



EUROPEAN INVENTORY OF NQFs **2022**

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1. Introduction

This report is part of the European inventory of national qualifications frameworks (NQFs). Since 2009, Cedefop has been carrying out a systematic mapping and analysis of NQF developments in countries participating in the European qualifications framework (EQF) process. These reviews, done in close cooperation with the EQF Advisory Group, the European Commission and the European Training Foundation, have directly supported the development of operational and sustainable NQFs. The report offers a detailed description of the structure and scope of the Latvian NQF, and its objectives, functions and institutional arrangements, along with data on the framework's implementation and its impact on broader policy areas.

The Latvian Qualifications Framework (LQF) (*Latvijas kvalifikāciju ietvarstruktūra*, *LKI*) was adopted in 2010 and has reached the operational stage. It is an eight-level framework comprising qualifications awarded through all types of formal education (general, vocational and academic education), including professional qualifications (¹). The LQF was referenced to the EQF and self-certified against the qualifications framework for the European higher education area (QF-EHEA) in October 2011; an updated referencing report was presented to the EQF Advisory Group in 2019.

National context

2.1. Policy context

In Latvia in 2020, public expenditure on education as a percentage of gross domestic product (5.9 %) was well above the EU average (5.0 %). Participation in early childhood education and care in the country (94.0 % in 2020) is higher than the EU-27 average, while the rate of early leaving from education and training remains significantly lower than the EU average (respectively 7.3 % and 9.7 % in 2021). In 2021, tertiary education attainment (age 25–34) (45.5 %) exceeded the EU-27 average (41.2 %). Participation in upper secondary vocational education and training (VET) is relatively low (39.3 % in 2020); however, in 2020, the employment rate of VET graduates (25–34 years old) was 73.5 %, well above the rate for general education graduates (56.9 %) (European Commission, DG Education, Youth, Sport and Culture, 2022).

2.2. NQF legal basis

The LQF is firmly embedded in legislation governing education and training; the framework is also mentioned in strategic documents such as the Latvian Education Development Guidelines 2021–2027 (European Commission and Cedefop, 2020). The legal basis of the LQF was amended in 2017 to adapt the framework to the current

⁽¹⁾ Professional qualifications are part of formal education; they can be obtained by attending an education programme or through the validation of non-formal and informal learning. (Source: internal communication with the AIC.)

requirements of the labour and education sectors. The LQF level descriptors and the compliance of education programmes with LQF/EQF levels were first defined by a 2010 cabinet regulation. Following amendments to the vocational education law, the law on higher education institutions, the education law in 2015 and a number of regulations (2), the 2017 cabinet regulation on the education classification redefined the descriptions of knowledge, skills and competences corresponding to the LQF levels and the conformity of the types of education programmes with the LQF/EQF levels. The 2022 amendment to the vocational education law allows professional qualifications to be included at all LQF levels, and not only at levels 2 to 4 (3); aligns the learning outcomes of professional qualifications at each LQF level with the relevant level descriptors; and reforms secondary VET and higher professional education (Sections 4.1 and 4.2). Regarding secondary VET programmes, learners will be able to obtain a professional qualification at LQF level 3 or 4, rather than only at level 4. Graduates can obtain either a diploma of vocational secondary education and a certificate of professional qualification (after passing centralised state exams in general subjects and professional qualification exams) or a diploma of vocational secondary education (after completing a vocational secondary education programme and passing only centralised state exams). The amendments have introduced a new type of qualification, the certificate for obtaining part of a professional qualification, which is awarded after achieving a set of units of learning outcomes (European Commission and Cedefop, 2022).

3. NQF objectives and functions

The general aim of the LQF is to improve the transparency of qualifications by providing an unbiased reference for qualification levels and their learning outcomes. According to the first referencing report (Academic Information Centre, 2012), the framework aims to increase the international comparability of Latvian qualifications for further study and employability; improve learners' and employers' understanding of the education process and its outcomes; widen the possibilities for lifelong learning; support the development of learning-outcome-based education programmes; promote lifelong learning; strengthen the link between the labour market and education; and strengthen the cooperation of those involved in the design and award of qualifications.

⁽²⁾ Regulation 202/2013 – procedures by which state-recognised education documents certifying higher education are issued; Regulation 240/2014 on the state standard of the academic education; Regulation 512/2014 on the state standard of the second level professional higher education; Regulation 633/2016 – procedure for developing occupational standards, professional qualification requirements (if occupational standards for the profession are not approved) and the sectoral qualifications framework; Regulation 451/2005, as amended in 2016 – procedures by which state-recognised documents certifying vocational education and professional qualifications and documents certifying acquisition of a part of an accredited vocational education programme are issued; Regulation 617/2018 on the state professional higher education standard for obtaining a doctoral degree and the procedure for awarding a professional doctoral degree in arts.

⁽³⁾ However, the implementing cabinet regulations are still under development. (Source: internal communication with the AIC.)

The LQF has a communication and transparency function, expanding individuals' opportunities for mobility between countries and between institutions and education levels. It complements the parallel process of recognition of knowledge and skills acquired outside formal education (European Commission and Cedefop, 2018).

4. Levels, learning outcomes and qualifications

4.1. NQF structure and level descriptors

The LQF is an eight-level framework. Its level descriptors are based on learning outcomes and are defined as knowledge (knowledge and comprehension), skills (ability to apply knowledge, communication and general skills) and competences (analysis, synthesis and assessment).

In 2018, 15 sectoral qualifications frameworks were officially adopted. Professional qualifications from a specific economic sector are levelled to the relevant sectoral qualifications framework, which in turn is referenced to the LQF (Cedefop and ReferNet, 2023). The 2022 amendment to the VET law, in addition to opening up all LQF levels to professional qualifications (4), included a brief definition of each of the eight levels of professional qualifications to be aligned with those of the LQF. For instance, according to the amendment, holders of level-3 professional qualifications have a theoretical and practical background, which enables them to independently perform the work of a qualified employee. Furthermore, it has reorganised sectoral qualifications frameworks; modular VET programmes can lead to professional qualifications at different LQF levels (5) (European Commission and Cedefop, 2022). Sectoral expert councils can propose level descriptors for the sectoral qualifications frameworks, for occupational standards and for professional qualifications requirements, in line with LQF levels and level descriptors (European Commission and Cedefop, 2020).

The qualifications framework for higher education is founded on the basis of the Bologna cycles and integrated into the LQF. Each levelled qualification is described on the basis of its expected learning outcomes and its workload in credit points (6).

4.2. NQF scope and coverage

The LQF includes all levels and subsystems of formal education (general, initial and continuing VET, and higher education), including professional qualifications, which can also be awarded through the validation of non-formal and informal learning. Non-

⁽⁴⁾ Previously, the five levels of professional qualifications were referenced to LQF levels 2 to 7.

⁽⁵⁾ In other words, learners can obtain several professional qualifications after completing a single vocational education programme.

⁽⁶⁾ A national credit point system is in use in higher education, in which the conversion to credit points under the European credit transfer and accumulation system is done by multiplying by a factor of 1.5.

government-regulated qualifications awarded outside the formal education and training system are not yet included.

The development of the LQF was divided into two phases. Qualifications from formal education (VET, higher education and general education) were included in the first phase of implementation, which was concluded in 2012. The second phase focused on aspects such as revising LQF levels 1 to 4, broadening the scope of the framework to include professional qualifications, increasing the quality of VET, and developing sectoral qualifications frameworks and linking them to the LQF. It resulted in the updated EQF referencing report in 2019. Discussions were held on also levelling master craftsperson and journeyman qualifications to the LQF (7). The 2022 amendments to the VET law and the law on higher education institutions have changed the titles of the sectors of professional higher education to short cycle, first cycle, second cycle and third cycle (leading to LQF levels 5 to 8 respectively). Thus, the titles of the relevant qualifications are also expected to change.

Table 1. Latvian qualifications framework (LQF)

LQF level	Qualification type	EQF level
8	Doctoral diploma (doktora diploms) Professional doctoral diploma in arts (profesionālā doktora diploms mākslās)	8
7	Master's diploma (maģistra diploms) Professional master's diploma (profesionālā maģistra diploms) Diploma of professional higher education and diploma of higher professional qualification (profesionālās augstākās izglītības diploms and augstākās profesionālās kvalifikācijas diploms)	7
6	Bachelor's diploma (bakalaura diploms) Professional bachelor's diploma (profesionālā bakalaura diploms) Diploma of professional higher education and diploma of higher professional qualification (profesionālās augstākās izglītības diploms and augstākās profesionālās kvalifikācijas diploms)	6
5	Diploma of first-level professional higher education (pirmā līmeņa profesionālās augstākās izglītības diploms)	5
4	Certificate of general secondary education (atestāts par vispārējo vidējo izglītību) Diploma of vocational secondary education (diploms par profesionālo vidējo izglītību) Certificate of professional qualification (at secondary education level) (profesionālās kvalifikācijas apliecība (vidējās izglītības pakāpē))	4
3	Certificate of vocational education (atestāts par arodizglītību) Certificate of professional qualification (at vocational education (arodizglītība) level) (profesionālās kvalifikācijas apliecība (arodizglītības pakāpē))	3

⁽⁷⁾ These qualifications are levelled to sectoral qualifications frameworks.

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LQF level	Qualification type	EQF level
2	Certificate of general basic education (9 years) (apliecība par vispārējo pamatizglītību)	2
	Certificate of vocational basic education (apliecība par profesionālo pamatizglītību)	
	Certificate of professional qualification (at basic education level) (profesionālās kvalifikācijas apliecība (pamatizglītības pakāpē))	
1	Certificate of general basic education (<i>apliecība par vispārējo pamatizglītību</i>) (special education programmes for learners with (severe) mental development disorders or multiple severe developmental disorders)	1

Source: European Commission and Cedefop, (2022).

4.3. Use of learning outcomes

There is a growing emphasis on learning outcomes at the policy and practice levels. The development of the LQF led to increased awareness of learning outcomes among stakeholders and gave rise to discussions on the role of outcomes in education. This resulted in amendments to the education law in 2015, and in regulations on education content, on the state examination system and on the licensing and accreditation of higher education institutions and study programmes.

Subject-based outcomes in general education have been defined in terms of knowledge, skills and attitudes. Two regulations on general basic and secondary education standards and study programmes (8) were adopted in 2018 and 2019 (they have been in force since 2020), and contain updated learning outcomes in accordance with the new content of basic and general secondary education. In September 2024, the shift to learning outcomes will be completed, and it is expected that the approach will be implemented for all grades (9).

Since 2007, a learning-outcome-based approach has been implemented in VET, while content-related reforms are ongoing (10). VET institutions must use learning-outcome-oriented occupational standards (stipulating the knowledge, skills and competences necessary to perform the relevant professional activities) when developing new vocational education programmes or altering programmes that have already been accredited (Cedefop, 2016). In addition to occupational standards or requirements for professional qualifications, and descriptors of the sectoral qualifications frameworks, the content of VET programmes is defined by the state

⁽⁸⁾ Regulation 747/2018 on the state basic education standard and basic education programme samples; Regulation 416/2019 on the state general secondary education standard and the general secondary education programme samples.

⁽⁹⁾ Source: internal communication with the AIC.

⁽¹⁰⁾ As part of the European Social Fund project 'To ensure effective management of vocational education institutions and improvement of professional competence of the personnel involved', 101 modular programmes have been developed and can be implemented by any vocational education institution. State-owned vocational education institutions are mandated to implement modularised education programmes. The shift towards modularised programmes is ongoing. (Source: internal communication with the AIC.).

vocational education standards specified by the relevant cabinet regulations. The modularisation of vocational education is a policy priority.

The law on higher education institutions defines and uses the term 'learning outcomes'. The state standards for academic and professional higher education set the acquisition of knowledge, skills and competences in line with EQF levels (11). Learning outcomes are included in the aims and content of study programmes, learning processes and assessment principles.

Since 2016, the learning outcomes of formal education qualifications have been available in the Latvian Qualifications Database. In higher education, all institutions publish the learning outcomes for each study programme on an e-platform.

4.4. Quality assurance arrangements

Quality assurance is specified at various levels in the education system, i.e. at the policy, programme and institutional levels. In general education and vocational education, quality assessment is carried out by the State Education Quality Service. The Council of Higher Education (*Augstākās izglītības padome*) is responsible for quality assurance in higher education institutions. Since 2015, study programmes and study directions have been licensed and accredited by the Academic Information Centre – Quality Agency for Higher Education (AIKA) (12) in line with amendments to the law on higher education institutions and cabinet regulations.

Institutional arrangements and stakeholder involvement

The education ministry (Ministry of Education and Science) has the leading role in developing and implementing the LQF. Since 2008, the Academic Information Centre (AIC) has been the designated EQF national coordination point (NCP) and has played a key role in preparing and updating the referencing report and disseminating information to all stakeholders. It also serves as the Latvian ENIC-NARIC, the national Europass centre and the Quality Agency for Higher Education. The AIC has the following tasks in relation to the LQF/EQF:

- (a) to reference the national qualification levels to the EQF using a transparent methodology;
- (b) to provide access to information and guidance to stakeholders on how national qualifications relate to the EQF through the LQF;

⁽¹¹⁾ Regulation No 240 of the Cabinet of Ministers of 13 May 2014 on the state standard of academic education (Noteikumi par valsts akadēmiskās izglītības standartu); Regulation No 512 of the Cabinet of Ministers of 26 August 2014 on the state standard of second-level professional higher education (Noteikumi par otrā līmeņa profesionālās augstākās izglītības valsts standartu).

⁽¹²⁾ Since 2018, the Quality Agency for Higher Education has been a member of the European Association for Quality Assurance in Higher Education and has been included in the European quality assurance register for higher education.

(c) to support stakeholders in using the LQF as a tool for the comparison of European qualifications, in accordance with national legislation and practice.

The running of the EQF NCP is jointly funded by the Erasmus+ programme and the education ministry. The human resources available depend on financial resources and planned activities. Three to four full-time equivalents are used to run the EQF NCP, including one to two project experts, a coordinator, a project manager and a secretary (European Commission and Cedefop, 2020 and 2022).

The AIC ensures that all relevant parties (policymakers, learners, employers' organisations, quality assurance agencies, education bodies and other relevant institutions, depending on the topic) are involved in discussions, events and research activities (preparing the updated referencing report, one-off validation reports, etc.). Since 2008, this has been part of the communication strategy of the NCP (European Commission and Cedefop, 2020).

Sectoral expert councils include representatives of sectoral employers' organisations, trade unions, the education ministry and other relevant ministries. Their main tasks include developing occupational standards, defining the content of vocational qualifications and vocational examination requirements and enrolling students in VET programmes (European Commission and Cedefop, 2018).

6. Recognition and validation of prior learning

6.1. Recognising and validating non-formal and informal learning and learning pathways

The system for validating non-formal and informal learning consists of multiple frameworks covering different sectors and levels of education and training (13). Validation arrangements are closely linked to the LQF using learning outcomes. Obtaining a full qualification through validation is possible for professional qualifications at LQF levels 2 to 4, and the certificate obtained does not specify whether it was acquired after attending an education and training programme or through validation (14). Validation practices also aim to assess prior learning to give access to a programme leading to a general basic or secondary education certificate that sets out the education level attained (for 'external students'). Within higher education, credits for specific modules can be awarded through assessment, increasing access and flexibility. The validation of non-formal and informal learning outcomes cannot lead to a full qualification in a regulated profession or to a full general education qualification. Since 2010, the vocational education law has stipulated that assessment of vocational competence takes into account the requirements of the respective occupational

⁽¹³⁾ This section draws mainly on Leleja (2019) and Academic Information Centre (2018a).

⁽¹⁴⁾ This procedure was defined by Regulation No 146 of the Cabinet of Ministers of 22 February 2011 on the procedure for the validation of professional competences acquired outside formal education.

standard, and that the validation of competences acquired through non-formal and informal learning can be carried out by accredited educational institutions and accredited examination centres delegated by the State Education Quality Service.

6.2. Recognition of foreign qualifications

Evaluators from the AIC (the Latvian ENIC-NARIC) state the LQF level to which each foreign qualification corresponds. The AIC implemented two Erasmus+ projects, in 2018–2020 and 2020–2022, that focused on mapping and comparing qualifications (and their frameworks) in the project partner countries. Initially, a testing methodology for comparing qualifications (EQF levels 6 to 7) and their learning outcomes was developed, to understand whether these qualifications could be recognised automatically. The second project focused on improving the methodology and providing recommendations about the comparison of learning outcomes, and also on strengthening cooperation among higher education institutions (European Commission and Cedefop, 2022).

7. NQF implementation and impact

7.1. Stage of implementation

The LQF is operational. It improves the transparency and comparability of qualifications by providing a map of all recognised qualifications. The framework provides a reference point for developing and reviewing standards and curricula, and it is also used by quality assurance mechanisms. The Latvian Qualifications Database includes extensive information on all LQF-levelled qualifications (Section 7.4) (European Commission and Cedefop, 2022).

7.2. Indicating EQF/NQF levels

LQF levels are indicated on the certificates and diplomas of vocational qualifications at levels 2 to 4 (¹⁵). No decision has been taken on indicating LQF and EQF levels on general education qualifications (LQF levels 1, 2 and 4). Higher education institutions (providing qualifications at LQF levels 5 to 8) may choose to indicate LQF, EQF or QF-EHEA levels on qualifications. Since 2013, it has been compulsory to indicate the LQF/EQF level on diploma supplements in higher education (levels 5 to 8) (¹⁶). Europass certificate supplements have not been officially introduced, though more than 150 Europass certificate supplements for VET qualifications (LQF levels 2 to 4) have

⁽¹⁵⁾ In accordance with the legislation, only LQF levels (not EQF levels) can be indicated on vocational education diplomas/certificates (European Commission and Cedefop, 2022). The professional qualification level (LQF1 to 7) is indicated on continuous education certificates (certificates of professional qualification) – in accordance with the vocational education law, professional qualification levels correspond to LQF levels. (Source: internal communication with the AIC.).

⁽¹⁶⁾ Regulation No 202 of the Cabinet of Ministers of 16 April 2013 on the procedures by which staterecognised education documents certifying higher education are issued.

been developed that indicate LQF and EQF levels; awarding bodies are not legally obliged to issue them (European Commission and Cedefop, 2022).

7.3. NQF dissemination

To disseminate the LQF/EQF to wider audiences, the EQF-NCP has produced an animated video and a printed leaflet on LQF and every year publishes at least one or two translated international publications on qualifications-related topics (Kato et al, 2020; Oliver, 2019; Cedefop, 2019a and 2019b; Cedefop and European Training Foundation, 2020; European Commission and Cedefop, 2022). The EQF NCP also organises events on EQF/LQF-related topics and current developments, such as lifelong learning, the validation of non-formal and informal learning, learning outcomes, qualifications and microcredentials. They are well attended, and a large amount of information is perceived as being exchanged. The 2020 impact study showed that, in addition to the abovementioned activities, individuals get informed about the LQF by consulting laws and regulations on their own initiative (Academic Information Centre, 2020).

7.4. Qualifications databases and registers

The Latvian Qualifications Database aims to inform the public, in Latvian and English, about all LQF-levelled qualifications. In September 2022, the database included 2 556 such qualifications. It is updated, on a monthly basis, through the State Education Information System, which provides data on accredited education programmes and institutions, while it is also interconnected with the National Education Opportunities Database and the Europass and ESCO (European Skills, Competences, Qualifications and Occupations) portals. The database contains a general description of qualifications, including the LQF/EQF level, education field, awarding body, credit points, entry requirements, ways to acquire the qualification, relationship to occupations or occupational fields and links to relevant diploma supplements, along with further information such as the education sector, whether the qualification is obtained through an education and training programme or validation and whether it is a partial or full qualification. Learning outcomes are described either as a bulk text that does not distinguish between knowledge, skills and competences (usually for academic higher education and general basic and secondary education) or as knowledge, skills and competences (usually for VET and professional higher education qualifications) (European Commission and Cedefop, 2022).

7.5. Awareness and use of the NQF

The results of a 2020 impact study suggest that the LQF is well known and understood by education and training providers; the highest level of awareness was observed among representatives of higher education institutions. The framework is usually used on a daily basis by the managers and directors or deputy directors of institutions; again,

the framework is more used in higher education compared to other education sectors. The lowest level of awareness of the LQF was observed among employers and the public. According to the participants in the study, the LQF is mostly used in the recognition of diplomas and qualifications acquired abroad, and in the development of occupational standards and higher education curricula (Academic Information Centre, 2020).

The state education standards for general basic and secondary education documents, and other education documents, are created with a reference to the LQF level descriptors. Quality assurance bodies use the framework in the licensing and accreditation of study programmes. It is considered by the Latvian ENIC-NARIC in the recognition of foreign qualifications. LQF level descriptors have been used as a tool to understand both the education side and the needs of the labour market, while employers are starting to use LQF levels in vacancy descriptions (European Commission and Cedefop, 2020 and 2022). Although the 2020 impact study concluded that most employers, for the time being, do not use the LQF when evaluating potential employees, a quarter of them use the framework during the recruitment process, while half of them take into account the knowledge, skills and competences indicated on the diplomas (Academic Information Centre, 2020).

7.6. Monitoring and evaluating the NQF

In 2020, the EQF NCP published a study report evaluating the use, visibility and impact of the LQF in education and the labour market (Academic Information Centre, 2020). The research methods used included desk research, surveys and semi-structured interviews (European Commission and Cedefop, 2022).

Previous studies include two evaluations of the LQF; the 2013 study resulted in proposed and adopted changes to regulations regarding LQF levels 1 to 4. The study International Qualifications in Latvia was conducted in 2014 to describe existing practices with regard to international qualifications and their possible inclusion in the LQF. One crucial aspect highlighted was the need to introduce and use learning outcomes to facilitate the relevant assessment of international qualifications. A 2016 study explored terminology in the context of the LQF and EQF. The results of these studies informed the preparation of the updated EQF referencing report in 2018 (Academic Information Centre, 2018b).

7.7. Impact of the NQF

Significant emphasis has been placed on increasing the quality of vocational education in line with labour market needs; the LQF is considered to have contributed to increasing quality in VET. Progress has been made in modularising VET programmes and developing a system for sectoral qualifications linked to the LQF (¹⁷).

⁽¹⁷⁾ Order 629/2009 of the Cabinet of Ministers on the concept of enhancing the attractiveness of vocational education and the participation of social partners in the quality assurance of vocational education.

8. Referencing to the EQF

The LQF was referenced to the EQF and self-certified against the QF-EHEA in October 2011. The referencing report was published in 2012 (Academic Information Centre, 2012). An updated referencing report was presented to the EQF Advisory Group in 2019 (Academic Information Centre, 2018b).

9. Reflections and plans

The LQF is considered one of the major driving forces promoting the use of learning outcomes at all levels and in all types of education, and supporting quality assurance and the validation of non-formal and informal learning. The transparency and comparability of Latvian qualifications is further supported by the Latvian Qualifications Database; however, as indicated by the 2020 impact study, there is room for further improvement in this area (European Commission and Cedefop, 2020; Academic Information Centre, 2020). Firmly embedding the LQF in the legal framework for education and training was a milestone in the development process of the LQF, as was including qualifications from all education sectors (European Commission and Cedefop, 2022).

LQF developments have been informed by a number of studies (see Section 7.6) and supported by close cooperation and exchanges of views among stakeholders and national authorities. This evidence-based and consensus-seeking approach has been one of the success factors of the LQF implementation so far.

Current challenges include the inclusion of LQF levels on general education certificates. Discussions and work are ongoing on this subject, and on communicating the LQF to employers and the public. Providing understandable information on the role and importance of the LQF is considered a challenging task.

A great deal of effort must still be invested into increasing awareness of the LQF, especially among employers and the public. Large-scale activities sharing the expertise of experienced LQF users could lead to the further development of the LQF (Academic Information Centre, 2020). Other areas of future work relate to opening up the framework to qualifications awarded outside formal education, master craftsperson qualifications, microcredentials and international qualifications, and to indicating LQF/EQF levels on general education qualifications (European Commission and Cedefop, 2022).

Acronyms

AIC	Akadēmiskās informācijas centrs (Academic Information Centre)
	European Network of National Information Centres and Network of National Academic Recognition Information Centres

EQF	European qualifications framework
LQF	Latvian qualifications framework
NCP	national coordination point
NQF	national qualifications framework
QF-EHEA	qualifications framework in the European higher education area
VET	vocational education and training

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