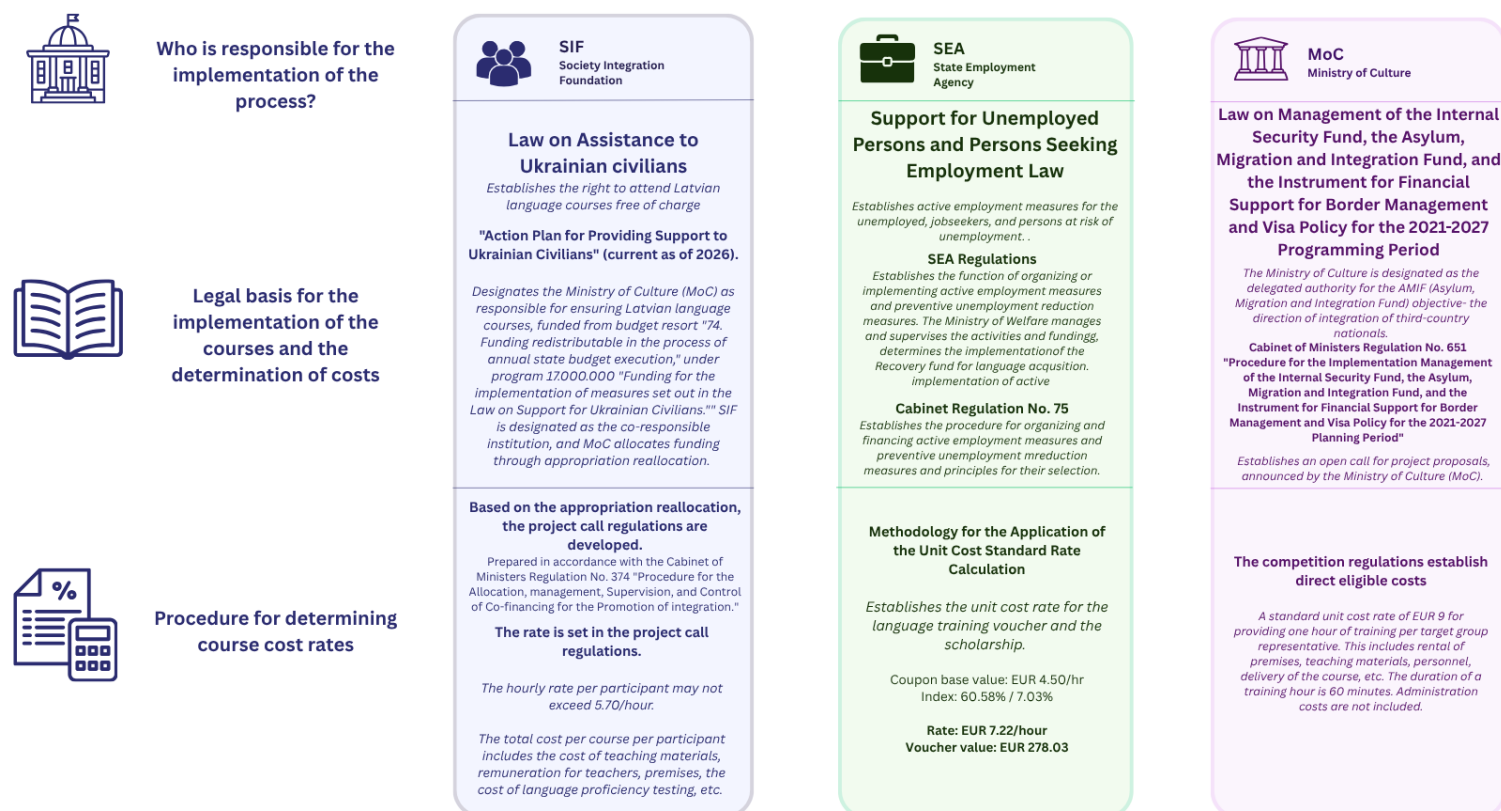


Figure No. 1. Latvian language learning system. Source: PROVIDUS summary.

At the time of preparation of the research report, the publicly funded Latvian language learning system was effectively implemented within three regulatory frameworks (see Figure No. 1). It includes services provided by the Society Integration Foundation (SIF), the State Employment Agency (SEA) and the Ministry of Culture (MoC). Due to the existence of three separate regulatory frameworks for service provision, different cost calculation approaches are applied among the involved stakeholders (see Figure No. 1), as well as different approaches to data collection and analysis.

With the aim of compiling information on the language learning services provided by the involved stakeholders, target groups, and costs in 2024/2025, PROVIDUS requested data from national-level institutions (SIF, MoC, and SEA), as well as state city municipalities (Jekabpils Municipality, Jelgava State City Municipality, Jurmala State City Municipality, Liepaja State City Municipality, Rēzekne State City Municipality, Riga State City Municipality, Valmiera Municipality, and Daugavpils State City Municipality). In order to obtain mutually comparable data on the Latvian language learning services provided,

funding, assuming that the proportions of allocations are similar. Therefore, it is not possible to provide a fully accurate breakdown of the funding distribution shares; however, the calculation provides an indicative overview of the relative share of funding compared to other target groups.

information was requested according to the following categories: the name of the service provided, target group, implementation period, total costs of the specific service in 2024 and 2025, number of service recipients by language proficiency level, number of persons who undertook the official State Language Proficiency Examination after completion of language learning by language level, and the source of funding. Table No. 2 summarises the funding sources and the amount of funding allocated to different target groups in 2024 and 2025.

1.1. Funding allocated for courses

In Table No. 2, course costs for re-emigrants and third-country nationals are presented jointly for 2024 and 2025, while for other target groups information on allocated funding is compiled separately for each year. **The total costs of courses, including those funded by municipalities for different target groups in 2024 and 2025, are estimated at EUR 9.5 million.** The costs of Latvian language courses implemented by SIF, SEA and MoC are estimated at **EUR 9.2 million** in total for 2024 and 2025. These funds were used to implement Latvian language courses completed by **11,469 persons**. Latvian language learning activities implemented from municipal budgets are estimated at **EUR 355,790** in total for 2024 and 2025. In the context of services provided by municipalities, it should be noted that the activities differ from one another both in terms of content, and data on the exact number of persons involved was not always provided (see Table No. 2).

Institution	Funding programme	Funding 2024 (EUR)	Funding 2025 (EUR)	Number of persons who completed courses in 2024	Number of persons who completed courses in 2025
SEA	Recovery Fund (RF) project "Skills Development for Adults"	737,137.50	707,396.77	1,208	1,184
SIF	Latvian state budget-funded programme "Latvian Language Courses for	3,846,112.30	2,394,854	4,802	2,869

	Ukrainian Civilians”				
SIF	Latvian state budget-funded programme “Latvian Language Learning for Re-emigrants and Their Family Members”	32,640	32,640	56 (total for 2024 and 2025)	
MoC	Asylum, Migration and Integration Fund (hereinafter: AMIF) programme “Inclusion of Third-Country Nationals in Local Society by Promoting Opportunities for Latvian Language Use and Learning”	1,486,970.04		779	571
TOTAL AT NATIONAL LEVEL		Funding used		Number of persons who completed courses	
		9,237,750.61 EUR (total for 2024 and 2025)		11,469 (total for 2024 and 2025)	
MUNICIPALITIES	Latvian language learning and skills development courses/activities implemented by municipalities	172,464 (from that 130,047.70 in Riga)	183,326 (from that 148,261.53 in Riga)	n/a	n/a
TOTAL AT NATIONAL AND MUNICIPAL LEVEL		9,593,541 EUR (total for 2024 and 2025)		n/a	n/a

Table No. 2. Costs of Latvian language courses and the number of persons who completed the courses. Source: Information provided by MoC, SEA, SIF and municipalities upon request from PROVIDUS.

Ukrainian civilians constitute the largest group participating in Latvian language courses (labelled "Ukrainian civilians" in Figure No. 3). Targeted courses for this group receive the highest level of funding and are the most widely available, accounting for more than half of all participants enrolled in publicly funded courses (see Figure No. 3). Smaller shares are represented by third-country nationals (labelled "MoC AMIF TCN" in Figure No. 3), SEA clients, and remigrants.

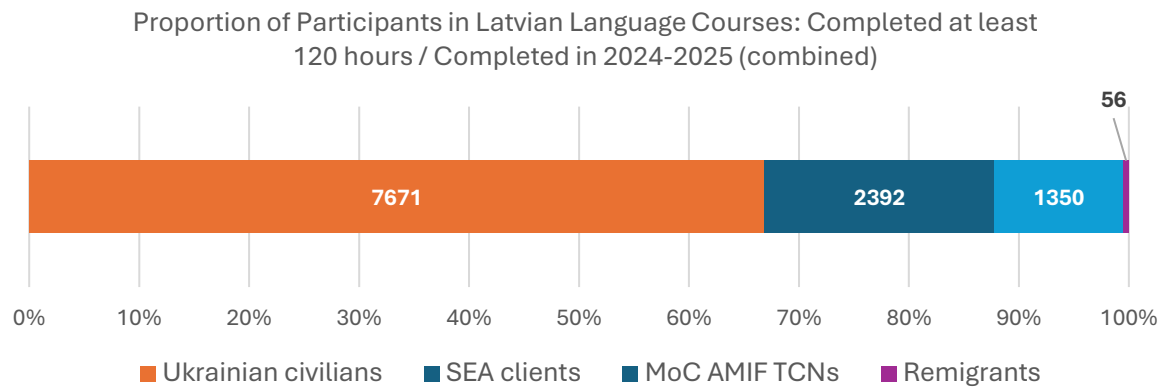


Figure No. 3. Number and proportion of participants in Latvian language courses. Source: PROVIDUS summary based on information provided by SIF, the MoC, and the SEA.

2. Service availability

The Conceptual Report prepared by the MoES states that access to publicly funded Latvian language learning is unequal across different groups of newcomers¹⁸. These differences in access are primarily related to the regulatory framework. In practice, **three separate language learning systems exist, under which the same service is provided to different target groups through different funding arrangements and at different overall costs** (see Figure No. 1 and Table No. 2). Latvian language courses are most widely available to Ukrainian civilians, who have access both to programmes administered by the SIF that are specifically designed for Ukrainian civilians, programmes administered by the MoC for third-country nationals, and courses provided by the SEA, in cases where Ukrainian civilians are registered as SEA clients (see Figure No. 4).

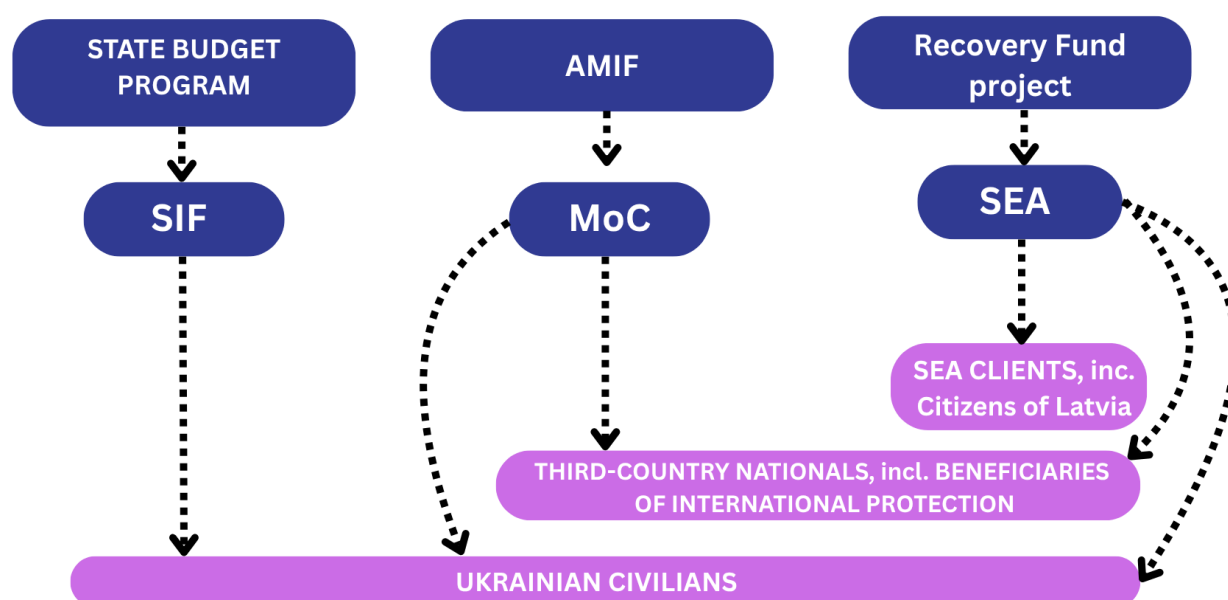


Figure No. 4. Funding sources and availability of Latvian language courses. Source: PROVIDUS summary.

According to the Ministry of Welfare's report on the employment of Ukrainian civilians in the period 2022–2025, a total of 5,868 Ukrainian civilians participated in non-formal education provided by the SEA, primarily Latvian language courses, between 7 March 2022 and the end of 2025.¹⁹

¹⁸ Ministry of Education and Science (2026). Conceptual Report “On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning”. (version adopted by the Cabinet of Ministers on 21.07.2026) Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

¹⁹ Ministry of Welfare (2026). Employment of Ukrainian Civilians in 2022–2025. Available at: <https://www.lm.gov.lv/lv/media/33626/download?attachment>

Third-country nationals have access to courses financed under the MoC's Asylum, Migration and Integration Fund (AMIF) programme, in accordance with AMIF Objective 2 "Legal Migration and Integration", Activity 13.2 "Inclusion of Third-Country Nationals in Local Society by Promoting Opportunities for the Use and Learning of the Latvian Language."²⁰ In addition, third-country nationals who have the legal right to reside in Latvia and are registered as clients of SEA may receive Latvian language learning services within measures administered by SEA. These courses are financed under the Recovery Fund (RF) project "Skills Development for Adults."²¹ The Latvian language courses provided by the SEA are specifically intended for SEA clients – unemployed persons, job seekers, and individuals at risk of unemployment. Consequently, third-country nationals and Ukrainian civilians represent only a proportion of all service recipients, as SEA clients also include Latvian citizens (see Figures No. 3 and 4). On average, in 2024 and 2025, among participants who completed Latvian language courses provided by SEA, 34% were Latvian citizens, 23% were Ukrainian civilians, 18% were non-citizens, and 16% were Russian citizens (see Figure No. 5). The SEA's courses were most frequently attended at the A1, A2, and B1 proficiency levels.²²

Proportion of persons by nationality/status who completed SEA Latvian language courses in 2024 and 2025

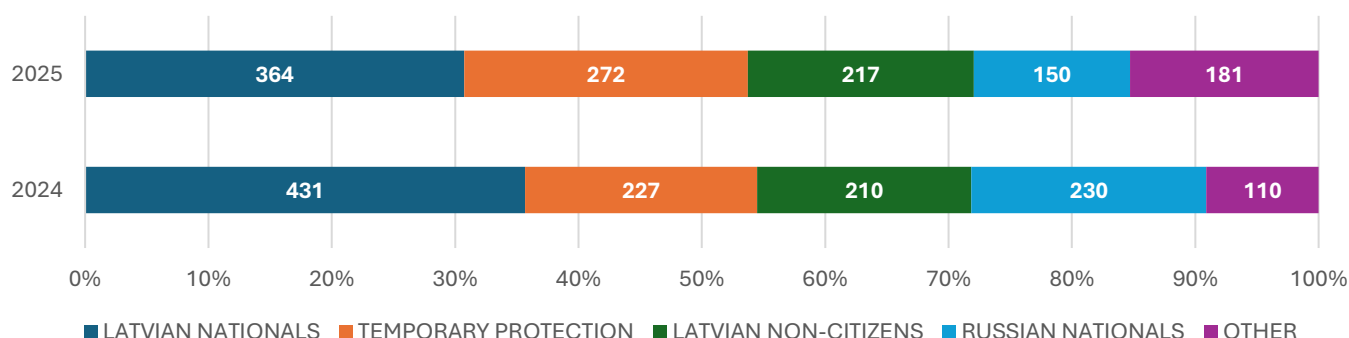


Figure No. 5. Proportion of Latvian and other countries' citizens who completed SEA Latvian language courses in 2024 and 2025. Source: Information provided by SEA at PROVIDUS's request.

Aside from fragmented course availability in some municipalities, publicly funded Latvian language courses for Latvian citizens are mainly available only through SEA. Figure No. 5 shows that approximately 30% of SEA clients who learned Latvian in 2024 and 2025 were Latvian citizens. The priority target group for courses funded under the AMIF programme administered by MoC is third-country nationals (young people aged 13 to 25 and adults who have been granted the right to reside in Latvian territory), and persons in need of international protection (refugees, persons granted alternative status,

²⁰ Information provided by MoC at PROVIDUS's request

²¹ Information provided by SEA; Information provided by SEA at PROVIDUS's request

²² Information provided by SEA at PROVIDUS's request

and asylum seekers) who have been legally residing in Latvian territory within the last five years. AMIF courses in 2024 and 2025 were mainly taught at A1 and A2 levels (see Figure No. 6).

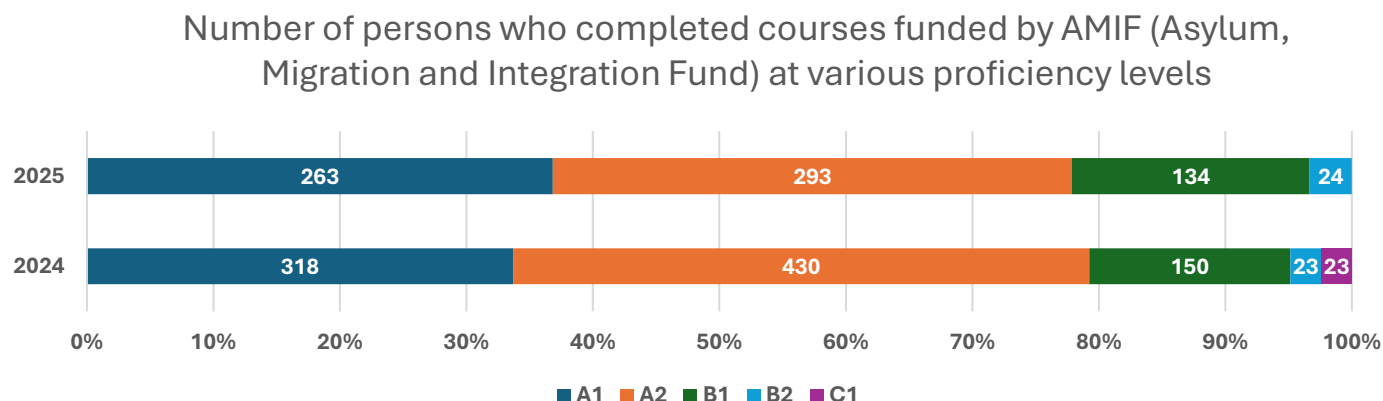


Figure No. 6. Number of persons in AMIF Latvian language courses, by language level, 2024 and 2025. Source: Information provided by SIF at PROVIDUS's request.

Citizens of Russia, Ukraine, Belarus, India, and Vietnam made up the largest number of participants in AMIF-funded courses in 2024 and 2025. Other countries are represented to a lesser extent (see Table No. 7).

Country	Number of unique persons 2024	Number of unique persons 2025
Russia	553	386
Ukraine	254	169
Belarus	120	57
India	82	32
Vietnam	50	29

Table No. 7. TOP 5 countries of origin of citizens who completed AMIF-funded Latvian language courses. Source: Information provided by SIF at the request of PROVIDUS.

As noted above, Ukrainian civilians made up the largest number of participants in publicly funded Latvian language courses

(see Table No. 2 and Figure No. 3). The distribution of funding also clearly shows that Latvian language courses for Ukrainian civilians received the most extensive funding, followed by language learning services provided to SEA clients and third-country nationals. A smaller share of funding was allocated to municipally organized language courses and to the SIF programme targeting language learning for re-emigrants (see Table No. 2 and Figure No. 8).

Distribution of Funding by Target Group, 2024 and 2025, EUR

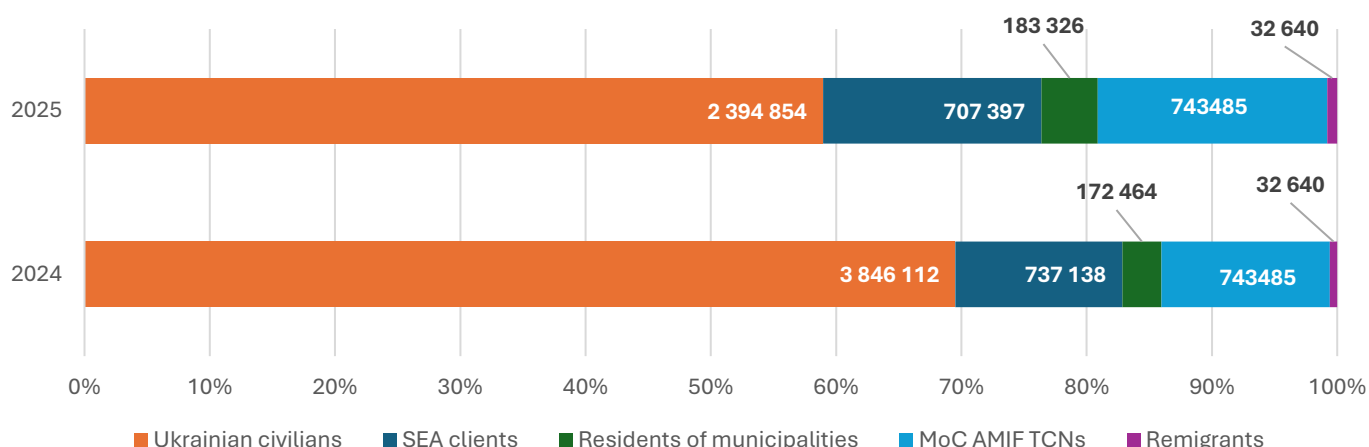


Figure No. 8. Allocation of funding for Latvian language courses for various target groups. Source: PROVIDUS summary based on information provided by SIF, MoC, SEA and local governments.

As mentioned above, language learning services targeted at Ukrainian civilians account for the largest share of funding for language course provision (see Figure No. 8). Courses are mainly offered at A1 and A2 levels, where, on average in 2024 and 2025, 45% of participants completed A1 level and 37% completed A2 level.²³ Accordingly, in terms of accessibility, it should be noted that the widest range of courses is offered to Ukrainian civilians, while publicly funded Latvian language learning is comparatively more limited for other groups.

The accessibility of publicly funded courses can also be assessed against the proportion of persons who learn Latvian privately, without participating in publicly funded Latvian language courses. The proportion of those taking the State Language Proficiency Examination (hereinafter: SLPE) shows that more than half of SLPE candidates registered individually. A higher proportion of individual SLPE candidates is found at the A2, C1, and C2 levels, which is likely linked to the need to obtain an A2-level certificate for a Permanent Residence Permit (hereinafter: PRP), while C1 and C2 level certificates are often required for the performance of professional duties in accordance with Cabinet of

²³ PROVIDUS estimation based on information provided by SIF

Distribution of Persons Registered for the State Language Proficiency Exam (SLPE) by Group and Language Level, 2025

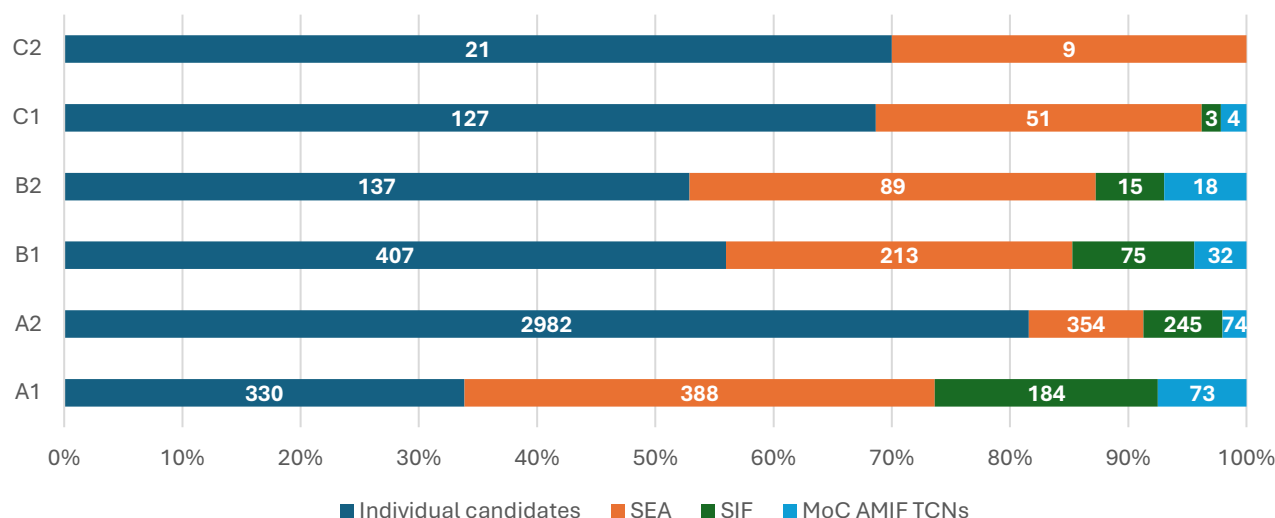


Figure No. 9. Distribution of persons registered for the SLPE by group and language level in 2025. Source: information provided by SEDA at PROVIDUS's request.

Ministers regulations.²⁴ A higher proportion of SLPE candidates registered by legal entities – i.e., providers of publicly funded courses – is observed at the A1 level (see Figure No. 9). In this context, it is important to point out certain challenges: specifically, some participants in publicly funded courses register for the exam as individual candidates, or attempt to retake the exam after completing a course. It is therefore not possible to fully rule out that some of the individual candidates shown in Figure No. 9 actually learned Latvian through publicly funded courses.²⁵ This should be taken into account when collecting and compiling data, in the process of developing a unified system. At the time this report was drafted, it was not possible to determine the exact proportion of such persons, given the fragmented nature of language learning administration and data collection processes.

Publicly funded Latvian language courses are available under programmes administered by SIF, MoC, and SEA. Free Latvian language courses are most widely available to Ukrainian civilians, meaning that access to courses is unequal across different groups of newcomers. Publicly funded SEA courses for Latvian citizens are mainly available through measures implemented by SEA. Of the total number of persons who completed language learning, approximately 34% were Latvian citizens and 18% were non-citizens. The data obtained show that publicly funded language courses are mainly provided at A1 and A2

²⁴ Cabinet of Ministers (2023). Regulations Regarding the Scope of Latvian Language Knowledge, the Procedure for the State Language Proficiency Examination, and the State Fee for the State Language Proficiency Examination. Available at: <https://likumi.lv/ta/id/330669-noteikumi-par-valsts-valodas-zinasanu-apjomu-un-valsts-valodas-prasmes-parbaudes-kartibu>

²⁵ Information provided by SIF and providers of publicly funded Latvian language courses.

levels. Given the differing availability of courses for various groups of newcomers, it is important to examine whether the offer corresponds to migration dynamics.

2.1 Alignment of accessibility with migration dynamics

Data on migration dynamics over the past five years show that the number of first-time issued residence permits indicates a significantly higher proportion of Ukrainian civilians compared to other groups of newcomers. Figure No. 10 summarizes data on first-time issued TRPs for the largest groups of newcomers.

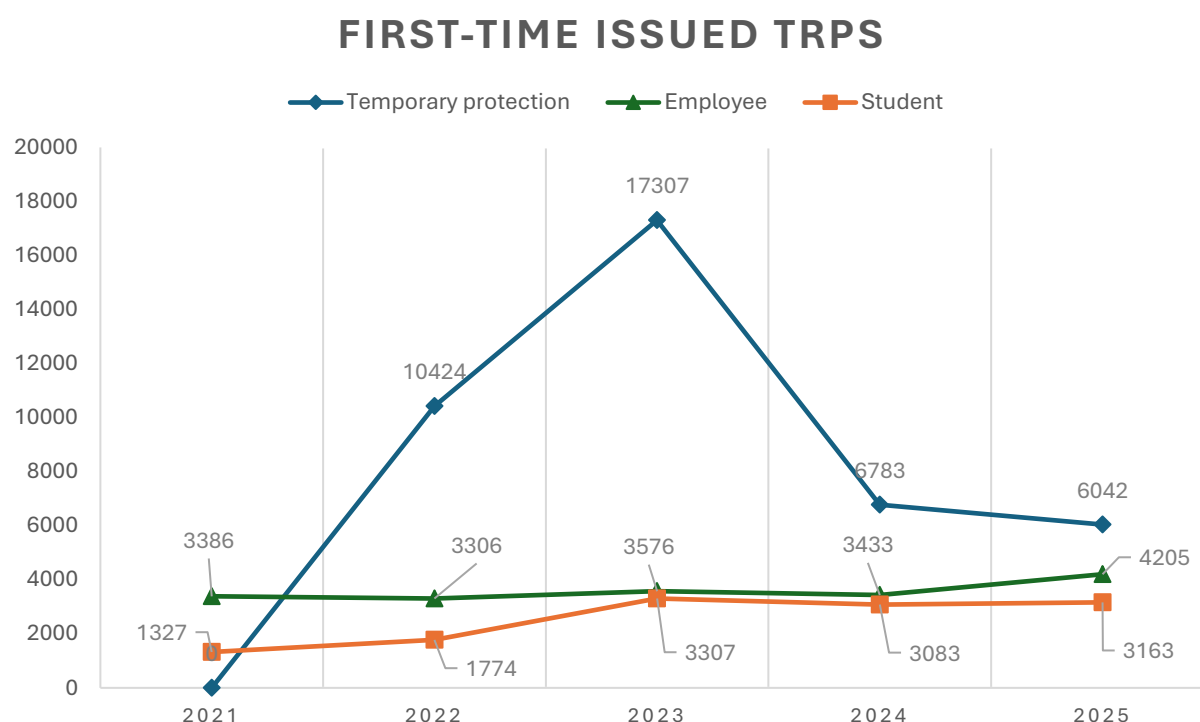


Figure No. 10. First-time issued temporary residence permits (TRPs), 2021–2025. Source: OCMA data / PROVIDUS summary.

In terms of accessibility, it can be seen that, in line with migration dynamics, attendance of publicly funded Latvian language courses (Figure No. 3) and their availability (Figure No. 4) correspond to the current dynamics, with a larger increase in the number of Ukrainian civilians. However, migration dynamics for other groups show

Year	Total number of first-time issued TRPs in the given year	Of which, TRPs issued to Ukrainian civilians
2021	8,041	0
2022	18,477	10,424
2023	27,266	17,307
2024	15,807	6,783
2025	15,739	6,042

Table No. 11. Number of first-time issued TRPs, 2021–2025. Source: OCMA data / PROVIDUS compilation.

steady growth also in the "employee" and "student" categories. Table No. 11 shows that the total number of first-time issued TRPs remained stable in 2024 and 2025, staying below the 2022 level. When assessing the availability of publicly funded courses for newcomers from a long-term perspective, it can be seen that, although the increase in the number of issued TRPs is mainly linked to the reception of Ukrainian civilians, the number of newcomers residing in Latvia as employees, students, and others is also growing (see Figure No. 12).

Several long-term challenges stand out in this context. First, funding for Ukrainian civilians is planned on a short-term basis, i.e., for one year at a time, without clearly defined long-term funding, which makes course availability unstable in the long term for Ukrainian civilians as the largest group of service recipients. Second, the availability of publicly funded language courses for other groups of newcomers remains uneven, given the markedly higher share of funding allocated specifically to courses for Ukrainian civilians. In MoES's draft conceptual report "On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning,"²⁶ Latvian language learning for Ukrainian civilians is also planned on an annual basis; however, at the time this report was drafted, there is no clear indication that such funding will be allocated for the period from 2027 to 2029. This conclusion is based on the objective set out in the Law on Support for Ukrainian Civilians to provide support to Ukrainian civilians during the armed conflict caused by the Russian Federation²⁷, as well as on the fact that the EU Council's Temporary Protection Directive is set to remain in effect until March 2027.²⁸ The current language learning system in practice provides targeted support to specific groups – measures are not mutually coordinated, so in some cases the availability of targeted measures overlaps for some target groups, while for others availability is considerably lower. Both the current and the planned system lack unified guidelines on which groups of newcomers should be given priority for language learning support and by what means clear and equal accessibility conditions would be ensured.

²⁶ Ministry of Education and Science (2026). Conceptual Report "On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning". Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

²⁷ Saeima (2022). Law on Support for Ukrainian Civilians. Available at: <https://likumi.lv/ta/id/330546-ukrainas-civiliedzivotaju-atbalsta-likums>

²⁸ Council of the European Union (2025). EU member states agree to extend temporary protection for refugees from Ukraine. Pieejams: https://www.consilium.europa.eu/en/press/press-releases/2025/06/13/eu-member-states-agree-to-extend-temporary-protection-for-refugees-from-ukraine/?utm_source=chatgpt.com

VALID TRPS

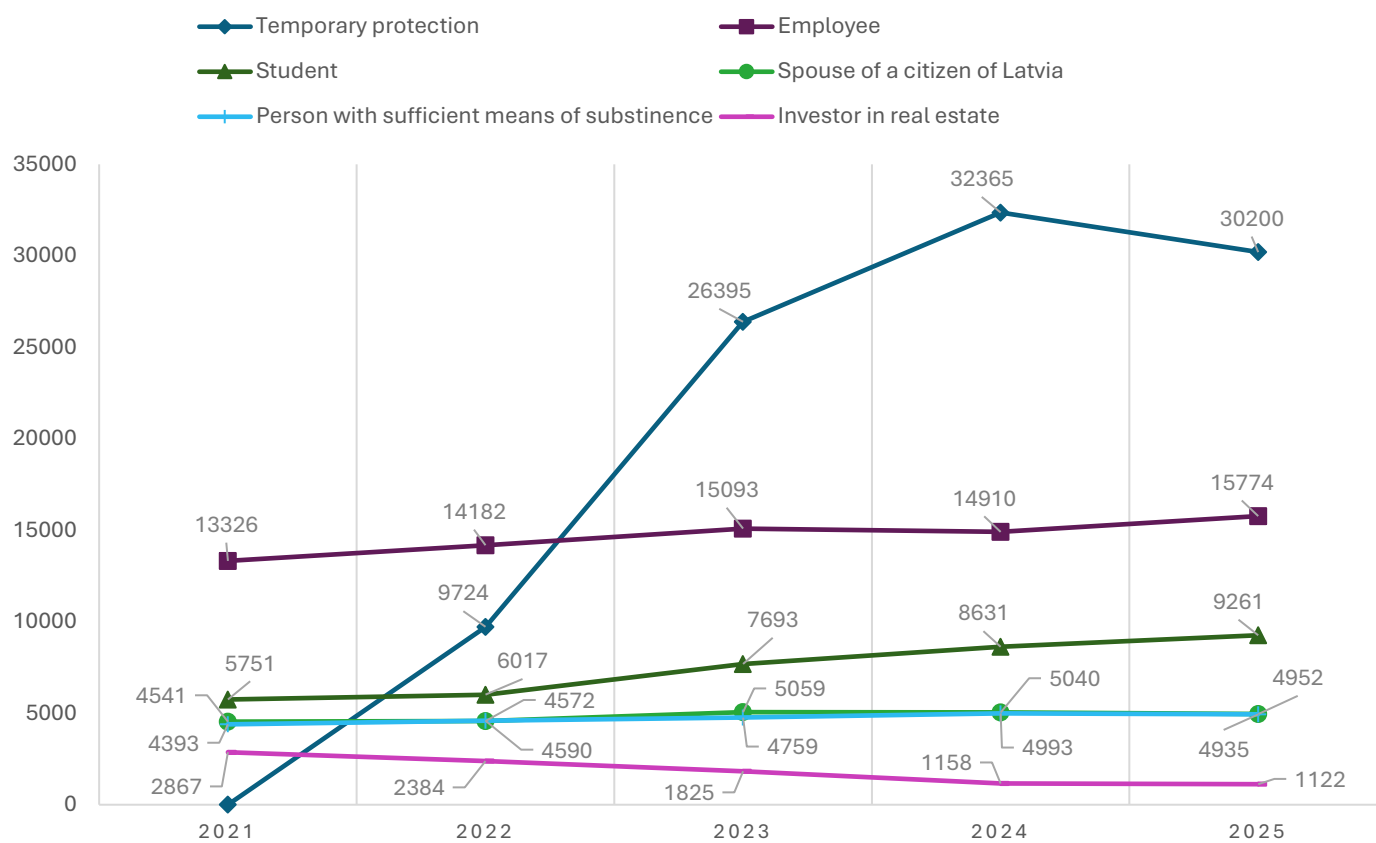


Figure No. 12. Valid temporary residence permits (TRPs) for the period 2021-2025. Source: OCMA data/PROVIDUS summary.

As noted above, third-country nationals who are not Ukrainian civilians have access to AMIF and SEA courses (if the person is an SEA client) (Figure No. 4). Information provided by representatives of the Ministry of Culture²⁹ indicates that demand for courses implemented under AMIF is high

Year	Total number of valid TRPs in the given year	Of which, valid TRPs for Ukrainian civilians
2021	46,572	0
2022	56,725	9,724
2023	76,735	26,395
2024	85,978	32,365
2025	81,640	30,200

Table No. 13. Number of valid TRPs, 2021-2025. Source: OCMA data/PROVIDUS summary.

²⁹ Saeima (2026). Meeting of the Committee on Citizenship, Migration and Social Cohesion, 06.06.2026. Available at: [https://titania.saeima.lv/livs/saeimasnotikumi.nsf/0/2eca9e1d9a3c116cc2258de9002e81ca/\\$FILE/2026_05_06_1200_PMSSK.mp3](https://titania.saeima.lv/livs/saeimasnotikumi.nsf/0/2eca9e1d9a3c116cc2258de9002e81ca/$FILE/2026_05_06_1200_PMSSK.mp3) (01:08:20)

and, at the time this study report was drafted, insufficient. Excluding Ukrainian civilians, the average annual number of first-time issued TRPs in the 2021-2025 period reached **nearly nine thousand per year**, and the number of valid TRPs in the 2021-2025 period reached **nearly 50 thousand per year**.³⁰ In a situation where fewer than a thousand persons completed AMIF Latvian language courses in 2024 and 2025 (see Table No. 2), there is a lack of capacity to establish a fully publicly funded system. It can therefore be assumed that a large proportion of newcomers learn Latvian at their own private expense, which is important to take into account when developing a unified system – particularly given that the draft "Immigration Law" provisionally establishes a requirement for foreigners to complete an early integration course within one year of arrival,³¹ and the need to ensure the full and proper implementation of this potential statutory requirement.

³⁰ PROVIDUS estimation, based on OCMA data on the number of first-time issued and valid TRPs, 2021-2025.

³¹ Draft law "Immigration Law." Available at:

<https://titania.saeima.lv/LIVS14/saeimalivs14.nsf/webSasaiste?OpenView&restricttcategory=56/Lp14>

3. Effectiveness indicators

The ability to assess the effectiveness of publicly funded measures is essential for ensuring quality service provision. The current language learning system is based on three approaches, which differ in their implementation methods, target groups, and the amount of funding allocated for their implementation – factors that considerably complicate the ability to assess effectiveness. Guidelines developed by the OECD (*Organisation for Economic Co-operation and Development*) on organizing the language learning process³² outline standards for successfully managing the process. For the Latvian context and the current language learning system, the issues emphasized in the guidelines regarding coordination among involved parties and impact measurement are central. The OECD notes that a unified standard can be established at the national level, and that coordination among involved parties should essentially be undertaken by a single national-level institution – which, in Latvia's case, would be partly addressed through the implementation of MoES's concept.³³

Given that, at the time this report was drafted, the effectiveness and impact of measures are not comprehensively assessed, the impact measurement algorithm proposed by PROVIDUS is based on OECD guidelines, adapted to the data available at the time of drafting. The effectiveness measurements outlined here should be regarded as a baseline scenario; in developing a unified language learning system, it will be important to establish a unified data collection algorithm as well as a more detailed evaluation of measures.

The effectiveness measurement framework could potentially include:

- **Baseline assessment**

This type of assessment includes an evaluation of the target group's initial level of knowledge, which makes it possible to provide language learning services tailored to actual needs. Based on the baseline assessment, it is possible to evaluate the impact of measures through an interim assessment during the course and/or after its completion. When conducting the knowledge assessment, it is important to take into account the specifics of the target group, such as the reasons why language learning is discontinued.

³² OECD (2021). Making Integration Work. Language Training for Adult Migrants. Available at: https://www.oecd.org/content/dam/oecd/en/publications/reports/2021/04/language-training-for-adult-migrants_96148f7f/02199d7f-en.pdf

³³ OECD (2021). Making Integration Work. Language Training for Adult Migrants. Available at: https://www.oecd.org/content/dam/oecd/en/publications/reports/2021/04/language-training-for-adult-migrants_96148f7f/02199d7f-en.pdf

- Target to be achieved

Given that Cabinet Regulation No. 157 sets out the required level of language proficiency needed to perform work duties,³⁴ it can be assumed that one of the targets to be achieved is successful integration into the labour market after completing the course. Given the volume of available data and its comparability, it is not currently possible, without additional data collection, at the time this report was drafted, to comprehensively assess integration outcomes in the field of employment. However, it is possible to obtain data on the number of successfully passed exams by language proficiency level across different target groups. At the time this report was drafted, it can be assumed that successfully passing the SLPE is one of the targets to be achieved, given that national-level regulation establishes a specific required level of state language proficiency for performing professional duties.

- Outcome indicators

As mentioned above, at the time this report was drafted there are limited opportunities to comprehensively assess integration outcomes, including in the employment context. Accordingly, the central element of the initial effectiveness measurement is linked to the number of successfully passed SLPEs and the corresponding number of certificates issued. Once baseline data categories, including outcome indicators, have been established, it will be possible, in the process of developing a unified language learning system, to define broader outcome indicators for a more detailed measurement of the effectiveness of measures, with the aim of identifying challenges and potentially necessary adjustments to ensure the provision of services tailored to actual needs, for example, in relation to occupation-specific language courses, the provision of informal language practice opportunities, and similar measures.

- Cost per person

Given that investment in language learning constitutes a significant share of funding (see Table No. 2), it is also necessary to assess the cost-effectiveness of spending. At the time this report was drafted, cost per person can be assessed in various ways based on the available data. For example, taking into account: 1) cost per person who starts a course, 2) cost per person who completes a course, determining the extent to which costs increase in relation to drop-out rates, and 3) cost per person who passes the SLPE. This makes it possible to assess the quality of service provided by implementers against SLPE results, as well as to plan costs in the long term, taking into account the proportion of persons who stop attending courses. As with the baseline assessment, it is important in

³⁴ Cabinet of Ministers (2023). Regulations Regarding the Scope of Latvian Language Knowledge, the Procedure for the State Language Proficiency Examination, and the State Fee for the State Language Proficiency Examination. Available at: <https://likumi.lv/ta/id/330669-noteikumi-par-valsts-valodas-zinasanu-apjomu-un-valsts-valodas-prasmes-parbaudes-kartibu>

this context as well to assess in detail the specifics of the target groups and their prior level of knowledge.

Taking into account the available data and OECD recommendations, PROVIDUS's proposal for an initial effectiveness measurement is linked to:

- **cost per person at the start of a course,**
- **cost per person upon completion of a course**
- **cost per person taking the SLPE.³⁵**

On 30 April 2026, PROVIDUS held a discussion titled "Latvia's Development Vectors: Challenges in Establishing a Unified Latvian Language Learning System,"³⁶ in which one of the central topics concerned the challenges related to measuring course effectiveness. The issues addressed in the discussion included data availability, data compatibility, and a discussion of cost determination and resource management issues. Based on the results of the discussion, PROVIDUS invited the parties involved in providing language learning services to clarify the data already submitted, and additional exam-related data was requested from SEDA. At the time this report was drafted, examination outcomes and a preliminary cost calculation could be identified. The data obtained show that some course participants drop out already at the initial stage of learning. Specifically, Annexes No. 1, 2, 3, and 4 show a particularly low proportion of persons who registered for courses but did not register for the exam in SIF courses in 2024, whereas in 2025, following changes to the project competition regulations, a significant increase was identified at all levels except A1. In SEA courses, the proportion of persons who did not take the exam remained at roughly 30-35%, with a higher proportion of non-participation at the C2 level among the group of persons at risk of unemployment.

Compared with other service providers, the proportion of persons in SEA Latvian language courses who complete the course and take the exam (Figure No. 14) averaged 50-55% in 2024 and 2025; on average, 25-30% either start but do not complete the courses, or complete the courses but do not take the exam. Under AMIF, the number of persons who did not complete courses in 2024 and 2025 amounted to approximately 30-40%, a significant share of whom did not take the SLPE (Figure No. 15). Under SIF in 2024, a significant share completed the courses but did not take the exam; a marked increase in the number of SLPE candidates is seen in 2025, when more than 70% of course participants were registered for the exam (Figure No. 16). In this context, however, it is important to note that these services are received by different target groups. Under OECD recommendations, assessing the specific characteristics of the target group is one of the

³⁵ Precisely assessing costs in this category is not always possible, given the fragmented nature of data collection among the various parties involved in service provision.

³⁶ PROVIDUS (2026). Discussion "Latvia's Development Vectors: Challenges in Establishing a Unified Latvian Language Learning System." Available at: <https://providus.lv/raksti/diskusija-latvijas-attistibas-vektori-izaicinajumi-vienotas-latviesu-valodas-apguves-sistemas-izveide/>

factors that must be taken into account when conducting baseline and other assessments.

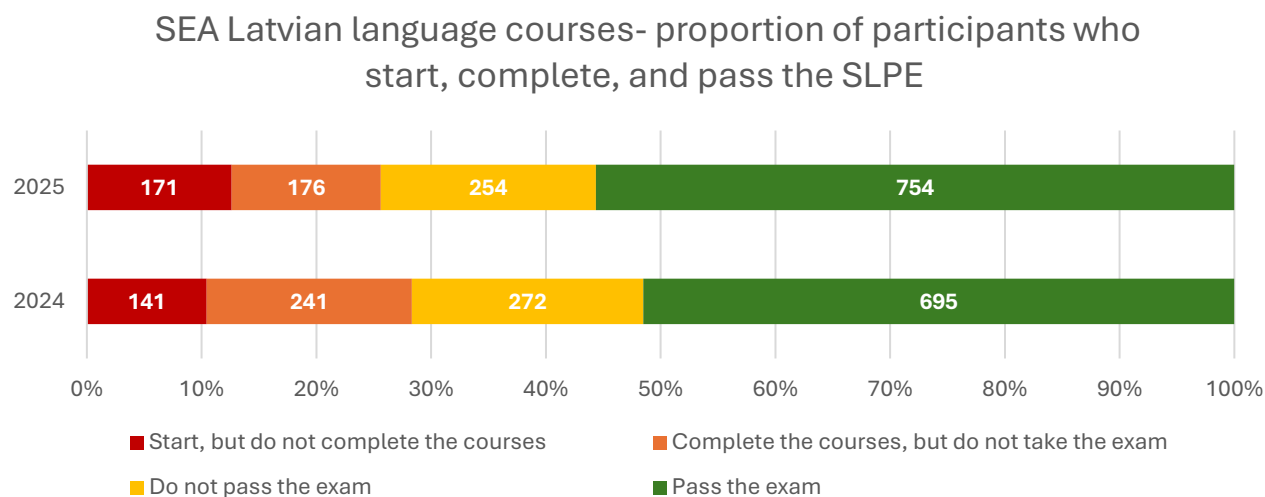


Figure No. 14. Proportion of persons who start, complete, and take the SLPE in SEA courses. Source: Information provided by SEA at PROVIDUS's request.

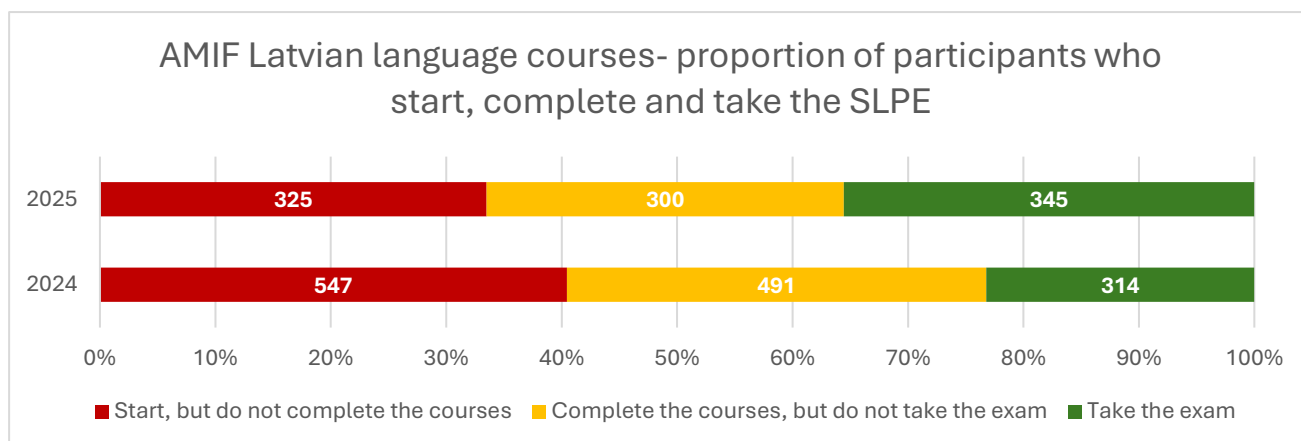


Figure No. 15. Proportion of persons who start, complete, and take the SLPE in AMIF courses. Source: Information provided by MoC at PROVIDUS's request.

SIF Latvian language courses- proportion of participants who start, complete and register for the SLPE

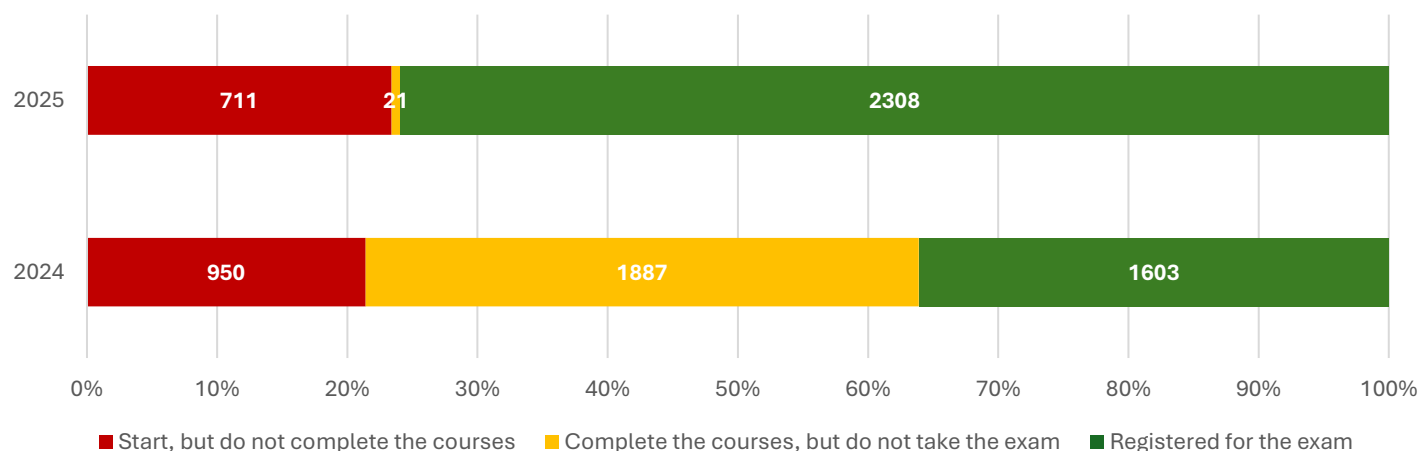


Figure No. 16. Proportion of persons who start, complete, and are registered for the SLPE in SIF courses. Source: Information provided by SIF at PROVIDUS's request.

Figures No. 14, 15, and 16 show pronounced differences in the proportion of persons who took the exam. Within SEA-offered courses, the proportion taking the exam remained stable when comparing 2024 and 2025, whereas under SIF significant differences are observed both when comparing 2024 and 2025 to each other, and when comparing SIF data with the information provided by SEDA on the number of SLPE candidates registered following SIF language courses (see Figures No. 16, 17, and 18). These data point to unevenness in the regulatory framework, linked to the planning of support measures under a temporary framework and in an effectively ongoing crisis regime, as well as to fragmentation in data collection and a lack of coordination mechanisms among the parties involved.

Regarding State Language Proficiency Examination (SLPE) results, more detailed data was provided by SEDA at PROVIDUS's request. On average, 10-20% of persons did not show up for the exam after completing SIF and SEA courses, though the highest drop-off rate in these categories was among individually registered candidates (Figures No. 17 and 18).

Proportion of persons who, after registering for the SLPE, took the exam / did not show up, 2024

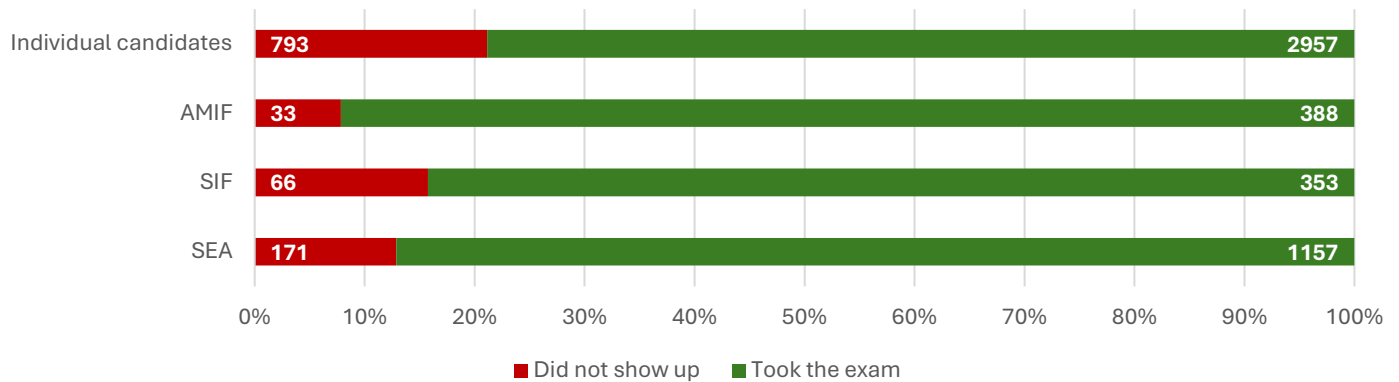


Figure No. 17. Proportion of persons registered for the SLPE who did not show up for the exam / took the exam, 2024.
Source: Information provided by SEDA at PROVIDUS's request.

Proportion of persons who, after registering for the SLPE, took the exam / did not show up, 2025

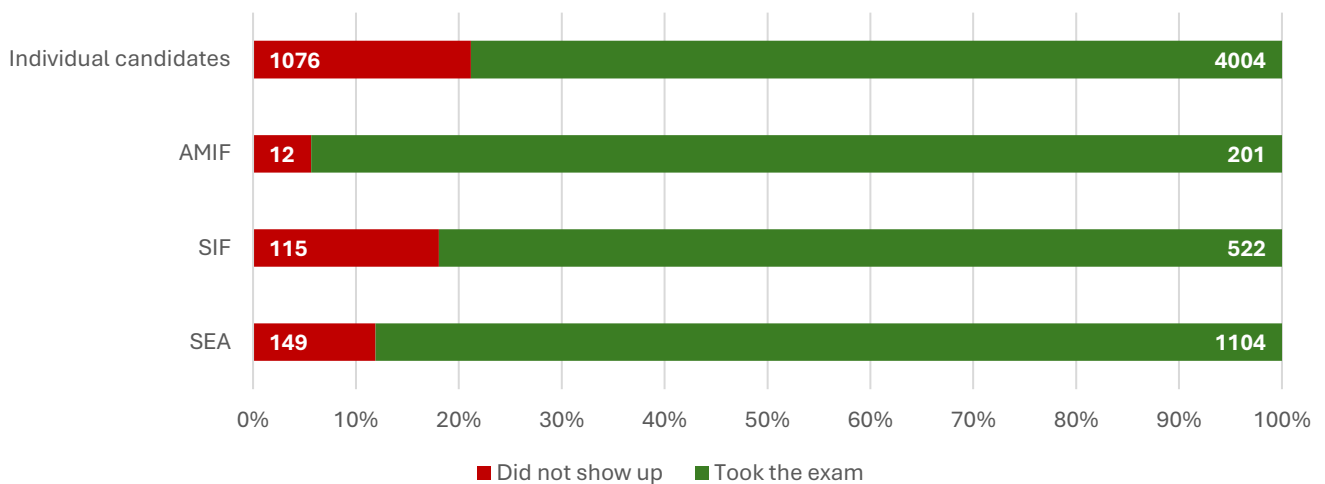


Figure No. 18. Proportion of persons registered for the SLPE who did not show up for the exam / took the exam, 2025.
Source: Information provided by SEDA at PROVIDUS's request.

The proportion of persons who passed the exam (Figure No. 19) shows a similar distribution of SLPE pass rates across groups. It can be seen that, on average in 2024 and 2025, approximately 50-60% successfully passed the exam, with slightly better results in 2025. Information provided by SEDA shows that the roughly 10% difference between individual SLPE candidates and those who received public funding for their studies is

linked to a higher proportion of persons taking the SLPE at the C1 and C2 levels, where the pass rate is lower, as shown in Figure No. 20.

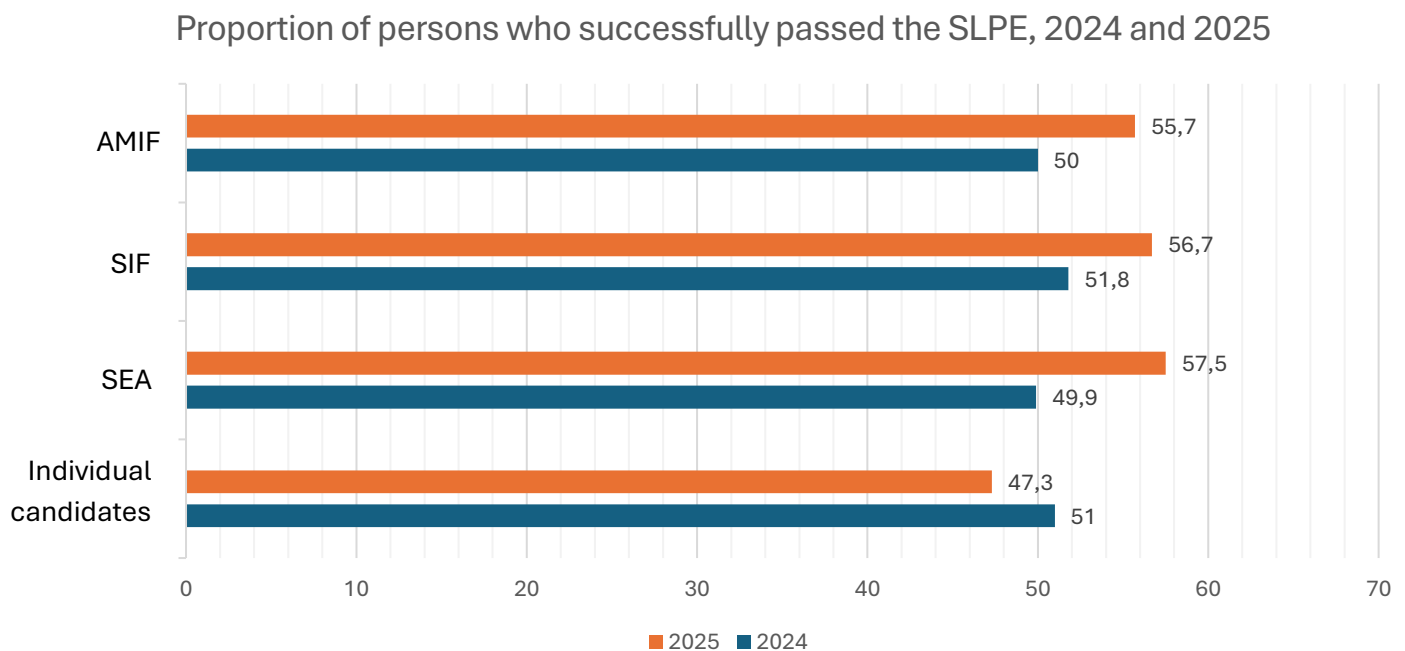


Figure No. 19. Proportion of persons who successfully passed the SLPE, 2024 and 2025. Source: Information provided by SEDA at PROVIDUS's request.

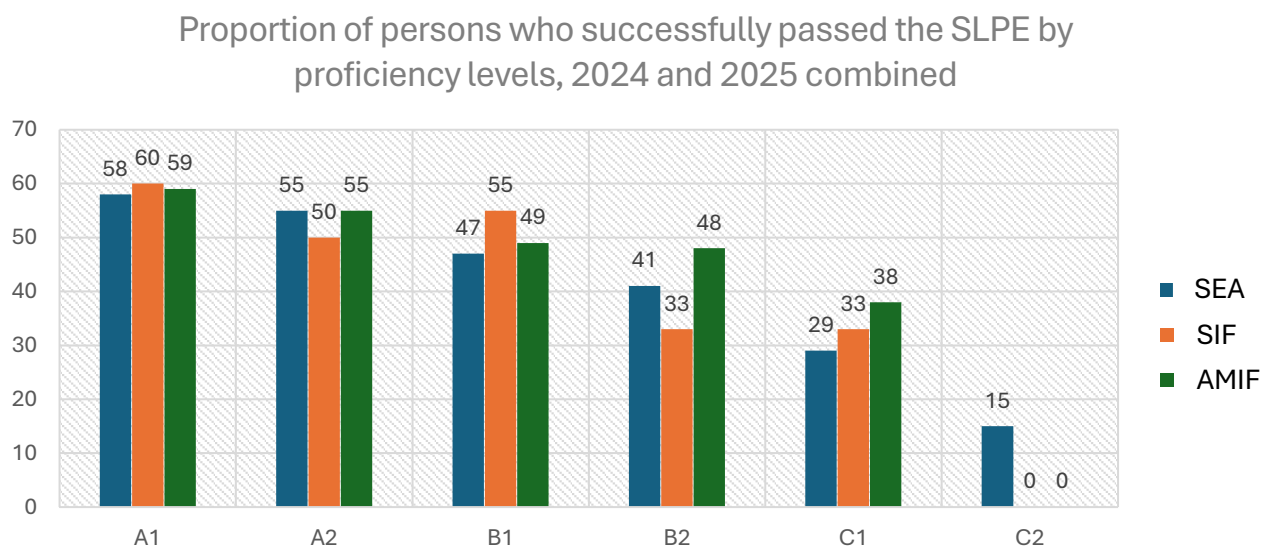


Figure No. 20. Proportion of persons who successfully passed the SLPE, 2024 and 2025 combined, by language level. Source: Information provided by SEDA at PROVIDUS's request. *There were no examinees at the C2 level in SIF and AMIF courses.

The data compiled in Figures No. 19 and 20 show that, across the three language learning systems with different funding mechanisms, outcomes among providers are relatively similar, with successful SLPE completion occurring in approximately 50% of cases.

Figure No. 21 shows the number of individually registered SLPE candidates compared to those registered by legal entities, where the candidates had learned the language through publicly funded courses. The data show that the majority of SLPE candidates register individually; accordingly, based on the available data, it can be assumed that most language learning was carried out at private expense. In total, over the period from 2023 to 2025, the number of individually registered SLPE candidates was 24,263, with a markedly higher number in 2023 (15,433), of whom 80% were Russian citizens who registered to take the A2-level exam in connection with the 2022 amendments to the Immigration Law.³⁷ The number of candidates registered by legal entities for the SLPE is lower – over the 2023-2025 period, SEA course providers registered 3,711 persons, SIF registered 884, and AMIF registered 589.³⁸

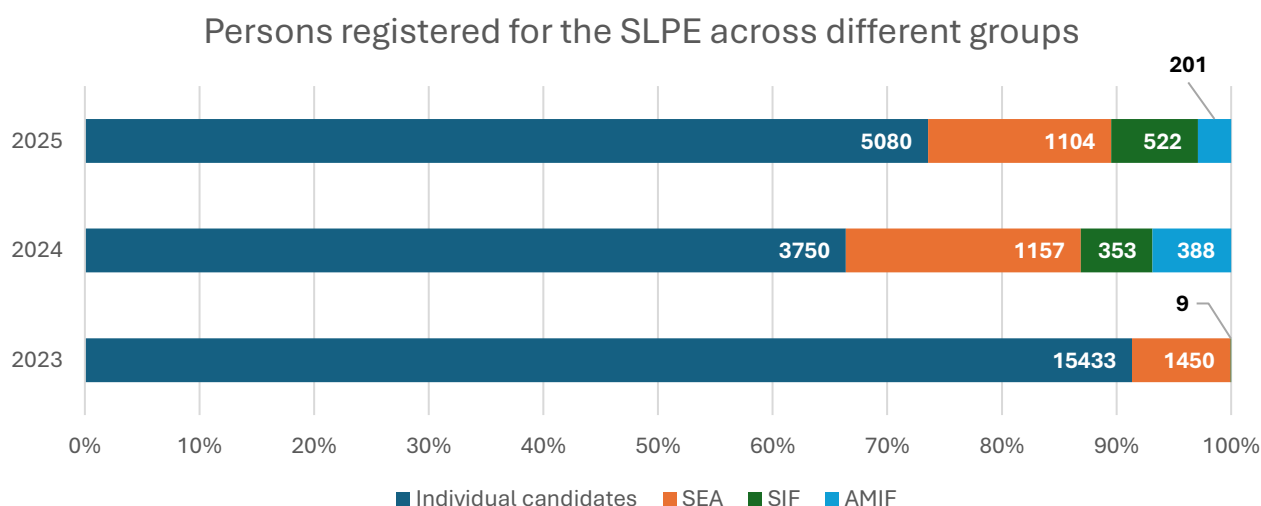


Figure No. 21. Distribution of persons registered for the SLPE across different groups, by registering party, 2023-2025.
Source: Information provided by SEDA at PROVIDUS's request.

Assuming that individual candidates in most cases completed their courses at private expense (exact data are not available), it is possible to calculate an estimate of the size of the Latvian language learning market. In 2025, the proportion of individual candidates was 74%, and the proportion registered by legal entities was 26%. The cost of publicly funded courses in 2025 was EUR 3,823,578³⁹ (see Table No. 2), in total, 1,827 persons were registered for the SLPE from publicly funded courses. Based on data provided by

³⁷ In 2022, amendments to the Immigration Law were adopted, providing for the transition to EU long-term resident status and the requirement to demonstrate Latvian language proficiency at the A2 level. Source: Saeima (2023). *Amendments to the Immigration Law*. Available at: <https://likumi.lv/ta/id/340935-grozijumi-imigracijas-likuma>

³⁸ Information provided by SEDA at PROVIDUS's request

³⁹ MoC provided data on AMIF course costs jointly for 2024 and 2025 combined. For the purposes of the calculation, it is assumed that costs were equal in both years.

SEDA and other institutions on public funding for courses and the number of persons registered by legal entities (providers of publicly funded courses), the actual cost in 2025 for one person to reach the SLPE stage through public funding was EUR 2,093.

For the purposes of this estimate, it is assumed that the average cost per SLPE candidate for courses funded through private means is the same as for courses funded through public funding that result in a person being able to take the SLPE. Accordingly, it can be estimated that the 5,080 SLPE registrations in 2025 are associated with total language training costs of approximately EUR 10.6 million. Thus, the approximate size of the Latvian language learning market in Latvia associated with obtaining the SLPE is EUR 14.5 million.

Several challenges should be highlighted in the context of this estimate. Given the lack of inter-institutional coordination regarding data exchange, some individual candidates in fact completed publicly funded courses. It should also be noted that, in some parts of

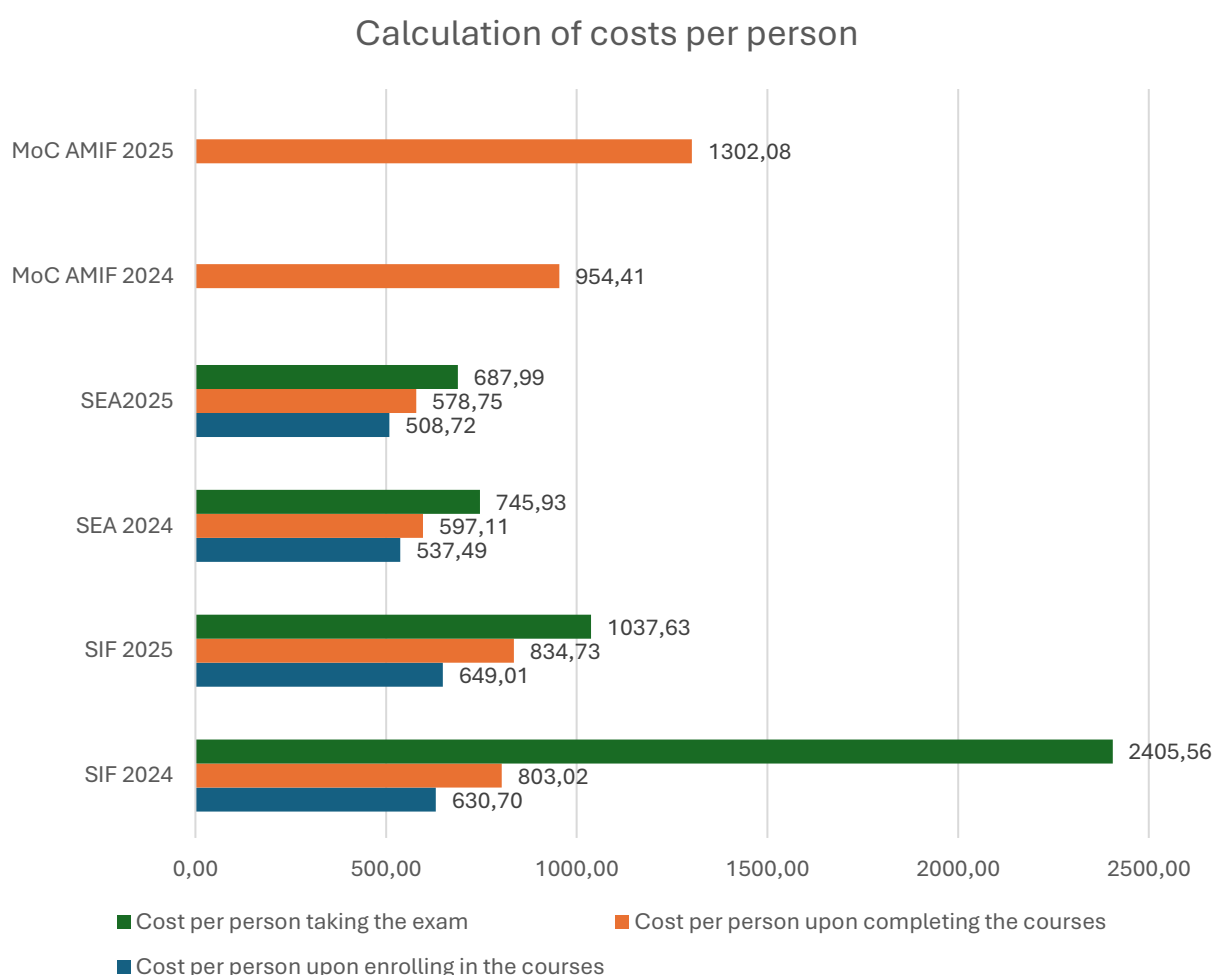


Figure No. 22. Calculation of cost per person for language courses in SEA-, SIF-, and MoC-administered Latvian language courses. Source: PROVIDUS calculation, based on information provided by SEA, SIF, and MoC.

the current offering, taking the SLPE is not mandatory, and that some persons do not show up for the SLPE at all.

Based on the information obtained for the purposes of this report, it was possible to determine the actual cost per person for courses offered by SIF, MoC, and SEA. As part of the calculation conducted by PROVIDUS, three categories were examined to illustrate the approximate dynamics of cost increases as persons register for courses, complete them, and register for or take the SLPE. The purpose of the calculation is to provide an indication of the approximate public funds spent to enable a person to, for example, pass the SLPE. Figure No. 22 shows projected cost increases for each category. The results of the calculation indicate that the cost per person for SIF courses is higher than for SEA courses, with markedly higher costs in 2024 when comparing the number of persons registered for the exam against total costs. The cost-per-person data provided by MoC made it possible to calculate the approximate costs associated with a person completing a course, showing higher costs than SIF and SEA. **The cost-per-person calculation conducted by PROVIDUS should be regarded as an estimate** – particularly in the context of MoC data, where course cost data was provided jointly for 2024 and 2025 combined. In the calculation it is assumed that the two 30% payments to language learning service providers are equal, and the results can therefore not be regarded as fully precise. Similarly, in the SIF and SEA cost calculations, total course costs are compared against the number of persons in different language course categories: persons who start courses, persons who complete courses, and persons who take (in the case of SEA data compilation) / register for (in the case of SIF data compilation) the exam. This calculation does not deduct potential course administration and technical support costs.

Although the calculation shown in Figure No. 22 should be regarded as an estimate, it illustrates the projected increase in costs and how the amount of costs grows where the outcome indicator is taking the SLPE. In addition, it is in fact possible to identify costs arising under conditions of an uneven, temporary regulatory framework. From an effectiveness standpoint, it is necessary to clearly define the outcome to be achieved, establish a unified funding procedure, and carry out data collection according to a single unified algorithm. A unified and transparent data collection infrastructure will make it possible to more clearly identify differences among various target groups, enabling the development of solutions tailored specifically to each target group.

At the discussion "Latvia's Development Vectors: Challenges in Establishing a Unified Latvian Language Learning System,"⁴⁰ organized by PROVIDUS, one of the issues that caused disagreement among the parties involved concerned the calculation of course costs per person. Following this, PROVIDUS invited the parties involved in providing

⁴⁰ PROVIDUS (2026). Discussion "Latvia's Development Vectors: Challenges in Establishing a Unified Latvian Language Learning System." Available at: <https://providus.lv/raksti/diskusija-latvijas-attistibas-vektori-izaicinajumi-vienotas-latviesu-valodas-apguves-sistemas-izveide/>

language learning services to clarify the data on cost per person for their courses. Comprehensive data was provided by SEA, whose own calculation of the cost per person for state language learning courses for unemployed persons and jobseekers was EUR **484.44** in 2024 and EUR **503.54** in 2025. State language learning courses for persons at risk of unemployment cost **EUR 325.46** in 2024 and **EUR 319.75** in 2025. A comprehensive and precise cost comparison would also require calculations of cost per person from MoC and SIF, as well as a unified data collection and analysis mechanism for assessing effectiveness and quality.

The guidelines of MoES's draft conceptual report on organizing and implementing publicly funded Latvian language instruction for adults in non-formal education state that the State Language Proficiency Examination would be taken in all learning groups except A0 level, thereby expanding the current scope of the target group subject to this requirement.⁴¹ This would, in effect, establish a uniform requirement to take the SLPE; however, as shown by PROVIDUS's calculation in Figure No. 22, it is important to take into account the needs of different target groups in order to minimize participant drop-out during the course of learning as much as possible.

In total, the funding spent by SEA, SIF, and MoC on providing state language services (excluding language learning for re-emigrants) amounts to **EUR 9,172,470.61**. The number of persons who completed these courses in the relevant period was **11,413**, of whom **3,725** persons took the State Language Proficiency Examination. **Of this number, an average of 51% passed the examination successfully in 2024 and 57% in 2025.** Given that the State Language Proficiency Examination is one of the central tools for assessing newcomers' level of language proficiency and their prospects for integrating into the labour market and public life, it is important to improve the quality of language learning services and establish uniform examination criteria across the different funding administrators. From the perspective of integration outcomes, the approximately EUR **9.2** million in public funding spent produces measurable integration outcomes (the ability to integrate into the labour market in accordance with state language proficiency requirements)⁴² for slightly more than two thousand persons over the 2024-2025 period. This estimation is based on data provided by SIF, SEA, MoC, and municipalities.

⁴¹ Ministry of Education and Science (2026). Conceptual Report "On a Solution to Eliminate Institutional and Competence Fragmentation in Adult State Language Learning". (version approved by CoM 21.07.2026) Available at: https://tapportals.mk.gov.lv/legal_acts/4a2144e1-bc4d-494e-8ad6-8c399794b7ca

⁴² Cabinet of Ministers (2023). Regulations Regarding the Scope of Latvian Language Knowledge, the Procedure for the State Language Proficiency Examination, and the State Fee for the State Language Proficiency Examination. Available at: <https://likumi.lv/ta/id/330669-noteikumi-par-valsts-valodas-zinasanu-apjomu-un-valsts-valodas-prasmes-parbaudes-kartibu>

A more detailed effectiveness measurement would need to take into account factors such as differing target groups among the various service providers, and differing pass rates when comparing SLPE results – for example, between the A1 and C2 levels, and so on. However, in developing a unified language learning system, it is particularly important to establish a unified data collection algorithm linked to service outcomes, in this case, SLPE results.

4. Situation in municipalities

For the purposes of this study, PROVIDUS compiled data on Latvian language learning services provided at the municipal level. Data were received from Jekabpils Municipality, Ogre Municipality, Jelgava State City, Jurmala State City, Liepaja State City, Rēzekne State City, Riga State City, and Daugavpils State City.

The data obtained show that Jekabpils Municipality, Rēzekne State City, and Ogre Municipality do not provide Latvian language courses funded from municipal budgets, though SIF- or SEA-provided services are available there. In municipalities that do provide language learning services, the offering is fragmented, with each municipality adapting to the local situation. The types of language services provided by municipalities are shown in Table No. 23.

Language learning services provided	Municipalities
Latvian language courses	Riga, Jurmala, Daugavpils, Jelgava
Informal language skills development activities, conversational practice, language clubs	Liepaja, Ventspils
No language learning services provided from municipal funding	Ogre, Rēzekne State City, Jekabpils

Table No. 23. Availability of Latvian language learning services in municipalities. Source: PROVIDUS summary, based on information provided by Jelgava State City, Jurmala State City, Liepaja State City, Riga State City, and Daugavpils State City municipalities.

Analysis of the offering provided by municipalities identified targeted measures – for example, courses prioritized for municipal residents seeking Latvian citizenship, for re-emigrants, and for parents of school-age children in Daugavpils, or "language cafés" in Ventspils, which make use of library resources and engage volunteers. Targeted language learning measures are implemented for teachers in Jelgava, and Latvian conversational skills development activities in Liepaja. Formal Latvian language courses at A and B levels are implemented in Jurmala and Riga State City municipalities, offered to municipal residents.

The overall offer of language learning services provided by municipalities points to their supporting role in relation to language learning services provided at the national level. These are combined with informal activities or municipally funded courses, adapting to local circumstances and residents' needs. Although some municipalities implement both formal language courses and informal activities (such as "language cafés" and skills development activities), their role is not analysed in detail in MoES's draft conceptual report, nor is it stated whether data available from municipalities on the services they provide will be included, for example, in data analysis. It is important to obtain data from municipalities in order to build a complete and unified picture of the Latvian language learning measures provided nationwide.

In 2024, municipalities covered EUR 172,464 in costs for Latvian language learning from their own budgets, with the largest share in Riga. In 2025, the municipalities in question spent EUR 183,326 on language learning (see Table No. 2).

Based on the data provided by municipalities, it was possible to estimate the cost per person, taking into account the number of persons

starting/participating in courses in Riga and Jurmala State City municipalities. This calculation was carried out using the same formula

applied to project costs for SIF, SEA, and MoC courses. The resulting cost estimate points to a marked increase in costs in Jurmala Municipality in 2025 (Figure No. 24). Table No. 25 shows that, compared with Riga State City, the number of recipients of language learning services in Jurmala is considerably smaller, particularly in 2025. It is important to note, however, that the comparison is uneven in this context too, since for Jurmala State City the figures reflect the number of persons who start and complete courses, whereas for Riga the figures reflect the number of persons with whom an agreement on course participation has been concluded.

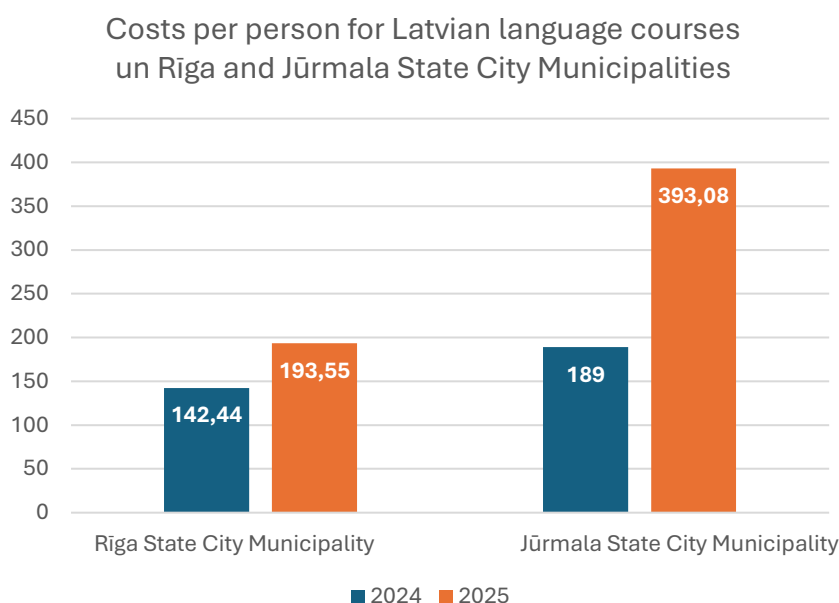


Figure No. 24. Cost per person for Latvian language courses in Jurmala and Riga State City municipalities. Source: PROVIDUS estimation, based on Jurmala and Riga State City.

Municipality	Year 2024	Year 2025
Riga State City (number of persons in the courses)	913	766
Jurmala State City (number of persons starting courses)	60	29

Table No. 25. Number of persons participating in Latvian language courses in Riga and Jurmala State City municipalities. Source: PROVIDUS summary, based on information provided by Riga and Jurmala State City

As noted above, language learning support activities are also implemented at the local level. The study found that Latvian language courses funded from municipal budgets are provided in Riga, Jurmala, Daugavpils, and Jelgava, while funding for support activities is also provided in Daugavpils and Liepaja. The largest share of funding for language learning is provided in Riga.

Share of costs of Latvian language learning services provided from municipal budget funds,
2024 and 2025

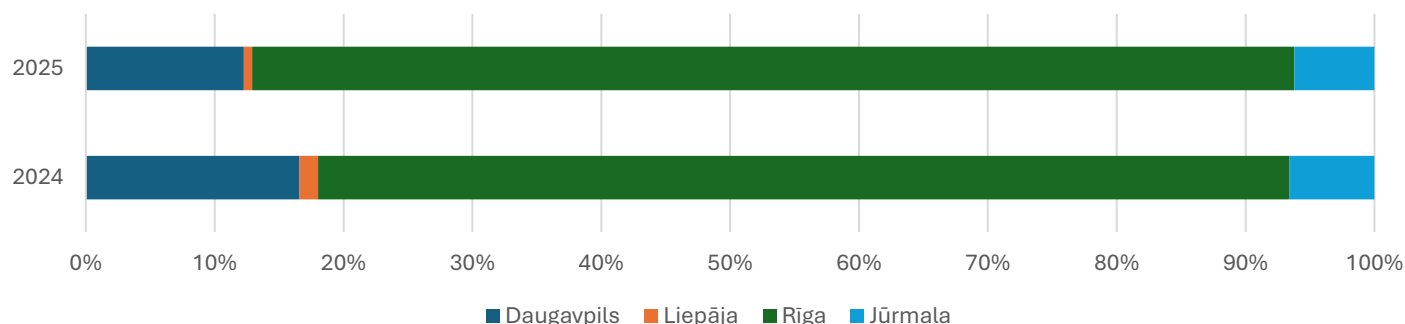


Figure No. 26. Proportion of persons participating in Latvian language courses in Riga and Jūrmala State City municipalities.
Source: PROVIDUS summary, based on information provided by Riga and Jūrmala State City municipalities.

In the current Latvian language learning system, municipalities are only partially integrated, given that SIF's databases compile data only for Riga State City Municipality.⁴³ Figure No. 27 shows that activities implemented by municipalities lie outside the current national-level system. Although some municipalities implement Latvian language courses, they are in practice performing a supporting function, and at the time this report was drafted there are no clearly defined mechanisms for cooperation between local and national-level institutions.

⁴³ Information provided by SIF at PROVIDUS's request



Figure No. 27. Illustration of Latvian language service provision. Source: PROVIDUS compilation.

5. Opinion of civil society organizations

For the purposes of this study, a survey of civil society organizations (hereinafter: organizations) was conducted, reaching out to organizations involved in providing language learning support. Seven organizations providing support to newcomers, including the provision of Latvian language learning services, took part in the survey.

Accessibility and alignment with needs

The survey results point to structural gaps in accessibility: 6 of 7 organizations indicated that the language learning system is not equally accessible to all groups of newcomers. Likewise, 4 of 7 organizations consider that the current course offering does not meet target groups' needs. Unequal distribution of resources between different groups was identified – considerably greater support is available to Ukrainian civilians, while access to courses for other groups is limited. In addition, a lack of intermediary-language options was identified, which limits effective participation in the learning process.

Capacity and quality

Organizations point to insufficient system capacity, particularly with regard to human resources and the quality of instruction. There is a shortage of qualified teachers of Latvian as a foreign language, as well as a lack of a unified approach to teacher financial compensation and professional development. There is also a shortage of modern learning materials that meet state requirements (including the 2026 curriculum and examinations), particularly at the A2, B1, and B2 levels. Quality issues are also reflected in overly large learning groups, insufficient differentiation by ability, and frequent use of Russian as an intermediary language, which is not always suitable for all target groups.

Governance and coordination

A significant systemic problem is the lack of unified governance and coordination. There is currently no centralized planning of courses, participant enrolment, or oversight, nor are there unified quality standards. This results in a fragmented offering, irregular course availability, and gaps between language levels (particularly between A and B levels), which slows learning progress. Organizations emphasize the need for an integrated system that coordinates all those involved – service providers and course participants alike – and ensures transparent access to courses.

Funding structure and sustainability

Funding is identified as insufficient and unevenly distributed. EU and state budget funds are unable to meet the demand, particularly for third-country nationals. Rising costs for teaching staff further limit system capacity. Paid courses are not accessible to many target groups, particularly recipients of international protection, deepening inequality in access to language learning.

Inclusion and access barriers

The system has significant gaps in inclusion. Latvian language courses are not available to citizens of European Union countries, and differing learning needs are not sufficiently taken into account. Access is particularly difficult for persons with low levels of education or without literacy in the Latin alphabet. In addition, a lack of understanding of cultural differences in organizing and delivering instruction was identified.

Strategic development needs

Overall, the results point to the need for a unified, coordinated, results-oriented state language learning system. Such a system should include:

- unified quality standards and curricula,
- unified coordination and oversight,
- a sustainable and equitable funding model,
- solutions tailored to target groups (including intermediary languages and differentiated teaching approaches),
- a clearly established requirement to begin state language learning already within the first year after arrival.

Conclusion

From the perspective of integration outcomes, the approximately EUR **9.2** million in public funding spent at the national level produces measurable integration outcomes (the ability to integrate into the labour market in accordance with state language proficiency requirements, by successfully passing the SLPE)⁴⁴ for slightly more than two thousand persons over the 2024-2025 period. From a cost-effectiveness standpoint, improvements are needed, particularly with regard to achieving measurable integration outcomes through the provision of language learning.

The Latvian language learning system currently responds more to crisis situations than to long-term migration trends. The structure of funding and course availability has been shaped mainly in response to the needs of Ukrainian civilians. Such a funding model, without clearly defined priorities, creates risks of unequal integration opportunities for different groups of newcomers. Given migration dynamics, the public system covers approximately one-third of actual demand for Latvian language learning. In addition, up until now the system has been oriented more toward organizing courses than toward achieving measurable integration outcomes – State Language Proficiency Examination results show that the key challenge lies not only in passing the exam successfully, but also in retaining participants in courses through to taking the exam. The high proportion of individual exam candidates indicates that publicly funded courses are not the sole or dominant path to language learning – it is important for policymaking to take into account the significance of privately organized learning.

The high number of individuals registering independently for the SLPE indicates that publicly funded courses are not the only or dominant path to language acquisition- it is important to consider the role of privately organized learning in process of developing a unified language learning system. Currently, the significance of privately provided services is not taken into account in the policy planning process.

Fragmentation in both the management and delivery of services.

The findings of this study reaffirm the long-standing issue of fragmentation in the Latvian language learning system. Access to courses for an individual depends on their reason for residing in Latvia, with the widest range of courses available to Ukrainian civilians. In effect, three parallel Latvian language learning systems exist, with differing accessibility for different groups of newcomers, differing funding mechanisms, differing implementation procedures, and differing performance measurements. As a result, effectiveness measurements are not only not carried out comprehensively, but precise measurement is not possible at all, given the mutually differing data collection

⁴⁴ Cabinet of Ministers (2023). Regulations Regarding the Scope of Latvian Language Knowledge, the Procedure for the State Language Proficiency Examination, and the State Fee for the State Language Proficiency Examination. Available at: <https://likumi.lv/ta/id/330669-noteikumi-par-valsts-valodas-zinasanu-apjomu-un-valsts-valodas-prasmes-parbaudes-kartibu>

algorithms and the lack of coordination among the parties involved. In addition, at the time this report was drafted, the current concept envisages the creation of what are, in effect, entirely new data system modules. As a result, effectiveness measurements are not only failing to be carried out comprehensively, but accurate measurements are in fact impossible to perform, given the differing data collection algorithms and the lack of coordination among the parties involved. In addition, at the time of drafting this report, the current concept envisages a creation of essentially new data system modules.

Access to publicly funded courses is unequal across different groups of newcomers. There is a lack of clearly defined priorities.

The data obtained clearly indicate that the largest share of funding is allocated to Latvian language learning for Ukrainian civilians, which is consistent with current migration dynamics. However, the current funding arrangement is based mainly on a project-based approach, creating uncertainty about funding availability in the medium and long term. Migration dynamics over the past five years show a stable number of newcomers residing in Latvia for employment and study purposes; however, under conditions of uneven funding availability, there is no clear indication that current language learning measures are, in the medium and long term, adaptable both to stable migration dynamics and to possible changes. Several civil society organizations surveyed for this study point to insufficient course availability for groups of newcomers other than Ukrainian civilians. In addition, uncertainty about funding availability for Ukrainian civilians could place pressure on other language learning services (for example, those provided by municipalities or under AMIF) if state budget funding for language learning for this group were not planned for future years, given that the support system for Ukrainian civilians is still operating in a crisis-response mode.

There is a lack of data on the impact of language courses on integration outcomes. Latvian language courses are considered separately from other integration services and outcomes.

The data obtained for this report show that the results, in terms of SLPE outcomes, of Latvian language courses funded and administered through different mechanisms are relatively similar, though costs differ. In this context, it can be concluded that, at the time this report was drafted, Latvia lacks the institutional capacity to determine which of the three systems can be considered the most cost-effective relative to the funding spent. In addition, at the time this report was drafted, the conceptual report approved by the Cabinet of Ministers is, in terms of data collection and analysis, focused on Latvian language services specifically. If the goal is to assess, in the long term, the impact and effectiveness of integration services (including Latvian language courses), this data needs to be considered in the context of other services (for example, cultural orientation or integration courses) and integration outcomes (for example, labour market participation).

Municipalities provide language learning on a voluntary basis; their role is unclear and underutilized.

The data obtained show that some municipalities provide language learning courses and informal language skills development activities. In some cases, these measures are targeted at specific groups of residents, reflecting adaptation to local needs under conditions of limited resource availability. Given that municipalities have no clearly defined function in the field of integration policy, the course offering is fragmented and, in some cases, serves as an additional support mechanism alongside state-funded courses. Language learning activities offered by municipalities are, on the whole, characterized by less fragmentation with respect to target groups; language learning services are generally targeted at municipal residents as a whole, with priority groups identified in some cases. Municipalities' potential to adapt their measures to local specifics has not been sufficiently utilized, given that their role is not defined at all in the concept.

Recommendations

It is essential to decide on Latvia's approach to providing publicly funded courses- whether such a service will be provided at all, and how it will be funded. Several scenarios are possible:

1. Language learning is funded by the state budget: to what extent, and what are the priorities in relation to target groups?
2. Language learning is funded by private individuals- in this scenario, risks emerge in terms of limiting access to the service, primarily for Ukrainian civilians, while also increasing risks of social exclusion, exploitation in the labor market, and grater long-term dependence of individuals on the state social budget.
3. Language learning is funded by employers or other inviting parties.
4. Newcomers do not learn Latvian- under conditions of reduced service provision, the funding required for enforcement mechanisms would increase.

Initiatives to support language learning at the local level

Given the language learning support services already implemented by municipalities, it is worth considering, in the medium to long term, financial initiatives for municipalities that would enable them to attract funding for implementing informal language learning activities. Introducing such initiatives may not create a comprehensive integration system at the municipal level, but it would make it possible to strengthen integration-related services in those municipalities that already run various language learning and inclusion activities, thereby enhancing the sustainability of these measures.

Developing a system based on cost-effectiveness

Under MoES's draft conceptual report, taking the SLPE would become a mandatory requirement, but it is unclear how cost-effectiveness would be assessed. In developing a unified system, it is important to assess SLPE results together with the amount of funding spent to achieve this goal, with the aim of ensuring as high a pass rate as possible. Long-term targets should be linked to broader integration outcomes, for example, labour market and education system outcomes, for those persons who have received publicly funded Latvian language learning services.

A clearly defined quality monitoring system

At the moment, MoES's draft conceptual report provides for collecting existing data on course participation and outcomes when a person takes the State Language Proficiency Examination. In this context, there are risks associated with assessing language services in isolation from other integration services. It is important to identify the integration services provided in addition to language learning services (for example, integration/cultural orientation courses), creating opportunities to align the data systems in which this data is stored (for example, SIF's databases). The possible development of

a unified data system would make it possible to assess the demand for and use of language learning and other integration services more fully, as well as provide a more comprehensive picture of the integration process and its outcomes. In addition, we recommend assessing cost-effectiveness in the context of new information systems and solutions. Given that data on Latvian language learning is compiled in both SIF's and SEA's databases, we recommend assessing the practical usefulness of the existing information systems currently in use.

Information exchange and coordination during the transition period

The study found that data on course delivery is currently collected differently among the various parties involved. We recommend that the parties involved in providing language learning services align their data collection categories as much as possible already during the transition period toward a unified Latvian language learning system.

Based on the findings of this study, the report outlines two potential scenarios/solutions, which should be discussed further among the parties involved.

Transition to a system coordinated by MoES

MoES's proposal involves a transition to a unified system managed by MoES, including a single application platform, data storage, and linking of education programmes to the funding source. In addition, the proposal includes a module for receiving and managing language services, integrating it into the lifelong learning system. Under the solution proposed in the conceptual report, the LLA is designated as the coordinating institution, providing informational support to language learners, ensuring communication with funding programme implementers, conducting data analysis, and coordinating language learning for newcomers as a whole.

A full transition to a voucher system, with service provision handed over entirely to service providers, accompanied by oversight mechanisms at the national level.

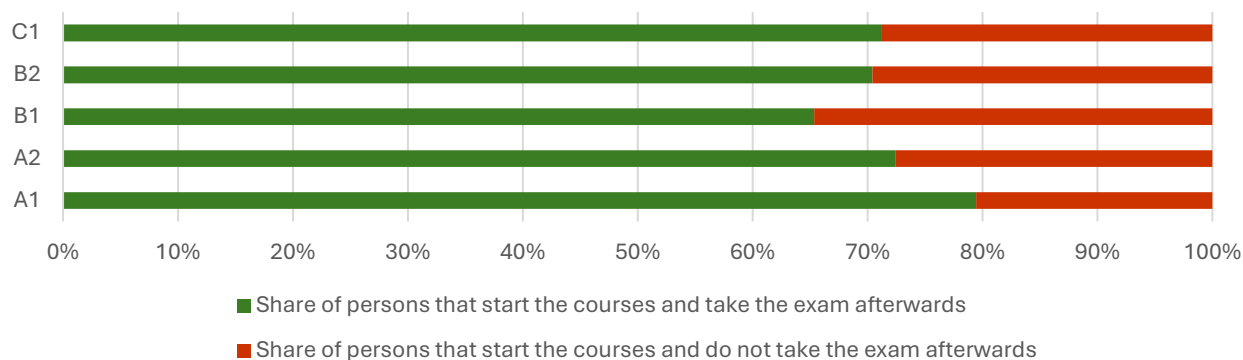
One solution for reducing administrative fragmentation, and disparities in accessibility and costs across the various parties involved, would be a general paradigm shift. This would involve a model in which funding follows the individual rather than the institution, moving entirely to a voucher system. More specifically, a person would be issued a voucher of a set value, allowing them to choose a service provider that meets quality standards. This approach carries certain risks, related to more limited possibilities for ensuring uniform quality standards, and reduced accessibility for particularly vulnerable groups and groups with specific needs, for example, asylum seekers, recipients of international protection, or persons who need instruction at a basic level or without an intermediary language. It is up to the parties involved in the discussion to weigh the

feasibility of implementing such a solution, initially drawing on SEA's experience in implementing a voucher system.

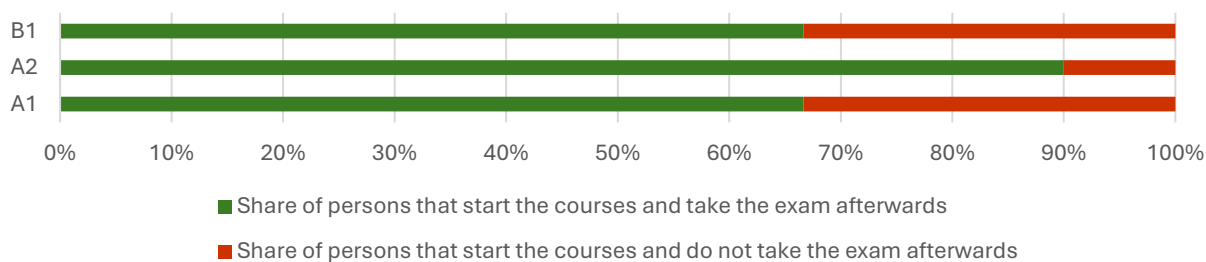
APPENDICES

Annex No. 1. Proportion of persons who took the exam in SEA-provided Latvian language courses, 2024. Source: Information provided by SEA at PROVIDUS's request.

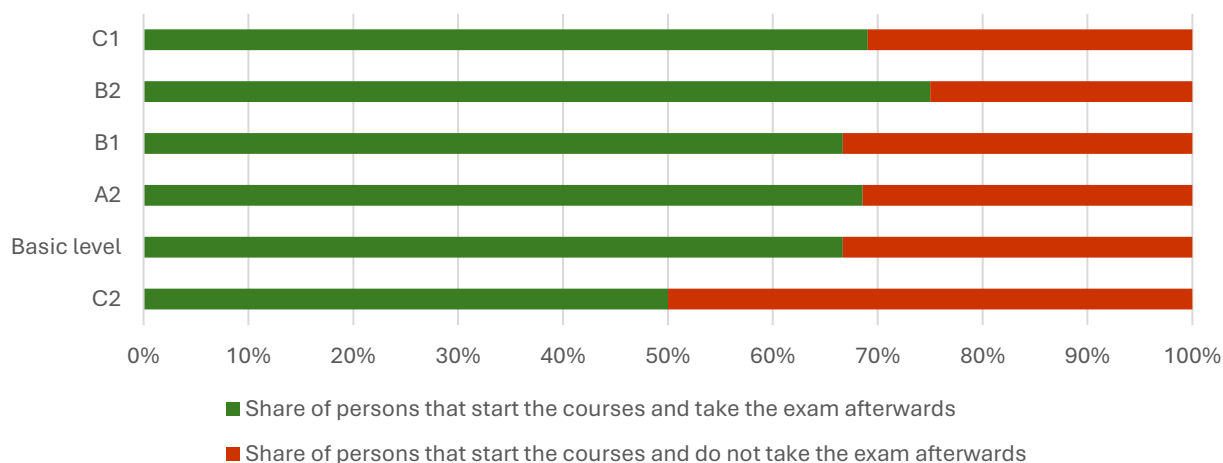
Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for unemployed persons, 2024



Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for jobseekers, 2024

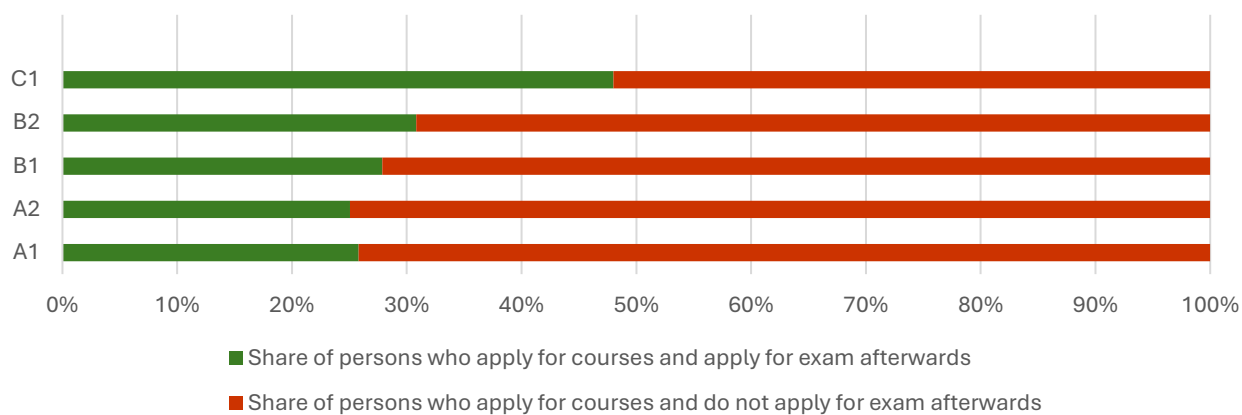


Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for persons at risk of unemployment, 2024



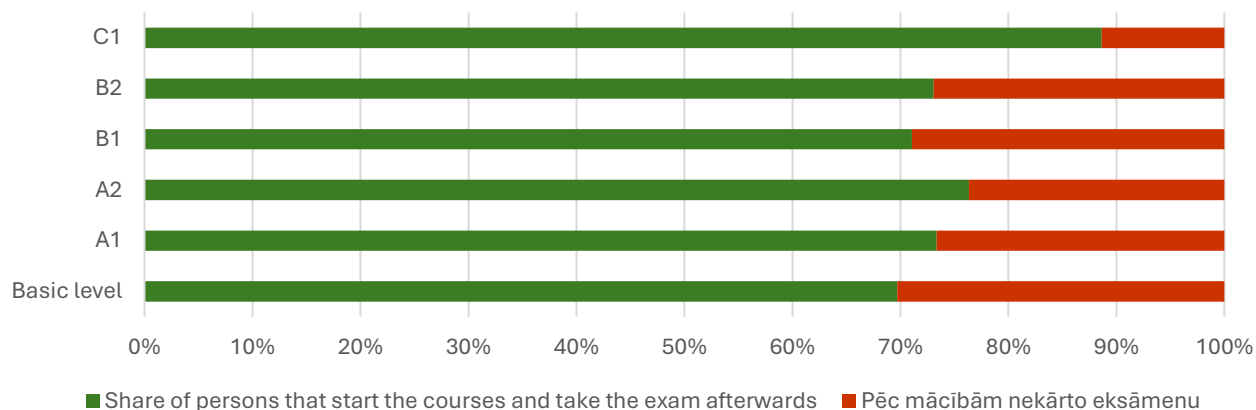
Annex No. 2. Proportion of persons who registered for the exam in SIF-provided Latvian language courses, 2024. Source: Information provided by SIF at PROVIDUS's request.

Share of persons who start the language courses and register/don't register for the exam afterwards: SIF Latvian language courses for Ukrainian civilians, 2024

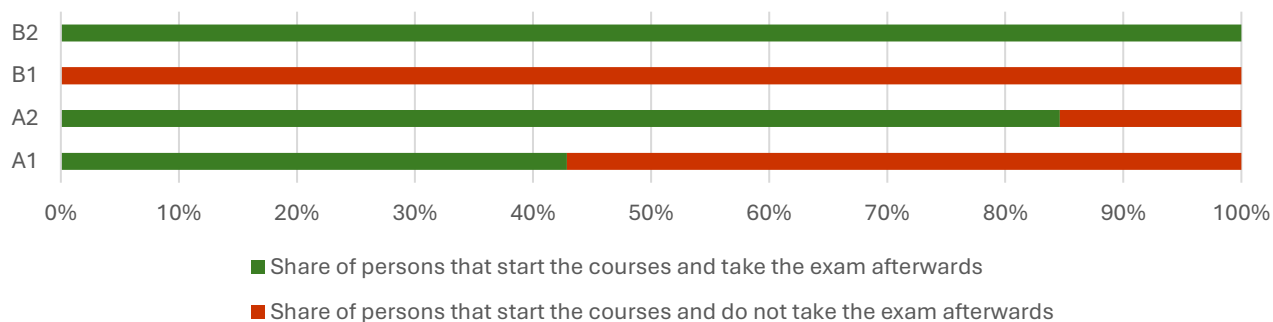


Annex No. 3. Proportion of persons who took the exam in SEA-provided Latvian language courses, 2025. Source: Information provided by SEA at PROVIDUS's request.

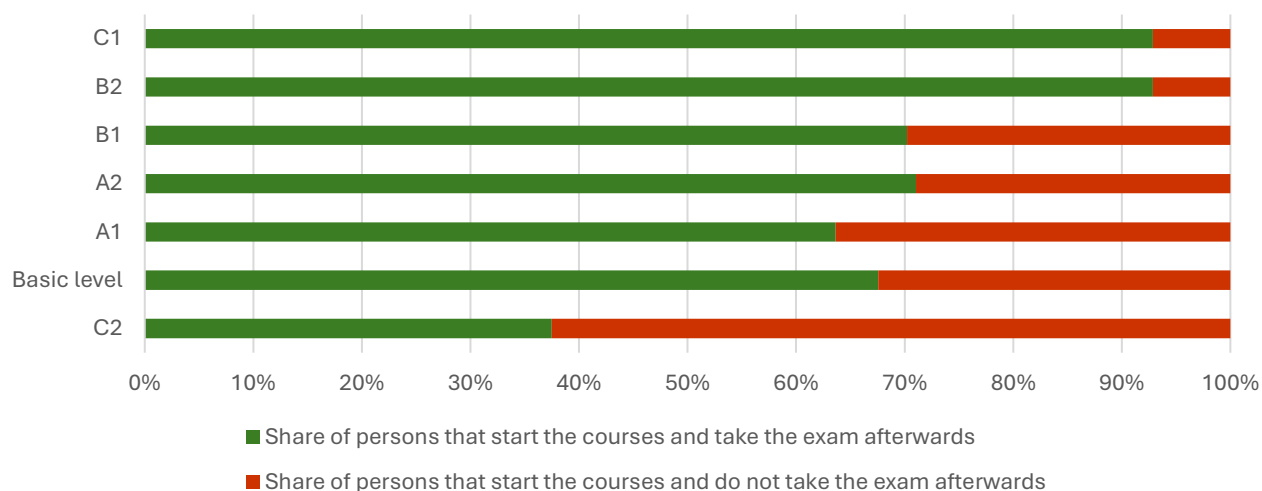
Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for unemployed persons, 2025



Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for jobseekers, 2025



Share of persons who start the courses, but don't take the exam after completion: SEA
Latvian language courses for persons at risk of unemployment, 2025



Annex No. 4. Proportion of persons who took the exam in SIF-provided Latvian language courses, 2025. Source: Information provided by SIF at PROVIDUS's request.

Share of persons who start the language courses and register/don't register for the exam afterwards: SIF Latvian language courses for Ukrainian civilians, 2025

