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LEGAL AND PRACTICAL ASPECTS OF ENSURING CHAPLAINCY SERVICES IN THE HOSPITALS OF REPUBLIC OF LATVIA IN THE CONTEXT OF THE RIGHT OF PATIENTS AND THEIR RELATIVES TO RECEIVE SPIRITUAL CARE

KAPELĀNU DIENESTA DARBĪBAS ĪSTENOŠANAS TIESISKIE UN PRAKTISKIE ASPEKTI LATVIJAS REPUBLIKAS SLIMNĪCĀS KONTEKSTĀ AR PACIENTA UN PACIENTA TUVINIEKU TIESĪBĀM SAŅEMT GARĪGO APRŪPI

Kopsavilkums

Saskaņā ar Pacientu tiesību likuma 3. panta piekto daļu pacientam un viņa tuviniekiem ir tiesības saņemt garīgo aprūpi, kuru saskaņā ar kapelānu dienestu un reliģisko organizāciju darbību regulējošiem normatīvajiem aktiem sniedz ārstniecības iestādes kapelāns. Kapelānu dienestu un reliģisko organizāciju darbību regulējošie normatīvie akti ir Reliģisko organizāciju likums, Ministru kabineta 2011. gada 15. februāra noteikumi Nr. 134 "Noteikumi par kapelānu dienestu" un citi nacionālie normatīvie akti, kas reglamentē kapelānu dienesta un kapelānu darbības tiesiskās prasības.

Tiesības saņemt garīgo aprūpi ir uzskatāmas par specifiskām un unikālām pacientu tiesībām, un tās ir cieši saistītas ar cilvēktiesību tvērumā ietilpstošajām tiesībām uz domas, apziņas un reliģiskās pārliecības brīvību, kas ir nostiprinātas, piemēram, Apvienoto Nāciju Organizācijas Vispārējās cilvēktiesību deklarācijas 18. pantā, Starptautiskā pakta par pilsoņu un politiskajām tiesībām 18. pantā, Eiropas Cilvēka tiesību un pamatbrīvību aizsardzības konvencijas 9. pantā, Eiropas Savienības pamattiesību hartas 10. pantā, Satversmes 99. pantā.

Rakstā autore analizē tiesību aktus un zinātnisko literatūru medicīnas tiesību jomā un atspoguļo empīriskā pētījuma rezultātus par Pacientu tiesību likuma 3. panta piektās daļas piemērošanu slimnīcās Latvijas Republikā. Autore rakstā noskaidro, ka tiesiskās prasības kapelānu dienesta izveidošanai un kapelānu darbībai slimnīcās ir pārlieku vispārīgas un slimnīcām trūkst izpratnes par garīgās aprūpes īstenošanas kārtību. Tikai divās no 36 pētījumā analizētajām slimnīcām

pacientu tiesības uz garīgo aprūpi tiek īstenotas Pacientu tiesību likuma 3. panta piektajā daļā paredzētajā kārtībā. Pamatojoties uz izpētes rezultātiem un identificētajām tiesiskajām problēmām, autore rakstā norāda uz potenciāli veicamajiem normatīvā regulējuma pilnveidošanas virzieniem.

Keywords: chaplain, chaplaincy services, freedom of thought, conscience and religion, hospital, patient, spiritual care

Atslēgvārdi: kapelāns, kapelānu dienests, tiesības uz domas, apziņas un reliģiskās pārliecības brīvību, slimnīca, pacients, garīgā aprūpe

Introduction

This study analyses the fifth paragraph of Art. 3 of the Law "On the Rights of Patients", which states that a patient and his or her relatives have the right to receive mental care which, in accordance with the laws and regulations governing the activities of chaplain services and religious organisations, shall be provided by the chaplain of a medical treatment institution. Laws and regulations governing the activities of chaplain services and religious organisations are the law "On Religious Organisations", Cabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy service" and other national legal acts which regulate the requirements for chaplains and professions of medical treatment support.

The right to receive mental care is considered as a unique and specific patient right and the purpose of this right is very closely linked to the human right to freedom of thought, conscience, and religion established in such legal acts as United Nations Universal Declaration of Human Rights (Art.18), the International Covenant on Civil and Political Rights (Art.18), the European Convention for the Protection of Human Rights and Fundamental Freedoms (Art. 9), The Charter of Fundamental Rights of the European Union (Art. 10), the Constitution of the Republic of Latvia (Art. 99).

The study presents the results of analysis considering legal acts, scientific literature in the field of medical law and the results of the empirical study implemented by the author of the current Art. in Latvian hospitals.

1. National legal regulation of patients and their relatives right to receive spiritual care

The fifth paragraph of Art. 3 of the Law "On the Rights of Patients" states that a patient and his or her relatives have the right to receive mental care which, in accordance with the laws and regulations governing the activities of chaplain services and religious organisations, shall be provided by the chaplain of a medical treatment institution.¹

Law "On the Rights of Patients", the fifth paragraph of Art. 3. Available: https://likumi.lv/ta/id/203008-pacientu-tiesibu-likums [viewed 26.10.2021.].

Patients' and their relatives' right to receive spiritual care derives from international human rights legal instruments that protect the right to freedom of thought, conscience, and religion. For example, the United Nations Universal Declaration of Human Rights,² the International Covenant on Civil and Political Rights,³ the European Convention for the Protection of Human Rights and Fundamental Freedoms.⁴ At the European Union level, the right to freedom of thought, conscience, and religion is enshrined in the Charter of Fundamental Rights of the European Union.⁵

The states that have acceded to the above-mentioned human rights legal instruments, including the Republic of Latvia, have an obligation to ensure effective protection of human rights and respect for the right to freedom of religion, which is one of the fundamental values of a democratic state governed by the rule of law.⁶ The Republic of Latvia has assumed international obligations in the field of human rights with Art. 89 of the Constitution of the Republic of Latvia which stipulates that the State shall recognise and protect fundamental human rights in accordance with this Constitution, laws and international agreements binding upon Latvia. The right to freedom of thought, conscience and religion is protected by Art. 99 of the Constitution of the Republic of Latvia, which provides that everyone has the right to freedom of thought, conscience and religion. The church shall be separate from the State.⁷

The procedure for the provision of spiritual care and the legal status of the chaplain in Latvia is regulated by the Law on Religious Organizations, ⁸ Cabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy services" and other specific legal acts, which regulate the legal status of religious organizations and their institutions and persons belonging to them. For example, Cabinet Regulation No. 317 of 24 May 2016 "Procedure for Establishment, Supplementation and Maintenance of the Register of Medical Practitioners and Medical Support

United Nations General Assembly, Universal Declaration of Human Rights, 10 December 1948, 217 A (III). Art. 18. Available: https://www.refworld.org/docid/3ae6b3712c.html [viewed 26.10.2021.].

³ United Nations General Assembly, International Covenant on Civil and Political Rights, 16 December 1966, United Nations, Treaty Series, Vol. 999, p. 171. Art. 18. Available: https://www.refworld.org/docid/3ae6b3aa0.html [viewed 26.10.2021.].

⁴ European Convention on Human Rights. Signed in Rome on 04.11.1950. [in the wording of fourth of November nineteen fifty] Art. 9.

⁵ Charter of Fundamental Rights of the European Union No. 2012/C 326/02. 26.10.2012. [in the wording of twenty sixth of October two thousand and twelve]. Art. 10.

The Council of the European Union. EU Guidelines on the promotion and protection of freedom of religion or belief. Foreign Affairs Council meeting, Luxembourg, 24 June 2013. Available: https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/137585.pdf[viewed 26.10.2021.].

The Constitution of the Republic of Latvia, Art. 99. Available: https://likumi.lv/ta/en/en/id/57980-the-constitution-of-the-republic-of-latvia [viewed 26.10.2021.].

⁸ Law "On Religious Organisations", the fifth paragraph of Art. 14. Available: https://likumi.lv/ta/en/en/id/36874 [viewed 26.10.2021.].

Gabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy services", para. 19. Available: https://likumi.lv/ta/id/226332-noteikumi-par-kapelanu-dienestu [viewed 26.10.2021.].

Persons", Cabinet Regulation No. 264 of 23 May 2017 "Regulations on the Classification of Professions basic tasks and basic qualification requirements". 11

According to the legislative documents of the law "On the Rights of Patients", available at the Parliament of the Republic of Latvia, "mental care" in the context of the fifth paragraph of Art. 3 of the law "On the Rights of Patients" should be understood as person-centred and unconditional professional care that effectively helps the patient and the patient's relatives to mobilize their personal and mental resources in dealing with doubts, anxieties and issues that often accompany illness and suffering. The purpose of "mental health" care is also to help patients and their relatives identify and address their mental needs, as well as to receive support and comfort in the process of patient health care, especially in cases of serious illness. "Mental care" also includes support for decision-making and conflict resolution in the health care process.¹² The right to "mental care" is related to "the patient's right to support his or her family and other persons during treatment" included in the third paragraph of Art. 5 of the law "On the Rights of Patients". With "the patient's relatives" in the context of the fifth paragraph of Art. 3 of the law "On the Rights of Patients" should be understood by any person who is involved in supporting the patient, fighting doubts and anxieties about the patient's state of health, not limited to the patient's legal representative within the meaning of the seventh paragraph of Art. 6, the first paragraph of Art. 7 or Art. 13 of the law "On the Rights of Patients". 13

The fifth paragraph of Art. 3 of the law "On the Rights of Patients" does not include manifestation of religion, including the performance of religious rituals or other religious activities by a regular clergyman. According to point 1 of Art. 1 of the law "On Religious Organisations" religious activity is adherence to a religion or belief, practice a cult, fulfilling religious or ritual ceremonies and preaching teachings. ¹⁴ The right to mental care in the fifth paragraph of Art. 3 of the law "On the Rights of Patients" is limited to the moral support and consultations on religious matters. ²⁶ The patient has the right to manifest freedom of religion as a person who has human rights. In accordance with the fifth and the sixth paragraph of Art. 14 of

Cabinet Regulation No. 317 of 24 May 2016 "Procedures for the Establishment, Supplementation and Maintenance of the Register of Medical Practitioners and Medical Support Persons". Available: https://likumi.lv/ta/id/282367-arstniecibas-personu-un-arstniecibas-atbalsta-personu-registra-izveides-papildinasanas-un-uzturesanas-kartiba [viewed 26.10.2021.].

¹¹ Cabinet Regulation No. 264 of 23 May 2017 "Regulations on the Classification of Professions, basic tasks corresponding to the profession and basic qualification requirements". Available: https://likumi.lv/ta/id/291004-noteikumi-par-profesiju-klasifikatoru-profesijai-atbilstosiem-pamatuzdevumiem-un-kvalifikacijas-pamatprasibam [viewed 26.10.2021.].

Latvijas Profesionālo Veselības aprūpes kapelānu asociācijas valdes locekļu 2006. gada 16. oktobra vēstule "Par pacientu tiesību likumprojektu" Nr. 01-7/4 [Letter of the members of the board of the Latvian Association of Professional Health Care Chaplains of 16 October 2006 "On the draft Law "On the Rights of Patients"" No. 01-7/4]. Available at the Parliament of the Republic of Latvia.

Laura Šāberte, 3. pants. Vispārīgie noteikumi [Section 3. General Provisions]. In: Santa Slokenberga (ed.), Pacientu tiesību likuma komentāri [Commentary on the Law "On the Rights of Patients"], Rīga: Latvijas Vēstnesis, 2019, p. 36.

¹⁴ Law "On Religious Organisations", point 1 of Art. 1. Available: https://likumi.lv/ta/en/en/id/36874 [viewed 26.10.2021.].

the law "On Religious Organisations" of Republic of Latvia, religious activities may be performed in hospitals if the persons present therein so wish. The anticipated time and place for an event shall be co-ordinated with the administration of the hospital. 15

2. Legal and practical problems of patients and their relatives right to receive spiritual care

Within the framework of the research, the author has identified several legal and practical problems discussed below and on the basis of which it can be concluded the right of patients to "mental care" is not fully implemented in Latvia.

2.1. Terminology used in national legal acts

The word "mental" (garīgs in Latvian language) has a dual meaning in Latvian language. In the Latvian language, the word "mental", first of all, means "one that is related to the human psyche, intellect, characteristic of the psyche, intellect, also psychic". Also, the word "mental" is related to mental illness when a mental health care is necessary. In that context it is often used in national legal acts governing the provision of "mental health care services" (garīgās veselības aprūpes pakalpojumi in Latvian language). Secondly, in the Latvian language, the word "mental" means "related to or characteristic of religion", and in that context the term "mental care" (garīgā aprūpe in Latvian language) must be understood in the light of the fifth paragraph of Art. 3 of the law "On the Rights of Patients".

Due to the fact two different services in health care in the Republic of Latvia are named almost identical, mistakes are often made in distinguishing between these services. For example, problems with the incorrect application of term "mental health care services" and "mental care" have been identified in case law.¹⁷

One of the solutions of this problem could be to clarify the term "mental care" in the fifth paragraph of Art. 3 of the law "On the Rights of Patients", using another term that is directly related to or characteristic of religion. In author's opinion, the correct term in national legal acts should be "spiritual care" (reliģiskā aprūpe in Latvian language) which is related to religion, and which is often used term for services provided to patients by a chaplain. 19

Law "On Religious Organisations", the fifth and the sixth paragraph of Art. 14. Available: https://likumi.lv/ta/en/en/id/36874 [viewed 26.10.2021.].

¹⁶ Term "Garīgs". Available: https://tezaurs.lv/gar%C4%ABgs:1 [viewed 26.10.2021.].

See Laura Šāberte, 3. pants. Vispārīgie noteikumi [Section 3. General Provisions], In: Santa Slokenberga (ed.), Pacientu tiesību likuma komentāri [Commentary on the law "On the Rights of Patients"], Rīga: Latvijas Vēstnesis, 2019, p. 36. District Administrative Court, 8 March. 2010, case No. A42389907 (AA43-0140-10/17).

¹⁸ Also used in this article.

⁹ Bierbaum R., Religion and Spirituality in Chaplaincy in Mental Health Care. In: Jean Fletcher (ed.), Chaplaincy and Spiritual Care in Mental Health Settings. London: Jessica Kingsley Publishers, 2019, pp. 88–89.

2.2. Legal status of chaplain of a medical treatment institution

The fifth paragraph of Art. 3 of the law "On the Rights of Patients" does not define who is the chaplain of a medical treatment institution. The laws and regulations governing the activities of chaplain services and religious organisations define different types of chaplains: chaplain of a professional health care institution, professional health care chaplain, associate health care chaplain, etc. The duties of the chaplain are also controversial in national legal acts.

Law "On the Rights of Patients"	Law "On Religious Or- ganisations"	Cabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy services"	Cabinet Regulation No. 317 of 24 May 2016 "Procedures for the Es- tablishment, Supple- mentation and Mainte- nance of the Register of Medical Practitioners and Medical Support Persons"	Cabinet Regulation No. 264 of 23 May 2017 "Regulations on the Classification of Professions, basic tasks corresponding to the profession and basic qualification requirements"
Chaplain of a medical treat- ment institution provides men- tal care to pa- tients and their relatives. ²⁰	Chaplain performs religious activities in hospitals if the persons in them so wish. ²¹	Chaplain of professional health care institution provides mental care for medical staff and patients; moral support; consultations on religious issues in accordance with regulatory enactments regarding the competence of medical support persons in medical treatment. 22	Professional health care chaplain performs the functions of a medical support person. ²³	Professional health care chaplain; Chaplain; Associate health care chaplain organizes and provides professional, results-oriented "mental care services" in various health carerelated situations: for patients of all faiths; patients who do not belong to a particular faith tradition; relatives of patients; to plan and manage support programs for the staff of health care institutions: for patients; relatives of patients; staff. ²⁴

Law "On the Rights of Patients", the fifth paragraph of Art. 3. Available: https://likumi.lv/ta/id/203008-pacientu-tiesibu-likums [viewed 26.10.2021.].

Law "On Religious Organisations", the fifth paragraph of Art. 14. Available: https://likumi.lv/ta/en/en/id/36874 [viewed 26.10.2021.].

²² Cabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy services", para. 19. Available: https://likumi.lv/ta/id/226332-noteikumi-par-kapelanu-dienestu [viewed 26.10.2021.].

²³ Cabinet Regulation No. 317 of 24 May 2016 "Procedures for the Establishment, Supplementation and Maintenance of the Register of Medical Practitioners and Medical Support Persons", annex 2. Available: https://likumi.lv/ta/id/282367-arstniecibas-personu-un-arstniecibas-atbalsta-personu-registra-izveides-papildinasanas-un-uzturesanas-kartiba [viewed 26.10.2021.].

²⁴ Cabinet Regulation No. 264 of 23 May 2017 "Regulations on the Classification of Professions, basic tasks corresponding to the profession and basic qualification requirements", para. 312. Available: https://likumi.lv/ta/id/291004-noteikumi-par-profesiju-klasifikatoru-profesijai-atbilstosiem-pamatuzdevumiem-un-kvalifikacijas-pamatprasibam [viewed 26.10.2021.].

According to Cabinet Regulation No. 193 of 24 February 2009 "Regulations on the Procedure for Certification of Medical Support Persons and Professions of Medical Support Persons to be Certified", chaplains of health care institutions should be medical treatment support persons and only professional health care chaplains qualify.²⁵ According to Medical Treatment Law, medical treatment support persons are the persons who do not have the right to engage in health care, but who are directly involved in ensuring it.²⁶ Medical treatment support persons are entitled to get involved in the provision of health care process if they are certificated and registered in the Register of Medical Practitioners and Medical Treatment Support Persons which is maintained by the Health Inspectorate of Latvia ²⁷

2.3. The type of medical institution in which the patient and his relatives have the right to receive spiritual care

The fifth paragraph of Art. 3 of the law "On the Rights of Patients" does not define what kind of medical treatment institution is where the chaplain performs their official duties, hospital or outpatient treatment institution. The laws and regulations governing the activities of chaplain services and religious organisations define different types of medical institutions where the chaplain performs their official duties: medical treatment institution;²⁸ health care institution;²⁹ place where the pastoral care of a normal clergyman is not available³⁰ (for example, hospital).

According to point 3 of Art. 1 of the Medical Treatment Law, medical treatment institutions are doctors' practices, State and local government institutions, performers of economic activity and commercial companies which are registered in the Register of Medical Treatment Institutions, conform with the mandatory

²⁵ Cabinet Regulation No. 317 of 24 May 2016 "Procedures for the Establishment, Supplementation and Maintenance of the Register of Medical Practitioners and Medical Support Persons", para. 3. Available: https://likumi.lv/ta/id/282367-arstniecibas-personu-un-arstniecibas-atbalsta-personu-registra-izveides-papildinasanas-un-uzturesanas-kartiba [viewed 26.10.2021.].

Medical Treatment Law, point 25 of Art. 1. Available: https://likumi.lv/ta/en/en/id/44108-medical-treatment-law [viewed 26.10.2021.].

²⁷ Ibid., Art. 12¹.

Cabinet Regulation No. 134 of 15 February 2011 "Rules for chaplaincy services", paras 6, 19. Available: https://likumi.lv/ta/id/226332-noteikumi-par-kapelanu-dienestu [viewed 26.10.2021.]. Cabinet Regulation No. 317 of 24 May 2016 "Procedures for the Establishment, Supplementation and Maintenance of the Register of Medical Practitioners and Medical Support Persons", para. 7, annex 2. Available: https://likumi.lv/ta/id/282367-arstniecibas-personu-un-arstniecibas-atbalsta-personu-registra-izveides-papildinasanas-un-uzturesanas-kartiba [viewed 26.10.2021.].

Cabinet Regulation No. 264 of 23 May 2017 "Regulations on the Classification of Professions, basic tasks corresponding to the profession and basic qualification requirements", para. 312. Available: https://likumi.lv/ta/id/291004-noteikumi-par-profesiju-klasifikatoru-profesijai-atbilstosiem-pamatuzdevumiem-un-kvalifikacijas-pamatprasibam [viewed 26.10.2021.].

³⁰ Law "On Religious Organisations", the third paragraph of Art. 29. Available: https://likumi.lv/ta/en/en/id/36874 [viewed 26.10.2021.].

requirements for medical treatment institutions and structural units thereof laid down in laws and regulations and provide medical treatment services.³¹

In the author's opinion, the normative acts should define that the professional health care chaplain performs his or her duties in hospitals which are one of the medical treatment institutions. In the author's view, the patients who are in the hospital cannot visit the places where the pastoral care of a regular clergyman is available (for example, church), because they are stationed in a hospital and not allowed or able to reach different places due to health issues. Furthermore, their relatives who may have to remain beside the patients may require spiritual care.

2.4. Providing spiritual care in hospitals of the Republic of Latvia

National legal acts do not provide or specify exactly how spiritual care should be organised in the medical treatment institutions. In practice, there are several legal and practical problems in the implementation of this right. The author has conducted an empirical study – circulated questionnaire as to the effectiveness and the efforts made in Latvian hospitals to implement the right to receive mental care. 36 Latvian hospitals were surveyed, and the author concluded the following:

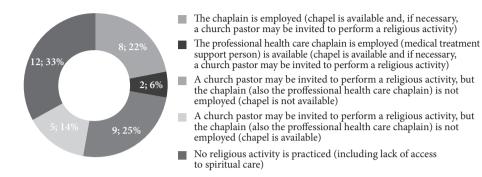
- hospitals spiritual care is available to patients, their relatives and medical practitioners). Only 2 hospitals employ professional health care chaplains (medical treatment support persons which are registered in the Register of Medical Practitioners and Medical Treatment Support Persons).³² In all these 10 hospitals, a hospital chapel is available and, if necessary, a church pastor may be invited to perform a religious activity.
- In 14 hospitals, if necessary, a church pastor may be invited to perform a religious activity, but the chaplain is not employed. 5 of these have a hospital chapel.
- 12 hospitals admitted not engaging in any religious activity (including lack of access to spiritual care).

Results confirmed that the current situation in the field of spiritual care fails to comply with the Art. 3 of the law "On the Rights of Patients". Only 2 of 36 surveyed hospitals of Latvia attested to providing the corresponding spiritual care. Hospitals predominantly lack an understanding of spiritual care organisation. Chaplains should be medical support persons, nevertheless, hospitals believe that spiritual care can be provided by people who are not educated in working with patients – for example, a church pastor.

Medical Treatment Law, point 3 of Art. 1. Available: https://likumi.lv/ta/en/en/id/44108-medical-treatment-law[viewed 26.10.2021.].

Health Inspectorate of Latvia. Register of Medical Practitioners and Medical Treatment Support Persons. Available: https://registri.vi.gov.lv/rap [viewed 26.10.2021.].

Results of empiric study conducted by author in 36 hospitals of Latvia



Conclusions

According to the author's research, the fifth paragraphs of Art. 3 of the law "On the Rights of Patients", the most correct legal formulation, should be, as follows:

"Patient and his or her relatives have the right to receive spiritual care in hospital, which, in accordance with the laws and regulations governing the activities of chaplain services and religious organizations, shall be provided by the professional health care chaplain."

In the opinion of the author, amendments need to be made not only in Art. 3 of the law "On the Rights of Patients", but also the laws and regulations governing the activities of chaplain services and religious organizations. These legal acts should be improved with the precise procedures prescribing how to provide spiritual care. Furthermore, legal acts which regulate the laws and regulations governing the education of the legal status of the professional health care chaplain should be improved. Spiritual care should be considered as an approach to care. In order words, spiritual care is not an addition to what health care professionals already do, but rather a natural part of compassionate care, which should not present an additional ambiguous burden to deal with.³³ The national health care controlling authority – the Health Inspectorate of Latvia,³⁴ should control medical treatment support persons and hospitals in employing them and the quality of medical support in hospitals, because medical treatment support persons are involved in providing the patients' rights.

³³ Timmins F., Caldeira S. Spirituality in Healthcare: Perspectives for Innovative Practice. Springer International Publishing, Springer Nature, Switzerland AG, 2019, p. 14.

³⁴ Cabinet Regulation No. 309 of 9 July 2019 "Regulations of the Health Inspectorate". Available: https://likumi.lv/ta/id/308072-veselibas-inspekcijas-nolikums [viewed 26.10.2021.].

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