

**Final Appraisal of the State
Programme “Integration in
Estonian Society 2000-2007”**

Final Report

2009

ERNST & YOUNG
Quality In Everything We Do

Abbreviations

OYC	Open Youth Centre
EEIS	Estonian Education Information System
ESF	European Social Fund
EPC	Educational Programmes Centre
MER	Ministry of Education and Research
IF	Integration Foundation
MoD	Ministry of Defence
CMB	Citizenship and Migration Board
BSUSSA	Basic Schools and Upper Secondary Schools Act
NEQC	National Examinations and Qualifications Centre
OMPEA	Office of the Minister for Population and Ethnic Affairs
SIP	State programme “Integration in Estonian Society 2000-2007”
NC	National curriculum
MSA	Ministry of Social Affairs
LMB	Labour Market Board

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BRIEF SUMMARY

This report summarises the results of the final appraisal of the state programme “Integration in Estonian Society 2000-2007”. The purpose of the evaluation was to assess the successfulness of attainment of the goals and objectives of the integration programme. The evaluation was carried out from January to May 2009.

It was found that over the years the State Integration Programme (SIP) has been a much needed and important programme. Its implementation has contributed to the alleviation of integration problems in Estonian society. Some of the achievements of the programme include considerable improvement of possibilities of learning the Estonian language, increasing the quality of teaching Estonian and teaching aids, implementation of a functioning language learning system at the preschool and basic school levels in the form of the language immersion programme, and establishment of a system for financing the sustainability of the cultural life of minorities.

The success of the programme has been curtailed by the fact that in the opening years of the programme insufficient attention was paid to the target groups who usually learn languages the most effectively (primary and basic education) and, on the whole, too little attention was paid to activities aimed at increasing social competence in addition to language learning. Furthermore, it was found in the course of the evaluation that the management of the programme could have been better organised, because the management and implementation mechanisms had not been clearly developed, insufficient information was gathered on the target groups of the programme, and there was no systematic gathering or analysis of information on the effectiveness of the activities carried out during the programme.

Although emergence of the impact of various activities implemented in the framework of the programme falls on the years following the evaluation, the information gathered by the appraisal refers to the fact that the programme did not fully succeed in complying with the goals initially established. The main reasons lie in the excessive ambitiousness of the goals and lack of previous experience in implementing such a programme. All in all, the main value of the programme, besides alleviating integration-related problems, lies in the fact that the experience gained in the framework of the programme has laid a solid foundation for efficient work in the next programming period.

EXECUTIVE SUMMARY

This report summarises the results of final appraisal of State Programme “Integration in Estonian Society 2000-2007”. The purpose of the appraisal was to rate the successfulness of attainment of the aims of the State Integration Programme. The evaluation was carried out from January to May 2009.

The evaluation was based on an analysis of secondary data as well as opinions obtained from interviews, focus groups and surveys. SIP-related documentation, public opinion polls, monitoring and other relevant surveys were used when analysing the information. 32 interviews with programme implementers, beneficiaries and opinion leaders were conducted in the course of evaluation. Also, focus group interviews and beneficiary surveys were carried out, recording 316 responses.

It was found that over the years the State Integration Programme (SIP) has been a much needed and important programme whose implementation has contributed to the alleviation of integration problems in Estonian society. Among other things, opportunities for learning Estonian were extended, the quality of the methodology of teaching Estonian and teaching aids was improved, and a functioning system for financing cultural associations of minorities was established in the framework of the programme. Although the impact of various activities of the programme will manifest itself in the years following the evaluation (e.g. language immersion in pre- schools and basic schools), the information gathered in the framework of the evaluation suggests that the programme did not fully succeed in achieving its aims. Considering the scope of the programme, one of the main reasons for this lies in the excessive ambitiousness of the programme's aims. Integration is a natural process which can, above all, be fostered, but not completely resolved through implementing a state programme. Another reason for the somewhat limited attainment of the aims lies in the lack of previous experience in implementing such a programme, as a result of which various activities were tried and tested in the course of the programme, but only some of them proved successful. As a result thereof the implementation of the programme was not systematic or consistent enough.

The integration programme was divided into four sub-programmes. A summarised appraisal of all the sub-programmes has been given below.

1) Sub-programme “Education”

The sub-programme had two objectives. Firstly, that basic school graduates will be socially competent and possess medium-level knowledge of the Estonian language and secondly, that adolescents who have acquired secondary-school education possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication and are able to study in the Estonian language. The funds allocated to the Education programme amounted to approx. 52% of the budget of the entire SIP. The main activities under the programme include introduction of a language immersion programme, extracurricular language learning, supporting student events and civic education, teaching Estonian to children of preschool age, intensive teaching of Estonian in vocational schools and higher education institutions as well as training of teachers and headmasters, development of teaching methodologies and materials, and various area-related surveys. All in all it can be said that the objectives of the sub-programme were not fully achieved, because the language capability of students remained below the aimed level at both levels of education. Nevertheless, various education initiatives launched in the framework of the SIP have been very successful and become part of the Estonian education system today. For instance, the language immersion programme has been pointed out in surveys¹ carried out in the area of integration as well as in the interviews and surveys carried out in the framework of this appraisal. It is argued that the reasons for programme's success include comprehensive management and involvement of various parties (officials, headmasters, teachers, students, parents, etc.) throughout the programme. By 2007 a total of 3,983 children participated in language immersion programmes. As of 2007 language immersion has been added to the funding system as a separate teaching method, which shows that longer-term support for the activity has proved successful.

¹ For an example Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).; Vare, S. Language immersion as the key to integration: collection of materials (1999)

Development of the methodology and materials for teaching Estonian is an important achievement of the SIP in the area of education. Many developed methodologies are still in use and some of them have moved on to university programmes. Methodological materials designed for teachers and teaching materials have been regularly updated.

Another achievement of the SIP lies in the organisation of teachers and trainers of Estonian as a second language: the Association of Teachers of Estonian as a Second Language was founded and it organised regional training for teachers.

The success of the sub-programme has been curtailed by the fact that in the early years of the programme insufficient attention was paid to the target groups who usually learn languages the most effectively. Based on decisions made at the political level it was planned to introduce teaching of subjects in Estonian at the upper secondary school level, which resulted in paying more attention to students in their final years in the basic school and to the upper secondary school level during the first years of the programme. At the same time language learning is more effective in younger age groups and the results would probably have been better if the language teaching focus had been clearly on preschool and basic education from the start, thus ensuring better prerequisites for the transfer to teaching subjects in Estonian in the upper secondary school. At a later stage of the programme the focus shifted more to primary and basic education. This is shown by the fact that approx. 70% of the funds spent on preschool child care institution were spent after 2004.

Language is an important means of integration, but other integration-supporting measures, apart from language policy, were left without sufficient attention. The success of integration does not depend solely on the Estonian language skills of the people who live here, but mostly on demographic, social and economic policy factors. Although the sub-programme "Education" was not limited merely to language teaching – for instance, family teaching and language camps that fostered inter-ethnic communication, activities shaping attitudes, understanding differences and tolerance were organised – the evaluators find that the volume of such activities was too small. Thus, approximately 65% of the budget of the sub-programme was aimed at language training and 35% on activities which, in addition to language training, used other integration-supporting measures. Most of the latter comprised language training in family and language camps.

Given the rising number of Russian-speaking students moving to Estonian-medium schools, the SIP could have paid more attention to resolving integration-related challenges in Estonian-medium schools. The share of students learning in Russian in the total number of students of general education schools in Estonia decreased from 28% to 20% over the period of the SIP, i.e. by more than a fourth, while the share of students learning in Estonian increased. The transition of Russian-speaking students to Estonian-medium schools has created the need to prepare the latter for cultural diversity. Estonian-medium schools did receive some attention in the framework of the SIP, but in total the activities involving Estonian-medium schools accounted for only approx. 10% of the budget of the sub-programme. The activities which partially involved Estonian-medium schools included joint subject competitions and student events, teacher training, exchange projects and curriculum development, but in the framework of these activities the involvement of Estonian-medium schools remained weak. With the introduction of the measure for new immigrants in the programme Estonian-medium schools started to receive more attention in the second implementation period.

In the future, the focus should clearly be shifted towards primary and basic education. It is important to ensure the introduction of the principles of cultural diversity in the national curriculum and teacher training and find more opportunities for bringing new generation teachers to Russian-medium schools. Also, restoration of the state-organised supplementary training system deserves considering. In the longer term the aim should be to unite the training of Russian-medium and Estonian-medium schools, which would contribute to closer contacts between the teachers.

2) Sub-programme "The education and culture of ethnic minorities"

The objective of the sub-programme was to ensure opportunities for ethnic minorities to acquire education in their native language and preserve their culture. The funding of the sub-programme amounted to approx. 8% of the entire budget of the SIP and various activities were carried out in the framework of the SIP to achieve the objective. For instance, ethnic cultural societies, art groups and Sunday school projects were supported, Sunday school teachers were trained, base financing was

granted to ethnic cultural societies and art groups, materials introducing cultural diversity in Estonia were prepared, and activities of the President's Round Table were supported.

The greatest achievement of the sub-programme is the support given to cultural associations and Sunday schools and successful establishment of a functioning base financing system. By 2007 a total of 155 societies or other groups (partially through 18 umbrella organisations) and 12 Sunday schools with 178 students had been supported from the SIP. Thus, approx. 3/4 of slightly more than 200 active societies and other associations and all Sunday schools holding a valid license obtained support.

The impact of the measures was reduced by the relatively limited involvement of national minorities in the activities of the societies and Sunday schools. Such support also reaches a very small portion of the representatives of national minorities.

All in all it can be said that the objective of the sub-programme was achieved and the state and the SIP had created sufficiently well-functioning solutions for teaching the national culture and language of ethnic minorities, which should be maintained and developed further (e.g. increasing the confidence of cultural societies). However, it has to be admitted that the usage of the solutions offered by the state depends largely on the interest of the ethnic minorities in using these opportunities.

3) Sub-programme "The teaching of the Estonian language to adults"

The objective of the sub-programme was to create opportunities for adult non-Estonians to improve their knowledge of Estonian and socio-cultural competence. The funding of the sub-programme accounted for approx. 13% of the total budget of the SIP and in the framework of the sub-programme activities for improving the quality and accessibility of teaching Estonian were carried out, incl. training in Estonian free of charge for the unemployed, public sector employees, compensation for language training to persons who have passed the Estonian language proficiency examination, labour exchange for language learning purposes, etc.

The main strength of the given programme lies in the fact that adults' opportunities of learning Estonian have increased: the programme improved and diversified the availability of opportunities of learning Estonian in comparison with the time before the programme and level of language proficiency among adults has somewhat improved. For instance, 11,723 repayments were made in the framework of the SIP to people who passed the language proficiency examination (the Interest programme), Estonian was taught to a couple of thousand public sector employees and unemployed persons, and hundreds of people participated in labour exchange programmes. Development of the language proficiency examination, improvement of the quality of language teaching, and communication of information may be considered important as well.

As for the weakness of the language learning opportunities created under the SIP, it may be pointed out that the learning opportunities given did not ensure permanent Estonian language skills of non-Estonians. According to some of the interviewees, language learning was, in some instances, aimed clearly at passing the language proficiency examination, while no language skills useful in personal or working life were acquired. Secondly, many language learners lack the opportunity for preservation of their language skills, because they do not use Estonian in their non-Estonian environment.

All in all the objectives of the sub-programme were achieved partially. The SIP has increased opportunities for learning Estonian for adults, which was the objective of the sub-programme. Thus, the given objective was met. However, a large portion of the Russian-speaking population (mostly elderly people) still does not speak Estonian. Although largely the problem lies in their lack of motivation to learn Estonian and lack of the real need for it (in the Russian-speaking environment), one can nevertheless partially attribute this to the lack of suitable language learning opportunities for them or a lack of awareness of the learning opportunities. The second objective of the sub-programme was creation of opportunities for increasing socio-cultural competence, but the programme did not succeed in achieving it.

Given the aforementioned, more extensive measures aimed at adult non-Estonians and allowing for an increase of socio-cultural competence and preservation of language skills would have to be implemented (e.g. immersion-like activities, incl. labour exchange, using support persons in language learning, etc.). One has to keep in mind that linguistic integration is not achieved solely by teaching the

language, but it is related to attitudes, motivation issues as well as the language environment. Thus, it is also necessary to support language learning with activities aimed at reshaping the language environment, i.e. to establish centres promoting communication in Estonian in Russian-speaking areas and pay more attention to the socio-economic aspects of integration as well as the issues of the information field.

4) Sub-programme “Social competence”

The objective of the sub-programme was to achieve the social competence of the inhabitants of Estonia. The activities of the programme formed approx. 12% of the total budget of the SIP. In the framework of the programme support was given to non-profit associations, youth associations, seasonal television and radio programmes, technical materials relating to media education were prepared, media training was provided to teachers and school paper publishers, social advertising campaigns were commissioned, information materials relating to obtaining citizenship were issued, retraining and language training was organised for the unemployed, and a labour exchange programme was implemented, etc.

A slight increase in the openness to communication with other nationalities among Russians and Estonians can be considered a step towards raising social competence. However, a deficiency lies in the fact that in the area of social competence the main aim of the programme, i.e. the social competence of the inhabitants of Estonia, and the objectives of the programme, i.e. active participation in civil society, attitudes favouring integration in society, and improvement of the situation of people with special social needs were not achieved. Activities in the area of social competence remain secondary in the SIP and besides language integration the activities aimed at other aspects of increasing the social competence of the population have been insufficient. The activities of the sub-programme were mostly unable to cover a sufficiently large portion of the target group, e.g. people with serious special social needs (visually impaired, hearing impaired non-Estonians, etc.) and members of social risk groups (HIV/AIDS, drug addiction, crime). In spite of the fact that non-Estonians have started to function somewhat better in Estonian society and their readiness for communicating with other nationalities has increased, in reality the Estonian and Russian communities continue to co-exist separately. The involvement of the population in developing civil society is weak and the media fields of Estonians and non-Estonians are different.

In summary, the sub-programme has not succeeded to achieve its aim and objectives.

In the future it is necessary to channel more funds to supporting the socio-economic integration of the population and shaping positive attitudes towards the Estonian state (i.e. greater contribution to media activities). Secondly, it is necessary to establish realistic and measurable goals for the activities of the area.

Management of the programme

Management and evaluation of the programme and increasing the administrative capacity of the institution required approx. 15% of the total budget of the SIP. As for the positive aspects of programme management it may be noted that on the whole the activities of the programme were mostly implemented successfully and the experiences obtained and lessons learnt were taken into account to a noticeable extent. So far no significant infringements in following the rules of procedure relating to money and documents have been detected in the course of audits. However, on the whole the programme could have been managed much better in terms of various aspects.

First, the quality of the planning documents of the SIP was poor: the objectives had been formulated inaccurately and vaguely and were in essence not measurable, there were no clear indicators along with base and target levels, the measures and activities were often duplicated under different sub-programmes, and there were clearly no management or implementation mechanisms. It should be added that the SIP was one of the first strategic programmes of such scope prepared in the public sector, as a result of which various quality requirements that have become self-evident by today were not widely used in public administration in practice. The overall management of the SIP did not function as planned in the course of preparing the programme. For instance, the Steering Committee that was supposed to be the directing body of the programme turned out to be more like a discussion group and no contracts of division of liability were concluded between responsible institutions with

regard to overlapping areas. Additionally, the staff turnover relating to ministerial turnover with regard to the position of the Minister for Population and Ethnic Affairs had an adverse effect on the consistency of the programme.

The effectiveness of the programme was also hindered by the fact that insufficient information on the target groups of the programme, incl. their size, location and specific problems was not gathered during the programme. Thus, so far there is no sufficiently good or accurate overview of how large a portion of various target groups was reached via the SIP activities and what results were achieved. Also, no information on the implemented activities or their results has been systematically gathered or analysed in the course of the programme. Most of the programme activities were related to information on paper and it is dispersed between the institutions implementing the programme activities.

In the course of the appraisal various general observations regarding the sub-programmes were made and the most important ones have been set out below.

- ▶ **The issues related to the SIP did not receive enough attention in society and the political discussion on the given subject remained too modest** – A Steering Committee comprising of the Minister for Population and Ethnic Affairs and heads of the institutions responsible for the sub-programmes was established to direct the implementation of the programme, but the role of the Steering Committee remained modest and it was the Integration Foundation who had to coordinate the activities of the sub-programmes. Therefore the Riigikogu did not play any important role as the guide of the integration process decreased considerably and the political interest and leadership guiding the process weakened. As a result thereof there has not been sufficient discussion in society over the integration programme or the action plans. Occasional amendments of legislation and their belated approval made the programme less systematic. The aforementioned has hampered the SIP's effectiveness and influence in society.
- ▶ **Focusing on language integration the programme did not pay attention to other aspects which support integration** – the focus of integration was first and foremost on teaching the Estonian language. However, language skills have not automatically resulted in harmonisation of values. Language teaching activities were not supported by activities shaping the language environment and too little attention was paid to socio-economic issues. Moreover, the number of activities aimed at shaping positive attitudes of society was too small and as a result thereof the situation where the Estonian-speaking and Russian-speaking communities co-exist virtually separately has continued. Thus the mere language-centred approach has inhibited achievement of the main aims of the SIP.
- ▶ **The SIP did not take the characteristics of Ida-Viru County into account** – there are considerable demographic and socio-economic characteristics in Ida-Viru County in comparison with the rest of Estonia. Yet the SIP has not taken these characteristics sufficiently into account or planned its measures respectively. As a result thereof processes which take a different direction in comparison with the integration trends of the rest of Estonia continue and, to a certain extent, even strengthen in Ida-Viru County. Assimilation of national minorities into the Russian-speaking community can be noticed there. This reproduces marginalisation and segregation of the area.

The main recommendations main the appraisal are:

- ▶ **To consider more extensive application of a target group-based approach instead of an activity-based approach** – during the SIP period there was no comprehensive overview of what activities have been carried out for the same target groups and how they support one another. Upon planning integration activities, we recommend that example be taken of employment measures that use the case management methodology, i.e. to structure the action plan based on the target group and plan training, language teaching and notification of the target group according to its needs. Additionally, before implementation of activities more attention should be paid to identifying the situation and needs of the target groups in greater detail. For instance, before commencement of an activity it should be clear how large the target group is, how large a portion thereof is to be covered, what are the expected results etc.

- ▶ **To rely on the initiative of non-Estonians when implementing the programme.** The specific problems and needs of a specific area can probably be resolved better if we rely on the initiative of the inhabitants of the region. This could be achieved if the state refrained from prescribing what and how to do and give the people themselves the chance to propose what the best solutions to their integration-related problems are. This initiative should not be limited to drawing up specific project applications, but take a longer-term view. By analogy, the approach used in the LEADER programme² could be considered, whereby local initiative groups draw up a development plan for resolution of the region's problems in the medium term. Implementation of approved development plans is financed and supervised by intermediate bodies, but development plan activities are implemented by initiative groups of specific regions. The role of these initiative groups may be assumed by some civic association or a local authority. In addition to implementation of activities, the initiative groups would be responsible for achievement of results, e.g. in the interest of motivation their funding could be based on the effectiveness of implementation of the development plan.

- ▶ **To introduce additional measures for reshaping the language environment.** Due to the mostly non-Estonian language environment of Ida-Viru County the integration of society is impeded, because in such an environment one cannot achieve a good level of people who are fluent in the official language and there are no levers for creating a population that is loyal to Estonia. In Russian-speaking environment contacts with the Estonian language are weak and therefore no language skills can be created nor preserved. Little contact with Estonians and the official language do not favour emergence of attitudes that are positive with regard to the Estonian state among the non-Estonian speaking population. Instead, the non-Estonian speaking population alienates from the state, which is the opposite of what the objectives of integration are all about. Therefore it is necessary to support language teaching and other integration measures with activities which allow for reshaping the language environment. To achieve this, the state should consider establishment of Estonian centres in Russian-speaking regions, thereby giving the local community more opportunities for using the official language. Such centres can, for instance, be public authorities, educational institutions or also organisations based on civic initiative. Also, more extensive organisation of state events (e.g. parade of the Defence Forces, reception of the President, etc.) in Russian-speaking regions could contribute to attainment of this objective.

- ▶ **To use a well-considered and accurately fixed management and information system for implementing the programme** – the procedures, rights and obligations related to management should be described in greater detail in the part concerning management of the programme, incl. the rights and obligations of various institutions and positions, approval procedures, reporting procedures, report forms, risk management, initiation and processing of programme amendments, etc. Also, the effectiveness of the positions attending to the management of the programme should be measured according to the programme's performance indicators. The present situation where most of the information concerning implementation of the SIP is still on paper, being kept in the archives of various institutions or electronically, in dozens of MS Excel spreadsheets should be resolved from the point of effectiveness of processing information required for management. In connection therewith we recommend that an information system which covers the process of implementation of the entire programme and has sufficient analysis and reporting capabilities be introduced. Upon creation of the information system the information technology solutions which have already been created in the state for similar purposes should be taken into account and as good compatibility with these solutions should be ensured.

In conclusion, it can be said that the SIP 200—2007 was the first systematic strategy document of Estonian integration policy. While in previous years were spent on the search the political ideology in the area of integration, the SIP established the strategic aims and priorities of Estonian integration policy. Thus, the SIP was a remarkable step forward in the area of integration. However, it must be kept in mind that in essence it was a pilot programme, because there was no previous experience in implementing such extensive programmes and therefore the expectations regarding the results of the programme should not be too high, as has often been the case so far. In many areas the programme was a testing ground for new activities and not all activities were to be successful and continue. On

² LEADER is an initiative of the European Union, which develops local rural life through local cooperation, helping to create rural life development strategies based on local partnerships.

the whole, the main value of the programme, in addition to alleviating integration-related problems, lies in the fact that the experience gained in the framework of the programme has laid a solid foundation for efficient work in the next programming period.

1 INTRODUCTION

1.1 Overview of State Integration Programme 2000-2007

The State Programme “Integration in Estonian Society 2000-2007” (SIP) was developed in 1999-2000 by a committee of experts in integrating ethnic minorities into Estonian society under the leadership of the Minister for Population and Ethnic Affairs. The programme had the following main long-term aims:

- ▶ Linguistic-communicative integration, i.e. recreation of a common sphere of information and Estonian-language environment in Estonian society under conditions of cultural diversity and mutual tolerance.
- ▶ Legal-political integration, i.e. the formation of a population loyal to the Estonian state and the reduction of the number of persons lacking Estonian citizenship.
- ▶ Socio-economic integration, i.e. the achievement of greater competitiveness and social mobility in society regardless of ethnical or linguistic attributes.

The State Programme comprised four sub-programmes: “Education,” “The education and culture of ethnic minorities,” “The teaching of Estonian to adults,” and “Social competence” as well as the fifth part, which included management and evaluation of the programme and capacity-building of institutions responsible for integration. A separate action plan was made for each sub-programme.

1.2 Final Appraisal of State Integration Programme

The aim of the final appraisal of the State Integration Programme is to evaluate the sub-programmes of the programme “Integration in Estonian Society 2000-2007” and the measures and activities planned thereunder. In the course of the evaluation the actual achievements were compared with the planned ones and in the event of differences it was attempted to identify the possible reasons.

We carried out a detailed analysis of the programme and its implementation plan in order to make an evaluation based on the following criteria:

- ▶ Relevance – Were the aims and objectives of the programme suitable for resolving the problem?
- ▶ Efficiency – Could the results of the programme have been achieved with lower costs?
- ▶ Effectiveness – Has the programme achieved its aims and objectives?
- ▶ Impact – Has the programme had the desired impact?
- ▶ Sustainability – Will the impact of the programme continue after completion of the project?

The employees of ministries who implemented the SIP 2000-2007, their agencies and the Integration Foundation, and the employees of the local authorities of the target regions of the areas of SIP 2000-2007 constitute the target group of the final appraisal. The beneficiaries and target groups of SIP 2000-2007 and the Integration Plan 2008-2013 constitute a more implicit target group.

1.3 Methodology

The project was carried out from January to May 2009 and the work was divided into four stages:

- ▶ project planning;
- ▶ gathering information;
- ▶ analysis;
- ▶ preparation and introduction of results.

Project planning

In the planning stage the expectations of the client were clarified and the plan for responding to evaluation questions and the inception report were prepared. Through responses to the evaluation questions the appraisal of the programme and parts thereof was formulated at later stages of the project. Seminar for assessment of risks relating to the project was organised and a plan for hedging the risks of the project was prepared in cooperation with the client.

Gathering information

The stage included gathering secondary information sources as well as conducting surveys, interviews and focus group discussions.

The following secondary information sources were used:

- ▶ implementation plans' (2000-2003 and 2004-2007) documentation;
- ▶ annual reports of the SIP;
- ▶ mid-term appraisal report of the SIP;
- ▶ interim and final appraisal reports of specific projects;
- ▶ reports on public opinion polls and media monitoring;
- ▶ surveys supporting the Estonian Integration Plan 2008-2013;
- ▶ other relevant surveys and analyses referred to in the report.

The aim of the survey conducted by EY was to gather as broad estimates of the activities and impact of the SIP from the coordinators and beneficiaries of the activities. To be more precise, the survey was forwarded to second-tier implementers,³ i.e. persons who intermediated the activities to the final beneficiaries (e.g. teachers, trainers, developers of teaching materials, representatives of national societies, organisers of various camps, etc.). The statistical results of the survey have been given in the following table:

Table 1. Statistics of the survey carried out by EY (number of persons)

	Questionnaire sent to	Responses received from
I. Education	492	192
II. Ethnic minorities	124	38
III. Adult training	34	9
IV. Social competence	164	67
V. Management and evaluation of the SIP	19	10
TOTAL	833	316

32 interviews were conducted during the project, including interviews with the developers, implementers and beneficiaries of the project as well as with opinion leaders. The list of interviews has been given in Appendix 2.

The aim of the focus groups was to obtain qualitative information required for the appraisal. The focus groups were organised with regard to all sub-programmes (excl. management) and an additional focus group was organised in Ida-Viru County. The list of the participants has been given in Appendix 2.

Analysis

The gathered information was analysed and a seminar was organised for experts for the purpose of interpreting and reviewing the data and the results of the analysis.

Preparation and introduction of results

The final report prepared as a result of the analysis sets out a comparison of the aims and objectives established and achieved, the results expected and achieved, and the activities planned and implemented as well as recommendations for the future.

1.4 Limitations regarding evaluation

The following factors should be kept in mind regarding the appraisal:

- ▶ The report is based on the information submitted by the State Chancellery, the Ministry of Education and Research, the Ministry of Culture, the Ministry of the Interior, the National Examinations and Qualifications Centre, and the Integration Foundation and Ernst & Young has not audited or independently verified the information which serves as the basis for the report. Therefore the author is not liable for the accuracy of the information serving as the basis for the report.

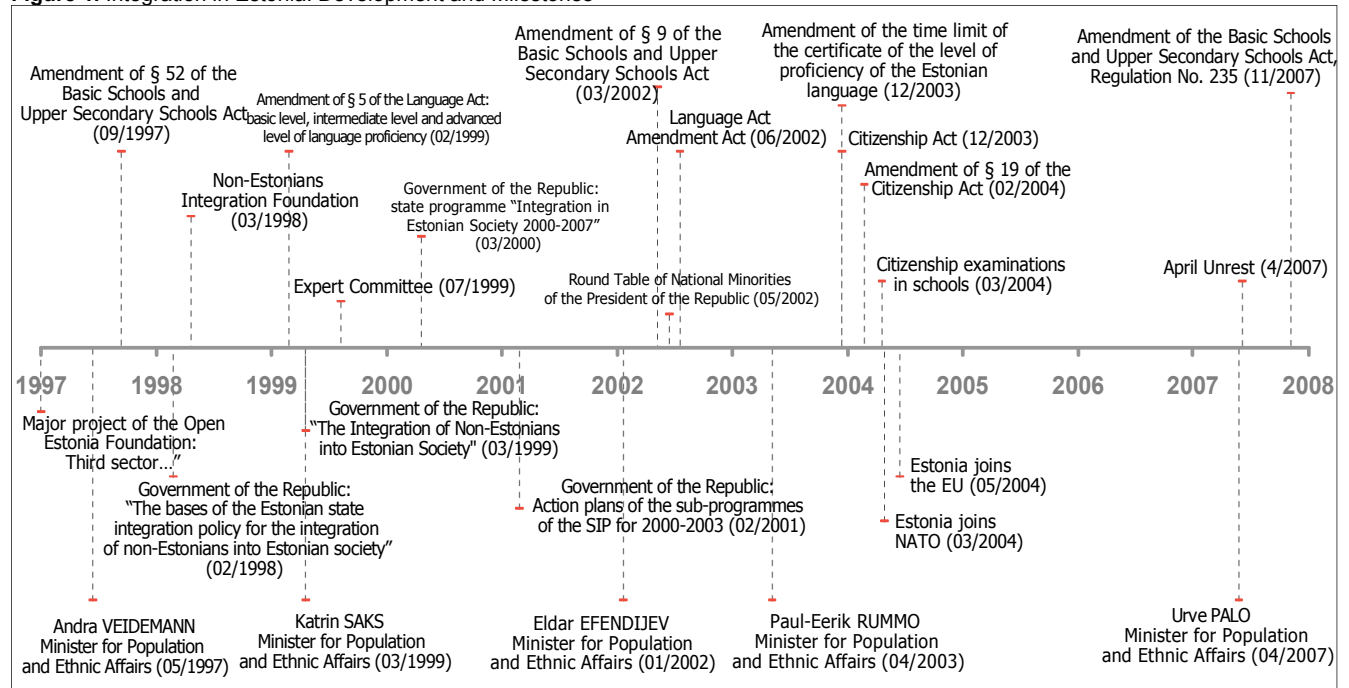
³ First-tier intermediaries include the employees of the IF, MER and other agencies implementing the SIP.

- ▶ Availability of information and substantive reasoning of information has been complicated for the early years of the SIP (the staff has changed, people do not remember the activities in detail and information has not been preserved systematically). Therefore the majority of the information obtained in the phase of gathering information for the report originates from the later period of the SIP.
- ▶ Insufficient time was given for evaluation of the activities of the 8-year programme (4 months for substantive work), which resulted in considerable limits to the report's scope and the level of detail.
- ▶ In the course of the final appraisal of the SIP mainly the programme-related activities and the performance indicators of the activities/events implemented under the programme were analysed. Due to the aforementioned the given document cannot be considered the final conclusion regarding the success/failure of integration in Estonia from 2000 to 2007.

2 OVERVIEW OF PROGRAMME

2.1 Development of Integration in Estonia

Figure 1. Integration in Estonia: Development and Milestones



The issue of integration was taken up on a broader scale in Estonia in the second half of the 1990s when various non-governmental associations as well as the state recognised the need for launching the integration process. Several international organisations and states called for work with ethnic minorities and integrating them into society. Many non-profit associations, societies of ethnic minorities and their umbrella organisations had attended to the issues over the years. These activities had been financed by various international organisations (the UN Development Programme, OSCE, Open Estonia Foundation (Georg Soros' foundation in Estonia), various foreign funds (National Endowment for Democracy, EU Phare Programme, British Council, etc.) and various states through their Estonian embassies (US, Canada, UK, Norway, Sweden, Finland, Denmark, etc.). All this can be considered remarkable preliminary work for preparation of a comprehensive integration programme. This established a solid basis for adoption of the state integration programme and continuation of financing of various sub-projects launched on the civic initiative through the state budget and foreign assistance.

The first major step by the state in the area of integration was taken 1997 when the Government of the Republic obligated one minister (the Minister for Population and Ethnic Affairs) to attend to the area of ethnic relations and when § 52 of the Basic Schools and Upper Secondary Schools Act was amended, specifying that the curriculum and organisation of Russian-medium schools must by 2007 ensure that all graduates of the basic school have such a level of proficiency of the Estonian language which allows them to continue their studies in Estonian and that in state and municipal upper secondary schools the transition to teaching subjects in Estonian will commence no later than in academic year 2007/2008. This amendment may be considered one of the drivers of shaping the state integration policy, which largely determined the later action plans of the integration programme.

In the summer of 1997 the government set up an expert committee which, under the leadership of the Minister for Population and Ethnic Affairs, started to draft a document on the aims and priorities of the integration policy, i.e. "The principles of the Estonian state integration policy for the integration of non-Estonians into Estonian society." ⁴ The principles were approved on 10 February 1998 by the

⁴ <https://www.riigiteataja.ee/ert/act.jsp?id=75582>.

Government of the Republic and approved and adopted by the Riigikogu in June the same year. The document adopted by the Riigikogu acknowledged and determined the need for implementation of the state programme “Integration in Estonian Society 2000-2007”. Additionally, in March 1998 the Government of the Republic created the Integration Foundation with the aim of launching, supporting and coordinating projects aimed at integration in Estonian society.

On 2 March 1999 the Government of the Republic adopted the action plan “The Integration of Non-Estonians into Estonian Society,” which provided for development of state programme “Integrating Estonia 2000-2004” as well as a detailed integration action plan by the Integration Foundation. For the better organisation of drafting of the state programme the Government of the Republic reformed the former expert committee in June 1999 and Katrin Saks, the Minister for Population and Ethnic Affairs was appointed chairman of the committee.

On 14 March 2000 the Government of the Republic approved state programme “Integration in Estonian Society 2000-2007” and in February 2001 the Government of the Republic approved the action plan of the state programme for 2000-2003.

In January 2002 the government led by Mart Laar who had approved the government's integration programme for 2000-2007 resigned due to increasing differences between the coalition partners. The new government was formed by the Reform Party and the Centre Party and Eldar Efendijev from the Centre Party became the Minister for Population and Ethnic Affairs (without portfolio). The new government assured in the coalition agreement that the quality of teaching Estonian in Russian-medium basic schools and upper secondary schools must improve. They also agreed that state-funded Russian-medium upper secondary schools can continue their activities also after 2007 (amendment of the BSUSSA of 03/2002).

In May 2002 the Round Table of National Minorities of the President of the Republic which had been founded in 1993 was turned into a permanent advisory assembly, comprising an expert committee and a chamber of representatives of national minorities. In the first half of the period 2000-2007 the Round Table met regularly and actively participated in the integration process, playing a noteworthy role in shaping the integration policy, but later the activities of the Round Table fizzled out.

The new government formed as a result of the elections of the Riigikogu in 2003 took office on 10 April and Paul-Eerik Rummo became the Minister for Population and Ethnic Affairs. The government assured of the continuity of the citizenship and language policy, promised to protect the requirement of language proficiency as a basis for obtaining citizenship and to reduce the number of persons with undetermined citizenship through refraining from bureaucratic impediments. In addition to language training the government promised to develop teaching of the statehood and history of Estonia. It was decided to compensate 100% of the costs of language training upon successfully passing of the citizenship examination. The government also promised to equalise secondary school graduation examinations with examinations for application of citizenship.

The government formed as a result of the elections of the Riigikogu in 2007 took office on 5 April 2007. Urve Palo became the Minister for Population and Ethnic Affairs. Soon after the government took office the so-called Bronze Soldier crisis sparked off and it has left its mark on all the following integration processes in society and resulted certain setback in the indicators of the integration programme.

By Regulation No. 235 of the Government of the Republic of 23 November 2007 the Basic Schools and Upper Secondary Schools Act⁵ was amended stating that as of academic year 2011/2012 the Russian-medium schools shall ensure teaching subjects in Estonian to the extent of no less than 60% of the lowest volume of studies established for upper secondary schools and following subjects of the curriculum must be taught in Estonian nationwide: Estonian Literature, Social Studies, Music, Estonian History, and Geography.

2.2 Main areas and aims of SIP

Through 2000-2007 the SIP was divided into three main areas:

- ▶ linguistic-communicative integration;

⁵ <http://www.riigiteataja.ee/ert/act.jsp?id=12886780>.

- ▶ legal-political integration;
- ▶ socio-economic integration.

In addition to the main areas the programme comprised four sub-programmes: “Education,” “The education and culture of ethnic minorities,” “The teaching of Estonian to adults,” and “Social competence,” as well as the management part. A separate action plan was made for each sub-programme.

Linguistic-communicative integration

Main aim: recreation of a common sphere of information and Estonian-language environment in the Estonian society under conditions of cultural diversity and mutual tolerance.

According to § 6 of the Constitution⁶ and § 1 of the Language Act⁷, the official language is Estonian and therefore all permanent residents of Estonia need to master Estonian, regardless of their nationality. Therefore the main emphasis of the SIP was on linguistic-communicative integration. The need for linguistic-communicative integration was seen to arise from the fact that alienation of many non-Estonians from Estonian society is the result of their insufficient knowledge of the Estonian language.⁸ It was considered very important that the legal acts and legislation adopted supported attainment of the main aims of the state programme.⁹

Legal environment

At the beginning of 1999 an amendment was made to the Language Act.¹⁰ According to the amendment, knowledge of the Estonian language is measured in three levels of language proficiency (basic, intermediate and advanced) instead of the former levels of A, B, C, D, E and F, and the required skills of each level are determined. On 5 June 2002 the Riigikogu amended the Language Act according to which declaring earlier certificates of Estonian language proficiency (based on levels A to F) invalid was postponed until 1 January 2004.¹¹ This gave non-Estonian employees the chance to improve their language skills during the period required.

A survey carried out by EMOR in October-November 2002 indicated that nearly 67,000 Russian-speaking employees had to improve their knowledge of Estonian, because they worked in sectors where according to the Language Act knowledge of Estonian was required. In the Estonian labour market the age group of 15-59 included approx. 251,000 Russian-speakers who had obtained Russian-medium education and did not know Estonian sufficiently to satisfy their work-related language needs and requirements.

In 2003 the Riigikogu adopted the Citizenship Act¹² Amendment Act initiated by the Government of the Republic. According to the amendment, 100% refund for Estonian language training was made available for persons who pass the examination of the knowledge of the Citizenship Act and also the Riigikogu abolished the time limit of the validity of the certificates of levels of proficiency of the Estonian language. This amendment concerns all persons whom a certificate of the level of proficiency in the work-related language had been issued in 1999 or earlier. These certificates would have expired on 1 January 2004. According to the National Examinations and Qualifications Centre, owing to abandoning the time limit approx. 10,000 people were thus not obligated to take the examination again.

Under SIP the requirements of the knowledge of the Estonian language and the examination procedure has been specified several times both as regards application for citizenship as well as work-related language skills. Today the language skills requirements function properly and are in accordance with international requirements.

The overall evaluation of the achievements of the area of linguistic-communicative integration has been given in section 3.6.1.

⁶ <http://www.riigiteataja.ee/ert/act.jsp?id=12846827>

⁷ <http://www.riigiteataja.ee/ert/act.jsp?id=13122536>

⁸ SIP 2000-2007, section 3.2.

⁹ SIP 2000-2007, chapter 2.

¹⁰ <https://www.riigiteataja.ee/ert/act.jsp?id=77103>.

¹¹ <https://www.riigiteataja.ee/ert/act.jsp?id=174813>.

¹² <http://www.riigiteataja.ee/ert/act.jsp?id=688521>

Legal-political integration

Main aim: The formation of a population loyal to the Estonian state and the reduction of the number of persons without Estonian citizenship.

The need for legal-political integration is based the fact that approx. 25% of the population of Estonia did not have Estonian citizenship and approx. 17% of the population had no citizenship at all. The objective of the integration was to increase the number of persons with Estonian citizenship, the common sphere of information of Estonians and non-Estonians, and the formation of a state identity based on respect for Estonia's cultural diversity.

Legal environment

Estonia's citizenship policy has been consistent in the given period. This appears, above all, from the fact that the Citizenship Act has been amended relatively little over the past decade.

In 2003 it was decided that upon application for citizenship by naturalisation students of general education schools have the opportunity to take the examinations at school.

On 11 February 2004 the Riigikogu amended § 19 of the Citizenship Act,¹³ reducing the term of processing citizenship applications from 12 to 6 months.

The overall evaluation of the achievements of integration in the legal-political area has been given in section 3.6.2.

Socio-economic integration

Main aim: The achievement of greater competitiveness and social mobility in society regardless of ethnical or linguistic attributes.

In the SIP's area of socio-economic integration the aim lied, above all, in the need to avoid situations where a person's wealth or poverty and success or lack of success on the career ladder would be closely linked to their ethnic background. As for problems, the poor language skills of non-Estonians and the complexity of socio-economic reorganisation in Ida-Viru County where unemployment and social exclusion are higher were pointed out once again.

On the one hand, the SIP considers the improvement of language training, and on the other hand, the implementation of regional policy prepared using scientific research as the foundation of successful socio-economic integration.

The overall evaluation of the achievements of integration in the socio-economic area has been given in section 3.6.3.

Legal environment

According to § 4 of the Social Welfare Act¹⁴, permanent residents of Estonia, aliens residing in Estonia on legal grounds, and refugees staying in Estonia have the right to receive social services, social benefits and other assistance. Every person staying in Estonia has the right to receive emergency social assistance.

According to the Act¹⁵ adopted by the Riigikogu on 11 April 2000, the annual immigration quota is not applied to spouses of citizens of Estonia if they have a child under the age of 15 years or if the woman is pregnant (and the pregnancy has lasted over 12 weeks). By the Aliens Act Amendment Act¹⁶ adopted on 12 June 2002 the spouses of aliens who have resided in Estonia for no less than five years on the basis of a permanent residence permit are exempted from the immigration quota.

On 5 August 2003 the Government of the Republic adopted Regulation No. 214¹⁷ which regulates employment-related state benefits granted for creation of jobs, employment of less competitive or disabled people or preservation of jobs. One of the objectives of the regulation is to improve the employment and the situation in the labour market of groups of population with serious social special needs.

¹³ <https://www.riigiteataja.ee/ert/act.jsp?id=1042868>.

¹⁴ <http://www.riigiteataja.ee/ert/act.jsp?id=13121311>

¹⁵ <http://www.riigiteataja.ee/ert/act.jsp?id=71932>

¹⁶ <http://www.riigiteataja.ee/ert/act.jsp?id=209481>

¹⁷ <http://www.riigiteataja.ee/ert/act.jsp?id=615912>

On 17 December 2003 the Riigikogu adopted the Act to Amend § 12 of Aliens Act¹⁸, which modified the Agreement between the Republic of Estonia and the Russian Federation on Social Guarantees for Pensioners of the Armed Forces of the Russian Federation in the Territory of the Republic of Estonia. According to the amendment, a temporary residence permit shall be issued to an alien who has served in the armed forces of a foreign state, has been assigned to the reserve forces thereof or has retired therefrom and to whom the agreement applies, and to the spouse or minor children of the alien; the temporary residence permit shall be extended if the alien does not pose a threat to the national security.

The Employment Services and Benefits Act²⁰ entered into force on 1 January 2006, considerably amending the former principle of provision of employment services. The service-based approach was replaced with the need-based approach. The Act expanded the circle of services rendered to the unemployed and more detailed activeness requirements were established with regard to the unemployed.

Overall appraisal of socio-economic integration is given in section 3.6.3.

2.3 Funding SIP

During the SIP funding of various projects and activities amounted to approx. 460 million EEK, 55% was planned to be allocated from the state budget and 45% from external funds. The first sub-programme "Education" accounted for over a half of the volume of the programme, while other sub-programmes were smaller and accounted for the remainder of the funding. Although there were no significant fluctuations between the planned and actual funding, the funding of the SIP proved to be somewhat smaller than planned.

Table 2. Overview of use of funding of SIP through 2000-2007

Sub-programme	Planned	Actual	Implementation %	Actual share of SIP
I. Education	234 048 200	237 180 766	101%	52%
II. The education and culture of ethnic minorities	39 129 200	37 156 052	95%	8%
III. The teaching of the Estonian language to adults	73 552 650	60 435 452	82%	13%
IV. Social competence	68 467 300	54 125 609	79%	12%
V. SIP management and evaluation	73 339 600	71 297 865	97%	15%
TOTAL	488 536 950	460 195 744	94%	100%

¹⁸ <http://riigiteataja.ee/ert/act.jsp?id=692041>

¹⁹ <http://www.riigiteataja.ee/ert/act.jsp?id=12999007>

²⁰ <http://www.riigiteataja.ee/ert/act.jsp?id=948762>

3 EVALUATION OF PROGRAMME ACTIVITIES AND THEIR IMPACT

3.1 Sub-programme I “Education”

3.1.1 Overview of sub-programme

Objectives:

- ▶ Basic school graduates will be socially competent and possess medium-level knowledge of the Estonian language
- ▶ Adolescents who have acquired a secondary-school education possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication and are able to study in the Estonian language.²¹

Description

The sub-programme was divided into 6 measures and 16 sub-measures. 5 measures and 12 sub-measures had been planned in for 2000-2003. During the period of 2004-2007 the sixth measure and 2 sub-measures were added to the sub-programme while 3 of the sub-measures had either been completed or moved to another sub-measure. An overview of the dynamics of the measures between the two periods is given in the following table:

Table 3. Measures of sub-programme I “Education”²²

Measures 2000-2003	Measures 2004-2007
I.1. To devise a system for the teaching of Estonian as a second language, using diverse and contemporary teaching material and language learning patterns that take into consideration the interaction between languages, to promote the motivated and productive acquisition of the Estonian language by non-native speaking children and youth	
I.1.a. Development of language didactics, language teaching methodologies, curricula and teaching materials, and training teacher trainers	I.1.a. Teaching Estonian as a second language to children of preschool age
I.1.b. Compilation, development and implementation of the language immersion programme	
I.1.c. Extra-curricular language teaching models	I.1.c. Extra-curricular language teaching models in language teaching camps and families
	I.1.d. Teachers of Estonian as a second language
I.2. To focus on expanding the basic training and continuing education of teachers of Estonian as a second language and of other subjects, to ensure that the qualifications of teachers employed at non-Estonian-language schools correspond to the requirements.	
I.2.a. Regional continuing training network for teachers of Estonian as a second language	
	I.2.a.(II) Continuing training of teachers of Estonian as a second language
I.2.b. Continuing education in Estonian-language teaching for teachers of other subjects, and other training	
I.2.c. Retraining of teachers, continuing education for working teachers	
I.3. To create in schools conditions guaranteeing that study groups work in the Estonian language and that secondary school graduates possess Estonian-language proficiency in everyday and work-related communication at the level necessary for learners to integrate in Estonian society	
I.3.a. Planning measures in school development plans, subject syllabuses, training	I.3.a. Transition to teaching in the Estonian language
I.3.b. Curriculum development co-operation between Estonian-medium and Russian-medium schools	

²¹ SIP 2000-2007, chapter 6.

²² The table compares the measures of the two implementation periods. If the formulation of the measure has coincided during the periods the measure has been indicated under both columns. If the name of the measure has changed but substantive activities have been similar in the framework of the measure, the formulations of both periods have been given. If in spite of the same enumeration the name and the content of the measure have different, the measure has been indicated on different rows whereby the index (II) has been added to the enumeration of the second period.

I.3.c. Intensive study of Estonian as a second language	I.3.c. Intensive study of Estonian as a second language, teaching work-related Estonian
I.3.d. Teaching materials supporting teaching subjects in Estonian and acquisition of the Estonian language	I.3.d. To expand the use of Estonian language in teaching subjects in former Russian-medium vocational schools and study groups in order to ensure sufficient skill of the Estonian language for the graduates of the vocational school
I.4. To develop the linguistic-cultural cooperation of Estonian-medium and Russian-medium schools in order to improve the students' language skills and cultivate tolerance towards other cultures	Measure I.4: To develop multicultural schools and linguistic-cultural cooperation between schools in order to improve the students' language skills and cultivate tolerance towards other cultures
I.5. To establish conditions for non-Estonian students that promote their desire and ability to function as citizens and make conscious decisions about their further studies and working life	
1.5.a. Civics concept, multicultural school concept, materials	
1.5.b. Training, notification and counselling regarding civic and multicultural school issues	
-	Measure I.6: To create a system for training the children of new immigrants and refugees in order to allow them to obtain education in the Estonian education system

Source: Implementation plans

Funding

Implementation plans: A total of 234,048,200 EEK had been planned for the measures of sub-programme "Education" in the implementation plans.

Reality: Under the sub-programme the activities were funded in the amount of 237,712,714 EEK, i.e. 2% more than initially planned for the sub-programme.

Table 4. Funding sub-programme "Education"

Measure	Planned	Actual	Budget implementation percentage	Share of measure in sub-programme
Measure I.1	125,151,000	130,367,208	104%	55%
I.1.a	15,713,800	18,355,024	117%	8%
I.1.b	58,431,700	64,784,940	111%	27%
I.1.c	46,250,500	45,370,016	98%	19%
I.1.d	4,755,000	1,857,228	39%	1%
Measure I.2	16,459,700	27,248,843	166%	11%
I.2.a	5,770,200	5,961,765	103%	3%
I.2.a(II)	670,000	156,000	23%	0.1%
I.2.b	6,319,500	18,130,276	287%	8%
I.2.c	3,700,000	3,000,802	81%	1%
Measure I.3	58,597,300	54,962,311	94%	23%
I.3.a	27,889,300	26,317,391	94%	11%
I.3.b	4,225,000	4,948,538	117%	2%
I.3.c	8,669,200	5,391,538	62%	2%
I.3.d	17,813,800	18,304,844	103%	8%
Measure I.4	7,183,200	6,885,454	96%	3%
Measure I.5	18,472,000	11,869,087	64%	5%
I.5.a	4,335,000	5,704,472	132%	2%
I.5.b	14,137,000	6,164,615	44%	3%
Measure I.6	8,185,000	6,379,811	78%	3%
TOTAL	234,048,200	237,712,714	102%	100%

Source: Implementation plans and annual activity reports

Target group

Students of different stages of study and pre-school students constituted the main target group of the sub-programme. Most of the activities were aimed at teachers of Estonian as a second language and other subject teachers. Activities for education officials, parents, headmasters and the public were also planned in the framework of the sub-programme.

Responsible Institutions /implementers

According to the programme documents, the institutions responsible for the sub-programme are the Ministry of Education and Research and the (Non-Estonians) Integration Foundation. The main implementers of the activities carried out in the framework of the sub-programme were, according to the implementation plans, the Ministry of Education and Research, the Educational Programmes Centre, and the Language Immersion Centre of the IF.

Implemented activities that were funded outside the SIP

In addition to the activities of the area of education provided for in the integration programme, the Ministry of Education and Research has supported other integration-related activities.

In addition to the activities supported via the integration programme, the funding of the student places of students studying in a language immersion class has been 20% higher than the funding of a regular student place – language immersion has been added to the education funding model as a separate method of teaching.

Implementation of Estonian-medium subject teaching in basic schools and upper secondary schools was supported in 2004-2005 in general education schools in Narva. Based on a tripartite agreement of good will additional funds were allocated to the City of Narva from the education reserve so that the schools there could increase by 20% the pay of teachers who taught a subject in Estonian in a Russian-medium school. Also, in 2006 funds were allocated to the schools in Tallinn for payment of additional remuneration to teachers who taught subjects in Estonian.

In some instances the Ministry of Education and Research has concluded agreements with schools, allocating money to schools for supporting the performance of students whose native language differed from the language of instruction. As of 2007 the funding of student places of students studying in an Estonian-medium school or language immersion class is higher if the student has lived in Estonia for less than three years and their native language or previous language of instruction has not been Estonian. Schools have the right to apply for additional funding for organisation of 4 additional lessons in Estonian for such students.

3.1.2 Evaluation of sub-programme measures

I.1. To devise a system for the teaching of Estonian as a second language from primary education to the end of the gymnasium level, using diverse and contemporary teaching material and language learning patterns that take into consideration the interaction between languages, so that non-Estonian children and youth acquire the Estonian language in a motivated and productive manner.

Planned budget (2000-2007): 125,151,000 EEK

Funds actually spent: 130,367,208²³

Main target group: students

Related target group: teachers, language researchers, parents, headmasters, the public

Measure I.1 was funded in all years of the programme. The funds originated from the state budget as well as foreign sources. The measure was the largest of the sub-programme measures, covering over a half of the resources allocated to sub-programme "Education." The actual expenditure exceeded the initial budget by 4%.

In the first period measure I.1 was divided into three sub-measures. In the second period the fourth sub-measure was added and the names of sub-measures I.1.a and I.1.c of the first period were further specified:

²³ According to annual activity reports (2000-2007).

Table 5. Sub-measures of measure I.1

Sub-measures 2000-2003	Sub-measures 2004-2007
I.1.a. Development of language didactics, language teaching methodologies, curricula and teaching materials, and training teacher trainers	I.1.a. Teaching Estonian as a second language to children of preschool age
I.1.b. Compilation, development and implementation of the language immersion programme	
I.1.c. Extra-curricular language teaching models	I.1.c. Extra-curricular language teaching models in language teaching camps and families
	I.1.d. Teachers of Estonian as a second language

Source: Implementation plans

In the framework of the measure the system teaching of Estonian was developed in pre-schools, the language immersion programme was developed and implemented in pre-schools and schools, family teaching and language camps were organised, and the activities of the network of teachers of Estonian as a second language were supported. A large number of students and teachers were involved in the activities of the measures and the foundations for the state-funded language immersion programme in Estonia were laid.

Evaluation of the measure

The ample selection of language teaching methods contributes to more diverse language teaching which takes the needs of the target group into account. Therefore the measure is relevant with regard to the objectives of the sub-programme.

The measure was the largest of the sub-programme's measures and contained some of the most successful activities of the programme (e.g. language immersion programme and extra-curricular language training). Students in language immersion classes show above-average results in the Estonian language examination and, according to research, they have achieved all the objectives of subject teaching and education arising from the national curriculum. Language camps have also received positive feedback, because in addition to improvement of language skills they contribute to shaping the social competence of young people.

The costs of the activities carried out in the framework of the measure have been relatively high. 65 million EEK had been allocated from the funds of the programme for implementation of the language immersion programme and by 2007 a total of 3,983 students had been involved in the programme activities (thus, 16,500 EEK was spent per student). Nearly 20,000 students whose native language was Estonian and Russian participated in language camps and family training project, 300 children participated in the language camps of ethnic Estonians, which brings the sum spent on the students to 45 million EEK (2,200 EEK per child). The high costs per participant are partially related to the cost of development of the programmes. With addition of students the costs per student will decrease. At the same time the activities were effective, involving a relatively large number of students: in 2007 the children participating in various forms of language immersion accounted for 8% of all pre-school students and 14% of all basic school students. The total number of children involved in language camps accounted for approx. 33% of the number of students of Russian-medium general education schools.

Those who participated in the activities of the measure found the activities necessary and rated their success highly. Nevertheless the participants pointed out that with the help of the measure the selection of language teaching methods could have been even broader in order to ensure that teaching is as suitable for all target groups.

All in all the implementation of the measure was successful and the measure achieved its goals.

According to the participants of the focus groups, language immersion as a method is not suitable for all students. Therefore it is necessary to introduce additional language didactic methods for teaching Estonian as a second language. In order to generate new solutions the idea of establishment of a language didactics centre should be added to the agenda again, because it would also allow for gaining a better overview of the methodical materials whose number has expanded in the SIP period.

Contracts of language camps could be made for a longer period, i.e. entry into a 3-year contract should be considered, specifying the bases of support, but leaving specific amounts of support to be negotiated annually, once the exact budget total is clear. According to the organisers, this would make the activity more sustainable and help to preserve motivation for implementation of projects.

The respondents of the survey also made a proposal to expand the circle of participants of extra-curricular language learning projects as well as language immersion, and according to them the public should be more informed of the success of the projects. Also, it was pointed out that there is a need for carrying out a survey of the success of the language training programme in pre-schools.

I.1.a Development of language didactics, language teaching methodologies, curricula and teaching materials, and training teacher trainers / Teaching Estonian as a second language to children of preschool age

Planned budget (2000-2007): 15,713,800 EEK
Funds actually spent: 18,355,024 EEK²⁴
Main target group: schools, preschool child care institutions, language trainers
Related target groups: teachers, students and parents

The measure was financed in all the years of implementation of the programme. The funds actually spent on the measure exceeded the sum specified in the implementation plan by 17%.

Planned activities

In the first implementation period it was planned to develop language didactics through surveys, establishment of a language didactics centre, training teacher trainer, development of a language didactics programme for preschool child care institutions, development of methodologies, and diversification of teaching materials. In the second implementation period it was planned on development of a system of teaching Estonian as a second language for children of preschool age, prepare the respective materials and train teachers.

Table 6. Activities of the measure in implementation periods²⁵

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Development of language didactics: definition and coordination of the methodology and research subjects of didactics	1-3, 6. Development of a system for teaching Estonian as a second language to non-Estonian children of preschool age, preparation and publication of materials for teaching Estonian as a second language, supplementary training of teachers of Estonian as a second language	
2. Development of language didactics support points, establishment of a language didactics centre		
3. 3-year training of trainers (materials, combined impact of languages, language adaptation, trainer's skills, training practice)		
6. Acquisition of aids supporting creation of an environment of language teaching and development of teaching materials		
4. Development of language didactics programme for preschool child care institutions		
5. Development and implementation of language teaching methods taking into account combined impact of languages	4-5. Supporting the launch of regional language training centres, monitoring	Development and implementation of language didactics programme in preschool child care institutions
7. Development of preschool child care institutions as regional language teaching centres, counselling and training		
	7. Area survey	Repeated survey "Teaching Estonian as a second language in nursery schools"
8. Diversification of teaching Estonian as a second language	8. Diversification of teaching Estonian as a second language	Diversification of teaching Estonian as a second language

Source: Implementation plans

²⁴ According to annual activity reports (2000-2007).

²⁵ Hereinafter the activities of the two implementation periods have been given in the first two columns of the table. The activities from both periods which, according to the management reports, included similar (continuing) activities have been given next to one another. The third column of the table summarises both periods based on how they will be used in the analysis in the following table.

Implemented activities

The language immersion programme was piloted in 9 nursery schools (in total 24 nursery schools were involved in the language immersion programme, but most of the language immersion activities of nursery schools were funded out of measure I.1.b) under this measure. Following a public procurement Narva College organised numerous training courses and developed many methodological materials and teaching materials in the framework of the programme for development of the programme of Estonian as a second language for preschool child care institutions. Several surveys in different stages of the implementation of the programme were carried out. Two project competitions "Teaching Estonian to non-Estonian children in preschool child care institutions" were organised in the course of which 26 projects were supported in the total amount of 900,000 EEK. Also, language training in forms 7-12 was supported through various materials and the *E-fant* web-based set of exercises were set up 1,500 copies of *Kaunis külaline* (in Eng. Beautiful Guest) learning software were distributed to students of forms 7-12.

Table 7. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development and implementation of language didactics programme in preschool child care institutions	x	x	x	x	x	x	x	x
Repeated survey "Teaching Estonian as a second language in nursery schools"						x*	x	
Diversification of teaching Estonian as a second language	x	x	x	x		x		

* A financier had been foreseen for the activity, but specific sums had not been indicated.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

The sub-measure was aimed, above all, at development of the language teaching methodology; special emphasis was laid on development of the language didactics programme for preschool child care institutions, especially in the second implementation period.

The sub-measure's structure was uneven: on the one hand, development of general language didactics on national level and, on the other hand, development of the language didactics programme in pre-schools had been combined. The implemented activities were primarily aimed at the latter. Under the sub-measure development of language teaching materials for adults was also financed, although it does not match the target group of the sub-programme and is, in essence, more suitable for the sub-programme of language teaching to adults.

Considering children's ability to learn and how easily they grasp information the best results in the area of integration and language training can be achieved through well-considered organisation of work in pre-schools. In the beginning of the programme in pre-schools were not considered a target group of primary importance. In the second period the situation somewhat changed primarily through this measure. Development of language teaching in pre-schools was also supported by measures I.1.b and I.2. By the end of the programme the funds allocated to the target group amounted to 8%²⁶ of the total budget of sub-programme "Education".

According to the implementers, conditions for language training and teaching of culture were established for nearly 80% of pre-schools, yet the exact impact of the activities is unknown, because it is not known how many of the pre-school teachers who participated in training have started to apply the knowledge in their work. According to the respondents of the survey, the problems included in the poor language skills of the persons who participated in the language didactics programme of pre-schools and that similar training was carried out by various institutions and often the same people registered for the training. According to the respondents, the present situation and the impact of implemented activities should be evaluated in order to ensure the purposefulness of further activities. Also, closer attention should be paid to the training needs of the persons participating in training and their participation, because there were cases where the target group was the same, but participants were different (group teachers whose Estonian skills were poor participated in the training aimed at teachers of Estonian).

²⁶ The appraisal has been given on the basis of the SIP's activity reports and it may contain inaccuracies, because the amounts spent on various target groups could not always be clearly distinguished based on the reports.

One of the greatest achievements of sub-programme “Education” pointed out in various interviews was the strong development of the methodological side during the programme to which this measure has also made a contribution. As for the language didactics, some of the planned activities such as the establishment of a language didactics centre were not implemented. An example of success relating to language didactics is the three-year training of teacher trainers.

The measure created the conditions for language and culture teaching in preschool child care institutions, but no surveys of the successfulness of implementation of activities have been carried out. The achievements in language didactics are important, but it has to be admitted that the language didactics centre planned in the programme was not established. In conclusion, the measure can be considered rather successful.

1.1.b. Compilation, development and implementation of the language immersion programme

Planned budget (2000-2007): 58,431,700 EEK Funds actually spent: 64,784,940 EEK ²⁷ Main target group: primary and basic school students, preschool children Related target groups: language immersion schools, teachers, students and parents

The measure was funded in all years of implementation of the SIP. The actual expenditure exceeded the initial budget by 11%.

Planned activities

Under this measure it was planned to create and implement a language immersion programme. The most important activities planned included equipment of language immersion schools and child care institutions with the required technical base, teaching aids, qualified teachers and required counselling services. Language immersion surveys were supposed to support the programme. An overview of the activities planned under this measure in the two implementation periods is given by the following table:

Table 8. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
9. Creation of the language immersion centre and development of its activities, implementation of the language immersion programme (incl. establishment of a state school)	1. Development and implementation of the language immersion programme	Creation, development and implementation of the language immersion programme
10. Reparation of a curriculum for forms 1-4 pursuant to the principles of language immersion	2. Training programme for educators and teaching materials in language immersion schools	Language immersion curricula, teaching materials and teacher training
11. Creation and acquisition of language immersion teaching materials	4. Language immersion in pre-schools (training for teachers, headmasters, methodologists and parents in nursery schools participating in the language immersion programme; dissemination of information to representatives of local authorities, education specialists; training new language immersion teachers)	
12. Training in language immersion methodology for teachers of nursery schools and other schools	5. Late language immersion (expansion of the programme to further 16 schools: selection of schools, counselling and development of a counselling system; training teachers, headmasters, education officials and school managers)	
13. Preparation of a handbook for teachers and headmasters		
14. Research on the successfulness of language immersion	8. Research on language immersion (according to the description of the Language Immersion Centre the money is administered by the MER)	Research on language immersion
15. Acquisition of aids supporting language learning for language immersion schools	3. Acquisition of technical equipment and teaching materials for language immersion schools	Acquisition of tools for language immersion schools
16. Extracurricular language learning activities of students of language immersion classes		Extracurricular language learning activities of students of language immersion classes

²⁷ According to the annual activity reports (2000-2007).

17. Production of a film on language immersion	7. Introduction of the language immersion programme, advertising bilingual studies	Information and communication activities relating to the language immersion programme
	6. Development of a system for counselling the joined education institutions	Development of a system for counselling the joined education institutions

Source: Implementation plans

Implemented activities

Under this measure the language immersion centre was created and the language immersion programme and curricula for various age groups (language immersion for pre-schools, early language immersion and late language immersion) were developed. Language immersion schools were supported via teaching aids, teaching materials, counselling and teacher training. Education officials as well as school managements, parents and teachers were trained. Also, a counselling system was established and advisors for language immersion schools were trained. The programme was supported through consistent monitoring and reporting.

During the period of the programme 24 pre-schools joined the language immersion programme, 14 early language immersion schools and 20 late language immersion schools joined the programme. By 2007 a total of 3,983 children took part in language immersion. The programme developed numerous materials, including 3,500 pages of exercises as well as handbooks and methodological guiding materials for teachers. About one thousand teachers and 44 advisors participated in training. Active cooperation has continued with 19 trainers. In addition, 7 conferences related to language immersion were organised and various events and performances introducing the language immersion programme were carried out. The reality programme *Keelekümblejad* was produced and shown on ETV.

Table 9. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Creation, development and implementation of the language immersion programme	x	x	x	x	x	x	x	x
Language immersion curricula, teaching materials and teacher training	x	x	x	x	x	x	x	x
Research on language immersion	x	x	x	x	x			x
Acquisition of tools for language immersion schools		x	x	x		x		
Extracurricular language learning activities of students of language immersion classes	x	x	x		x			
Information and communication activities relating to the language immersion programme			x	x	x	x	x	x
Development of a system for counselling the joined education institutions							x	x

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

Language immersion is a form of study that is implemented in Estonia as a state programme for the purpose of ensuring better teaching of Estonian as a second language. In language immersion classes and groups the volume of Estonian-language studies exceeded 50% of the total volume of studies. Estonian is learned by using it actively, incl. by learning various subjects in Estonian, participating in language activities in the pre-school. The aim of language immersion is equally good skills in the mother tongue as well as Estonian.²⁸

The activities carried out under this measure complemented one another and supported the attainment of the objective of the measure and the target group. In various surveys²⁹ as well as in the interviews and focus groups carried out in the course of the evaluation the measure has been repeatedly pointed out as one of the most successful measures in sub-programme "Education". The programme of early language immersion is considered especially successful. (For further information see section 3.1.3.3).

Research indicates that children taught using the language immersion methodology successfully acquire the knowledge and skills specified in the national curriculum and know their mother tongue as well as their peers attending a Russian-language programme and also know Estonian very well.³⁰ The

²⁸ www.kke.ee, 5.05.09.

²⁹ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

³⁰ http://www.kke.ee/index.php?lang=est&pages_ID=46&menus_ID=1&active_link_ID=55&mark=, 5.05.2009.

language examination results of students of language immersion classes have exceeded those of ordinary classes.³¹ As for somewhat more negative aspects, it was pointed out by focus groups that there is a lack of teachers in the late language immersion programme and that the programme does not sufficiently take into account linguistic differences between Estonian and Russian.

By 2007 a total of 3,983 students attended language immersion classes, incl. 743 in pre-schools, 1,937 in early language immersion and 1,303 in late language immersion. The number of participants amounts to approx. 5% of the number of students of Russian-medium pre-schools and the number of students of late language immersion amounts to approx. 14% of the number of students of basic schools.³² According to the implementers the objectives initially set with regard to the size of the target group of the programme were exceeded.

The language immersion programme has been transferred from foreign funding to state funding, the language immersion student has been added to the Estonian Education Information System as a separate classifier on the basis of which the state funds students via a higher tuition fee – this shows the sustainability of the programme. The activities of the sub-measure were also characterised by flexible programme management and use of funds and successful involvement of all parties. The complexity of the activities arose from the fact that the language immersion programme was managed from the same centre, the Language Immersion Centre, through which all areas were covered without losing sight of the aim (this was not characteristic of many other programmes, sub-programmes or measures which were implemented using the *ad hoc* method).

All in all it can be said that the measure fulfilled and at times even exceeded the objectives set for it.

I.1.c. Extra-curricular language teaching models / Extra-curricular language teaching models, language teaching in camps and families

Planned budget (2000-2007): 46,250,500 EEK
Funds actually spent: 45 370 016 EEK³³
Main target group: children
Related target groups: Camp organisers, language teachers, parents

The measure was financed from the state budget as well as foreign funds throughout the entire implementation period. 98% of the planned budget was spent on the measure.

Planned activities

Implementation of extra-curricular language models, including language training in camps, families and camps for ethnic Estonians was planned under measure I.1.c.

Table 10. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
18. Extra-curricular language learning projects, joint language learning projects with Estonian schools		Extra-curricular language learning projects
19. Development and implementation of the Estonian language camp and family teaching model, related training	19. Organisation of family camps and family teaching, language camp and family teaching model training for teachers/project managers, development and publication of teaching materials	Development and implementation of language camps and family teaching models
	20. Estonian language camps for ethnic Estonians	Estonian language camps for ethnic Estonians

Source: Implementation plans

Implemented activities

Under this measure activities were implemented according to the plan. Language camps and language teaching in families were organised for children residing in Estonia for whom Estonian was a second language and Estonian camps were organised for ethnic Estonians as well as other extra-

³¹ In an interview with the headmaster it became evident that the examination results of language immersion classes are, on average, five points higher.

³² The data of the Statistical Office from the last year of implementation of the SIP, i.e. 2007 has been used. At the time 14,237 students studied in Russian-medium groups and 23,548 students studied in Russian-medium basic schools.

³³ According to annual activity reports (2000-2007).

curricular language teaching projects. The camps of ethnic Estonians were financed three years before the inclusion of the activity in the implementation plan and extra-curricular language training projects were funded later than planned.

Table 11. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Extra-curricular language learning projects		*	*			x	x	x
Development and implementation of language camps and family teaching models	x	x	x	x	x	x	x	x
Estonian language camps for ethnic Estonians		x	x	x		x	x	x

* The implementation plan did specify the financier, but not the specific amount planned.

Source: Implementation plans and annual activity reports

Under this measure several competitions for financing language camps and family learning projects numbering h nearly 250 language camps, 80 family teaching projects, and 70 extra-curricular language teaching projects were implemented. Nearly 20,000 students participated in the projects.³⁴ 16 camps were organised for ethnic Estonians, attracting 297 children. In addition, training courses and information days were organised for teachers and camp organisers. 120 teachers underwent qualification training and nearly 100 language camp children participated in tolerance training.

Appraisal of the sub-measure

The aim of language camps is to reduce the children's language barriers, developing their communications skills and increasing the children's interest and motivation to learn Estonian. Children with Estonian and Russian mother tongues participated in the camps. In the framework of family teaching mainly Russian-speaking children spend two weeks to two months in an Estonian family, actively participating in the family's everyday life. The aim of the exchange is to reduce the children's language barriers, introduce the Estonian culture, language and traditions to them and to promote relationships between Estonian and non-Estonian families.³⁵

The aim and activities of the measure and the objectives of the activities comply with the aims and objectives of the sub-measure. According to previous evaluations³⁶, **Error! Bookmark not defined.** focus group interviews and activity implementers, the language camps and family teaching projects implemented under this measure were very successful, because language teaching was associated with other interesting and motivating activities (excursions, visits, study trips, cultural events, etc.) and many families established longer-term contacts. The language camps and family training was not only for studying Estonian, but contained other essential components of integration: communication, development of common values (at least being aware of and understanding them), shaping attitudes, understanding differences and cultivating tolerance. Thus, in addition to language training these activities contributed to social competence.

Many participants came from less well off families who would not have been able to send their children to language camps or exchange families without financial and organisational support from the project. A relatively large share of the target group was involved in the activities, as nearly 20,000³⁷ students participated in the projects. The large coverage of the target group is manifested in the fact that the number of participants amounts to 65% of the number of students who studied in Russian-medium general education schools in 2007.

Organisation of the main activities of the measure, i.e. language camps and family teaching was supported by a diverse set of activities: support activities included development work with camp organisers, information days, participant satisfaction surveys and other activities. The sustainability of the measure was supported by the preparation of the language training methodology guide that had been previously piloted and the establishment of a language camp teacher qualification system . Camps and family teaching have been organised consistently throughout the programme period.

³⁴ The number of participants is based on the SIP's annual activity reports, but by the time of submission of the report no exact figure could be confirmed. According to the implementers, the actual figure is slightly smaller than given.

³⁵ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

³⁶ *Ibid.*

³⁷ The number of participants is based on the SIP's annual activity reports, but by the time of submission of the report no exact figure could be confirmed. According to the implementers, the actual figure is slightly smaller than given.

Nevertheless, since the activities are project-based, the organisers can never be certain in the financing of the language camp from year to year. Project-based financing is not bad, but it is worth considering whether longer-term (e.g. 3 years) contracts should be made, thereby negotiating specific support amounts annually. According to the organisers, this would make the activity more sustainable and help to preserve motivation for implementation of projects.

All in all the measure has been successful, because its activities covered a large target group and were effective.

I.1.d. Teachers of Estonian as a second language

Planned budget (2000-2007): 4,755,000 EEK
Funds actually spent: 1,857,228 EEK³⁸
Main target group: Teachers of Estonian as a second language

The measure was financed in the last four years of implementation. 39% of the planned funds was spent on the measure.

Planned activities

Formally the measure was created in the second period of implementation. Virtually, it meant supporting the network developed in the first period in the framework of measure I.2.a. Only one activity was foreseen under the measure:

Table 12. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
<i>Measure I.2.a</i>	1. Supplementary training and notification of teachers of Estonian as a second language	Supplementary training and notification of teachers of Estonian as a second language

Source: Implementation plans

Implemented activities

Under this measure training and seminars organised by the network, acquisition of teaching materials and tools, and information and communication activities were supported. The activities relating to the network were supported throughout the sub-programme under various measures and activities.

Table 13. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Supplementary training and notification of teachers of Estonian as a second language						X	x	x

Source: Implementation plans and annual activity reports

Through 2005-2007 a total of 770 teachers participated in training, 112 teachers in summer and winter schools, and 20 teachers in a study trip. In 2006 competition "The best teacher of Estonian in a Russian-medium educational institution" was organised, attracting 17 participants.

Appraisal of the sub-measure

Evaluation has been given under measure I.2.a.

I.2. To focus on expanding the basic training and continuing education of teachers of Estonian as a second language and of other subjects, to ensure that the qualifications of teachers employed at non-Estonian-language schools correspond to the requirements.

Planned budget (2000-2007): 16,459,700 EEK
Funds actually spent: 27,248,843 EEK³⁹
Main target group: Teachers of schools where the language of instruction is other than Estonian
Related target groups: Headmasters

³⁸ According to the annual activity reports (2000-2007).

³⁹ According to annual activity reports (2000-2007).

In the framework of the measure activities were financed 2000-2005, i.e. no measures were financed in the framework of the SIP in the last two years of implementation of the programme. The measure was financed from the state budget as well as foreign funds. The planned budget was exceeded by 66% (the reasons of exceeding the budget total have been given under the sub-measures).

In the implementation plan of 2000-2003 the measure had been divided into three sub-measures. In the implementation plan of 2004-2007 the same measures were not continued, but a new measure was introduced. Sub-measure I.1.d (Teachers of Estonian as a second language) may be considered a measure continuing sub-measure I.2.a of the first period.

Table 14. Sub-measures of measure I.2

Sub-measures 2000-2003	Sub-measures 2004-2007
I.2.a. Regional continuing training network for teachers of Estonian as a second language	<i>Measure I.1.d</i>
	I.2.a.(II) Continuing training of teachers of Estonian as a second language
I.2.b. Continuing education in Estonian-language teaching for teachers of other subjects, and other training	
I.2.c. Retraining teachers, continuing training for working teachers	

Source: Implementation plans

Under this measure a regional continuing training network of Estonian as a second language was created and its operation financed. Numerous training courses and supplementary training courses were organised for teachers of child care institutions, general education schools and vocational schools. In the framework of measure I.2.c special attention was paid to teachers of music, art, history, civics and the Estica cycle.

An Estonian-Norwegian joint project was co-financed in the second period and training of teachers and headmasters attending to Russians-speaking young people who had behavioural problems.

Appraisal of the measure

According to interviews and focus groups, the lack of teachers in Russian-medium schools and the ability to teach one's subject in Estonian is one of the most serious problems in ensuring the quality of education of Russian-medium schools and ensuring transition to teaching subjects in Estonian. Thus, it is important to invest in teachers who are able to ensure attainment of the objectives of integration.

During the programme period there have been positive changes in the qualifications of teachers of Russian-medium schools (see Table 40), but according to the Language Inspectorate the language skills of the teachers are still poor. 832 of 950 teachers of Russian-medium schools inspected in 2006 did not comply with the established requirements.⁴⁰

Although under this sub-measure and other programme measures considerable amounts were spent on teacher training (i.e. nearly 30%⁴¹ of the programme funds were invested in teachers), it could not completely satisfy the training need if we take the results of the inspections of the Language Inspectorate into account.

Given that more and more students Russian mother tongue are moving to Estonian-medium schools, it is important to train teachers of Estonian-medium schools in order to prepare them for teaching multicultural classes. The given measure touched upon Estonian-language teachers only a little: the financial volume of the activities involving Estonian-medium schools amounted to merely around 1% of the volume of the measure.

All in all, the measure cannot be considered very successful, because teachers' skills and level of language proficiency is not always sufficient for teaching subject lessons in Estonian.

⁴⁰ <http://www.keeleinsp.ee/?menu=34&news=416>, 4.05.09.

⁴¹ Since in the annual SIP reports it is not always possible to distinguish the amounts spent on teachers from other funds, the percentage obtained as a result of the analysis may contain considerable inaccuracies.

According to focus groups and interviewees, more opportunities for bringing teachers of the new generation to Russian-medium schools should be found. One of the suggested opportunities was to make it compulsory for students who have acquired state-funded pedagogical education to work in a school over a certain period. Also, restoration of the state-organised supplementary training system deserves considering. An alternative solution for ensuring teachers need-based training would be more accurate observance of the target group, i.e. more accurate mapping of training needs and constant observance of the training history of teachers, which would allow for more accurate planning of the training needs and also involve less active teachers who are often left out in the case of the given approach. In the longer term the aim should be to unite the training of Russian-medium and Estonian-medium school teachers, which would contribute to closer contacts between teachers.

I.2.a. Regional continuing training network for teachers of Estonian as a second language

Planned budget (2000-2007): 5,770,200 EEK

Funds actually spent: 5,961,765 EEK⁴²

Main target group: teachers of Estonian as a second language

The measure was financed 2000-2005 mainly out of the state budget, although in the first years it was partially funded out of foreign sources as well. The amount spent on the measure exceeded the budget by 3%.

Planned activities

Under the sub-measure I.2.a it was planned to establish a network of continuing training for teachers of Estonian as a second language and to support the operation of the network through seminars, teaching materials, website, establishment of support centres, and tools required for the counselling and training activities of the network. In the framework of the measure activities were planned only in the first implementation period, although supporting the activities of the network continued in the second implementation period in the framework of measure I.1.d. The following activities were planned:

Table 15. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Development and operation of a regional supplementary training network for teachers of Estonian as a second language	<i>Supporting the work of the network continued under measure I.1.d</i>	Development and support of a regional supplementary training network for teachers of Estonian as a second language
2. Seminars for teachers of the network		Seminars for teachers of the network
3. Collections of materials on teaching the Estonian language for the teachers		Collections of materials on teaching the Estonian language for the teachers
4. Administration of the website of the network and preparation of an electronic database on teaching Estonian as a second language		Administration of the website of the network and preparation of an electronic database on teaching Estonian as a second language
5. Supplementary training of teachers of Estonian as a second language; a conference of teachers of Estonian as a second language		Supplementary training of teachers of Estonian as a second language; a conference of teachers of Estonian as a second language
6. Support to support centres for carrying out supplementary training in one's own region		Support to support centres for carrying out supplementary training in one's own region
7. Supervising internships of university students		Supervising internships of university students
8. Engaging teachers of the official language		Engaging teachers of the official language

Source: Implementation plans

Implemented activities

All the planned activities were implemented. Largely, the activities of the measure took place as planned. Under this the network was created, the work of the teachers of the network was supported through materials and training, regional teacher training organised by the network and dissemination

⁴² According to annual activity reports (2000-2007).

of information on the Internet, mentorship of interns and young teachers was supported. Association of Teachers of Estonian as a Second Language was registered.

Nearly 30 teachers actively participated in the activities of the association and three support centres of the network were established. Through 2000-2002 the network organised 110 training events, attracting 1,882 teachers (the figure is the total figure which contains repetitions). A website that still functions was launched and collections of methodological articles on teaching Estonian as a second language were prepared.

Table 16. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development and support of a regional supplementary training network for teachers of Estonian as a second language	x	x	x	x	x			
Seminars for teachers of the network	x	x	x	x	x			
Collections of materials on teaching the Estonian language for the teachers	x	x		x				
Administration of the website of the network and preparation of an electronic database on teaching Estonian as a second language	x	x	x					
Supplementary training of teachers of Estonian as a second language; a conference of teachers of Estonian as a second language	x	x	x					
Support to support centres for carrying out supplementary training in one's own region	x		x	x	x			
Supervising internships of university students		x						
Engaging teachers of the official language	x	x						

* In the specified years the implementation plans indicated the financier of the activity, but not any specific budget.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

The aims and objectives of the sub-programme focus very strongly on the Estonian skills of students. Effective teaching of Estonian as a second language is of critical importance if knowledge of the Estonian language is to be acquired. The mid-term appraisal report⁴³ pointed out the insufficient preparation of teachers for teaching Estonian as a second language in schools. Therefore the creation of an active body of teachers of Estonian as a second language the development of the supplementary training system and counselling is of vital importance.

According to the mid-term appraisal, the activities for launching the network of teaching Estonian as a second language were sufficient.⁴⁴ A number of training activities were carried out; the involvement of teachers in training depended a lot on how interesting the training and the trainer were. The role of the Association of Teachers of Estonian as a Second Language in the programme years has, according to interviews and a survey, remained somewhat modest; the material in the support centres of the association was not of much interest for teachers. The respondents pointed out that the main problems relating to the work of the network were the lack of financial and the lack of time. They also saw the need for finding new members.

In seven years nearly 3,000 teachers⁴⁵ participated in training (the figure of participants contains repetitive attendance). According to the implementers there were teachers who participated in many training courses and those who did not attend the courses at all. Reaching the teachers depended a lot on the teacher's own activeness and involvement of teachers required strong initiative by managers of the network. The number of teachers actively participating in the association accounted for only a small portion (approx. 6%) of the number of Estonian as a second language.

All in all, the measure achieved activation of teachers of Estonian as a second language, but the active part accounts for merely a small portion of the total number of teachers. Thus, the measure has been only partially successful.

⁴³ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

⁴⁴ *Ibid.*

⁴⁵ According to annual activity reports (2000-2007).

I.2.a.(II) Continuing training of teachers of Estonian as a second language

Planned budget (2000-2007): 670,000 EEK

Funds actually spent: 156,000 EEK⁴⁶

Main target group: Teachers of schools where the language of instruction is other than Estonian

The measure was financed only in 2005. It was co-financing of a foreign assistance project. 23% of the planned budget was implemented.

Planned activities

Training teachers of Estonian as the native language, supplementary training of teachers of ordinary schools for students with special needs, and organisation of information days was planned under this measure. An overview of the activities planned under this measure is given by the following table:

Table 17. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
<i>The sub-measure was created in the second implementation period</i>	2. Organisation of information days	Organisation of information days
	3. Training of teachers of Estonian as the native language	Training of teachers of Estonian as the native language
	4. Co-financing of an Estonian-Norwegian joint project on supplementary training of teachers of ordinary schools for students with special needs	Co-financing of an Estonian-Norwegian joint project on supplementary training of teachers of ordinary schools for students with special needs

Source: Implementation plans

Implemented activities

Only the implementation of the Estonian-Norwegian joint project was funded from the planned activities and the funding was limited to one year only. Under this measure the teachers and headmasters of 10 schools were involved in training how to work with Russian-speaking young people with behavioural problems.

Table 18. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Organisation of information days								
Training of teachers of Estonian as the native language								
Cofinancing of an Estonian-Norwegian joint project on supplementary training of teachers of ordinary schools for students with special needs						x		

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

Since most of students whose mother tongue is Russian move to Estonian-medium schools, training of teachers of Estonian as mother tongue and teachers of Estonian-medium schools is of growing importance from the point of view of integration in the area of education. Under the given measure Estonian-medium schools were involved, but the activities remained marginal, because the sub-measure accounted for less than 1% of the volume of measure I.2.

With regard to the only activity of the measure, i.e. continuing training of teachers of ordinary schools for children with special educational needs it was pointed out in survey responses that the management of the school needs to be involved in the project in order to ensure more effective implementation of the results.

The aim of the measure was much broader than what was achieved through the activities and the activities planned and implemented in the framework of the measure. It was not possible to achieve the aim with the amount of funds allocated. It is an area that deserves considerably more attention in the future.

⁴⁶ According to annual activity reports (2000-2007).

I.2.b. Continuing education in Estonian-language teaching for teachers of other subjects, and other training

Planned budget (2000-2007): 6,319,500 EEK

Funds actually spent: 18,130,276 EEK⁴⁷

Main target group: Subject teachers

Related target groups: Headmasters

The measure was funded through 2000-2004. The planned budget was exceeded nearly three times, i.e. 187% of what had been planned. The difference arises largely from the year 2000 when outside the activities specified in the implementation plan the renovation of the Narva Old Town State School and the Kohtla-Järve Upper Secondary School was supported in the amount of 9,630,000 EEK.

Planned activities

Under this measure it was planned to develop training programmes and supplementary training models and continuing training for teachers of Estonian as a second language in child care institutions, general education schools and vocational schools. Continuing training of members of school management was also planned. The measure was planned only in the first implementation period.

Table 19. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
9. Continuing training of teachers of Estonian as a second language	<i>The measure did not continue in the second implementation period</i>	Continuing training of teachers of Estonian as a second language
10. Continuing training of teachers of Estonian as a second language in vocational education institutions		Continuing training of teachers of Estonian as a second language in vocational education institutions
11. Development and implementation of training programmes and Continuing training models		Development and implementation of training programmes and Continuing training models
12. Continuing training of the school management (awareness raising)		Continuing training of the school management (awareness raising)
13. Continuing training of teachers of Estonian as a second language in preschool child care institutions		Continuing training of teachers of Estonian as a second language in preschool child care institutions

Source: Implementation plans

The planned activities had different levels of detail and it was not always possible to differentiate between them (e.g. the 9th and 11th activity).

Implemented activities

Funds were allocated to all the planned activities during the implementation period. The funding of the measures over the years resembled the planned funding. Over 20 different training and supplementary training courses that attracted about a thousand teachers were funded in the framework of the measures. Surveys for identification of the training need were carried out, seminars and conferences were organised, curricula and teaching materials were created. Also, support was given to the cultural immersion (in Tartu) of students studying in the Narva College to become teachers. A vocational school student exchange project was funded in the framework of activity 10 (Supplementary training of teachers of Estonian as a second language in vocational education institutions).

⁴⁷ According to annual activity reports (2000-2007).

Table 20. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Continuing training of teachers of Estonian as a second language	x		x	x				
Continuing training of teachers of Estonian as a second language in vocational education institutions	x	x	x	x	x			
Continuing and implementation of training programmes and supplementary training models	x	x		x	x			
Continuing training of the school management (awareness raising)	x				x			
Continuing training of teachers of Estonian as a second language in preschool child care institutions	x	x	x	x				
Improvement of the study environment*	x							

* This activity was not planned in the framework of the measure, but a total of 9.6 million EEK was allocated to the activity in 2000.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

The subject teachers of Russian-medium schools have to know the Estonian language in order to be able to communicate in Estonian, participate in supplementary training held in Estonian or in joint events of teachers or the area of education, and in order to be able to teach subjects in Estonian at the upper secondary school level in the context of the transition to teaching subjects in Estonian.

Activities of other measures have contributed to the aim of the measure as well. For instance, the training of civics teachers has been funded under measure I.5, measure I.6 is related to the problems of training the children of new immigrants, and the exchange programmes of vocational schools have been funded under measures I.4 and I.3.c.

A large portion of the funds used under the measure was not in compliance with the aim or target groups of the measure. For instance, under the activity "Continuing training of teachers of Estonian as a second language in vocational education institutions" the student exchange of vocational education schools has been funded and in 2000 renovation of schools was funded outside the implementation plans which meant that the activities not related to the aim amounted to over a half of the budget of the measure.

The target group of the measure has been split between teachers of different stages of study: activities were organised for the teachers and headmasters of vocational schools, general education schools as well as pre-schools. The activities implemented were related to very different subjects – training ranged from computer training to multicultural teaching and language training. The expenditure on the measure accounted for merely 8% of the volume of the sub-programme; thereby only a half of the expenditure was related to teacher training (the rest of the expenditure of the sub-measure comprised expenses for renovation of schools). Thus, considering the large number of target groups and areas of activity, the funds remained small for attainment of the aim of the measure.

Given that the activities and target groups were split and funds were too short for covering all the selected activities, the measure as contributed little to the Estonian language skills of teachers of Russian-medium schools. Teacher training remains problematic as shown by the results of the inspections of the Language Inspectorate⁴⁸ and surveys⁴⁹.

I.2.c. Retraining teachers, continuing training for working teachers

Planned budget (2000-2007): 3 700 000 EEK

Funds actually spent: 3,000,802 EEK⁵⁰

Main target group: teachers

Related target groups: students studying to become teachers, universities, headmasters, special education teachers

⁴⁸ <http://www.keeleinsp.ee/?menu=34&news=416>, 04.05.2009.

⁴⁹ Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

⁵⁰ According to annual activity reports (2000-2007).

The sub-measure was funded for 5 years of implementation of the programme. 81% of the planned budget was spent.

Planned activities

The following training and retraining and investments were planned in the framework of the measure:

Table 21. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
14. Training teachers of music and art		Training teachers of music and art
15. Training Estica teachers		Training Estica teachers
16. Retraining class teachers into subject teachers		Retraining class teachers into subject teachers
17. State-commissioned and partially state-funded supplementary training in priority areas		State-commissioned and partially state-funded supplementary training in priority areas
18. Development of the principles and curricula of special education teacher training, training special education teachers		Development of the principles and curricula of special education teacher training, training special education teachers
19. Development of the teaching base (Narva College)		Development of the teaching base (Narva College)

Source: Implementation plans

Implemented activities

According to the plans, the training and seminars of special education teachers, music teachers and teachers of the Estica cycle were funded. Among the priority areas training related to the children of new immigrants and refugees was funded, which was later added to measure I.6, and the training of history and civics teachers, which coincides with the issues of measure I.5.

Table 22. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Training teachers of music and art	X	x	x					
Training Estica teachers		x	x					
Retraining class teachers into subject teachers								
State-commissioned and partially state-funded supplementary training in priority areas				x	x			
Development of the principles and curricula of special education teacher training, training special education teachers		x	x	x				
Development of the teaching base (Narva College)	x							

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

In the conditions of the transition to teaching subjects in Estonian supplementary training and retraining are some of the possible solutions for resolving the problems related to supply of teachers. Therefore the measure is relevant.

The activities of the measure were very broad. Teachers of music, civics, the Estica cycle and teachers attending to the children of new immigrants were trained, while only 1% of the budget of sub-measure "Education" was spent on the measure. Thus, the success of all activities could not be ensured, because there were not enough funds for implementation of all the prescribed activities.

The respondents found that the weak participation of teachers in the training was one of the reasons for the poor effectiveness of the training. Therefore measures should be taken to motivate teachers to participate in training more consistently.

In connection with the broad formulation of the measure and the very limited resources the activities remained insufficient for attainment of the aim.

I.3. To create in schools conditions guaranteeing that study groups work in the Estonian language and that secondary school graduates possess Estonian-language proficiency in everyday and work-related communication at the level necessary for learners to integrate in Estonian society

Planned budget (2000-2007): 58,597,300 EEK

Funds actually spent: 54,962,311 EEK⁵¹

Main target group: teachers and students of general education schools, vocational schools and higher education institutions

Related target groups: headmasters, the public

The measure was funded in all years of implementation of the programme. Next to measure I.1 it was one of the most extensive measures of the sub-programme. 94% of the planned budget was spent on the measure.

The measure was divided into four sub-measures in both implementation periods, but the formulations of measures I.3.a, I.3.c and I.3.d were changed. The formulation of sub-measure I.3.a changed in the second implementation period to better characterise the measure better while a change in the formulation of measure I.3.d expressed an emphasis on vocational schools:

Table 23. Sub-measures of measure I.3

Sub-measures 2000-2003	Sub-measures 2004-2007
I.3.a. Planning measures in school development plans, subject syllabi, training	I.3.a. Transition to teaching in the Estonian language
I.3.b. Curriculum development co-operation between Estonian-medium and Russian-medium schools	
I.3.c. Intensive study of Estonian as a second language	I.3.c. Intensive study of Estonian as a second language, teaching work-related Estonian
I.3.d. Teaching materials supporting teaching subjects in Estonian and acquisition of the Estonian language	I.3.d.(ii) To expand the use of Estonian language in teaching subjects in former Russian-medium vocational schools and study groups in order to ensure sufficient skill of the Estonian language for the graduates of vocational school

Source: Implementation plans

The measure was largely aimed at supporting the transition to teaching subjects in Estonian in upper secondary schools. The measure included training teachers of Estonian literature, science, history and civics, and development of materials for teaching Estonian in general education schools, vocational schools and higher education institutions. Measures were taken for teaching Estonian in the first form and intensive teaching of Estonian in vocational schools and higher education institutions. Various sub-measures focused on teaching Estonian in vocational schools and the vocational schools exchange programme proved to be an important activity which was funded under measures I.2.a and I.4.

Evaluation of the measure

There is a need for improving the language skills of students in Russian-medium schools, because it allows them to function in everyday and work-related communication and learn subjects in Estonian. This is supported by various surveys and observations⁵² of the Language Inspectorate. Thus, the aim of the measure is relevant.

This measure focused first of all on the upper secondary school level as well as on vocational schools and higher education institutions (approx. 75% of the budget of the measure), leaving earlier stages of education aside. Preparing Estonian-medium schools for teaching non-Estonian students was also supported to certain extent. More or less all measures of the sub-programme contributed to the achievement of the objective of the measure.

⁵¹ According to annual activity reports (2000-2007).

⁵² Vare, S. About the preparedness of Russian-medium schools for transition to teaching in Estonian in upper secondary schools in 2007. Yearbook of applied linguistics in Estonia, 2nd edition (2006), pp 303-326; Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008); Integration Monitoring (2008)

In focus group discussions, interviews and surveys it has been pointed to the need to start teaching subjects in Estonian in lower stages of education.⁵³ Therefore it is questionable whether the language problems were resolved starting from the right stage of education. However, placing the focus on the upper stages of education was not accidental, but based on the need to support a provision of the BSUSSA, which provided for the transition to teaching subjects in Estonian in upper secondary schools in 2007.

The transition to the Estonian-language subject teaching in upper secondary schools has begun, but since the aim of the measure was too ambitious and conditions for ensuring learning in Estonian have been established in an illogical order of age groups, then neither this measure nor other measures of the sub-programme have been able to ensure the desired language proficiency in lower stages of education (see section 3.1.4). Thus, the measure contributed to the achievement of the objective but was not successful enough in doing it.

Based on the above, in the future, the focus should clearly be shifted towards primary and basic education.

I.3.a Planning measures in school development plans, subject syllabi, training / Transition to teaching in the Estonian language

Planned budget (2000-2007): 27,889,300 EEK

Funds actually spent: 26,317,391 EEK⁵⁴

Main target group: teachers and students of upper secondary schools, vocational schools and higher education institutions

Related target groups: headmasters, employers, the public

The activities of the measure were financed in all the years of implementation of the programme. 94% of the planned budget was spent.

Planned activities

Under this measure the transition of Russian-medium schools (upper secondary schools, vocational schools and higher education institutions) to teaching subjects in Estonian was planned, including supporting the transition by the different measures, development plans, subject syllabi and materials. A scholarship programme for teachers and support training for students of Russian-medium schools in Estonian-medium schools was also planned. In the second period the activities became more detailed, albeit difficult to distinguish in some aspects. The emphasis of planned activities was on information and communication activities and trainings:

Table 24. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Planning the transition to teaching in Estonian in the development plans of Russian-medium upper secondary schools, vocational schools and higher education institutions	1, 3, 4. Development of new training models of the teacher training programme, development and publication of training materials for the teaching programme (incl. additional teaching materials for forms 7-9, incl. for teaching history); preparation and publication of explanatory subject dictionaries . Preparation of teaching materials for the transition to bilingual subject teaching at the upper secondary school level (the teacher's book with worksheets).	Transition to teaching in Estonian, information and communication activities thereof and counselling schools. Subject syllabi, teacher training and teaching materials.
2. Planning measures for teaching non-Estonians students in Estonian-medium upper secondary schools and vocational education institutions	2, 5. Informing of the transition to teaching in Estonian and supplementary training of teachers/headmasters; training advisors; training teachers of Russian-medium and Estonian-medium schools to teach subjects in Estonian.	Planning measures for teaching non-Estonians students in Estonian-medium upper secondary schools and vocational education institutions
3. Preparation of subject syllabi integrated with Estonian language training in schools	6. Preparation and publication of materials introducing bilingualism and bilingual studies; preparation of a handbook on organisation of bilingual studies.	

⁵³ Integration Monitoring (2008), Vare, S. About the preparedness of Russian-medium schools for transition to teaching in Estonian in upper secondary schools in 2007. Yearbook of applied linguistics in Estonia, 2nd edition (2006), pp 303-326

⁵⁴ According to annual activity management reports (2000-2007).

4. A scholarship programme for those commencing work as teachers of Estonian as a second language	7. Project support to schools for the transition to teaching subjects in Estonian and other activities according to the action plan of the MER (incl. the scholarship programme and project supports for training non-Estonian students in Ida-Viru County for a specific term and organisation of support teaching in another region in an Estonian-medium general education school)	Project competition and scholarship programme
5. Support training of Russian-speaking students in Estonian-medium schools		
	8-9. A survey of the Estonian language skills among graduates of basic schools, upper secondary schools and vocational education institutions (based on the needs of employers)	A survey of the Estonian language skills among graduates of basic schools, upper secondary schools and vocational education institutions (based on the needs of employers)
	10-12. Development of a methodological guide for preparation of individual curricula for fulfilment of the school curricula for students who need it, creation of the respective training model, supplementary training	Development of a methodological guide for preparation of individual curricula for fulfilment of the school curricula for students who need it, creation of the respective training model, supplementary training
	13. Preparation of creation of an Estonian-Russian-Estonian translation machine	Preparation of creation of an Estonian-Russian-Estonian translation machine
	15. Creation and testing of an education model preventing non-Estonian students from dropping out	Creation and testing of an education model preventing non-Estonian students from dropping out
	16. Motivation of teachers teaching in bilingual programmes	Motivation of teachers teaching in bilingual programmes

Source: Implementation plans

Implemented activities

Under this measure the transition to teaching in Estonian was prepared through counselling, training, teaching materials and information and communication activities for headmasters and teachers. At a later stage of the programme information and communication activities were aimed at the public as well. A training plan for schools and 10 web-based training courses were prepared. Training courses of different volume were organised for approximately 1,000 participants, including teachers of science, geography, history, civics, Estonian literature and music, and headmasters. Information and communication activities aimed at headmasters and teachers were made throughout the entire programme, but the information and communication activities aimed at the public were considerably intensified in the final years of the programme.

Three sample subject syllabi were made and materials were disseminated, incl. subject dictionaries (two for vocational education institutions and twelve for forms 7-9). The acquisition of teaching materials and aids for 62 Russian-medium schools and the translation of the book *Kakskeelne laps* (in English *Bilingual Child*) were supported as well. 62 projects were supported through 7 project competitions titled "Muukeelne laps Eesti koolis" (in English "Non-Estonian Child in an Estonian School"). The bilingual school support centre was established in Narva in 2004. Two surveys were carried out in the last year of the programme: a survey of the preparedness of the local authorities and schools for the transition to teaching in Estonian and a survey of the functioning and attitudes of the students participating in teaching in Estonian.

Under this measure the activities were financed in all years of the programme. There were activities in the measure for which no funds had been allocated and which were not replaced in later reports (activities 8-9, 10-12, 13 and 15 of the second period). The creation of the translation machine was also planned under the second sub-programme, but the activity was not funded under it either. The remaining activities which were not reflected in the report of the measure were carried out mostly under other activities, excl. motivation of teachers which took place outside the budget of the SIP (out of the budget of the MER). Teaching non-Estonian students in Estonian-medium schools was to a certain extent attended to in the framework of project competitions.

Table 25. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Transition to teaching in Estonian, information and communication activities thereof and counselling schools. Subject syllabi, teacher training and teaching materials.	x	x	X	x	x	X	X	x
Planning measures for teaching non-Estonians students in Estonian-medium upper secondary schools and vocational education institutions*								
Project competition and scholarship programme	x	x	X			X	X	x
A survey of the Estonian language skills among graduates of basic schools, upper secondary schools and vocational education institutions (based on the needs of employers)								
Development of a methodological guide for preparation of individual curricula for fulfilment of the school curricula for students who need it, creation of the respective training model, supplementary training								
Preparation of creation of an Estonian-Russian-Estonian translation machine								
Creation and testing of an education model preventing non-Estonian students from dropping out								
Motivation of teachers teaching in bilingual programmes								

* The activity might have partially been covered by project competition "Muukeelne laps Eestis koolis" (in English "Non-Estonian Child in an Estonian School")

Source: Implementation plans and annual activity reports

Evaluation of the sub-measure

According to subsection 52 (2) of the Basic Schools and Upper Secondary Schools Act, the transition to teaching in Estonian shall commence in state and municipal upper secondary schools not later than in the academic year 2007/2008. As a result of the transition teaching subjects in Estonian should account for no less than 60% of the volume of the curriculum in order to comply with the principle according to which the language of instruction at the upper secondary school level is Estonian. For a long time the act had no implementation measures for schools with regard to the transition to teaching in Estonian. On 26 March 2002 the Riigikogu adopted amendments to the Basic Schools and Upper Secondary Schools Act which allowed for continuing teaching in Russian in Russian-medium schools after 2007, putting an end to long-lasting disputes over the reform of Russian-medium state and municipal upper secondary schools. Also the attention to development of programme for the transition wore off. This amendment concerns mainly Russian-medium schools in Tallinn and Northeast Estonia and allows them to apply via the local authority to the Government of the Republic for an extension in the transition to Estonian as the language of instruction.

In order to support the direction written in the act it was important to make the transition to teaching in Estonian smoother. Supporting the transition was the main aim of this measure. In addition to the given measure the transition was supported by measure I.2 via teacher training and measure I.1 via supporting the language skills of basic school students.

Under this measure activities were pursued in two directions: firstly, for preparing Russian-medium schools for the transition to teaching in Estonian and secondly, for planning measures for Estonian-medium upper secondary schools and vocational schools for teaching students whose mother tongue is other than Estonian. The latter activity was supported through the project competition "Non-Estonian Child in an Estonian School."

The transition to teaching in Estonian in upper secondary schools was attended to in a more focused manner only in 2006 when major training of teachers began. The measure was supported by activities aimed at the public, but as it appears from the survey of the need for information the information and communication activities remained weak and took place in the late phase of the programme. The activities of the measure were first of all focused on teachers, but headmasters and students were also involved. A relatively large number (approx. 700) of subject teachers was involved in teacher training, but according to the participants the training did not take into account the different level of language proficiency of the teachers participating in training. Those who participated in the project competitions of the measure considered the competitions necessary, but found that the reporting is too complicated and extensive in comparison with the resources obtained from the project competition.

One of the preconditions for learning in Estonian in upper secondary school is teaching subjects in Estonian already in basic school. In 2005 no subjects were taught in Estonian in 37 Russian-medium schools and a total of 31% of the students of Russian-medium schools participated in various forms of teaching subjects in Estonian⁵⁵ (See Figure 4). The language skills of many basic school graduates was insufficient for commencing learning subjects in Estonian in upper secondary school (for further information see section 3.1.4).

The transition to teaching in the Estonian language at the upper secondary school level has commenced, but the preparations for the transition started too late and most of the schools and in 2006 the students entering the upper secondary school level were not ready for the transition commencing in 2007/2008⁵⁶. Therefore the measure cannot be considered successful.

I.3.b Curriculum development cooperation between Estonian-medium and Russian-medium schools

Planned budget (2000-2007): 4,225,000 EEK
Funds actually spent: 4,948,538 EEK⁵⁷
Main target group: schools
Related target groups: teachers, headmasters, trainers

The measure was funded through 2000-2006. The expenditure exceeded the planned budget by 17%.

Planned activities

Under this measure it was planned to develop and implement an open curriculum programme in the framework of which training would be developed and carried out, training materials would be developed, a cooperation network of curriculum development would be established, and schools of the network and the programme as a whole could be developed and analysed.

Table 26. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
6. Development and implementation of the open curriculum programme		Development and implementation of the open curriculum programme
7. School development training, taking minutes of the training and archiving, analysis of theses and generalisation		School development training, taking and archiving training minutes, analysis of theses and generalisation
8. Development of new training models and content and training material	8. Preparation and printing of new curriculum-related publications, updating the electronic annotated database of curriculum-related publications	Training models and materials
9. Development of school cooperation network support centres, development of the network, training		Development of school cooperation network support centres, development of the network, training
10. Analysis of development and curriculum work of network schools, development of evaluation criteria, counselling		Analysis of development and curriculum work of network schools, development of evaluation criteria, counselling
11. Collection of materials introducing development work of schools, proposals for disclosure, publication	11. Carrying out an analysis generalising curriculum development and printing the analysis (in Estonian and Russian), and related training	An analysis generalising curriculum development and materials

Source: Implementation plans

Implemented activities

All the planned activities were implemented. 17 schools participated in the activities of the network and it was learned from their experience and on the basis of their experience a book generalising curriculum cooperation was compiled. A counselling office was created for supporting the curriculum programme. In 2005 its activities were terminated and the materials handed over to the Estonian Pedagogical Archives-Museum. Various training courses related to curriculum development were organised for nearly 200

⁵⁵ Vare, S. (2006). Preparedness of Russian-medium schools for transition to Estonian-medium upper secondary schools in 2007. Yearbook of Estonian Applied Linguistics, 2nd edition, pp. 303-326.

⁵⁶ Ibid.

⁵⁷ According to annual activity reports (2000-2007).

participants. Methodological materials were developed and printed and a database of curriculum development publications was compiled. The collection *Kutse dialoogile* (in English *Invitation to Dialogue*) was compiled. Two scholarship competitions were organised for funding writings on curriculum development and 3 applications were funded in the framework of the competitions. Surveys and constant analysis was carried out in the framework of the given curriculum programme.

Table 27. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development and implementation of the open curriculum programme	x	x	x	x	x			
School development training, taking minutes of the training and archiving , analysis of theses and generalisation	x	x	x	x				
Training models and materials	x	x	x	x	x	x	x	
Development of school cooperation network support centres, development of the network, training	x	x	x	x				
Analysis of development and curriculum work of network schools, development of evaluation criteria, counselling	x	x	x					
An analysis generalising curriculum development and materials	x	x	x	x	x			

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

According to the national curriculum (2002),⁵⁸ Estonian schools have to work on the basis of a common curriculum. In the early years of the SIP the differences between the curricula of Russian-medium and Estonian-medium schools were remarkable .At times the curricula of the Russian and Estonian part of schools (with two languages of instructions) were different. The aim of the measure was to ensure the implementation of the national curriculum at the level of school curriculum. It was hoped that the national curriculum will establish a basis for communication between schools which might in turn serve as a basis for other relationships.

All Russian-medium schools were involved to a certain extent, in this measure, while in the later period the movement forward had a weaker impetus. Involvement of Estonian-medium schools was very difficult. Only a few schools could be involved. None of the Estonian-medium schools became a permanent partner over the years. Nevertheless, the so-called incidental partners added value to the work: teachers from Estonian-medium schools contributed to preparation of the publications. The collection *Kutse dialoogile* (in English *Invitation to Dialogue*) contains many ideas for promoting cooperation. The publications have a strong content, but at present schools are not aware of it and do not value it.

As a result of the measure Russian-medium schools acknowledged that their voice is heard and a certain cooperation network was created. Many people became aware of the problems of Russian-medium schools owing to the measure. The content of school curricula improved and became more meaningful. According to the respondents, more attention should have been paid to introducing the published materials and other project results.

Owing to the project launched on the initiative of the Nordic countries before the start of the SIP, Russian-medium schools welcomed the implementation of the national curricula more warmly than Estonian-medium schools. However, in the longer term few schools were involved. Cooperation between Estonian-medium and Russian-medium schools was largely not achieved and therefore the measure proved only partially successful.

I.3.c Intensive study of Estonian as a second language, teaching work-related Estonian

Planned budget (2000-2007): 8,669,200 EEK

Funds actually spent: 5,391,538 EEK⁵⁹

Main target group: teachers and students of vocational schools and higher education institutions, teachers of general education schools

⁵⁸ <https://www.riigiteataja.ee/ert/act.jsp?id=1008388>, 5.05.09.

⁵⁹ According to annual activity reports (2000-2007).

The measure was financed through 2000-2002 and 2004-2005. 62% of the planned budget was spent on intensive teaching of Estonian.

Planned activities

Under this measure activities for intensive teaching of Estonian in general education schools, vocational schools and higher education institutions were planned. In addition to that attention was paid to development of materials, curriculum development and the exchange programme of vocational schools. In comparison with the first period the measure became much more vocational education-centred in the second period.

Table 28. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
12. Commencing learning Estonian as a second language from the first form		Commencing learning Estonian as a second language from the first form
14. Development and implementation of intensive teaching of Estonian in vocational education institutions		Development and implementation of intensive teaching of Estonian in vocational education institutions
13. Development and implementation of the programme of intensive teaching of Estonian in vocational education institutions and higher education institutions		Development and implementation of intensive teaching of Estonian in higher education institutions
15. Development and implementation of intensive teaching of Estonian in higher education institutions		
16. Development of materials for intensive teaching of Estonian in vocational education institutions and higher education institutions	16-17. Exchange of teachers of Estonian-medium and Russian-medium vocational education institutions; training students of vocational education institutions where the language of instruction is other than Estonian; development and publication of Estonian teaching materials for vocational education institutions where the language of instruction is other than Estonian	Exchange of teachers of Estonian-medium and Russian-medium vocational education institutions; training students of vocational education institutions where the language of instruction is other than Estonian; development and publication of Estonian teaching materials for vocational education institutions where the language of instruction is other than Estonian
17. Joint teaching of Estonian-speaking and Russian-speaking students in vocational education institutions and higher education institutions		
	18. Development of vocational schools and curricula, supplementary training of teachers (incl. project support for schools)	Development of vocational schools and curricula, supplementary training of teachers (incl. project support for schools)

Source: Implementation plans

Implemented activities

Under this measure language teaching was organised by way of group lessons in the first forms. In the framework of the SIP intensive language teaching was offered to students in higher education institutions⁶⁰. In two specialties of professional higher education additional training in Estonian was offered. Terms of reference for development of teaching Estonian in vocational education institutions were prepared in vocational schools, an Estonian-Russian-Estonian information technology dictionary was published, and subject dictionaries for medicine and tourism specialties (these dictionaries were also funded under measure I.2.b). A cooperation programme involving 12 vocational education institutions was established. 30 teachers and 100 students of Russian-medium schools participated in the cooperation programme. The intensive teaching of Estonian involved 135 students.

Most of the activities were funded as planned. The exchange of teachers in vocational schools was planned through 2001-2003, but the activities were not funded under this measure. Nevertheless, the activities took place in these years under measure I.4. The implementation plan did not stipulate any budget for development of vocational schools and curricula or for supplementary training of teachers. Performance of this activity was not reflected in reporting either.

⁶⁰ According to report *Higher education, Russian-medium teaching and official language teaching in Estonia, MER (2008)* universities use different models of extensive language teaching.

Table 29. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Commencing learning Estonian as a second language in the first form	X	*	*	*				
Development and implementation of intensive teaching of Estonian in vocational education institutions	x	x	x					
Development and implementation of intensive teaching of Estonian in higher education institutions	x	x	x					
Exchange of teachers of Estonian-medium and Russian-medium vocational education institutions; training students of vocational education institutions where the language of instruction is other than Estonian; development and publication of Estonian teaching materials for vocational education institutions where the language of instruction is other than Estonian					x	x		
Development of vocational schools and curricula, supplementary training of teachers (incl. project support for schools)								

* The financier was indicated under the activities, but not any specific budgeted amount.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

Insofar as the general education school does not ensure an evenly good level of proficiency of Estonian among students that would allow for functioning in an Estonian university or working life,⁶¹ the measures for improving the language skills of vocational and higher education students are relevant. In the beginning of the SIP Estonian was taught in Russian-medium pre-schools as well as in schools starting from the second form and therefore it was appropriate to start teaching Estonian in the first form.

Teaching Estonian was developed further in vocational schools and higher education institutions. Activities resembling this measure were planned and financed under measures I.3.a, I.3.d and I.4.

In the framework of the measure materials and methodology books were prepared for the first form and training was organised for pre-school teachers. The measure allowed for commencing teaching Estonian in the first form of general education schools.

For vocational education institutions the measure involved development of teaching Estonian in four specialties. Materials were prepared and mainly vocational schools' teachers of Estonian as a second language were trained. The intensive teaching involved 135 students and 100 students participated in the exchange programmes, i.e. approx. 3% of the total number of students of Russian-medium vocational schools. Language skills in vocational schools still remain poor, as indicated by the low results of vocational school students in Estonian language proficiency examinations (see Figure 3).

Owing to the funding from the SIP, the additional year of studies was offered by legislation for students whose language skills did not allow for commencing studies immediately in Estonian, but according to a survey of the MER the one-year intensive study model of the official language has not been well implemented in universities. It is necessary to implement more flexible teaching methods for additional teaching of Estonian and provide language support also to those students who formally fulfil the language requirement of the intermediate level of language proficiency.⁶²

The aims of the measure were achieved with regard to teaching Estonian in the first form, but the results in vocational and higher education institutions remained weak. However, according to the aims and objectives of the sub-programme, the students of vocational and higher education institutions were not priority target groups and the volume of the measure in the entire sub-programme was small (2%). Given the small resources spent on the measure the activities were successful.

⁶¹ For further information on the language skills in general education schools, see section 3.4.4.

⁶² Kurvits, T. Higher, education, teaching in Russian and teaching the official language in Estonia. MER (2008).

I.3.d. Teaching materials supporting teaching subjects in Estonian and acquisition of the Estonian language / To expand the use of Estonian language in teaching subjects in former Russian-medium vocational schools and study groups in order to ensure sufficient skill of the Estonian language for the graduates of vocational school

Planned budget (2000-2007): 17,813,800 EEK

Funds actually spent: 18,304,844 EEK⁶³

Main target group: teachers and students of general education schools, vocational schools and higher education institutions

Under this measure the activities were financed in all years of implementation of the programme. The actual expenditure exceeded the initial budget by 3%.

Planned activities

Under this measure the publication of teaching materials and methodological materials on teaching subjects in Estonian and their dissemination to general education schools, vocational schools and higher education institutions was planned. In the second period the planned activities focused only on higher education institutions. In addition to publication of materials, development of learning strategy, training and job training were added to the planned activities.

Table 30. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
18. Development of teaching materials supporting teaching subjects in Estonian for basic schools and upper secondary schools		Development of teaching materials supporting teaching subjects in Estonian for basic schools and upper secondary schools
19. Development of training plans, subject syllabi and materials for teaching subjects in Estonian in vocational education institutions 20. Development of methodological materials supporting acquisition of the Estonian language, incl. development of professional dictionaries for vocational education institutions*	19. Preparation of a strategy on (a) how to teach in Estonian in vocational education institutions and (b) how to integrate subjects. Addition of training modules to the teacher training curricula of vocational education institutions for the purpose of teaching subjects in Estonian. Supplementary training for teachers so they can teach subjects in Estonian.	Development of teaching in Estonian and Estonian-language teaching materials in vocational schools where the language of instruction is other than Estonian.
	20. Development, publication and dissemination of a set of materials for teaching Estonian	
	21. Acquisition of Estonian reading materials and teaching methodology literature for the libraries of vocational education institutions	
	22. Estonian language courses and job training for teachers and management of vocational education institutions	
	23. Development of study of professional terminology in Estonian (handbook of teaching the professional terminology in Estonian , creation of teaching materials)	
	24. Creation of a handbook on organisation of teaching in Estonian	
	25. Computer training for preparation of teaching materials	
	26. Training in group work methods for teaching assistants / group supervisors of vocational education institutions	
21. Development of materials for vocational education institutions and higher education institutions for teaching Estonian culture and history		Development of materials for vocational education institutions and higher education institutions for teaching Estonian culture and history
22. Acquisition of Estonian reading material and teaching methodology literature for school libraries		Acquisition of Estonian reading material and teaching methodology literature for school libraries

*Similar activities supporting teaching Estonian in vocational education institutions were carried out from 2000-2003 in the framework of measures I.3.c and I.4.

Source: Implementation plans

⁶³ According to annual activity reports (2000-2007).

Implemented activities

The actual funding over the years largely coincided with the planned funding. A curricular collection, various worksheets and explanatory dictionaries in 12 subjects were published for general education schools. Schools' need for reference books was mapped.

Most of the activities under this measure were performed for vocational education institutions: persons preparing subject syllabi were trained, subject syllabi for 6 specialties were prepared, dictionaries were made for the specialties of construction and sewing, training kits of the Estonian language for 11 specialties were developed and distributed to 31 Russian-medium schools. Cooperation seminars and training courses for headmasters and teachers were organised (teaching professional terminology, group work methods, computer training in creating teaching materials) and 30 teachers participated in the supplementary training of teachers of Estonian of the specialty. History teaching resources were jointly prepared for higher education institutions and vocational education institutions.

Table 31. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development of teaching materials supporting teaching subjects in Estonian for basic schools and upper secondary schools		X	x	x	x			
Development of teaching in Estonian and Estonian-language teaching materials in vocational schools where the language of instruction is other than Estonian.	x	x		x		X	x	x
Development of materials for vocational education institutions and higher education institutions for teaching Estonian culture and history		x						
Acquisition of Estonian reading material and teaching methodology literature for school libraries	x	x	x					

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

For successful implementation of intensive teaching of Estonian it is important to develop respective materials. However, the need for a separate measure for development of teaching materials is doubtful. The measure would have fitted better under other measures and objectives.

On the one hand, the measure contributed to the development of material supporting intensive teaching and, on the other hand, to the provision of schools with the required literature. Materials supporting intensive teaching of Estonian were published, in addition to this measure, under almost all other measures of the sub-programme.

First of all, the measure was aimed at developing and disseminating materials which did not need any further follow-up funding, but will remain available to schools in the future. In some instances the development of materials included testing the materials and modifying, disseminating and introducing them, i.e. necessary activities supporting the development. According to the developers of the materials, there should be more flexibility upon development of materials and more follow-up activities for ensuring more successful introduction of the materials.

Provision of school libraries with books is important, because in many schools there was no necessary collection of Estonian literature. Nevertheless, the materials should have been accompanied by activities that ensure better usage of materials in lessons.

Since the implementers of the programme and developers of the materials have highly valued the materials developed in the framework of the SIP the measure can be considered successful.

I.4. To develop the linguistic-cultural cooperation of Estonian-medium and Russian-medium schools in order to improve the students' language skills and cultivate tolerance towards other cultures / To develop multicultural schools and linguistic-cultural cooperation between schools in order to improve the students' language skills and cultivate tolerance towards other cultures

Planned budget (2000-2007): 7,183,200 EEK

Funds actually spent: 6,885,454 EEK⁶⁴

Main target group: teachers, students and headmasters of general education schools and vocational schools

Activities were funded under the measure in all 8 years of implementation of the programme. 96% of the planned budget was spent on the measure.

Planned activities

Through 2000-2003(2004) exchange programmes for students and teachers of general education schools and vocational schools, joint subject competitions and retraining of teachers of general education schools were planned under this measure. Activities planned in the second period did not directly continue the activities of the first period and focused on events relating to tolerance and supplementary training of teachers and headmasters.

Table 32. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
4.1 Development of the model of the exchange programme for students of vocational education institutions and implementation of projects		Development of the model of the exchange programme for students of vocational education institutions and implementation of projects
4.2. Development and implementation of short-term and long-term exchange programmes for students of general education schools		Development and implementation of short-term and long-term exchange programmes for students of general education schools
4.3. Joint subject competitions of Estonian-medium schools and schools where the language of instruction is other than Estonian		Joint subject competitions of Estonian-medium schools and schools where the language of instruction is other than Estonian
4.4. Introduction of the possibilities of project "Labour Exchange within Estonia for Language and Professional Practice Purposes" to teachers and teaching staff		Introduction of the possibilities of project "Labour Exchange within Estonia for Language and Professional Practice Purposes" to teachers and teaching staff
4.5. Development and implementation of the model of the exchange programme for teachers of general education schools		Development and implementation of the model of the exchange programme for teachers of general education schools
4.6. Development and implementation of the retraining programme for teachers of general education schools		Development and implementation of the retraining programme for teachers of general education schools
	4.7. Organisation of student events and development of materials promoting tolerance and multiculturalism, supplementary training of teachers (incl. hobby teachers) on taking into account the characteristics of different nationalities in school	Organisation of student events and development of materials promoting tolerance and multiculturalism, supplementary training of teachers (incl. teachers responsible for extra-curricular activities) on taking into account the characteristics of different nationalities in school
	4.8. Coordination of the area	Coordination of the area
	4.9. Supplementary training of headmasters and teachers of Estonian-medium schools in teaching students of other nationalities and implementing individual curricula for prevention of learning difficulties	Supplementary training of headmasters and teachers of Estonian-medium schools in teaching students of other nationalities and implementing individual curricula for prevention of learning difficulties

Source: Implementation plans

⁶⁴ According to annual activity reports (2000-2007).

Implemented activities

Implemented activities were mostly based on the implementation plan. Nine seminars on contemporary Estonian literature organised for Russian language translators were financed outside the planned activities. Exchange programmes were developed and tested and project competitions for funding exchange programmes were carried out in the framework of the measure. Six project competitions were organised and funds were allocated to 55 projects under the competitions. 289 students participated in student exchange programmes and 113 teachers practiced in schools with a different language of instruction. A procurement for training teachers responsible for extra-curricular activities was organised and tolerance projects for students were implemented. 63 teachers participated in the training programmes on the multicultural school. A Citizen's Day quiz was initiated under this measure. In the second implementation period it was moved to measure I.5.

Table 33. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development of the model of the exchange programme for students of vocational education institutions and implementation of projects	X	x	X	x				
Development and implementation of short-term and long-term exchange programmes for students of general education schools	x	x	X	x	X			
Joint subject competitions of Estonian-medium schools and schools where the language of instruction is other than Estonian			X	x	X			
Introduction of the possibilities of project "Labour Exchange within Estonia for Language and Professional Practice Purposes" to teachers and teaching staff								
Development and implementation of the model of the exchange programme for teachers of general education schools		x	x	x				
Development and implementation of the retraining programme for teachers of general education schools	x	x						
Organisation of student events and development of materials promoting tolerance and multiculturalism, supplementary training of teachers (incl. teachers responsible for extra-curricular activities) on taking into account the characteristics of different nationalities in school						x	x	
Coordination of the area								
Supplementary training of headmasters and teachers of Estonian-medium schools in teaching students of other nationalities and implementing individual curricula for prevention of learning difficulties								

Source: Implementation plans and annual activity reports

Evaluation of the measure

Integration in education does not take place only through learning the language and teaching materials, but also through practical application of experiences and knowledge.⁶⁵ Therefore, in addition to the knowledge about other nationalities and culture it is important to find practical outputs for the acquired knowledge and experiences. Supporting the cooperation projects of young people of different nationality is one of the opportunities for this. Considering that Estonian and Russian young people do not communicate very closely,⁶⁶ the aim of the measure, i.e. is to develop tolerance through cooperation between Estonian-medium and Russian-medium schools, is very relevant.

The aim of the measure in the two implementation periods was the same, but the direction of the activities differed considerably: in the first period the emphasis was on exchange programmes, but in the second period on student events and training for teachers responsible for extra-curricular activities. The aims of the measure were also supported by the activities of other measures. The measure also had common features with measure I.5 in terms of student events and with measure I.3 in terms of exchange programmes of vocational schools.

The implemented activities were mostly relevant with regard to the aim. Exceptionally, in 2007 seminars for Russian translators of contemporary Estonian literature were funded. According to the

⁶⁵ Batelaan, P. Intercultural Education: Managing Diversity, Strengthening Democracy. (2003).

⁶⁶ Kirss, L., Vihaelem, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

respondents, the implemented exchange programmes were successful, but there were problems finding exchange families. Upon further implementation of the exchange programmes, the activity should, according to the respondents, be extended and possibilities for motivating host families should be found and the social aspects of the target group should be taken more into account. As for training teachers responsible for extra-curricular activities under this measure it is positive that, according to the implementers, the issue of the multicultural school has spread from the training to other teacher training courses. Only a few tolerance-building cooperation projects of students of different nationalities were implemented under the measure, involving a small portion of the target group.

Due to weak involvement the measure did not achieve any strong impact in the target group. 289 students and 113 teachers participated in the exchange projects from different levels of education, 63 teachers responsible for extra-curricular activities participated in training and the number of participants in student events remained around 100. Partially, the weak involvement might be attributable to the small financial resources of the measure: the measure accounted for only 3% of the funds of the sub-programme in the implementation period. According to the mid-term appraisal recommendation, cooperation between teachers of Estonian-medium and Russian-medium schools and the exchange of information between schools should have been increased in support of the activities of the measure, but not much attention was paid to this in the second implementation period. Surveys indicate that cooperation between schools and teachers is still poor⁶⁷.

The implementers found the measure one of the weakest in the sub-programme "Education." The reason can be attributed to the weak involvement of the target group and the ensuing weak impact on the target group as a whole. Due to the aforementioned the measure did not achieve its objective.

In the future, activities increasing communication between teachers should be carried out if cooperation between schools is to be increased. Longer-term and repeated joint events between schools of different language of instruction, which are based on the common interests of young people, deserve more attention. In connection with the similarity of the activities and objectives the activities of the measure could be integrated into measures I.3 and I.5.

I.5. To establish conditions for non-Estonian students that promote their desire and ability to function as citizens and make conscious decisions about their further studies and working life

Planned budget (2000-2007): 18,472,000 EEK

Funds actually spent: 11,869,087 EEK⁶⁸

Main target group: (non-Estonian) students

Related target groups: teachers, policy-makers, parents, hobby teachers, youth workers

Under this measure activities were financed throughout the programme, while the measure exhausted 64% of the planned budget.

The measure was divided into two sub-measures. Under this first sub-measure it was planned to create civics and multicultural school concepts and supplement them with materials and in the framework of the second sub-measure respective training and information and communication activities were planned.

Table 34. Sub-measures of measure I.5

Sub-measures 2000-2003	Sub-measures 2004-2007
I.5.a. Civics concept, multicultural school concept, materials	
I.5.b. Training, information and communication activities and counselling regarding issues relating to civic and multicultural school	

Source: Implementation plans

The concepts of civics and multicultural school were prepared and respective materials were issued in the framework of the measure. Training was organised for teachers of civics and history and for teachers responsible for extra-curricular activities and project competitions for funding student events were organised.

⁶⁷ *Ibid.*

⁶⁸ According to annual activity reports (2000-2007).

Evaluation of the measure

Schools, especially Estonian-medium schools do not prepare students for communication with other nationalities. Little knowledge and skills of intercultural communication does not allow students to pursue active communication and make them restrained, which may be interpreted by other nationalities as intolerance or unfriendliness. It is important to develop intercultural communication knowledge and skills in school so students are more confident when communicating with students of other nationalities.⁶⁹ Thus, it is important to focus on a more open understanding of history. The given measure focused on teaching history and civics in schools, which makes the measure needs-based and its aim relevant. In addition to the activities implemented in under this measure the aim of the measure was supported by activities aimed at students and training of teachers responsible for extra-curricular activities in measure I.4 and training history and civics teachers under measures I.2 and I.3.

5% of the budget of the sub-programme was spent on the measure. In the early 2000s preparation of the multicultural school concept⁷⁰ was initiated under this measure. It was supposed to be realised though the national curriculum in 2002, but so far it has not been broadly accepted or integrated into teaching system.⁷¹ As for activities aimed at students in four years a Citizen's Day quiz was organised, active discussions and fun in learning history was ensured by project competitions aimed at introduction of the history of the War of Independence and the story of the birth of the Estonian state, and civics. According to the participants the projects were interesting and important, but the need for more extensive involvement of the target group was seen. The organisers pointed out that in the early years of the programme the young people of Estonian-medium schools and Russian-medium schools were not always jointly involved in the projects and a small portion of the entire target group was involved in the joint activities. The funds were split into very small amounts between several project competitions. Small amounts of money had been allocated for the competitions, but these were not sustainable on the administrative side. Teachers of history and civics were involved in various training courses. The summer school for civics teachers was packed with information, but according to the respondents there should have been more opportunities to communicate with teachers of other nationalities. For the purpose of establishment of closer contracts between teachers of different nationalities one participant suggested that the accommodation for the period of the training should have been mixed, i.e. teachers of Estonian-medium schools and Russian-medium schools would have shared rooms.

The measure contributed to a broader treatment of history and greater tolerance between ethnic groups. Since the concepts developed in the framework of the measure have not found any output in the NC and the measure covered only a very small portion of the entire target group of students the measure has not been very successful.

In the future, the principles of cultural diversity should be integrated into the NC and teacher training. Representatives and experts of Estonian-medium and Russian-medium schools as well as experts with international experience⁷² should be involved in the development of the multicultural curriculum. The number of student events allowing for repeated meetings should be increased and more students should be involved in projects increasing tolerance.

I.5.a. Civics concept, multicultural school concept, materials

Planned budget (2000-2007): 4,335,000 EEK

Funds actually spent: 5,704,472 EEK⁷³

Main target group: non-Estonian students and teachers

Related target groups: hobby teachers, policy-makers, the public

Activities of the measure were carried out in all years of implementation of the programme. The activities were financed largely out of the state budget. According to the activity reports the measure exceeded the planned budget by 32%.

⁶⁹ Toots, A., Idnurm, T., Ševeljova, M. Civic culture of young people in transforming society: final report on repeat national survey of civic. (2006).

⁷⁰ http://www.ut.ee/curriculum/orb.aw/class=file/action=preview/id=106967/tonisson_instituut2.pdf, 4.05.09.

⁷¹ http://www.ut.ee/curriculum/orb.aw/class=file/action=preview/id=452911/labivad_teemad_ja_ainekavadearendamine_juhend.pdf and <http://www.ut.ee/curriculum/orb.aw/class=file/action=preview/id=452918/kultuur.pdf>, 4.05.09.

⁷² Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

⁷³ According to annual activity reports (2000-2007).

Planned activities

In the initial implementation plan it was planned to prepare the concepts of civics and multicultural school and to support them with respective materials. In the implementation plan of 2004-2007 the wording of activities planned became more specific, but more difficult to relate to each other. New activities planned included for instance a quiz on civics, a project competition and teacher training, and an international survey of civics.

Table 35. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
5.1 Development and implementation of the concept of civics in the national curriculum	5.18 (5.1) Supplementation of the civic responsibility aspect of the civics concept regarding reasonable health behaviour (development of materials)	Concept of civics
5.2 Diversification of teaching materials of civics and Estica	5.12 Printing and disseminating teaching materials free of charge (examination on the Constitution and Citizenship Act of the Republic of Estonia)	Teaching materials of civics and Estica
5.3 Development of materials supporting a national cultural identity		Development of materials supporting a national cultural identity
5.4 Development of the multicultural school concept	5.17 Co-financing the ESTVA project	Development of the multicultural school concept, training
	5.11 Supporting civics projects, incl. organisation of a Citizen's Day quiz	Supporting civics projects, incl. organisation of a Citizen's Day quiz
	5.13 Teacher training and supplementary training in civics	Teacher training and supplementary training in civics
	5.14. Counselling and coordination of the EPC's civics activities	Counselling and coordination of the EPC's civics activities
	5.15 International civics survey (organisation of the survey, printing questionnaires, printing the final report of the survey, notification)	International civics survey (organisation of the survey, printing questionnaires, printing the final report of the survey, notification)
	5.16 Preparation of the subject syllabus of Estonian as a second language	Preparation of the subject syllabus of Estonian as a second language

Source: Implementation plans

Implemented activities

The planned activities were largely implemented. The concepts of civics and multicultural school were prepared. Various materials on civics and the national identity of different cultures were published. Three project competitions for funding events and materials raising civic awareness and tolerance were organised, supporting 27 projects. A Citizen's Day quiz was organised in five years. Three surveys were carried out and supplementary training for civics teachers was organised. The updating of the civics concept in the new implementation period has not been funded as planned.

Table 36. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Concept of civics	x	X	x	x	x			
Teaching materials of civics and Estica	X	X	x	x	x			
Development of materials supporting a national cultural identity		X	x	x	x			
Development of the multicultural school concept	X	X	x	x	x	x		
Supporting civics projects, incl. organisation of a Citizen's Day quiz				*	*	x	x	
Teacher training and supplementary training in civics						x	x	x
Counselling and coordination of the EPC's civics activities								
International civics survey (organisation of the survey, printing questionnaires, printing the final report of the survey, notification)						x	x	
Preparation of the subject syllabus of Estonian as a second language								

* In these years the Citizen's day quiz was funded, but in the framework of measure I.4.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

The joint evaluation has been given to sub-measures I.5.a and I.5.b under measure I.5.

I.5.b. Training, information and communication activities and counselling regarding issued related civic and multicultural school

Planned budget (2000-2007): 14,137,000 EEK

Funds actually spent: 6,164,615 EEK⁷⁴

Main target group: teachers and students of civics

Related target groups: teachers, policy-makers, parents, hobby teachers, youth workers

Under this measure the activities were financed in all years of implementation of the programme. The measure was financed largely out of the state budget. Only 44% of the planned funds were spent on the measure in the programming period. The biggest difference between the planned and actually spent funds arose from 2007 when 1.3 million EEK was spent instead of the planned 8 million EEK.

Planned activities

Teacher and headmaster training and information and communication activities aimed at students were planned under the measure in the implementation plan for 2000-2003. Through 2004-2007 the activities became more specific, but less bound to one another. The information and communication activities were continued and events for students and translation of an encyclopaedia were added.

Table 37. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
5.5 Supplementary training of teachers and headmasters in civic and multicultural school matters (incl. training plans)	I.5.a .13	Supplementary training of teachers and headmasters
5.6 Development of civic awareness of teachers and students (incl. through events, films, posters, etc.)	5.19 Development of information materials, organisation of seminars for students	Materials and events raising civic awareness
5.7 Supplementary training for teachers responsible for extra-curricular activities and youth workers in civic and multicultural school matters	I.5.a .13	Supplementary training for teachers responsible for extra-curricular activities and youth workers
5.8 Coverage of the integration programme at the Teeviit youth information fair		
5.9 Insuring the availability of information in the database of youth notification and counselling centres	5.20 Improvement of the career counselling system aimed at non-Estonian youth	Counselling and information and communication activities aimed at non-Estonian youth
5.10 Information and communication activities on education opportunities in vocational education institutions		
	5.21 Coordination and counselling of the area	Coordination and counselling of the area
I.5.a.2	5.22 Supporting the publication of Estica, incl. of the 11th Russian volume of Estonian Encyclopaedia	11 th volume of Estonian Encyclopaedia
	5.23 Introduction of the history of the War of Independence and the birth of the Estonian state	Introduction of the history of the War of Independence and the birth of the Estonian state
	5.24 Staging an event in the history of Estonia with the participation of Estonian and non-Estonian students	Staging an event in the history of Estonia with the participation of Estonian and non-Estonian students

Source: Implementation plans

Implemented activities

Most of the planned activities were financed, although the connection with the name of the planned activity was not always very strong. Training courses and seminars for teachers of civics and history

⁷⁴ According to annual activity reports (2000-2007).

were organised under this measure. Teachers responsible for extra-curricular activities in Russian-medium schools were trained as well and a round table was organised and a survey for identification of their training needs was carried out. Information was disseminated at the Teeviit fair and through the Rajaleidja and Delfi portals. The career counselling system was developed through career coordinator training and establishment of a cooperation network. Events were organised for young people from Russian-medium schools, incl. 4 project competitions for introduction of the history of the War of Independence and the birth of the Estonian state, which attracted nearly 1,000 students annually. Also, the 11th volume of Estonian Encyclopaedia was published in Russian. In essence the latter would have been more suitable under measure I.5.a.

Table 38. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Supplementary training of teachers and headmasters	x	x	x*	x*	x			
Materials and events raising civic awareness		x			x			
Supplementary training for teachers responsible for extra-curricular activities and youth workers	x	x	X					
Counselling and notification aimed at non-Estonian youth	x	x	X	x				x
Coordination and counselling of the area								
11th volume of Estonian Encyclopaedia						x		
Introduction of the history of the War of Independence and the birth of the Estonian state						x	x	x
Staging an event in the history of Estonia with the participation of Estonian and non-Estonian students								

* The financier was indicated under the activities, but not any specific budgeted amount.

Source: Implementation plans and annual activity reports

Appraisal of the sub-measure

The evaluation has been given under the main measure jointly with sub-measure I.5.a.

I.6 To create a system for training the children of new immigrants and refugees in order to allow them to obtain education in the Estonian education system

Planned budget (2000-2007): 8,185,000 EEK

Funds actually spent: 6 379 811⁷⁵

Main target group: children of new immigrants

Related target groups: teachers, headmasters, local authority officials, university teaching staff, parents

The measure was added to the programme by the implementation plan of 2004-2007. In the framework of the measure the activities were financed in all four years of the implementation plan. The expenditure amounted to 78% of the planned budget.

Planned activities

Activities for integration of the children of new immigrants into the Estonian education system were planned in the framework of the measure. In the previous implementation period the training activities related to new immigrants and refugees had been implemented under measure I.2.c and a survey on the coping of new immigrant students was carried out under measure I.5.a.

Table 39. Activities of the measure in implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
I.2.c and I.5.a	6.1-6. Creation of a system of training and a curriculum for children of new immigrants and refugees; supporting pilot projects; training	Training system for children of new immigrants and refugees
	6.7. Co-financing of an EU project (new immigrants, social mediation)	New immigrants, social mediation

Source: Implementation plans

⁷⁵ According to annual activity reports (2000-2007).

Implemented activities

Under this measure a document covering educational policy guidelines concerning the children of new immigrants was drafted. Leaflets introducing the education system in Estonian, Russian and English were issued, handbooks for teachers, students, parents and officials were compiled in the framework of the measure. A survey was carried out among local authority officials and headmasters, training courses, seminars, conferences, information days, round tables were organised and study trips to Finland, the Netherlands and Greece were organised for officials, teachers and teaching staff who attend to new immigrants. In the last three years project competitions "Uusimmigrandid Eesti haridusasutustes" (in Eng. "New Immigrants in Estonian Educational Institutions") were organised.

Table 40. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Training system for children of new immigrants and refugees					x	x	x	x
New immigrants, social mediation							x	

Source: Implementation plans and annual activity reports

Appraisal of the measure

The need for preparation of Estonian schools for attending to new immigrants is growing. In recent years 33% of the educational institutions covered by a survey carried out by MindPark OÜ have had contacts with the children of new immigrants.⁷⁶ In the framework of the SIP the issue of new immigrants was attended to briefly under measures I.2 and I.5. In the second implementation period the issue became more important and the activities were combined into this measure.

The aim of the measure was well covered by various activities. The education policy guidelines were developed, the parties were trained and handbooks for the future were compiled. The activities were also supported through information and communication activities. The implementers of the projects who participated in the survey found that the activities were necessary, but pointed out the unsuitability of the approach upon attending to the target group. As of 2007 an alternative has been found for the project-based approach through the general funding model of education: now the amount allocated per study place is higher in Estonian-medium schools if the student has lived in Estonia for less than three years and their native language or previous language of education is not Estonian.

3% of the budget of the sub-programme was spent on the sub-measure. According to EEIS, there were 126 children of new immigrants⁷⁷ in Estonian education institutions in the academic year 2007/2008. Thus, the amounts allocated per child have been considerable (approx. 30,000 EEK). At the same time the measure was preventive, i.e. the activities prepare the schools for the time when this issue becomes more relevant.

All in all, the measure was successful in achieving the objective since support systems for integrating children of new immigrants into the Estonian education system were developed under the measure.

In the future, it is worth considering the establishment of a centre for new immigrants and refugees through which the target group would obtain the right of speak on their behalf (in the beginning in the framework of an existing non-profit organisation).

⁷⁶ Kasemets, L. New immigrants in Estonian educational institutions. (2007).

⁷⁷ Soll. M. Children of new immigrants in Estonian schools (2008), <http://www.opleht.ee/Arhiiv/2008/08.02.08/paevateema/koik.shtml>.

3.1.3 Overall appraisal of the sub-programme

Education is considered one of the most effective tools of integration.⁷⁸ In Estonia educational arrangement is ensured by various relevant acts and other legislation (the Education Act, the BSUSSA, etc.). They also take the educational needs of ethnic minorities into account. The success of the SIP programme in shaping the integration processes through the education system has been evaluated below.

There have been several successful activities in the SIP's sub-programme "Education." Some of the activities which started off as project-based activities have become an integral part of the education system.

Various education initiatives launched in the framework of the SIP have been very successful and become part of the Estonian education system by today. For instance, the language immersion programme has been pointed out in surveys carried out in the area of integration as well as in the interviews and surveys⁷⁹ carried out in the framework of this evaluation. It is argued that the reasons for programme's success include exhaustive management and involvement of various parties (officials, headmasters, teachers, students, parents, etc.) throughout the programme. By 2007 a total of 3,983 children had participated in the language immersion programmes. As of 2007 the tuition fee per student studying in a language immersion class is 20% higher than the cost of a student place in an ordinary class, which increases the sustainability of the activity and is beneficial in the longer-term.

Development of the methodology and materials for teaching Estonian is considered an important achievement of the SIP in the area of education. Many developed methodologies are still in use and some of them have moved on to university programmes. Methodical materials designed for teachers and teaching materials have been regularly updated.

Another achievement of the SIP lies in the organisation of teachers and trainers of Estonian as a second language: the Association of Teachers of Estonian as a Second Language was founded and it organised regional training for teachers.

The success of the programme has been curtailed by the fact that in the early years of the programme insufficient attention was paid to the target groups who usually learn languages the most effectively.

Based on decisions made at the political level it was planned on introducing teaching of subjects in the Estonian language at the upper secondary school level, which resulted in paying attention to students in their final years in the basic school and to the upper secondary school level in the early years of the programme. At the same time learning is more effective in younger age groups⁸⁰ and the results would probably have been better if the language teaching focus had been very clearly on preschool and basic education from the start, thus ensuring better preconditions for the transition to learning subjects in the Estonian language in upper secondary school⁸¹. At a later stage of the programme the focus was shifted more towards primary and basic education. This is shown by the fact that approx. 70% of the funds spent on preschool child care institutions were spent after 2004.

The language is an important means of integration, but other integration-supporting measures in the sub-programme "Education" were left without sufficient attention besides the language policy values.

The success of integration does not depend solely on the Estonian language skills of the people who live here, but mostly on demographic, social and economic policy factors.⁸² Although the sub-

⁷⁸ Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

⁷⁹ E.g. Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005); Vare, S. Language immersion as the key to integration: collection of materials (1999)

⁸⁰ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2006:0481:FIN:ET:PDF>, 5.05.09.

⁸¹ Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

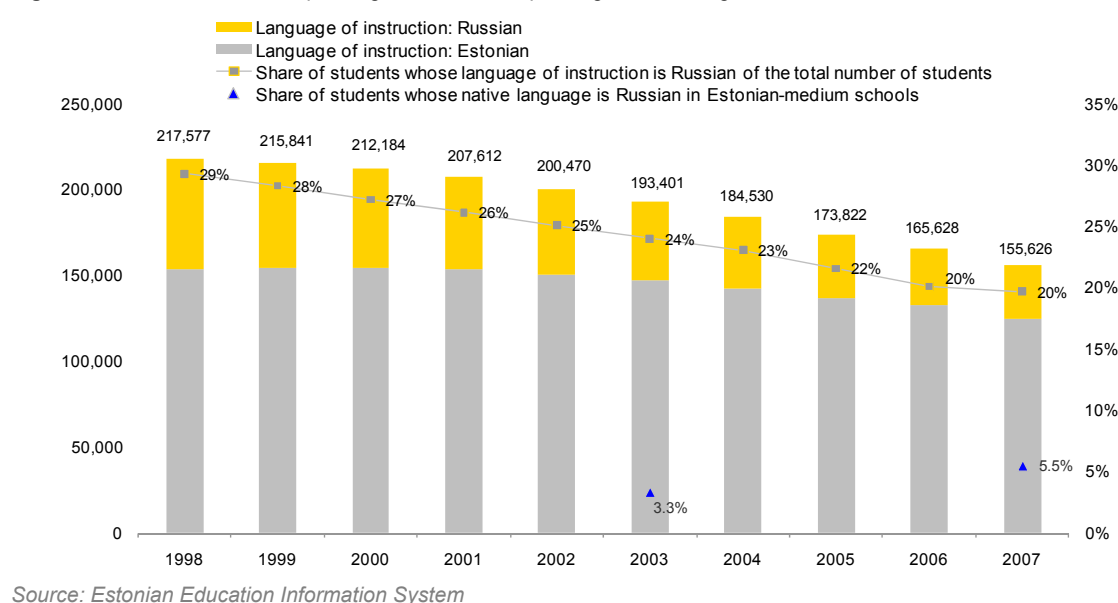
⁸² Laius, A., Valdmaa, S., Läänemets, U. Results of survey "Multiculturalism and transition of the multicultural school to bilingual teaching." (2001).

programme “Education” was not limited merely to language training – for instance, family teaching and language camps involving communication, shaping of attitudes, understanding differences and shaping tolerance were organised – the evaluators find that the volume of such activities was too small. Thus, approximately 65% of the budget of the sub-programme was aimed at language training and 35% on activities which, in addition to language training, used other integration-supporting measures.⁸³ Most of the latter comprised family teaching and language camps.

Given the rising number of Russian-speaking students studying at Estonian-medium schools, the SIP could have paid more attention to resolving integration-related problems in Estonian-medium schools.

The following figure shows that the number of students studying in Russian decreased during the SIP period from 28% to 20%, i.e. by over one fourth, while the number of students studying in Estonian rose. In the academic year 2006/2007 17% of the students whose native language was not Estonian studied in Estonian-medium schools or language immersion classes.⁸⁴

Figure 2. Number of Russian-speaking and Estonian-speaking students in general education schools



In a situation where the number of students of Russian-medium schools is decreasing and the share of students whose native language is Russian in Estonian-medium schools is rising measures are needed for adaptation to the changing situation.

The move of Russian-speaking students to Estonian-medium schools has created the need to prepare the latter for cultural diversity. Estonian-medium schools did receive some attention under the SIP, but in total the activities involving Estonian-medium schools accounted for only approx. 10%⁸⁵ of the budget of the sub-programme. The activities which partially involved Estonian-medium schools included joint subject competitions and student events, teacher training, exchange projects and curriculum development, but in the framework of these activities the involvement of Estonian-medium schools remained weak. With the introduction of the measure for new immigrants in the programme Estonian-medium schools started to receive more attention in the second implementation period.

The lack of teachers and the language proficiency problem were not resolved.

According to the EEIS, there were positive changes in the qualifications of the teachers of Russian-medium schools during the SIP period. The share of teachers having higher education in teaching and special pedagogical education has increased considerably. Nevertheless, various surveys⁸⁶ have

⁸³ The remaining 5% of the budget of the sub-programme was spent on renovation of schools.

⁸⁴ <http://www.rahvastikuminister.ee/public/Haridus.pdf> p. 2, 29.04.2009

⁸⁵ According to annual activity reports (2000-2007).

⁸⁶ Kirss, L., Vihaelem, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

referred to the poor knowledge of the Estonian language among teachers of Russian-medium schools. The Language Inspectorate has carried out several inspections in Russian-medium schools and the results indicate that the knowledge of the Estonian language among most of the teachers of the Russian-medium schools does not comply with the established requirements. In 2006 the knowledge of the Estonian language of 950 teachers of Russian-medium schools was examined and 832 of them did not comply with the requirements.⁸⁷

Table 41. Education level of teachers

Education level	In total in Estonian-medium and Russian-medium schools		In Russian-medium schools	
	1998/1999	2007/2008	1998/1999	2007/2008
Special pedagogical higher education	60%	85%	45%	90%
Higher education	77%	93%	82%	95%
Secondary education	5%	0,9%	2%	0,3%
Pedagogical education	78%	92%	59%	98%

Source: EEIS

Russian-medium schools see the lack of teachers who have the required knowledge of Estonian as an increasing problem in the transition to teaching subjects in Estonian. The SIP has organised various training courses for development of the language skills and qualifications of teachers, but these have not been very systematic: at times there was competition between various activities for the target group and the same more active teachers participated in the training and a certain, less active part of teachers were left out. According to the interviewees and focus groups, the teacher training did not take the different levels of language proficiency of the teachers into account. Therefore the training remained inefficient for a large portion of the participants.

3.1.3.1 Have the objectives of the programme been covered by the measures and activities set out in the implementation plan?

The objectives of the sub-programme were as follows:

- ▶ Basic school graduates will be socially competent and possess medium-level knowledge of the Estonian language
- ▶ Adolescents who have acquired a secondary-school education possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication and are able to study in the Estonian language.⁸⁸

The objective was quite well covered with activities related to language training while the volume and scope of the activities aimed at increasing social competence remained small, especially considering the ambitiousness of the objective. The wording of the objectives of the sub-programme left vocational and higher education institutions out of the target groups, although under measures I.2, I.3 and I.4 activities were aimed these target groups as well. .

3.1.3.2 Have the target groups of the programme been covered by the measures and activities of the implementation plan?

The sub-programme “Education” as a whole was able to involve most of the Russian-medium, but only a small share of Estonian-medium schools was involved. The following section gives an overview of the activities of the sub-programme by the levels of education. Not all the target groups were sufficiently involved in the programme, but one has to take into account the amount of funds -with the amounts allocated it was not possible to cover all the needs of the target groups.

⁸⁷ <http://www.keeleinsp.ee/?menu=34&news=416>, 3.05.09.

⁸⁸ SIP 2000-2007.

Preschool education

Under the SIP nearly 8% of the funds of the sub-programme “Education” were aimed at preschool child care institutions. As of the start of the programme preschools were not considered a important target group of the SIP, but in the second implementation period the situation changed and preschools were more involved in the activities. According to the implementers, by the end of the programme opportunities for learning Estonian language and culture were created in 80% of Russian-medium child care institutions. Thus, eventually the programme was able to cover a large share of the target group of preschool education.

Basic education:

Approximately 50% of the funds of the sub-programme “Education” were aimed at basic schools⁸⁹ and the support of the language immersion programme accounted for over 50% of these funds. Although in the course of the appraisal no comprehensive information about how many students of Russian-medium schools had been involved in all SIP activities could be obtained, the implementers claimed that the majority of the basic schools had been involved. By 2007 nearly 14% of students of Russian-medium basic schools had been involved in one of the most successful activities of the programme, the language immersion programme. The activities remained less comprehensive with regard to the remaining target group. Thus, it may be said that the whole target group was not sufficiently covered with the activities.

Secondary education

Nearly 30%⁹⁰ of the budget of the sub-programme was aimed at secondary education. Partially, the target group was affected by activities aimed at basic school, because some of the basic school students reached the upper secondary school level during the programme and the teachers trained were often the same in basic school and in upper secondary school. Through teacher training and teaching materials the programme involved a larger portion of the target group. The transition to teaching in Estonian which commenced at the end of the programme involved all Russian-medium upper secondary schools. Owing to this the target group has been covered with activities.

Vocational education

The share of vocational education in the budget of the programme was nearly 10%. In the first implementation period little attention was paid to vocational education, but the target group was attended to more systematically in the last years of the programme. The programme involved intensively only a small portion of the target group: during the programme nearly 500 students participated in vocational school student exchange programmes (including students of Estonian-medium schools); in addition, vocational language teaching was attended to more intensively only in selected specialties. Thus, the target group was not sufficiently covered. At the same time it must be taken into account that according to the objectives of the sub-programme, vocational schools were not a priority target group of the SIP.

Higher education

The higher education target group was not a priority target group of the SIP. Approximately 2% of the funds of the sub-programme were allocated to the target group. The only measure applied in higher education was the extra year for studying Estonian. In 2007 it was possible to study in Russian-medium study group in 16, i.e. approximately half of the higher education institutions. The number of Russian-medium institutions was the highest among private institutions of professional higher education (one can learn in Russian in 8 out of 11 institutions, including only in Russian in three institutions). Out of eight state institutions of professional higher education there are Russian groups only in one and only one state vocational education institutions offers teaching in Russian. According to the survey, the model of one-year intensive teaching of the official language has not been implemented well in universities and therefore the target group cannot be considered as covered by the activities.⁹¹

⁸⁹ Since at times it was difficult to differ between activities aimed at basic school from the activities aimed at secondary school in the activity reports and some of the activities were aimed at general education as a whole, the given percentages are indicative and the actual emphasis regarding basic and secondary education may differ.

⁹⁰ See previous comment

⁹¹ Kurvits, T. Higher, education, teaching in Russian and teaching the official language in Estonia. MER (2008).

3.1.3.3 How successful and economical have the measures set out in the implementation plan been?

Projects of different resource-output ratio have been implemented. More successful activities were usually also more expensive. When comparing two successful activities of the programme – the language immersion programme and extra-curricular language training projects – the cost per student in the family teaching and language camp projects was approximately 2,200 EEK in comparison with the 16,500 EEK in the language immersion programme. At the same time extra-curricular language teaching projects involve the child for only a short period of time, while in the language immersion programme children participate intensively over several years.

Language immersion programme

In March 2000 a four-year joint project of the Estonian Ministry of Education and the Toronto District School Board was launched with the support of the Canadian International Development Agency. The project was joined by the Vaasa University and the Finnish National Board of Education. In September 2000 five classes of students of the first form (134 students) in four general education schools commenced work following the principles of early language immersion. By 2007 late language immersion programmes and preschool language immersion programmes had been added, involving by the end of the SIP period 3,240 basic school students and 743 preschool students.

The language immersion programme accounted for approximately 28% of the expenditure of the sub-programme "Education." In comparison with other activities of the sub-programme "Education" the costs of the project per child were high – nearly 16,500 EEK per child. A large portion of the funds was spent on developing the language immersion programme. Once more students join, the expenditure per student will fall. Owing to sufficient resources, enthusiastic implementers and international experience the language immersion programme has become a successful example of the sub-programme "Education." Management of the programme from a single centre has added to the success of the programme.

The language immersion programme has covered various target groups and students, education officials and parents had their role in its development in addition to teachers. The developed methodology and materials have crossed the borders of the programme. The activities of the programme have been effective. The sustainability of the language immersion programme is indicated by the fact that it has been transferred from external funding to state funding, the language immersion student has been added to the Estonian Education Information System as a separate classifier on the basis of which the state funds students via a higher tuition fee.

Sources: www.kke.ee, 3.05.09, Language Immersion Centre: seven years of experience. LIC. 2007, Annual activity reports of the SIP, Language Immersion Centre

The preparation of teachers for the transition to teaching subjects in Estonian in upper secondary school and the results of the civics education measure have been less effective in the framework of the sub-measure. Among other things, concepts of civics education and multicultural school⁹², which should have found an output in the national curriculum updated in 2002, but it did not, were prepared under the auspices of civics activities. The reason for the low effectiveness of the activities lies among other things in the absence of follow-up activities and late start. Therefore, the activities have been less economical, although less resources were used as well.

⁹² Laius, A, Valdmaa, S., Läänemets, U. Results of survey "Multiculturalism and transition of the multicultural school to bilingual teaching." (2001).

Preparation of teachers for transition to teaching in Estonian in upper secondary school

In the BSUSSA adopted in 1997 it was noted that the transition to teaching in Estonian at the upper secondary school level shall begin not later than in the academic year 2007/2008. The exact procedure for the transition was provided for by a regulation of the Government of the Republic in June 2007.

Partially in connection with the instability of the political decisions and the belatedness of the required legislation the measures for preparation of the transition, incl. teacher training were taken too late. More intensive preparation of teachers commenced in 2005.

In the last three years of the programme over 700 teachers of the transition subject participated in training and approx. 6 million kroons was spent on this training. According to the interviewees, focus groups and respondents of the survey, the different levels of language proficiency of the teachers were not always taken into account in the training. The poor preparation of teachers for the transition is confirmed by the results of the inspection carried out by the Language Inspectorate: 87% of the teachers inspected in 2006 did not comply with the language requirements established. Therefore the activities for preparation of teachers may be considered of little effectiveness for the transition.

Sources: <http://www.keeleinsp.ee/?menu=34&news=416>, 3.05.09, Annual activity reports of the SIPs, Vene koolide valmisolekust üleminekuks eesti õppekeelega gümnaasiumile 2007. aastal. Vare. S. 2006

A more detailed evaluation of the success of the activities has been given in section 3.1.4. In conclusion it can be said that the activities were, when looking separately, mostly successful. What was lacking was primarily consistency, because often the activities were one-off or only a portion of the target group was involved. The activity-based approach was used instead of the target group-based approach and it did not allow for attainment of results that would be permanent from the point of view of the programme's objectives. The activity-based approach might create a situation where one person may end up on only one training course in a five-year period, while another person undergoes similar training five times. It may also be a problem that participants are not provided with any follow-up training or they are not supported in creating the communication environment required for the use of Estonian. Instead of the activity-based approach it would be better to offer connected activities to one target group.

3.1.3.4 Have the measures realised in the framework of the implementation plan been sustainable with regard to the activities?

The activities have largely been sustainable, because the developed teaching materials and programmes are still used. Some of specific courses that were developed have been added to higher education institutions' supplementary training, open-university programmes or basic studies. Some of the initially project-based activities have been integrated as a part of overall funding of education. There is room for improvement in taking advantage of the results of the activities in one stage of study to other stages of study.

The programme had a lot of project-based elements. To ensure the sustainability of the programme and the activities, contracts should be made for a longer term.⁹³ This would increase the applicants' feeling of security and reduce the implementers' administrative burden. According to various implementers, the management of the programme and the implementation of activities have become too separated, because the main focus is on organisation of procurements and project competitions and less time is left for substantive guidance of activities.

The experience of the language immersion programme shows that complex support of activities produced good results. Involvement of various parties and consideration of various aspects of the activity (e.g. upon publication of a book to ensure its dissemination and offer additional opportunities for using it in lessons) ensures success (sending the book to libraries does not ensure its use).

⁹³ In the framework of foreign assistance programmes multiannual contracts have sometimes been made, but they could be used more extensively, for instance upon organisation of language camps (see the recommendation under evaluation of measure I.1).

3.1.4 Has achievement of the objectives of the sub-programme been successful in the course of implementation of the programme and the implementation plan?

Upon evaluation of achievement of the objectives, the objectives and the possibilities of measuring their achievement have been analysed and thereafter an estimate of achievement of the objectives has been given, analysing the factors which have contributed to or impeded attainment of the objectives.

Objective A: Basic school graduates will be socially competent and possess medium-level knowledge of the Estonian language

The measure of the knowledge of the language is set to the intermediate level of language proficiency as specified in the objective, while successful passing of the examination taken at the end of basic school (at least 60 points) corresponds to the certificate of the basic level of language proficiency.⁹⁴ Thus, evaluation of the achievement of the objective through the results of the final examination is inexact.

Since the measures of SIP 2000-2007 attempted, among other things, to prepare for the transition to teaching Estonian in upper secondary school⁹⁵ which commenced in 2007, when evaluating the language proficiency of basic school graduates this report also discusses the preparedness of the graduates for the transition to learning Estonian in upper secondary school.

Since there are no direct measures for evaluation of the social competence of basic school graduates, the evaluation of social competence is approached through teaching civics and history in school, through civic education and discussing the aspects of multiculturalism in school subjects.

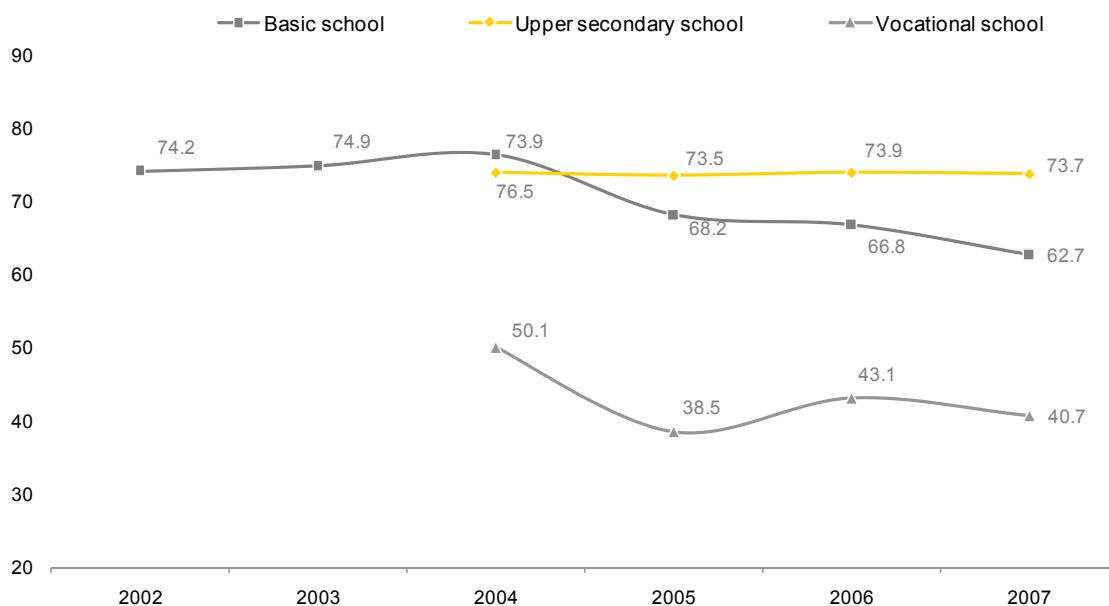
Looking at the examination results it can be seen that the basic school graduates' results of the examination of Estonian as a second language have to some extent worsened in comparison with 2004. According to the focus groups, the reason for the setback may lie in the fact that more capable students have gone to Estonian-medium schools as well as in certain changes in the way the examination is arranged. In the NEQC's analysis of the examination of Estonian as a second language in the academic year 2004/2005 it is concluded that poorer results in comparison with previous years do not necessarily indicate that the language proficiency is deteriorating, but rather refer to a rise in the quality of the examination (i.e. in comparison with previous years the exercises were somewhat more diverse, which reduced the possibility to pass the examination by learning certain aspects and topics by heart and the examination reflected achievement of the objective better).⁹⁶

⁹⁴ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

⁹⁵ Supporting the transition to teaching in Estonian at the upper secondary level is not directly reflected in the objectives established, but some of the measures and activities planned in the sub-programme and their objectives are aimed at supporting the transition. This is especially clearly expressed in the name of measure I.1.a of the second period "Transition to teaching in Estonian" as well as in teacher training – in training the priority were the teachers of subjects that were in particular affected by the transition.

⁹⁶ Hausenberg, A.-R., Saarso, K. Estonian as a second language. Analysis of basic school final examination. (2005).

Figure 3. Graduates' average results of the examination in Estonian as a second language 2004-2007



Source: National Examinations and Qualifications Centre

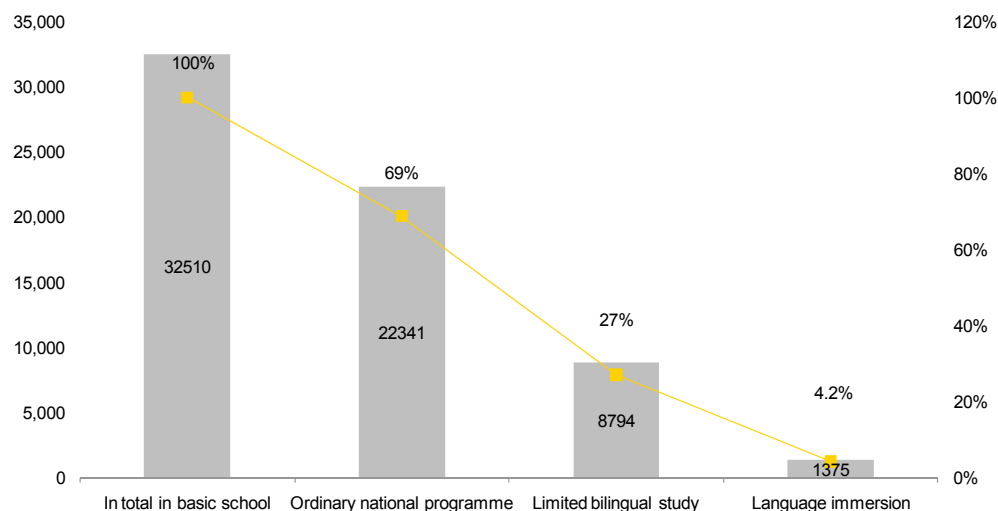
Since in 2007 the average result of those who passed the examination was 62.7 points, which barely exceeded the level required for passing the examination of the basic level of language proficiency, the level of proficiency of basic school graduates cannot be deemed to meet the objective of the SIP, i.e. the intermediate level of language proficiency.

When assessing the preparedness of the basic school graduates for the transition to learning in Estonian in upper secondary school, it can be said that not all basic school graduates were sufficiently prepared for the transition. In 2006 Silvi Vare came to the conclusion in her article that "... most of the Russian-medium schools are not sufficiently prepared for commencement of the transition to the Estonian-medium upper secondary school in 2007. The organisation of study and the national curriculum do not ensure such a level of proficiency of Estonian which would allow graduates of Russian-medium basic schools to continue their studies in Estonian."⁹⁷ In the academic year 2004/2005 approximately one quarter of the seventh form, i.e. one fourth of the students who were to start to learning subjects in Estonian were learning subject in Estonian⁹⁸ (Figure 4). According to the focus groups, interviewees and the aforementioned survey, earlier participation in learning subjects in Estonian is the crucial factor in dealing with Estonian-language subject teaching in upper secondary school. When comparing the number of basic school students who participated in subject teaching in the light of the results of Estonian as a second language, most of the basic school graduates were not sufficiently prepared for Estonian-language teaching of subjects at the upper secondary school level. Thus, the programme did not achieve the objective of the level of language proficiency of basic school graduates.

⁹⁷ Vare, S. About the preparedness of Russian-medium schools for transition to teaching in Estonian in upper secondary schools in. (2007).

⁹⁸ *Ibid.*

Figure 4. Division of Russian-medium basic school students between different forms of language learning

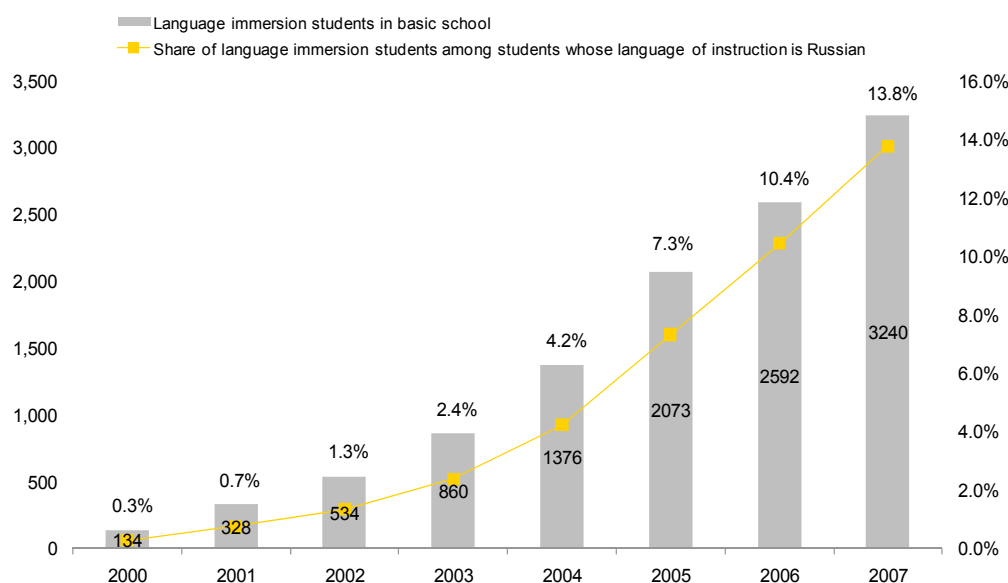


Source: Vare, S. *About the preparedness of Russian-medium schools for transition to teaching in Estonian in upper secondary schools in 2007.*

However, one cannot conclude that the SIP activities did not improve the language proficiency, because the impact of the changes made in the last years of the programme or with regard to earlier stages of study have not emerged among the basic school graduates yet. One has to take into account the fact that the transition to teaching in Estonian is gradual and the desired 60-percent Estonian-language subject teaching will be implemented in full by 2011 when five compulsory subjects and subjects chosen by the school should be taught in Estonian at the upper secondary school level. By that time most of the students who received attention in the framework of the programme have become basic school graduates.

The level of language proficiency has been improved in the framework of the SIP by the language immersion programme, extra-curricular language training projects, teacher training and improved teaching materials and methodologies. Language immersion has been one of the success stories in developing language teaching in basic school further. The language immersion programme has developed rapidly during the SIP period and been able to attract more and more students (see Figure 5). By 2007 the share of language immersion students amounted to 13.8% of the number of basic school students.

Figure 5. Number of language immersion students in basic school (early and late language immersion) and their share of Russian-medium basic school students



Source: Language Immersion Centre: seven years of experience; the Statistical Office

However, the activities implemented under the SIP have not been able to cover all the Russian-medium basic schools, which means that the measures have not been able to ensure an evenly high level of language proficiency at the basic school level.

Surveys have indicated that the social competence of young people has risen slowly, owing to the improved level of proficiency of Estonian and the structure of school curricula, which prepares people for functioning in Estonian society.⁹⁹ The behavioural patterns of Estonian and Russian youth have converged, but notable differences remain. Estonian society has not become a strong socialisation advocate for a large portion of non-Estonians.¹⁰⁰

The role of teaching history and civics departing from the principles of cultural diversity in the integration process has received little attention. Multicultural teaching lies in cultivation of independent thinking through integrating active discussions into teaching history, allowing students to participate in shaping the narratives.¹⁰¹ In Estonia, history teaching is rather passive and lecture-based. There are differences¹⁰² in the treatment of history by Estonians and non-Estonians, which may be caused by the fact that the treatment of history in schools does not contain any narrative of the minorities; the leading narrative sees non-Estonians only as occupants. Making teaching history mono-perspective has not supported social inclusion.¹⁰³

Excluding minorities from the historic community limits the possibilities of a shared future and creates a fruitful soil for conflicts. In order to make teaching history support integration it should certainly acknowledge alternative historic narratives so people with different experiences can also see themselves as a part of the historic community¹⁰⁴. Openness and refraining from imposing one version of history supports promotion of the democratic civic culture among students^{105, 101}. It may be concluded on the basis of the aforementioned that through 2002-2007 there has not been a conceptual shift in the principles of teaching history.

In the sub-programme "Education" the SIP has approached the topic of civic education and cultural diversity first of all through the activities of measures I.2 and I.5 in the framework of which teachers of history and civics were trained and the concepts civics and multicultural school were developed. However, the process of updating the history curriculum had not come to an end¹⁰⁶ by the end of the programme and some of the results of the SIP activities are not reflected in the learning system.

All in all it may be said that the language proficiency of the basic school graduates of Russian-medium schools does not correspond to the intermediate level of language proficiency and is insufficient for the transition to teaching subjects in Estonian at the upper secondary school level. The language proficiency among the graduates is inconsistent due to a different volume of Estonian-language subject teaching in schools. Basic school graduates are in general aware of the principles how Estonian society functions, but there is a lack of a more open treatment of history and mutual understanding. Therefore the aim of objective A has not been achieved.

Objective B: Adolescents who have acquired a secondary-school education possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication and are able to study in the Estonian language.

As regards secondary education the objective is language-centred, containing on the one hand the ability to study in Estonian and on the other hand striving for a sufficient level of language proficiency for everyday and work-related communication.

⁹⁹ Integration monitoring, (2008); Vihalemm, T. Language skills and attitudes. (2008)

¹⁰⁰ Toots, A., Idnurm, T., Ševeljova, M. Civic culture of youth in society: final report of national repeat survey of civic education (2006).

¹⁰¹ Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

¹⁰² Vetik, R. Identity problem in integration: finding the appropriate proportion between harmonisation of the public sphere and preservation of the differences of the private sphere (2006)

¹⁰³ Ahonen, S. Politics of Identity through History Curriculum: Narratives of the Past for Social Exclusion or Inclusion? (2001)

¹⁰⁴ *Ibid.*

¹⁰⁵ Kirss, L., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey. Part II. Educational integration. (2008)

¹⁰⁶ *Ibid.*

In this report the analysis of the level of language proficiency of secondary school graduates is approached through the results of the secondary school final examination of Estonian as a second language and the preparedness of the secondary school graduates to enter Estonian-language studies in a higher education institution. Another aspect under observation is the results upon transition to teaching subjects in Estonian. It is an important factor in developing the language skills of secondary school students.

The students who pass the upper secondary school final examination in Estonian as a second language are expected to have the level of language proficiency, which allows for continuing their studies in an Estonian-medium higher education institution or compete successfully in the labour market.¹⁰⁷ However, the level of proficiency of Estonian of many non-Estonian graduates of general education schools is insufficient for that. Upper secondary school graduates are expected to have the intermediate level of proficiency of Estonian (60 points in the state examination), but one can graduate from upper secondary school if one gets at least 20 points.¹⁰⁸

The examination results do not refer to notable changes in the level of language proficiency of upper secondary school students. The results of the examination of the official language have remained virtually unchanged in recent years (see Figure 3). The results of upper secondary school graduates are considerably better than those of the graduates of other educational institutions (vocational education institutions, adult upper secondary schools). The average results in 2007 were 63 and 42, respectively. Graduates of other educational institutions accounted for 1/3 (1,572) of those who took the examination.

Nearly 58% of all those who acquire secondary education pass the 60-point threshold and fulfil the requirement of the intermediate level of language proficiency. The 80-point threshold, which in reality complies with the substantive requirements of public universities, is fulfilled by approximately 30% of those who take the examination of the state language.¹⁰⁹

“Various higher education institutions where a minimum requirement of the proficiency of the official language has been established upon admission to Estonian-medium programme do not enable students to commence intensive study of the state official language (no language teaching has been organised) or to pursue bilingual studies for the purpose of improvement of the language proficiency. Thus, not all students regardless of their proficiency of Estonian but meeting all other conditions can choose their higher education institution and specialty¹¹⁰.”

The inequality arising from the language proficiency is reflected also in non-Estonians' perceptions of the equality of education opportunities in Estonian. Only 31% of Russian-speaking respondents with Estonian citizenship, 23% of respondents with Russian citizenship and 14% with undetermined citizenship regarded the availability of higher education equal with Estonians.

¹⁰⁷ Mere, K. State examinations in language subjects. (2006).

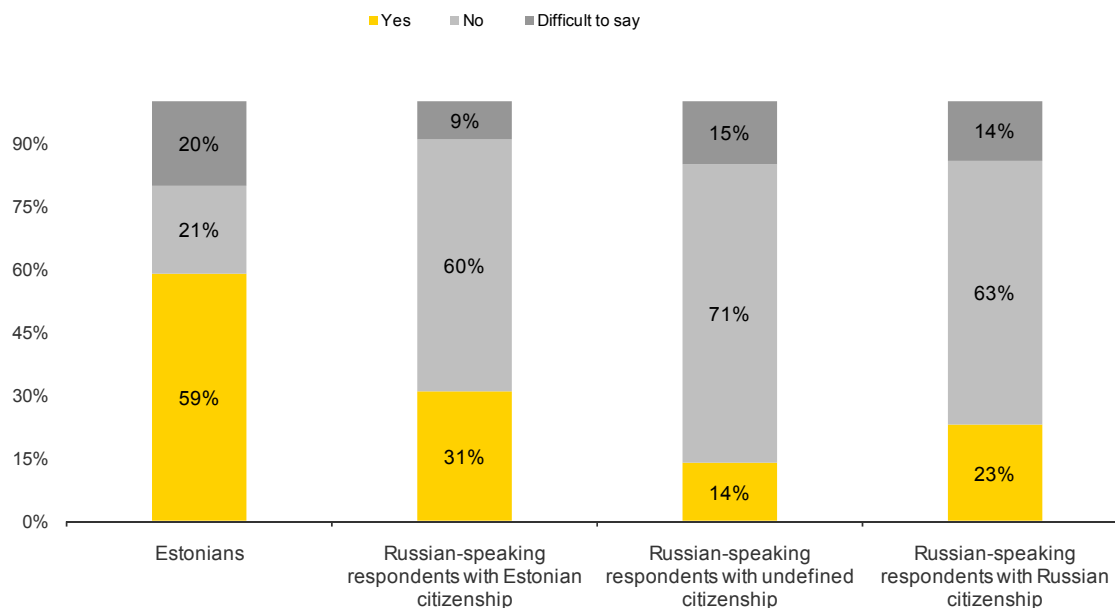
¹⁰⁸ Development Strategy of the Estonian Language 2004-2010.

¹⁰⁹ Kurvits, T. Higher, education, teaching in Russian and teaching the official language in Estonia. MER (2008).

¹¹⁰ *Ibid.*

Figure 6. Perceptions of equality of education opportunities among Estonians and non-Estonians

Do you think that in Estonia higher education is equally available to Russian-speaking youth in comparison with Estonian youth?

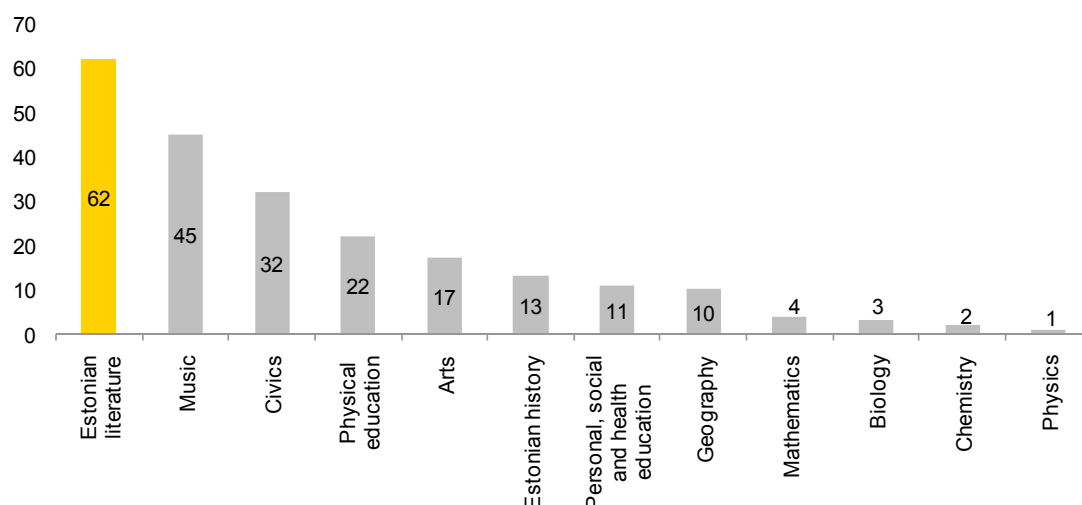


Source: *Integration Monitoring 2008*

Attainment of the required level of language proficiency in upper secondary school has been impeded by the fact that subject teaching has been primarily Russian-based. This has not ensured sufficient volume of teaching and Estonian-language environment in school. Some teachers, including some teachers of Estonian did not master the Estonian language sufficiently to perform their duties¹¹¹. With commencement of the transition to teaching subjects in Estonian the situation has started to change. In spite of problems of preparing for the transition, teaching in Estonian commenced with teaching Estonian literature in the academic year 2007/2008. Gradual transition to teaching in Estonian has been planned in 5 subjects by 2011 plus subjects chosen by schools. By academic year 2008/2009 Estonian literature and music or civics will be taught in Estonian in all 62 Russian-medium upper secondary schools. Additionally, a number of other subjects are currently taught in Estonian (see Figure 7).

¹¹¹ Development Strategy of the Estonian Language 2004-2010.

Figure 7. Teaching compulsory subjects in Estonian in Russian-medium upper secondary schools



Source: MER (2009)

It is too early to draw any conclusions regarding the quality of teaching subjects in Estonian, because the respective analysis is in process. So far lessons have been inspected by employees of the Department of Education of National Minorities of the MER¹¹² who find the quality of teaching good (obviously, the quality is different in the case of different subjects in different schools). Regional centres of methodological counselling were launched in the academic year 2008/2009 (in Narva, Kohtla-Järve, Tartu and Tallinn). Their aim is, among other things, to map the quality of teaching. According to the Ministry, the teachers who teach subjects in Estonian have the respective language and subject qualifications.

The SIP has approached improvement of the language skills at the upper secondary school level first of all through teacher and headmaster training and teaching materials. The effectiveness of the activities in upper secondary school has been reduced by the uneven language proficiency of basic school graduates.

The level of language proficiency of a large share of secondary school graduates (approximately 40%) does not comply with the requirements of the intermediate level. Only some 30% of those who take examination fulfil the 80-point language requirement established for admission to many public universities¹¹³. Thus, the language skills of a large share of upper secondary school students are not sufficient for everyday and work-related communication and continuation of studies. A certain rise in the language proficiency may be expected in connection with commencement of the transition to teaching subjects in Estonian at the upper secondary level which the activities of the SIP have been focused on, but by the end of the programme the objective had not been achieved.

¹¹² According to the statutes of the Department of Education National Minorities, the aim of the activities of the department is to ensure planning and implementing the education policy and organisation of studies of national minorities and to support the adaptation of national minorities in the Estonian-language environment through education.

¹¹³ Kurvits, T. Higher, education, teaching in Russian and teaching the official language in Estonia. MER (2008).

3.2 Sub-programme II “The education and culture of ethnic minorities”

3.2.1 Overview of sub-programme

Objective: Ethnic minorities have opportunities to acquire education in their native language and preserve their culture.¹¹⁴

Description

The sub-programme has been divided into 4 measures. Activities under three of the measures were planned in both periods (both from 2000 to 2003 and from 2004 to 2007). Under measure II.4 the activities were planned only for 2003, but in reality no activities were implemented according to the activity in the framework of this measure.

The following measures belong to the sub-programme:

- II.1. To raise the awareness of cultural differences in Estonian society, to expand the opportunities of the ethnic minorities residing in Estonia to preserve their linguistic and cultural character, and increase their knowledge of Estonia
- II.2. To support the preservation of the languages and cultures of ethnic minorities through the activities of ethnic cultural societies, art collectives and Sunday schools
- II.3. To support cooperation between ethnic cultural societies and their cooperation with the state
- II.4. To support the activities of new basic schools operating in the native language

Funding

Implementation plans: A total of 16,657,200 EEK had been planned for the measures of sub-programme “The education and culture of ethnic minorities” in the implementation plan of 2000-2003 (including 12,547,200 EEK from the state budget and 4,110,000 EEK from foreign assistance). For 2004-2007 a total of 22,472,000 EEK had been planned for the measures of the sub-programme, which were funded entirely from the state budget, no foreign assistance was foreseen for the activities of the sub-programme for the second programming period. A total of **39 million EEK** had been planned for the activities of the sub-programme under the implementation plans. Nearly 90% of the activities of the sub-programme were to be funded from the state budget (i.e. slightly over 10% of the foreign assistance).

Reality: Activities were funded under the sub-programme in the amount of **37,156,052 EEK**, i.e. an amount that is nearly 2 million EEK smaller than provided in the implementation plans (95% of the planned funds was spent). In addition it must be mentioned that the educational and cultural life of ethnic minorities has been supported by the state and local authorities in the form of other activities not specified in the programme.

Table 42. Funding sub-programme II

Measure	Planned	Actual	Budget implementation percentage	Share of measure in sub-programme
Measure II.1	5,745,400	9,359,957	163%	25%
Measure II.2	32,436,800	27,425,130	85%	74%
Measure II.3	897,000	370,965	41%	1%
Measure II.4	50,000	0	0%	0%
TOTAL	39,129,200	37,156,052	95%	100%

Source: Implementation plans and annual activity reports

¹¹⁴ SIP 2000-2007.

Target group

The direct target group of the sub-programme contains national minorities and ethnic minorities, but activities are carried out for the entire population of Estonia in order to achieve the objectives of the sub-programme.

Responsible Institutions /implementers

According to the programming documents, the responsible institutions of the sub-programme include the Ministry of Education and the Ministry of Culture. The main implementers of the activities carried out under these measures of the sub-programme were, according to the implementation plans, IF, CMB, MER and OMPEA.

3.2.2 Appraisal of the measures of the sub-programme

II.1. To increase the awareness of cultural differences in Estonian society, to expand the opportunities of the ethnic minorities residing in Estonia to preserve their linguistic and cultural characteristics, and increase their knowledge of Estonia

Planned budget (2000-2007): 5,745,400 EEK

Funds actually spent:¹¹⁵ 9,359,957 EEK (+ part of 1,594,666 EEK, which was spent on measure II.1 and II.2 in total in 2007)

Key target groups: ethnic minorities, the whole of Estonian society

No activities were carried out in the framework of the measure in 2005 or in 2006 and in 2003 and 2004 only one activity of the measure was funded. Although several planned activities were not implemented or they were implemented to a smaller extent than planned, nearly two times more funds were spent on the activity than initially planned.¹¹⁶ The highest additional costs included supporting the Russian theatre and ordering more foreign periodicals than planned in 2001.

Planned activities

According to the implementation plan the following activities were to be implemented in the first programming period under this measure:

- 1.1 Commissioning research on development of the multicultural model
- 1.2 Development of materials introducing Estonia's cultural diversity (history, culture, Estonians, ethnic minorities)
- 1.3 Ordering foreign periodicals from the countries of origin of the ethnic minorities
- 1.4 Education programmes in museums
- 1.5 Acquisition of interpretation equipment for the Ida-Viru County Government for interpreting Estonian plays and events into Russian; interpretation of plays and events
- 1.6 Preparation of materials on local history

According to the implementation plan for 2004-2007, only the commissioning of research will be continued in 2004, 2006 and 2007. The implementation plan does not stipulate any funding of research for 2005.

All in all, only carrying out research has been planned throughout the programme under this measure, for it is funded in all years (except for 2000 and 2005). Other activities foreseen in the first implementation plan will not continue in the second period of the programme. No activity was planned to continue for any years of the programme. No activities were planned under this measure for 2005.

Implemented activities

The main activities supported under this measure included the publication of materials introducing Estonia's cultural diversity (e.g. 40 projects introducing Estonia were supported in the framework of the Estica competition, 20-episode television programme *Ethnomosaic* introducing Estonia's ethnic minorities was produced), educational programmes in museums through a public competition, research on development of the model of cultural diversity was commissioned (including *Integration*

¹¹⁵ According to annual activity reports (2000-2007).

¹¹⁶ No exact comparison between the planned and actually spent funds cannot be given with regard to this measure, because the activity report of 2007 does not clearly distinguish between the funds spent on measures II.1 and II.2.

Monitoring of 2002¹¹⁷). In 2001 the Russian theatre was supported out of the budget of the Ministry of Culture by 1,900,000 EEK¹¹⁸ and although the commissioning of foreign periodicals was planned for three years, it only took place in 2001.¹¹⁹ In 2007 a website introducing ethnic minorities was launched as a new activity. According to the activity reports, no activities were implemented from 2005 to 2006 under this measure.

Table 43. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Commissioning research on development of the multicultural model		x	x					
Development of materials introducing Estonia's cultural diversity	x	x	x					x
Ordering foreign periodicals from the countries of origin of the ethnic minorities		x						
Education programmes in museums		x	x	x	x			
Acquisition of interpretation equipment for the Ida-Viru County Government for interpreting Estonian plays and events into Russian; interpretation of plays and events								
Preparation of materials on local history	x							
Supporting the Russian theatre ^{*120}		x						
Launching a website introducing national minorities*								x

* Activities which have not been mentioned in the implementation plans.

Source: *Implementation plans and annual activity reports*

Appraisal of the measure

The objective of the measure, which comprises three components, has been formulated very broadly and exceeds the limits of the sub-programme's objective "Ethnic minorities have opportunities to acquire education in their native language and preserve their culture." Only the middle component "to expand the opportunities of the ethnic minorities residing in Estonia to preserve their linguistic and cultural characteristics" is bound to the latter and the two remaining links "To increase the awareness of cultural differences in Estonian society" and "to increase their /ethnic minorities/ knowledge of Estonia" support it only implicitly. Carrying out integration monitoring and other research under this sub-programme are not justified, because these activities cover integration issues more generally and should thus belong to Part V of the SIP.¹²¹ However, all the implemented activities were related to the aims of the SIP.

The activities of the first implementation period allowed for moving towards the established objectives, but the second period foresaw only the funding of research, which would certainly not have been sufficient for achievement of the objectives. Although in addition to the planned activities other activities were implemented in 2007 (publications on ethnic minorities, a website introducing ethnic minorities), these were only small projects and their impact was thus limited. However, it must be noted that activities bound to the objective "to expand the opportunities of the ethnic minorities residing in Estonia to preserve their linguistic and cultural characteristics" were implemented throughout the programming period also outside the SIP and the activities of other sub-programmes of the SIP contributed to the objective as well.

The target groups of the implemented activities corresponded to the target groups of the measure and the planned activities were all relevant, considering the nature of the target groups. All target groups of the measure were covered with activities, but Estonian society as a whole is insufficiently covered with activities, because most of the activities meant for the general public were aimed at students, notably

¹¹⁷ Hallik, K *et al.* Integration in Estonian Society, Monitoring 2002 (hereafter Integration Monitoring 2002)

¹¹⁸ Annual activity report (2001).

¹¹⁹ According to the activity report, 120 different newspapers, 731 magazines and 43,920 copies of books were purchased from Russia for the libraries of Ida-Viru County. The number of non-Estonians who visited libraries and borrowed reading materials rose considerably.

¹²⁰ In a conversation with a representative of the Ministry of Culture it became evident that the Russian-language theatre is supported annually. Currently, the evaluators do not have more accurate information on the volumes of support and the non-reporting of the activity in the SIP reports.

¹²¹ In later years of the SIP the integration monitoring is reported in Part V.

non-Estonian students. For instance, the publications prepared under this measure and DVDs were aimed mostly at students and were sent to all schools in Estonia. Paying more attention to the young ones was completely justified, because they were the priority target group of the SIP. At the same time one cannot be certain that the aforementioned materials were extensively used in the schools. There is no information on the size of the audience of *Ethnomosaic* either. Thus, a potentially large coverage was created regarding national materials, but it is not known whether it was actually realised.

Although the low response rate does not allow for giving a generalising evaluation of the success of the activities based on the survey results, the interviewees considered their activities successful. Based on the survey results it cannot be said whether the activities were economical or not. A positive example regarding being economic is the idea to publish a collection of books on ethnic minorities, because it is usually less expensive than separate publications. However, from the point of view of achievement of the objectives a set of individual activities may be rather inefficient than economical.

Upon evaluation of the sustainability of the measure it must be noted that although some of the activities were funded over several years, the activities implemented under this measure are rather individual activities than a comprehensive set of activities which supplement one another. Several major activities remained one-off only. For instance, foreign periodicals were ordered only in 2001. Nevertheless, it is positive that several activities which supported one another were aimed at students (e.g. preparation of information and teaching materials for curricular and extra-curricular activities of non-Estonian students). The release of the television programme *Ethnomosaic* on DVD will create the opportunity that television programmes will not remain a one-off activity. These materials can be used in, for instance, academic work in the future.

In addition to the above, the sustainability is enhanced by taking into account previous experience during the implementation of the programme. The mid-term appraisal recommended that "in the future more thought should be given to more attractive information technology or audiovisual solutions to complete the mission."¹²² Since there were virtually no activities under the second implementation plan in this measure, it is difficult to assess whether and how the recommendation was taken into account in further integration activities. Yet it is positive that a website on ethnic minorities (www.rvke.ee) was created in 2007.

Overall, the activities carried out under the measure were relevant, but rather one-off and weakly connected to one another. The absence of a clear concept and system did not allow for achieving extensive impact as a result of which the measure did not achieve the established objective.

II.2 To support the preservation of the languages and cultures of ethnic minorities through the activities of ethnic cultural societies, art collectives and Sunday schools

Planned budget (2000-2007): 32,436,800 EEK

Funds actually spent:¹²³ 27,425,130 EEK (including 1,594,666 EEK a part of which was spent on measure II.1 activities)

Main target groups: ethnic minorities, the whole of Estonian society

Measure II.2 is the largest measure of the sub-programme whose activities were to exhaust over 80% of the funds of the sub-programme. Activities of this measure were carried out in all years of implementation of the programme. The actual expenditure was smaller than budgeted.¹²⁴

Planned activities

The implementation plan of the first period foresees the following activities:

- 2.1 Definition of the status of the Sunday schools and development of foundations for their support by the state
- 2.2 Training teachers of the Sunday schools
- 2.3 Supporting the projects of ethnic cultural societies, art collectives and Sunday schools
- 2.4 Notification and training of the leaders of ethnic minority cultural societies
- 2.5 Preparation of a reference book for ethnic cultural societies

¹²² Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

¹²³ According to annual activity reports (2000-2007).

¹²⁴ No exact comparison between the planned and actually spent funds cannot be given with regard to this measure, because the activity report of 2007 does not clearly distinguish between the funds spent on measures II.1 and II.2.

The activities prescribed in the second implementation plan differ somewhat from the activities of the first period:

- ▶ Activities 2.1 and 2.2 have been planned to continue in the second period.
- ▶ In the case of supporting the projects of ethnic cultural societies, art collectives and Sunday schools projects it is differentiated between teaching mother tongue and cultural traditions in the second period.
- ▶ Supporting the cultural autonomies of national minorities and the base funding of ethnic cultural societies is added in the second period.
- ▶ In the second period preparation, printing and dissemination of materials introducing national minorities is added as an activity, partially overlapping with the activities carried out under measure II.1.

Implemented activities

The programme's main activities included supporting the projects of ethnic cultural societies, art collectives and Sunday schools and training Sunday school teachers, which took place throughout the programme. In 2004 the base funding of ethnic cultural societies and art collectives was commenced and continued throughout the second period of the programme. The following table gives an overview of other activities carried out in the framework of the measure.

Table 44. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Definition of the status of the Sunday schools and development of the foundations for their support by the state		x**	***	****	****			
Training Sunday school teachers		x	x	X	x	x	x	x
Supporting the projects of ethnic cultural societies, art collectives and Sunday schools	x	x	x	X	x	x	x	x
Notification and training of ethnic cultural societies	x	x*						
Preparation of a reference book for ethnic cultural societies		x*						
Base funding of national cultural autonomies, cultural societies, Sunday schools					x	x	x	x
Preparation and dissemination of materials introducing national minorities						x	x	x
Supporting the cultural autonomy of minorities (not in the implementation plan)								x
Supporting the development of Estonian minority languages (not in the implementation plan)								x

* Took place under activity 2.3 (supporting projects).

** As a result of a discussion descriptions of the scheme of operations of Sunday schools and the principles of supporting Sunday schools were prepared. This may be indirectly classified under development of the grounds for classification.

*** Organisation of a public competition for finding the organiser of training and compilation of materials for mother tongue teachers of national minorities.

**** Training days for representatives of Sunday schools as a result of which Sunday schools were registered.

Source: *Implementation plans and annual activity reports*

Appraisal of the measure

This measure is the largest in the sub-programme and aimed most directly at achievement of its objective. This is also confirmed by survey results according to which 3/4 of the respondents found the implemented projects extremely or very necessary for achievement of the objective of the sub-programme. In interviews and focus groups the need for public funding of the educational and cultural life of ethnic minorities was emphasised and the respective activities of the SIP were praised for ensuring a considerably better condition of the respective organisations in Estonia in comparison with many other European countries. Thus, the overall assessment of the measure is positive.

All the target groups of the measure were covered with the activities and the number of supported organisations has usually grown year-by-year.¹²⁵ By 2007 a total of 155 societies or other groups (partially through 18 umbrella organisations) and 12 Sunday schools with 178 students had been

¹²⁵ Annual activity reports 2000-2007. As for Sunday schools, the number of supported schools did decrease in some years.

supported from the SIP.¹²⁶ Thus, approximately 3/4 of slightly more than 200 active societies or other associations and all Sunday schools holding a valid teaching license obtained support.¹²⁷ In addition, 35 teachers of Estonian as a second language have participated in the training carried out in the framework of the SIP.¹²⁸ However, it must be admitted that since it is first and foremost ethnic minorities who benefit from the activities of the national societies, the whole of Estonian society has been insufficiently covered with activities. This fact was pointed out by representatives of the associations already in the mid-term appraisal¹²⁹ and also in connection with the focus groups organised for current appraisal.

The success of the measure was primarily influenced by results in two areas: funding ethnic cultural societies and Sunday schools. One of the main achievements of the SIP in this field was establishment of clear rules for base funding. Since the representatives of the societies and Sunday schools had previously expressed the wish to transfer to base funding, this created a fruitful soil for the effectiveness of the measure. The success of the activities turned out to be different in the two areas: the beneficiaries were content with the funding of Sunday schools (for further information see section 3.2.4), while the system of base funding of cultural societies was somewhat criticised by the societies. The main problems pertaining to the base funding of societies were:

- ▶ The funding of societies covering the entire national minority and small art collectives on the same grounds was considered unfair.
- ▶ In the case of funding via the IF the reporting load was still considered too high in comparison with the amount of support (this was noted as a problem by 50% of the respondents).
- ▶ The delay of money at the beginning of the year.
- ▶ Funding organisations that exist only on paper.

However, the choice to apply base funding of societies through umbrella organisations is positive – through this the responsibility for the final distribution of funds lies with the latter and this should encourage mutual internal control between societies and bring about more economical use of funds. However, it is worrying that application of base funding has not considerably raised the feeling of confidence among cultural societies and art collectives with regard to the future, because the size and the timing of the support are unpredictable. In spite of some of the problems mentioned above most (94%) of the respondents considered their activity successful. As many people find that they achieved the objectives of the project and considered it necessary to continue such activities in the future. Most of the respondents found the time and financial resources spent on the activities reasonable. Thus, the measure may be considered successful and economical on the whole.

It is positive that different activities that supported one another's effectiveness were aimed at Sunday schools and ethnic cultural societies. Hence the structure of the measure and the activities supported attainment of sustainability. Merely the transition from project-based funding to base funding of ethnic cultural societies and Sunday schools is a big step towards sustainability. This helps to ensure the continuation of organisations and supports longer-term planning. However, there is still room for improvement in funding cultural events in this area, as is suggested by the aforementioned feeling of uncertainty confidence. The activities and sustainability of organisations may be adversely affected by the delay of the state's base funds in some years (e.g. 2006) and by almost annual modification of the rules for funding the societies after the transition to the new base funding system. The need for the changes should be smaller, because the base of the system is in place today.

¹²⁶ Source: Office of the Minister for Population and Ethnic Affairs.

¹²⁷ Ibid.

¹²⁸ Ibid.

¹²⁹ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

Supporting Sunday schools

The purpose of the Sunday schools of ethnic minorities is to teach their mother tongue, national culture and traditions to children. Sunday schools were supported by the state, local authorities as well as foreign donors before the start of the SIP through ethnic cultural societies, but the SIP was aimed at organising the support system. Improvement of the funding system lasted till the final years of the SIP and by today a well-functioning system that pleases ethnic cultural societies as well as the Ministry of Education and Research (MER) has been created.

Sunday schools receive support for carrying out training, thereby the teachers' salary, for acquisition of teaching materials and literature in their mother tongue, rent of premises, supplementary training of teachers, etc. The size of support depends on the number of students. Twelve Sunday schools with 178 children were financed in 2007. In addition, 35 teachers were trained in the framework of the SIP.

Success factors of the Sunday school support system

- **Cooperation and consultations**
The support system was created as a result of broad-based and long-term consultations. The participants of the discussions ranged from ministers to ordinary society members and very different solutions were suggested which eventually topped with the current system.
- **Flexibility**
The system reacts flexibly to the needs of the beneficiaries and is independently capable of resolving problems. For instance, in 2008 calendar year-based funding was transformed to academic year-based funding at the request of the Sunday schools.
- **Diverse system**
For the purpose of attainment of the effectiveness of the activities of the Sunday schools various funding opportunities supporting one another are offered. E.g. in addition to organisation of teaching, teacher training in Estonia as well as in the countries of origin is funded.
- **Clear management responsibility**
In the first years Sunday schools were funded through the IF and the MER's role was confined to issuing training licence and other support activities, but as of autumn 2007 the MER manages and funds the entire system. Thus, now there is one specific institution in charge of Sunday schools, which also has sufficient knowledge to evaluate the activities of the Sunday schools. Better management and control should, in addition to the smooth operation of the system, also contribute to ensuring the quality of teaching.

The sustainability was also supported by training of teachers of the native language in Sunday schools. University of Tartu developed a basic language teaching course for teachers, supplementary training in teaching methods was carried out and teachers' supplementary training in their ethnic homeland was supported. Also, a survey of the training needs was carried out before the training.

The results of the survey refer to the sustainability of the activities: 90% of the respondents found that the project/activity implemented in the framework of the measure has influenced their later behaviour: follow-up activities have been implemented; people have participated in follow-up activities, shared information with others, etc.¹³⁰

All in all the measure was successful and the main objective, i.e. to create a functioning base funding system was achieved.

II.3 To support cooperation between ethnic cultural societies and their cooperation with the state

Planned budget (2000-2007): 897,000 EEK

Funds actually spent:¹³¹ 370,965 EEK

Direct target groups: ethnic cultural societies

Other target groups: members of the Presidential Round Table, government agencies

¹³⁰ Ibid.

¹³¹ According to annual activity reports (2000-2007).

Activities have been foreseen under the measure for both programming periods, but in reality they were carried out only through 2000-2003, which means that the funds planned under the measure were not fully used up. 41% of the planned funds were spent on the measure.

According to the implementation plans the following activities have been foreseen in the framework of the measure:

- 3.1 Supporting the activities of the Presidential Round Table
- 3.2 Organisation of periodic information days for ethnic cultural societies on the national policy of ethnic relations and specific projects (only in the first programming period)

Table 45. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Supporting the activities of the Presidential Round Table	x	x	x					
Organisation of periodic information days for ethnic cultural societies on the national policy of ethnic relations and specific projects (only in the first programming period)		x*						

* The information days were carried out jointly with the activities of the sub-programme "Social competence" (IV.1.2).

Source: Implementation plans and annual activity reports

Organisation of periodic information days, which was planned for the first period of the programme, was not implemented, but in 2001 information days for non-profit associations, including ethnic cultural societies were carried out under measure IV.1. The activities of the Presidential Round Table took place only in three years, although there had been planned for all years. No activity was performed under the measure through 2000-2007.

Evaluation of the measure

Formation of the Presidential Round Table on National Minorities in 1993 by President Meri was certainly a very positive step and gave representatives of ethnic minorities a forum for discussion which allowed for reducing a lot of pressures at the time. The change implemented in the early years of the SIP, i.e. involvement of experts in addition to representatives of minorities gave the Round Table new strength. The Round Table played an active role in, for instance, development of the principles of financing organisations of national minorities and reviving the notion of the cultural autonomy.

The effectiveness of the measure on the whole must be deemed merely satisfactory. First, the objective of the measure clearly states "support cooperation between ethnic cultural societies," but the implemented activities do not directly support it.¹³² Rather the preparation of the book of reference for ethnic cultural societies prepared under measure II.2 (2001), training leaders of societies (2000-2001) and base funding through umbrella organisations contributed to the cooperation. Secondly, the measure was not sustainable; because only one activity had been planned for both components of the objective and there were no activities in the second implementation period (e.g. the Round Table has not been convened during the term of office of President Ilves). No evaluation can be given on the basis of the survey results with regard to the sustainability of the activities due to the low response rate.

II.4 To support the activities of new basic schools operating in the native language

Planned budget (2000-2007): 50,000 EEK

Funds actually spent:¹³³ 0 EEK

Direct target groups: ethnic minorities

The planning of the activities of the mission has been pointed out as an activity planned in the implementation plan for 2000-2003. Funds for the activity have been allocated only for 2003 (50,000 EEK from the budget of the IF). According to the activity reports, no activity was carried out under this measure. The measure was not included in the implementation plan for 2004-2007. The reason for the absence of activities lied in the lack of interest among ethnic minorities. According to the implementers of the programme, there was no need for creation of additional mother-tongue schools. However, the

¹³² To a certain extent this was supported by the Round Table, which constituted a common forum of discussion for associations, but the Round Table gathered really rarely.

¹³³ According to annual activity reports (2000-2007).

MER has through the IF supported those schools where there are children of new immigrants. The school has an obligation to support their language and cultural studies (see measure I.6).

3.2.3 Overall appraisal of the sub-programme

The objective of the sub-programme was to provide “ethnic minorities with opportunities to acquire education in their native language and preserve their culture.” The measures, especially II.1 extended the objective also to increasing the awareness of Estonian society of cultural differences and to increasing the knowledge of the ethnic minorities residing in Estonia about Estonia. This made the focus of the sub-programme much vaguer and the activities no longer amounted to a whole – most of the time weakly linked individual projects were implemented and there was some overlapping with the measures of other sub-programmes. And although the activities were relevant and necessary in terms of the SIP, the lack of a system impeded achievement of extensive impact. The implemented activities were not always sufficient for achievement of the objectives: leaving aside the funding of cultural societies and Sunday schools, only a few small projects were implemented in the second implementation period. Nevertheless the implementers of the projects considered their activities successful.

II.2, the most important measure of the sub-programme (supporting cultural societies and Sunday schools) was successful and the main objective, i.e. to create a functioning system of base funding was achieved. Unlike others, this measure was well developed: the activities supplemented one another and moved towards increasing sustainability.

In conclusion it may be concluded that the sub-programme was successful in creating opportunities for the cultural and education life of the ethnic minorities, while the results remained modest in terms of the activity aimed at the cultural diversity of society.

3.2.3.1 Have the aims and objectives of the programme been covered by measures and activities in the implementation plan?

The objective of the sub-programme was to ensure opportunities for ethnic minorities to acquire education in their native language and preserve their culture. Both the activities planned in the implementation plan as well as the activities implemented were explicitly or implicitly aimed at achievement of the programme’s objectives. However, not all the planned activities were implemented and activities not specified in the plans were financed. For instance, measure II.4 was not implemented at all, acquisition of interpretation equipment for the Ida-Viru County government was given up and instead the Russian theatres in Ida-Viru County were supported (for further information see each measure).

Measure II.2, which supported the activities of ethnic cultural societies, art collectives and Sunday schools was the most explicitly aimed at achievement of the objective of the sub-programme, and the highest amount of the funds was used for implementing the measure. According to survey results 3/4 of the respondents found the projects implemented under this measure extremely or very necessary for achievement of the objective of the sub-programme.

Some of the activities of measure II.1 that were aimed at “increasing the knowledge of the ethnic minorities residing in Estonia about Estonia” and at “increasing the awareness of cultural differences in Estonian society” were more loosely bound to the objective of the sub-programme. Commissioning integration monitoring and research under this sub-programme is not justified either, because these activities cover integration issues more generally and should thus belong to Part V of the SIP.¹³⁴ However, all the implemented activities were related to the aims of the SIP. And, for instance, field trips organised for introducing Estonia to representatives of ethnic minorities were also very effective, because many of them had not travelled round Estonia at all.

Measure II.2 was implemented successfully, but in the case of other measures the implemented activities were not always sufficient for attainment of the objectives. This is especially true of the second implementation period when in the framework of measure II.1 only a few individual projects were implemented and no activity was planned under of measure II.3 at all.

¹³⁴ In later years of the SIP the monitoring of integration is reported in Part V.

All sub-programmes were covered with activities to a greater or lesser extent. The biggest problem is associated with measure II.3 whose objective clearly stated “support cooperation between ethnic cultural societies,” but the activities did not support it directly. Apart from measure II.3, several activities supporting one another helped to achieve each objective. For instance, preparation of information and teaching materials for extracurricular and curricular studies of non-Estonian students contributed to the achievement of objectives “to expand the opportunities of the ethnic minorities residing in Estonia to preserve their linguistic and cultural characteristics” and “to increase their knowledge of Estonia” of measure II.1.

In summary it may be said that the objective of the sub-programme was covered with activities. Additionally, activities implicitly related to the objective were financed and the SIP would have benefitted more if the sub-programme had been focused only on one goal: promotion of the educational and cultural life of ethnic minorities. A simpler and clearer structure would also have contributed to the implementation of the programme, because most of the time it was loosely related individual projects that were implemented and there was overlap with other measures of the sub-programme.

3.2.3.2 Have the target groups of the programme been covered by the measures and activities of the implementation plan?

The target group was set out clearly for each measure and activity (e.g. students or ethnic cultural societies). The target groups of the implemented activities corresponded to the measure and the planned activities took into account the specificity of the target groups (e.g. methodology training of teachers of Sunday schools).

All target groups of the measures were covered with the activities. At first, activities were planned for the general public, but over time the sub-programme focused rather on national minorities. The number of activities aimed at Estonian society as a whole was small (television programme *Ethnomosaic*, a series of books on nationalities). A lot of attention was paid to the young people: the publications and DVDs prepared in the framework of the measure were aimed first of all at students and sent to all schools in Estonia. Paying more attention to the young ones was completely justified, because they are the priority target group of the SIP. At the same time one cannot be certain that the aforementioned works have been extensively used in the schools. There is no information on the size of the audience of *Ethnomosaic* either. Thus, the materials concerning ethnic groups did have the potential to cover a considerable portion of the target group, but it is not known whether the opportunities were in fact seized or not.

The coverage of the target group is high among ethnic cultural societies and Sunday schools. The number of organisations receiving support has increased year-by-year and in 2007 155 societies or other collectives, i.e. $\frac{3}{4}$ of active societies were supported from the SIP.¹³⁵ The number of supported Sunday schools decreased due to the introduction of new funding rules, stricter conditions and partially and partially due to the operational problems of the schools themselves. In 2007 all Sunday schools with a valid teaching license were supported.¹³⁶ Furthermore, 35 teachers were trained under the programme. Given the number of schools, it is a high number. Several dozen of other projects have been supported annually as well.

In conclusion, the coverage of activities for ethnic minorities can be considered high. But preserving their language and culture depends above all on the activeness of minorities themselves. Also, more attention should be paid to the involvement of the general public.

3.2.3.3 How successful and economical have the measures set out in the implementation plan been?

All in all, the activities of the measure were in accordance with established objectives, which created the preconditions for their successful implementation. Over 90% of the respondents considered the activities of measure II.2, the major measure of the sub-programme (supporting ethnic cultural societies and Sunday schools), successful and found that their expectations regarding their project/activity had been fulfilled. In interviews and focus groups the need for public funding of the

¹³⁵ Source: Office of the Minister for Population and Ethnic Affairs.

¹³⁶ Ibid.

educational and cultural life of ethnic minorities was emphasised and the respective activities of the SIP were praised for ensuring a considerably better condition of the respective organisations in Estonia in comparison with many other European countries.

At the same time the effectiveness of the two main activities of measure II.2 were different: the implementers and beneficiaries were happy with the funding of Sunday schools, but the basic funding of cultural societies attracted some criticism (e.g. high reporting workload, funding small organisations on the same grounds as ethnic cultural societies, etc.). The choice to fund societies through umbrella organisations by delegating them the distribution of money between their members must be considered a step in the right direction. This should also improve the control of umbrella organisations over their members and favour more economical use of funds. All in all the measure was successful and the main objective, i.e. to create a functioning base funding system was achieved.

Other measures were not as successful. Two measures (II.3 and II.4) were virtually not implemented. The activities of measure II.1 were relevant in terms of the SIP, but they were one-off, loosely related and did not constitute a whole. This impeded achievement of a broad impact as a result of which the measure did not achieve the established goal. However, it must be noted that most of the interviewees and the participants of the focus groups considered their activities successful. The activities of the Presidential Round Table on National Minorities were considered positive, because the Round Table constituted a representative forum for representatives of ethnic minorities where they could have a say on integration issues.

In the case of measure II.2 nearly 2/3 of the respondents noted that the time and money spent were reasonable and also over 20% found that the results exceeded the expenditure. However, given the low rate of responses, it is not possible to make a general assessment of the effectiveness of other measures based on the survey results, but it can be argued that the set of loosely related individual activities was rather inefficient in terms of achievement of the objectives of the measure.

3.2.3.4 Have the measures realised in the framework of the implementation plan been sustainable with regard to the activities?

The sustainability of the sub-programme was different in the case of different measures. Measure II.2 was well-developed and its activities were aimed at increasing sustainability. Various activities were aimed at Sunday schools and ethnic cultural societies, which supported each other's effectiveness (e.g. in the case of Sunday schools the organisation of teaching as well as teacher training was supported). The transition from the project-based funding of ethnic cultural societies and Sunday schools to base funding was a big step towards sustainability, because it supports longer-term planning. However, it must be noted that according to cultural societies their sense of confidence has not increased considerably. Thus, the system still needs improvement. The implementers of the activities of measure II.2 consider the activity sustainable: 90% of the respondents found that the project/activity implemented in the framework of the measure has influenced their later activity (follow-up activities have been implemented; people have participated in follow-up activities, shared information with others, etc.).

In the case of other measures the implemented activities can rather be considered single activities than a comprehensive set of activities supplementing one another. The lack of system and the project-based nature of the activities is an impediment to the achievement of the sustainability of the activities. Several major activities remained one-off only. For instance, foreign periodicals were ordered only in 2001. In addition, in the second implementation period only a few minor projects were implemented (e.g. the Round Table on National Minorities has not been convened during the term of office of President Ilves).

3.2.4 Has achievement of the aims and objectives of the sub-programme been successful in the course of implementation of the programme and the implementation plan?

Objective: Ethnic minorities have opportunities to acquire education in their native language and preserve their culture.

Impact of the SIP's activities

Ethnic cultural societies, their umbrella organisations, et al, stand for the educational and cultural life of ethnic minorities. During the integration programme the number of such societies has risen by a quarter: in 2000 there were approximately 160 ethnic cultural societies and art collectives in Estonia and they were organised roughly under 4 associations of ethnic cultural societies, while in 2007 the number of societies/collectives exceeded 200 and the total number of associations was 18.¹³⁷ This growth has been supported by this programme, because most of the activities are supported from the SIP funds. Additionally, during the SIP the Ingerian-Finns and the Estonian-Swedes organised themselves according to the National Minorities Cultural Autonomy Act, which gives ethnic cultural minorities a legal status for direct relationships with the state and also the right to apply for support for its activities from the state budget.

Support of such ethnic minorities organisation of through the SIP and engaging the established organisations in discussions issues relating to minorities (e.g. through the Presidential Round Table on National Minorities or various working groups) has been positive and has ensured their overall satisfaction with the Estonian state. This satisfaction has, in turn, been amplified by the situation in their ethnic homelands, which is usually characterised by political socio-economical tensions as well as tensions in terms of the attitudes towards ethnic minorities.

On the other hand, it must be noted that although the number of societies has risen over the years, the estimates of their condition are controversial. In interviews and focus groups the need for public funding of the educational and cultural life of ethnic minorities was emphasised and the respective activities of the SIP were praised for ensuring a considerably better condition of the respective organisations in Estonia in comparison with many other European countries. However, some representatives of societies did not consider the activities of societies viable or sustainable. The problem does not lie so much in any deficiencies in the activities of the SIP, but lies rather within the societies, because representatives of the societies pointed out that young people are not interested in their activities and the present long-term leaders are rather tired of doing society-related work.

Ethnic cultural societies have not been effective enough to involve most or an important part of the ethnic minority to participate in the work of the societies. Many people who belong to an ethnic minority do not see any need for participating in the work of the societies. The work of societies has remained the interest and activity of the few who founded them and they have not been able to intensify and develop the work of societies in such a manner as to attract more members from ethnic minorities. As mentioned above, the problem lies in the fact that most young people have not shown interest in the activities of ethnic cultural societies and do not participate actively in their work.

In addition to support for development of their cultural and social life, national minorities have good state-funded opportunities to study their mother tongue and culture in Sunday schools. Well-functioning solutions have been constantly sought for organisation and funding of the activities of Sunday schools during the SIP period and by now they have been established and implemented. All Sunday schools who hold an education licence issued by the MER and Sunday schools registered in the Estonian Education Information System as of 2008 can apply for state support. As a rule, support is granted to all applicants.

The system applied through the MER may be considered optimal and it functions quickly. Both in interviews as well as in focus groups the representatives of national minorities acknowledged the work done in the framework of the SIP with regard to Sunday schools. A clear management structure, heightened control and good training opportunities for the teachers have certainly had a positive impact on the quality of the activities of the schools. Although currently there are only 12 active Sunday schools,

¹³⁷ Annual activity reports 2000 and 2007.

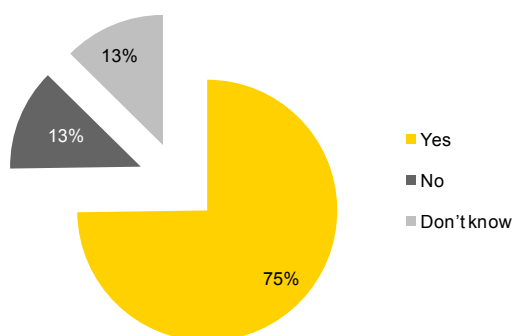
the state and the SIP cannot do much more for the Sunday schools. Their further activities depend primarily on the activeness of ethnic minority societies. At the moment the main problem seems to be the capacity of ethnic minority societies to find students for Sunday schools, because not many are interested in them. It has been decided at the state level to support the teaching of the language and culture of ethnic minorities in the general education system: according to Regulation No. 154 of the Government of the Republic of 20 May 2003 "Conditions and Procedures for Creation of Opportunities for Students Who Are Acquiring Basic Education and Whose Mother Tongue Is Not the Language of Instruction of the School with the Opportunity to Learn Their Mother Tongue and National Culture," the school has, at the request of parents if there are no fewer than ten children who have the same native language, the obligation to organise language and culture teaching to the students for no less than two lessons per week in the form of an optional subject.¹³⁸ Parents have not seized this opportunity very actively: at present, only the Ukrainian language is taught in Sillamäe and Lithuanians in Tartu and Italians in Tallinn have shown interest in this opportunity.¹³⁹ Thus, there are more opportunities in this area than minorities are prepared to seize and interested in seizing.

All in all, the work done through the SIP in the area of national cultures and native languages of ethnic minorities can be considered successful, because diverse public opportunities have been created for the acquisition and preservation of national cultures and native languages. According to most of the respondents, through 2000-2007 the state has supported the preservation of the language and culture of various ethnic minorities residing in Estonia (see Figure 1). Half of the respondents also found that the opportunities for preservation of the language and cultural characteristics of the ethnic minorities residing in Estonia have improved in comparison with 2000. The remainder of the respondents sees no significant changes and 7% of the respondents thought that the opportunities have worsened. The interviewees and the participants of the focus groups explained the latter by the aforementioned external developments such as the little interest among young people and the tiredness of the leaders.

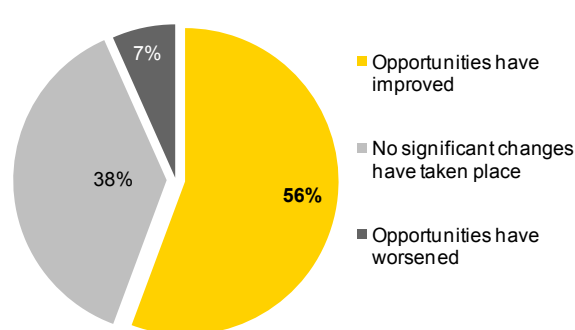
In addition to the various praiseworthy achievements mentioned above, it must be pointed out that the SIP is somewhat controversial: the effective activity aimed at ethnic minority societies for preservation of the language and culture of ethnic minorities has not been sufficiently bound to other integration activities in society, including the acquisition of the Estonian language. Thus, the language of communication of various national cultural societies and their associations (Lyre, Round Table of Ethnic Cultural Societies of Ida-Viru County, etc.) is still Russian, often even instead of their own native language. Thus, the ethnic minority societies have not achieved the aim of the linguistic-communicative integration of the SIP. Also, due to the language barrier the cooperation and joint efforts between Russian-speaking and Estonian-speaking ethnic cultural societies have been virtually nonexistent.

Figure 8. Estimates of opportunities for preservation of the language and culture of ethnic minorities residing in Estonia

Has the state in your opinion supported the preservation of the language and culture of various ethnic minorities residing in Estonia through 2000-2007?



Do you notice any changes in the opportunities for preservation of the language and cultural characteristics of the ethnic minorities residing in Estonia in comparison with 2000?



Source: EY's survey in 2009

¹³⁸ <http://www.riigiteataja.ee/ert/act.jsp?id=588809>

¹³⁹ Müüripeal, E. "Sunday schools of national cultural societies – supporters of mother tongue and cultural studies". (2009), <http://www.meis.ee/est/etnilinevahemus/pk> , 06.05.09.

Changes in the attitudes of Estonians and non-Estonians

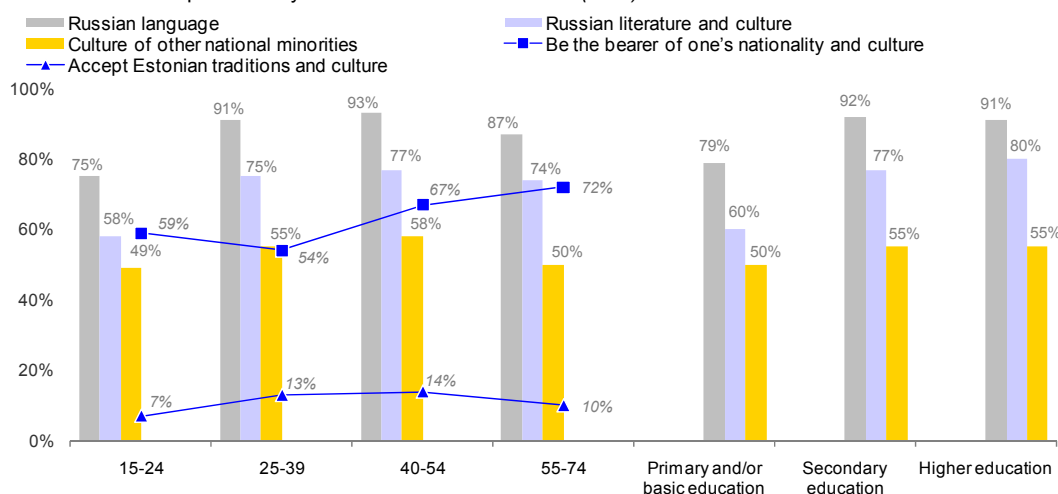
Although the SIP should have paid more attention to introducing multicultural society to the general public, the mere existence of the SIP has kept of the issue of integration in Estonian media and in political discussions and supported the open attitudes of Estonians towards other nationalities and their culture. For example is the Estonians' have a very positive attitude towards teaching the Russian language, culture and literature, and they are very tolerant and approve of teaching the languages and cultures of other nationalities in Estonian-medium schools (see Figure 9). According to Integration Monitoring 2005¹⁴⁰ Estonians can be considered sufficiently tolerant towards other languages and cultures and it is argued that the reasons for tensions between nations lie elsewhere (primarily in politics). Differences related to age and the level of education are noticeable, but they do not affect the overall attitude and openness concerning tolerance.

Non-Estonians' attempt to be the bearers of their native language and culture (Figure 9) is a absolutely understandable wish to preserve their present identity, especially in the case of the elderly. Younger people think that being away from ones community hinders effective preservation of the language and culture: only 55 to 59% of younger people, i.e. 8-17% less than in the case of older people consider preserving their ethnic language and culture the most important. Certainly it must be noted that in focus group interviews it was emphasised that in comparison with Russians, the desire of the representatives of other ethnic minorities to be the bearers of the culture is considerably weaker.

However, certain vagueness can be noticed in the cultural attitudes of ethnic minorities. For instance younger people who do not consider the preservation of their ethnic language and culture important are not yet ready to accept the Estonian language and culture. Then again every seventh and eighth person who has a different ethnic background (30,000-50,000 people) is ready to accept the Estonian language and culture.

Figure 9. Attitude of Estonians and non-Estonians towards teaching the culture of other nationalities in schools

1. Should the following be taught in Estonian-medium schools? /Estonians' attitudes (columns)
2. What is the most important for you? /Non-Estonians attitudes (lines)



Source: Integration Monitoring 2005

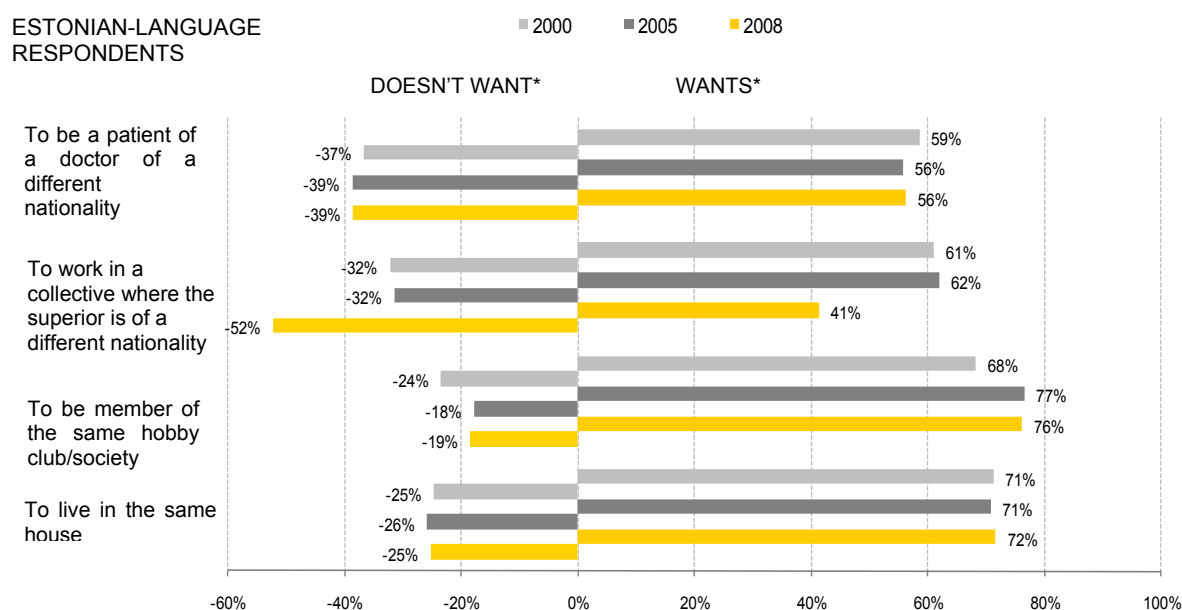
The high tolerance of the people of Estonia towards other cultures and nationalities is indicated by Figure 3. Positive attitudes (different nationalities can co-exist and get along well) have been high and virtually unchanged over time, even despite of the events which took place in April 2007. The same has been confirmed for example by surveys which examined the Estonians' attitude towards people of other nationalities working in leading positions in the state or business sector¹⁴¹ If we compare these results with similar results of the Member State of the European Union,¹⁴² it appears that the tolerance and the readiness of the people of Estonia to co-exist and get along well is even higher.

¹⁴⁰ Pavelson, M. et al. Integration Monitoring 2005. (2006). (Hereafter Integration Monitoring 2005)

¹⁴¹ Integration Monitoring 2005.

¹⁴² Special Eurobarometer 296. Discrimination in the European Union: Perceptions, Experiences and Attitudes. July 2008, European Commission.

Figure 10. Openness of Estonians and non-Estonians to relationships with members of other nationalities (share of those who agree)

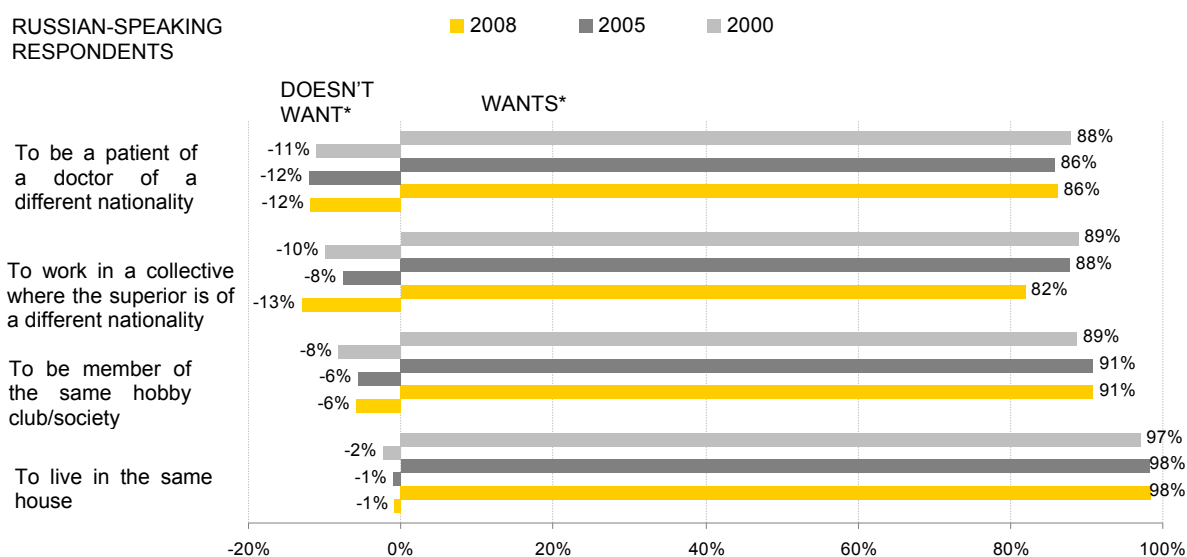


* **Wants:** The results of 2000 include the following responses: "I wouldn't mind" and "I don't care"; in 2005 and 2008 the following responses: "Rather positively," "Completely positively. It wouldn't bother me at all" and "I don't care."

Doesn't want: The results of 2000 include the following responses: "Better not"; in 2005 and 2008 the following responses: "Completely negatively. It would bother me a lot" and "Rather negatively."

** In 2008 the question was as follows: "To work or study in a collective where most of the people are Russians/Estonians."

*** Response "Don't know" accounts for the remainder of the responses which have not been indicated in the figure.



* **Wants:** The results of 2000 include the following responses: "I wouldn't mind" and "I don't care"; in 2005 and 2008 the following responses: "Rather positively," "Completely positively. It wouldn't bother me at all" and "I don't care."

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** In 2008 the question was as follows: "To work or study in a collective where most of the people are Russians/Estonians."

*** Response "Don't know" accounts for the remainder of the responses which have not been indicated in the figure.

Source: *Integration Monitoring* 2000, 2005 and 2008

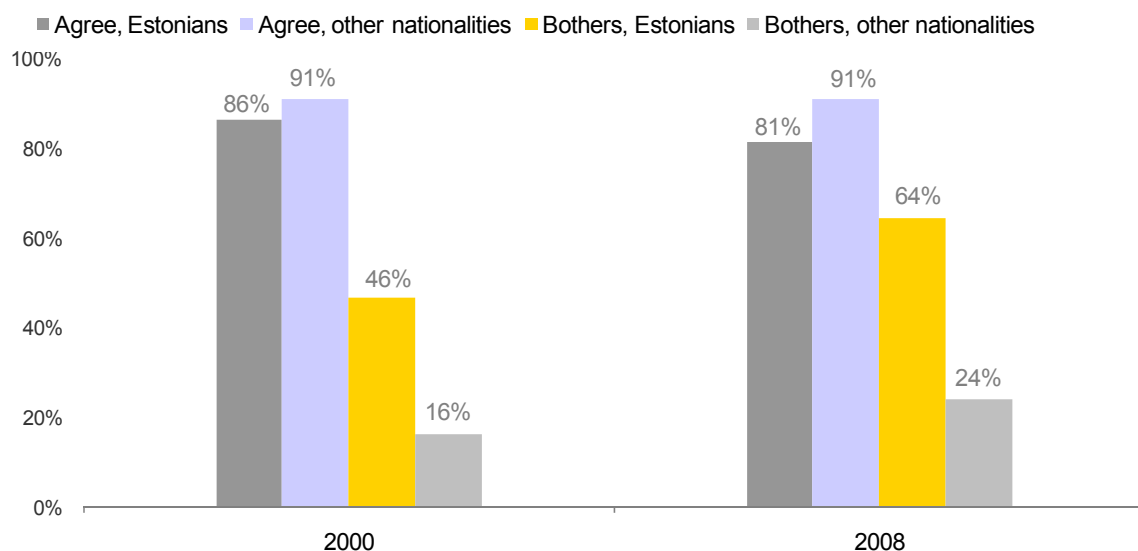
Although according to figure 11, 46% of Estonians in 2000 and 64% in 2008 feel disturbed by residents of other nationalities, they are still prepared to co-exist with them. Moreover, most of them are not very, but only slightly, disturbed, which should not impede peaceful co-existence.¹⁴³ However,

¹⁴³ *Integration Monitoring* 2005.

it must be noted that 2/3 of Estonians and 1/3 of non-Estonians have minimal contacts with other national groups in their daily life.¹⁴⁴ A more positive attitude towards another nationality is usually supported by existence of personal contacts with the representatives of the nationality. Figure 11 clearly reflects a rise in the disturbance of Estonians as well as people of other nationalities in 2008 following the events in April 2007. Since it was a single event, it is expected that it did not bring about a permanent situation of tension and conflict, and presumably the disturbance will fall among all ethnic groups in the coming years.

Figure 11. Tolerance towards other cultures / nationalities

1. Even very different nationalities and get along well and cooperate when living in the same country (fully + rather agree)
2. How much does or doesn't the different behaviour and lifestyle of Russians/Estonians bother you? (bothers seriously + bothers a little)



Source: *Integration Monitoring 2000 and 2008*

In conclusion it seems that the state and the SIP have created sufficiently well-functioning solutions for teaching the national culture and language of ethnic minorities, which must be preserved and developed further to a certain extent. Using the solutions offered by the state depends largely on the interest of the ethnic minorities in using the opportunities given.

¹⁴⁴ Korts, K. SIP 2008-2013. Final report of needs and feasibility survey. Part III. Tolerance and intercultural dialogue, integration and the media. (2008)

3.3 The sub-programme “Teaching the Estonian language to adults”

3.3.1 Overview of sub-programme

Objective

Opportunities have been created for non-Estonians beyond the age of compulsory school attendance to improve their knowledge of Estonian and socio-cultural competence¹⁴⁵.

Description

The sub-programme “Teaching the Estonian language to adults” was divided into 5 measures of which activities in all measures were planned to be implemented in the framework of the SIP through 2000-2003 and in four measures through 2004-2007 (the activities of measure III.2 were not reflected in the SIP in the latter period). According to the MER, the activities were still carried out, but they were not reflected in the SIP budget. According to activity reports no activities were carried out under measure III.5 in either period. Activities pertaining to teaching Estonian to adults are not reflected under the given sub-programme in the activity report 2006: some activities took place under other sub-programmes (e.g. labour exchange, language training of teachers) and according to the MER some of the adult language teaching activities took place outside the SIP.

The following measures belong to the sub-programme:

- III.1. To develop the system of Estonian language proficiency examinations and related counselling in order to ensure greater reliability of the examination results and positive feedback to teaching Estonian as a second language
- III.2. To create preconditions for linguistic-communicative integration of adult non-Estonians through the availability of high-quality teaching of the Estonian language
- III.3. To expand the opportunities of learning the Estonian language for adult non-Estonians in order to ensure the knowledge of the Estonian language for everyday and work-related communication at the required level
- III.4. To support the linguistic-communicative integration of non-Estonians through involvement and notification of the public
- III.5. To analyse the development of the linguistic relations and socio-cultural competence of various target groups in different areas of life and on that basis develop measures for enhancing the development of the Estonian language into the common language of communication and the for development of multilingualism

Funding

According to the implementation plans: A total of 37,504,650 EEK had been planned for the measures of the sub-programme “Teaching the Estonian language to adults” in the implementation plan of 2000-2003 (incl. 4,412,400 EEK from the state budget and 33,092,250 EEK from foreign assistance). For 2004-2007 a total of 36,048,000 EEK was planned for the measures of the sub-programme (4 measures), incl. 10,105,000 from the state budget and 25,943,000 from foreign assistance. A total of **73 million EEK** had been planned for the activities of the sub-programme under the implementation plans.

Reality: Activities were financed under the sub-programme in the amount of **60,435,452 EEK**, i.e. an amount that is nearly 13 million EEK smaller than provided in the implementation plans (82% of the planned funds was spent). Nearly half of the difference can be attributed to the fact that the activities of 2006 were not implemented.

In addition to the funds of the SIP the activities related to teaching Estonian to adults were supported from other sources. Development of adults’ Estonian language proficiency examinations is pursued in the NEQC. Funds have been allocated and planned for these activities in the budget of the MER annually. In addition, funds are allocated for organisation of Estonian language proficiency examinations to adults (the examiners’ pay, consultations, rent of examination premises, printing examination materials and remuneration of the work of the evaluators) and to students (printing examination papers, remuneration of the evaluators’ work). Development, organisation and evaluation

¹⁴⁵ SIP 2000-2007

of the examination on the knowledge of the Citizenship Act and Constitution have been supported out of the state budget. Language learning costs of for citizenship applicants of the Republic of Estonia or those have been referred to a language examination on the basis of a precept of the Language Inspectorate are compensated out of the state budget.¹⁴⁶

Table 46. Funding sub-programme III

Measure	Planned	Actual	Budget implementation percentage	Share of measure in sub-programme
Measure III.1	2,176,400	4,711,301	216%	8%
Measure III.2	3,425,100	2,943,667	86%	5%
Measure III.3	55,297,150	40,180,355	73%	66%
Measure III.4	12,204,000	12,600,129	103%	21%
Measure III.5	450,000	0	0%	0%
TOTAL	73,552,650	60,435,452	82%	100%

Source: Implementation plans and annual activity reports

Target group

The target group of the sub-programme included adult learners of the Estonian language (including persons taking the Estonian language proficiency examination). To achieve the objective of the sub-programme, activities were implemented with regard to adults' teachers of Estonian, organisers of examinations as well as to the general public as a whole (e.g. information and communication activities). Socially prioritised groups (e.g. police officers, rescue workers) and risk groups (e.g. the unemployed) constituted a separate target group of the sub-programme.

Institutions in charge/implementers

According to the programme documents the institutions responsible for the sub-programme are the MER, MSA and IF. The main implementers of the activities carried under these measures of the sub-programme were, according to the implementation plans, the MER, NEQC, IF, training institutions and higher education institutions.

3.3.2 Appraisal of sub-programme measures

III.1. To develop the system of Estonian language proficiency examinations and related counselling in order to ensure greater reliability of the examination results and positive feedback to teaching Estonian as a second language

Planned budget (2000-2007): 2,176,400 EEK

Funds actually spent:¹⁴⁷ 4,711,301 EEK

Main target groups: persons related to organisation of proficiency examinations, teachers of Estonian, learners

Activities related to development of the system of proficiency examinations and counselling were carried out in the framework of the SIP in all years of the programme, except in 2006. Nearly 2.5 million EEK more than planned in the SIP implementation plan was spent on the measure, i.e. 116% of the planned amount.¹⁴⁸ The activities financed from the state budget were financed from the budget of the MER, while a notable portion of the funding came from foreign assistance (Phare).

Planned activities

The implementation plan of 2000-2003 stipulates the following activities carried out under this measure:

- 1.1 (Supplementary) training of the authors of materials, evaluators, examiners and experts of the Estonian language proficiency examination.
- 1.2 Preparation and distribution of materials introducing language exams and examination procedure.
- 1.3 Development of the Estonian language proficiency examination in cooperation with ALTE,¹⁴⁹ Council of Europe and Estonian experts.

¹⁴⁶ MER.

¹⁴⁷ According to annual activity reports (2000-2007).

¹⁴⁸ Especially because in 2007 the activities were implemented to an extent exceeded that set out in the implementation plan.

¹⁴⁹ The Association of Language Testers in Europe.

- 1.4 Preparation of a handbook for authors of examination materials and a handbook for evaluators.
- 1.5 Analysis of the results of the Estonian language proficiency examination.
- 1.6 Distribution of information on evaluation of the knowledge of the Estonian language.

Only the following activity has been given under this measure in implementation plan for 2004-2007:

- 1.1 Pre-testing the level of proficiency of Estonian and counselling regarding selection of the examination of the level of proficiency.

Implemented activities

Under this measure the system of proficiency examinations was developed, organisers of proficiency examinations were trained, language examinations were prepared, and materials introducing the examination procedure were distributed. Information sheets with practical information on state language examinations, methodology of language teaching, levels of proficiency and teaching materials were available to language learners both in Estonian and Russian. Estonian language proficiency examination was developed in cooperation with the experts of ALTE.

Table 47. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Preparation and distribution of materials introducing language exams and examination procedure.	x	x	x	x	x	x		
Development of the system of language proficiency examinations	x	x	x	x				X
Training of the authors of materials, evaluators, examiners and experts of the Estonian language proficiency examination	x	x						X
Training employees of non-Estonian educational institutions (not provided for in the implementation plan)								X

Source: *Implementation plans and annual activity reports*

Appraisal of the measure

Since the state has established the requirements for the Estonian language proficiency it is necessary that there would be opportunities for taking the language proficiency examinations and that the quality of the examinations would be ensured. The Estonian language proficiency examinations which have to be taken for certifying the level of knowledge of the language and obtaining a language certificate began in 1999. Therefore it was necessary to carry out the development activities of the proficiency examination. Also, notification of the persons related to organisation of the proficiency examinations, language learners and potential language learners about matters related to language learning, including taking the proficiency examinations was important.

As a result of the implemented activities the coordinators of the programme claim that the quality of the proficiency examinations has improved and the persons taking the language examinations as well as the language teachers are informed about the examinations. In addition to the estimate of the focus group, the aforementioned is supported by the fact that the persons participating in the examinations are usually pleased with the various aspects of organisation of the examination¹⁵⁰. The SIP mid-term appraisal suggested that examination results are reliable and successful passing of the examination renders positive impact, and that the international experience of organisation of language examinations has been successfully applied in Estonia. This has resulted in ensuring interested parties and the government routine functioning of the language verifying system.¹⁵¹

Therefore it can be argued that the measure has achieved its objective, i.e. ensuring greater reliability of examination results and positive impact on learning Estonian as a second language.

¹⁵⁰ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008), p 44

¹⁵¹ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

III.2 To create preconditions for linguistic-communicative integration of adult non-Estonians through the availability of high-quality teaching of the Estonian language

Planned budget (2000-2007): 3,425,100 EEK

Funds actually spent:¹⁵² 2,943,667 EEK

Main target groups: adults' teachers of Estonian as a second language

Under this measure activities were carried out 2000-2003. No activities were planned or implemented in the second implementation plan (2004-2007). The total budgeted funds spent on the activities carried out in the framework of the measure were nearly by 0.5 million smaller than planned in the implementation plans. The funds actually spent on the measure made up 86% of the sum specified in the implementation plan.

Planned activities

The activities provided for in the implementation plan under the given measure were as follows:

- 2.1 Carrying out feasibility research (no budgetary funds were planned under the SIP implementation plan)
- 2.2 Commissioning surveys on the language learning motivation
- 2.3 Identification of teachers' need for supplementary training and development of supplementary training models
- 2.4 Organisation of supplementary training for adults' teachers of Estonian
- 2.5 Training and activation of regional teacher trainers (no budgetary funds were planned under the SIP implementation plan¹⁵³)
- 2.6 Preparation of teaching materials based on descriptions of the levels of proficiency of Estonian
- 2.7 Preparation of methodological and didactic guidelines for teachers
- 2.8 Launching the counselling assistance for adults' teachers of the Estonian language¹⁵⁴

Implemented activities

The activities of measure III.2 in general implemented as planned. The main activities performed under this measure included commissioning surveys on language learning motivation, identification of teachers' supplementary training needs, preparation of teaching materials as well as training adults' teachers of the Estonian language. These activities took place in the framework of the SIP through 2000-2003 but in reality training of language teachers was organised only in 2000. Four (2-3-day) language teaching seminars were organised. Approximately 120 adults participated in the training. Information days were organised for nearly 200 teachers of Russian-medium schools.¹⁵⁵

Table 48. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

	2000	2001	2002	2003	2004	2005	2006	2007
Carrying out feasibility research								
Commissioning surveys on the language learning motivation		x	X	x				
Identification of teachers' need for supplementary training and development of supplementary training models		x	X					
Organisation of supplementary training for adults' teachers of Estonian	x							
Training and activation of regional teacher trainers								
Preparation of teaching materials based on descriptions of the levels of proficiency of Estonian	X							
Preparation of methodological and didactic guidelines for teachers	x	x	X	x				
Launching the counselling assistance for adults' teachers of the Estonian language (see also I.2.a.5)								

Source: Implementation plans and annual activity reports

¹⁵² According to annual activity reports (2000-2007).

¹⁵³ According to the MER, these activities were reflected in the budget of the MER and also under the activities of the Association of Teachers of Estonian as a Second Language and regional centres.

¹⁵⁴ This activity has been planned under the sub-programme "Education" (I.2.a.5) where the budgetary means planned for the activity are provided.

¹⁵⁵ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

Appraisal of the measure

The objective of the measure was to ensure the availability of high-quality teaching of the Estonian language, which is an important activity from the point of view of achievement of the programme's objectives. It appeared from the interviews that there is a real need for the activities of the measure, e.g. for training the language teachers of adults.¹⁵⁶ According to the focus group, the activities carried out under this measure have contributed to the achievement of the objective and by the end of the programme opportunities for high-quality language learning somewhat better than in the early years of the programme. Most of the participants in the language courses valued the courses, the most serious problems were observed in connection with the acquisition of the language skills that are necessary for work.¹⁵⁷

However, the interviews indicate that quality problems in language teaching remain (in the case of some language teaching courses people focus solely on the requirements necessary for passing the examination, etc.). One can also agree with the observations of the SIP mid-term appraisal that regional training of teachers and activation of the network or the counselling assistance for adults' teachers of the Estonian language have not been attended to. Thus, the implementation of the measure has been only partially successful.

III.3 To expand the opportunities of learning the Estonian language for adult non-Estonians in order to ensure the knowledge of the Estonian language for everyday and work-related communication at the required level

Planned budget (2000-2007): 55,297,150 EEK

Funds actually spent: 158 40,180,355 EEK

Main target groups: learners of Estonian as a second language

Activities of this measure were carried out in all years of implementation of the programme.¹⁵⁹ The measures were financed according to the implementation plan mainly from foreign assistance (Phare, Multi, ESF) as well as from the budgets of the IF, MD and MER. It appeared from the activity reports that additionally the activities were financed from the budget of the Labour Market Board and from the Nordic, United Kingdom and UN Development Programme. According to the activity reports, nearly 15 million EEK less than planned in the implementation plans was spent on the activities, i.e. 73% of the planned funds.

Planned activities

According to the implementation plan for 2000-2003, the following activities were to be carried out in the framework of the measure:

- 3.1 Subsidising language learning for socially prioritised groups (health care professionals, conscripts, policemen, rescue workers)
- 3.2 Subsidising language learning for social risk groups (the unemployed, job-seekers)
- 3.3 Extensive subsidisation of result-based language teaching
- 3.4 Compilation, development and implementation of the labour exchange programme
- 3.5 Creation of the support person programme for the of teaching Estonian to adults

The implementation plan of 2004-2007 sets out supporting the following activities:¹⁶⁰

- 3.1. Extensive subsidisation of result-based language teaching
- 3.4. Labour exchange¹⁶¹

Implemented activities

The activities of the given measure were largely implemented in accordance with the implementation plans. The most important activities under the measure: language courses for the unemployed and public sector employees (police officers, teachers of Russian-medium schools, etc.), refund to persons who passed the Estonian language proficiency examination (11,723 repayments under the Interest

¹⁵⁶ For adults, language courses are one of the main methods of learning the Estonian language Praxis (2008).

¹⁵⁷ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

¹⁵⁸ According to the SIP annual activity reports (2000-2007).

¹⁵⁹ The activities of 2006 were not reflected as the activities of the State Integration Programme.

¹⁶⁰ In the first period the result-based supporting of language training is given under activity III.3.3, but in the implementation plan of the second period this activity is moved under III.3.1. For purposes of clarity it is necessary to achieve stronger harmony between the implementation plans.

¹⁶¹ According to the implementation plan, funding was prescribed only for 2004.

project), and the labour exchange programme through which Estonian language learning of nearly 300 non-Estonian public sector employees (primarily from Ida-Viru County) were financed through 2002-2004. Although the subsidisation of the language teaching for socially prioritised groups had been planned for only the first programming period, in reality these activities continued during the second programming period. Result-based refund system for language learning costs was implemented under the programme: until 2006 the activity was financed out of foreign assistance and thereafter the state continued supporting language learning (as of 2006 the refund was 100% up to 6,000 EEK, but only for persons applying for citizenship).

Table 49. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Subsidising language learning for socially prioritised groups	x	x	X	x	X	x		
Subsidising the language learning for social risk groups (the unemployed, job-seekers)	x	x	X					
Extensive subsidisation of result-based language teaching	x	x	X	x	X	x	*	x
Compilation, development and implementation of the labour exchange programme	x	X	X	x	X			
Creation of the support person programme for the purpose of teaching Estonian to adults	x	x						

Source: *Implementation plans and annual activity reports*

The activities of the given measure partially overlap the activities of the sub-programme “Social competence.” For instance, labour exchange took place throughout the programme, but through 2000-2004 this activity has been placed under the sub-programme “Teaching the Estonian language to adults” and as of the last three years of the programme under the sub-programme “Social competence” (ESF project). Also, Estonian language courses for the unemployed and job-seekers took place under the sub-programme “Social competence” (2006-2007). These courses partially coincided with activities which took place under the sub-programme “Teaching the Estonian language to adults” in the first programming period.

Appraisal of the measure

The activities carried out under this measure were important for achievement of the objective of sub-programme and they widened opportunities for improving Estonian language proficiency. According to the focus groups, the need for these activities was and still is high. The interviewees and focus groups find that the activities of this measure may be considered successful because the activities considerably improved the availability of teaching the Estonian language. Although the activities supported the language studies of a significant number of non-Estonians (e.g. nearly 11,723 repayments in the framework of Interest), the focus group points out that the need for language learning is considerably higher than covered by the programme. For instance a survey carried out by EMOR in 2002 indicated that there were 251,000 non-Estonians aged 15 to 59 in the Estonian labour market whose proficiency of the Estonian language is insufficient for satisfying their work-related needs and requirements. The number of people working in areas where language requirements have been established by the state who do not have a certificate of the level of proficiency of the Estonian language complying with the requirements is 67,000 (7,000 of them believe that their language proficiency is sufficient and intend to take the proficiency examination).¹⁶²

In general, the activities may be considered sustainable, because they were repeated and, where necessary, different language learning activities were aimed at the same target group. From the point of view of using resources activities of different levels of economy took place. In the case of the result-based refund system of the Interest programme the expenditure per refund was approximately 1,300EEK, but the cost of labour exchange carried out under the same measure was approximately seven times higher per participant.¹⁶³

¹⁶² SIP activity report of 2000, pp. 57-58.

¹⁶³ Through 2000-2004 a total of 2.8 million EEK was spent on the labour exchange programme. Estonian language training of approximately 300 non-Estonian public sector employees was supported under labour exchange programme, i.e. the costs per person in labour exchange amounted to approximately 9,300 EEK. Source: <http://www.meis.ee/est/keelelope/lahetused>.

The result-based supporting of language learning may be considered the most resource-effective activity, because the costs of language learning are compensated only if the language examination is passed (i.e. if the level of language proficiency is obtained). 11,723 repayments were made during the project in an amount exceeding 15 million EEK.¹⁶⁴ However, the drawback of the programme was that very often language learners lacked funds for making the necessary down payments. The implementers have tried to alleviate this problem by drawing up as flexible payment schedules as possible.¹⁶⁵ Also, some experts have pointed out that such activity may favour focusing on the language examination as a result of which the person passes the examination, but they still do not have the necessary language proficiency to function in the real Estonian language environment. It appears from surveys that 37% of the participants of language courses are not pleased with the acquisition of language skills required for everyday life through courses and nearly 60% are not pleased with the acquisition of work-related language skills.¹⁶⁶ Regardless of the possible aforementioned deficiencies, the application of the system of repayments in the framework of the SIP may be considered very successful. It appears from a survey on the motivation of taking the proficiency examination¹⁶⁷ (2008) that the system of refunds considerably supported passing the proficiency examinations and the success of the given activity has been pointed out also in the mid-term appraisal report¹⁶⁸ of the SIP.

In the case of supporting the Estonian language courses of the unemployed and public sector employees the biggest problem is the absence of motivation among the learners for actual acquisition of the language skills. Nevertheless, more extensive availability of language teaching has been ensured.

In the opinion of the focus groups and interviewees the most effective activity of the measure is the labour exchange programme by which the best results were achieved at individual level in language learning whereby language acquisition opportunities arising from the environment are added to conscious language learning. In the mid-term appraisal of the SIP it was pointed out that in the case of labour exchange both the language learning component as well as establishment of social ties are important.¹⁶⁹ According to expert M. Luuk who studied the labour exchange programme, the labour exchange is "one of the most effective means of integration of non-Estonians."¹⁷⁰ The main weakness of the labour exchange programme lies in its cost of resources, i.e. in terms of both financial resources as well as organisational difficulties. As pointed out above, the cost of labour exchange per participant is high. It became evident from surveys and focus groups that although labour exchange is an effective means of supporting language learning and the persons who participated in it have mostly deemed it very successful. In the future emphasis should be on activities which would allow for preservation of the language skills upon returning to the non-Estonian environment.¹⁷¹

All in all, the activities of the given measure have been rather successful and contributed considerably to the attainment of the objective of the sub-programme, i.e. created opportunities for acquisition of the knowledge of the Estonian language. Nevertheless, it appears when investigating the impact of the programme that the Estonian language skills of the non-Estonian population for everyday and work-related communication are not fully ensured (see section 3.3.4).

III.4 To support the linguistic-communicative integration of non-Estonians through involvement and notification of the public

Planned budget (2000-2007): 12,204,000 EEK Funds actually spent: ¹⁷² 12,600,129 EEK Main target groups: the public
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The activities of the given measure were carried out in all years of the SIP, except in 2006 and 2007. The measures were funded fully out of foreign assistance (Phare) as provided by the implementation

¹⁶⁴ <http://www.meis.ee/est/sihtasutusest/loppenud/interest>.

¹⁶⁵ It appeared from the survey carried out in the course of the interim evaluation of the SIP that nearly half of the respondents found that the courses are not available due to their location or price, which may seem to refer to the lack of money for making a down payment, but the problem may also lie in the fact that the respondents were not sufficiently aware of the system of repayments (Ernst & Young 2005).

¹⁶⁶ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008), p 62

¹⁶⁷ *Ibid.* p 72.

¹⁶⁸ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

¹⁶⁹ *Ibid.*

¹⁷⁰ Appraisal report of the activities of foreign assistance project "Multicultural Estonia", (2005).

¹⁷¹ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005)

¹⁷² According to annual activity reports (2000-2007).

plan.¹⁷³ According to the activity reports, the actual funding sources correspondent to the planned ones and also the amount spent on the activities of the measure largely corresponded to the planned amount, i.e. 3% more than planned in the implementation plan was spent on the activities.

Planned activities

According to the implementation plan of the first period the following activities were to be carried out under this measure:

- 4.1 Social advertising campaigns for promoting of linguistic-communicative integration, including improving the reputation of the Estonian language and valuation of language skills
- 4.2 Organisation of information days and events for the target groups
- 4.3 Development of electronic information channels

Activities foreseen in the second implementation plan (2004-2007) are as follows:

- 4.1 Development and implementation of programmes for informing of the public
- 4.2 Information and training days on the project activities of Phare 2003
- 4.3 Cooperation with journalists for introducing integration and education activities
- 4.4 Cooperation with radio and television on social integration and language issues
- 4.5 Public opinion poll on integration of non-Estonians
- 4.6 Press monitoring on integration of non-Estonians
- 4.7. Content analysis on integration of non-Estonians

Implemented activities

Under this measure information and advertising campaigns were carried out, the target groups were notified via publications and information events (e.g. the "Keel toidab!" (in. Eng Language Feeds!) campaign in 2003, the *Interest* introductory campaign, "Lugu sellest, kuidas ma keelt õppisin" (in Eng. The story about how I studied the language) 2003-2004). Notification of ongoing competitions and activities via electronic information channels was also part of the measure. In 2005 cooperation with television and radio for increasing communicative integration was added to this measure, unlike in the activity reports of other years. In reality these activities took place in other years of the programme, but they were reflected under the measures of the sub-programme "Social competence."

According to the implementation there were no activities to be funded in 2005. . According to the activity reports, various activities have been carried out in the amount of over 2.3 million EEK (Phare budget): notification of the public, television and radio programmes, bilingual newspapers, etc. According to the implementers of the programme it was related to the Phare project lasting until the end of 2005. According to the implementation plan, the activities of the measure were to be implemented also in 2006, but no activity was carried out in the framework of the SIP in this year. No activities were planned or carried out in the framework of the SIP by 2007. According to the implementers of the programme, the activities ended in connection with the end of the Phare project because no funds were allocated from the state budget.

Table 50. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004 ¹⁷⁴	2005	2006	2007
Social advertising campaigns for promoting linguistic-communicative integration	x	x	x	x	X	x		
Organisation of information days and events for the target groups	x	x	x	x	x*	x		
Development of electronic information channels	x	x	x	x*	x*			
Cooperation with journalists, radio and television on integration matters (incl. education, language)						X		
Commissioning surveys on integration						X		

* The activity report report does not indicate the size of the budget.

Source: *Implementation plans and annual activity reports*

¹⁷³ SIP implementation plans.

¹⁷⁴ Upon examination of the programme's implementation plan and activity reports it appears that in 2004 the implementation plan of the previous period (2000-2003) was followed.

Appraisal of the measure

The activities of the given measure were aimed at sharing information about language learning opportunities and this activity achieved its objective. Social advertising campaigns were aimed at the general public and, according to the interviewees, reached most of the target group – attention was caught. For instance, the Interest campaign was noticed by 79% of the population.¹⁷⁵ However, in the focus group discussions the participants argued that campaigns aimed at the general public did not motivate the target group to start learning Estonian and therefore the activities did not have the desired impact (linguistic-communicative integration). However, some of the interviewees found that for instance the *Interest* advertising campaign encouraged the growth of the language examinations rate. Surveys indicate that opinions about the impact of the campaign are different.¹⁷⁶ At the same time, the activities required very large financial resources in comparison with their output. The focus groups consider provision of information by way of personal contacts to be most effective activity, e.g. information days for a specific group. Owing to the activities the awareness of the opportunities of learning the Estonian language increased. This partially coincides with the objective of the measure, but the involvement of the public which was specified as an objective of the measure did not take place.

According to those who participated in the focus groups, on the whole the campaigns attracted attention and the people's awareness of learning opportunities somewhat increased, but the motivating impact of the activities to take up language learning cannot be considered strong. Instead of resource-intense social campaigns it is expedient to consider more economical and direct channels for dissemination of information such as cooperation with entrepreneurs, provision of information from person to person (e.g. through inspectors of the NEQC), local media channels, as pointed out by the interviewees and participants of focus groups as effective methods of sharing information.¹⁷⁷ The same fact was also emphasised in 2005 in the mid-term appraisal report of the SIP.¹⁷⁸

III.5 To analyse the development of the linguistic relations and socio-cultural competence of various target groups in different areas of life and on that basis develop measures for enhancing the development of the Estonian language into the common language of communication and for the development of multilingualism

Planned budget (2000-2007): 450,000 EEK

Funds actually spent:¹⁷⁹ 0 EEK

Main target groups: population of Estonia

Under this measure the following activities were to be implemented:

5.1 Planning the activities of the mission, carrying out a sociological survey for the analysing of language use in different areas of life and identification of linguistic behaviour and attitude towards the language (in the first implementation plan the wording was as follows: "planning and implementing the mission activities")

5.2 Carrying out a survey for analysing the language use of non-Estonians in Estonia, analysing the internal language relationships in work places, identification of different areas of language usage (only the second implementation plan)

In the framework of the given measure the following activities were to be funded according to the implementation plan:

- ▶ planning and implementing mission activities: 2002, 2003 (300,000 EEK from the budget of the MER)
- ▶ carrying out a survey in 2007 (150,000 EEK from the budget of the MER)

According to the implementation plans, no planned activities have been carried out under this.

¹⁷⁵ Peresild, O. Social advertising in the context of integrating society. (2003).

¹⁷⁶ Peresild, O. Social advertising in the context of integrating society (2003); Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

¹⁷⁷ According to the programme coordinators, this was partially done besides the campaigns.

¹⁷⁸ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

¹⁷⁹ According to annual activity reports (2000-2007).

Table 51. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Planning the activities of the mission, carrying out a sociological survey for the analysing of language use in different areas of life and identification of linguistic behaviour and attitude towards the language								
Carrying out a survey for analysing the language use of non-Estonians in Estonia, analysing the internal language relationships in work places, identification of different areas of language usage								

Source: Implementation plans and annual activity reports

3.3.3 Overall appraisal of the sub-programme

The knowledge of the Estonian language is an important component of the integration process. Surveys indicate that non-Estonians who know the Estonian language and use it are strongly integrated into Estonian society, while the persons who use Russian as the main language of communication are weakly integrated or not integrated at all.¹⁸⁰ It has been observed that the Estonian skills of Russian-speaking population in Estonia depend on the age: the active skills and use of the Estonian language among young people (aged 15-19) is much higher than that of older people.¹⁸¹ Hence, the activities aimed at teaching Estonian to adults are important. Therefore the activities related to teaching Estonian to adults under the SIP are important.

The successful activities of the measure were result-based compensation of language learning, which considerably affected the number of persons participating in the language examination¹⁸² and allowed for extensive availability of language teaching as well as the labour exchange programme which, according to the participants of the focus groups and the interviewees, was remarkably positive and was also considered successful by the participants¹⁸³. According to the focus group, supporting the language learning of the groups of social priority (police officers, rescue workers, teachers, health care professionals, etc.) and risk groups (e.g. the unemployed) was considered necessary. Activities supporting the development of the language proficiency examination, improvement of the quality of language teaching, and communication of information were important as well.

As for the weakness of the language learning opportunities created under the SIP, it may be pointed out that the learning opportunities given did not ensure the permanent Estonian language skills of non-Estonians. According to some of the interviewees, language learning was, in some instances, aimed clearly at passing the language proficiency examination, while no language skills useful in personal or working life were acquired. Second, many language learners lack the opportunity for preservation of their language skills, because they do not use Estonian in their non-Estonian environment.

Diversification of the opportunities for learning the Estonian language and contribution to improving the quality of teaching may be considered the strengths of the sub-programme "Teaching the Estonian language to adults." Since 1999 the proficiency examination has been passed 37,534 times (over 86,000 people registered for the examination and the examination was taken 63,816 times), but still surveys indicate that the number of people wanting to take the language proficiency examination is decreasing and the number of persons who have passed the examination has also decreased: in 2000 the examination was passed by 67% of those who took it, but in 2007 the rate is merely 52%¹⁸⁴. Nevertheless, on the basis of *Integration Monitoring* it can be claimed that on the whole the knowledge of the Estonian language among non-Estonians has improved over the years,¹⁸⁵ but according to

¹⁸⁰ Lauristin, M., Vihalemm, T. SIP 2008-2013. Final report of needs and feasibility survey (2008)

¹⁸¹ Masso, A., Vihalemm, T. Skills and usage of foreign languages, connection with social integration and mobility in Estonian society 2002-2003. A quantitative analysis on the basis of survey "Me. The World. The media." (2005).

¹⁸² Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

¹⁸³ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

¹⁸⁴ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

¹⁸⁵ Integration Monitoring, 2008.

experts the language skills have improved mainly among younger people (also owing to the education system) and the language skills of older groups of the population remain problematic.

The participants of focus groups also agreed that although the activities of the SIP in the field of adults' knowledge of the Estonian language were mainly positive, the activities on the whole have not achieved the desired impact in society. The interviews seemed to indicate that the SIP's activities were aimed at purely teaching Estonian and the activities implemented did not usually contribute to the achievement of the second goal of the programme, i.e. increasing social competence. It was repeatedly noted that for achievement of the programme's goals more extensive measures ensuring an increase of adults' socio-cultural competence and preservation of the language skills would be necessary (e.g. so-called immersion-like activities, language learning in tandem, etc.).

3.3.3.1 Have the aims and objectives of the programme been covered by measures and activities in the implementation plan?

The objective of the sub-programme was to create opportunities for adult non-Estonians to improve their knowledge of Estonian and socio-cultural competence. All the activities of the sub-programme contributed to the achievement of this goal and irrelevant measures were not planned or implemented. Development of the system of language proficiency examinations, activities aimed at improving the quality of study and increasing real learning opportunities as well as notifying of them have been necessary activities for attainment of the objectives of the programme. As for deficiencies in achieving the goals of the programme it has been pointed out that the activities were mainly aimed at pure language learning and activities aimed at increasing socio-cultural competence were usually not carried out (except for the labour exchange programme whose impact may be considered broader than that of pure language learning). The implemented activities did not motivate students to actually acquire knowledge of the language and activities which would ensure the preservation of the Estonian language acquired in the courses even after completion of the activities are necessary as well. Thus, it may be said that the measures and activities aimed at teaching Estonian to adults corresponded to and were necessary for achievement of the objectives of the programme, but were not sufficient for achievement of the objective of the programme or the goals of linguistic-communicative integration of the society.

3.3.3.2 Have the target groups of the programme been covered by the measures and activities of the implementation plan?

Target groups of the sub-programme were adult language learners, teachers of Estonian of language teaching centres and companies, citizenship applicants, socially prioritised groups and risk groups¹⁸⁶. Thus, the implemented activities included various target groups necessary for achievement of the objective of the sub-programme.

Language training was made more broadly available to the socially prioritised groups and risk groups (free courses), but in the case of result-based support the teaching was sometimes unavailable, because language learning required a down payment by the learner.

Although focus groups considered that the target group was well covered by the sub-programme, considering the existing resources, it was however admitted that the number of persons who need to be taught the Estonian language is far higher than covered by the SIP. For instance, a survey carried out by EMOR in 2002 indicated that there were approximately 250,000 non-Estonians in the Estonian labour market who do not possess sufficient knowledge of the Estonian language for satisfying their work-related needs and requirements. In the framework of the *Interest* project 11,723 repayments were made. Also, Estonian was taught to a couple of thousand public sector employees and the unemployed, while the number of people who participated in labour exchange did not exceed 1,000.

3.3.3.3 How successful and economical have the measures set out in the implementation plan been?

One of the three main aims of the SIP is linguistic-communicative integration which in the context of the knowledge of the Estonian language means that "the Estonian language skills of non-Estonians improve considerably and the Estonian language becomes the main language of communication in

¹⁸⁶ SIP 2000-2007, Appendix 1.

society.”¹⁸⁷ It appears from *Integration Monitoring 2008* that compared to 2000 the Estonian skills of non-Estonian population have improved, but the number of adults who do not have any skill of the Estonian language remains high.¹⁸⁸

The activities of the sub-programme had a positive impact on attainment of the objectives of the programme: the opportunities and awareness of language learning opportunities were expanded, also, progress in developing the language proficiency examination system was made over the years, and through improvement of teaching materials and training adults' language teachers the availability of teaching the Estonian language to adults was increased.

The deficiency in the preservation of the language skills and the fact that the number of persons who need to be taught the Estonian language is far higher than that covered by the programme's activities constitute factors impeding achievement of the aims, while problems related to the lack of motivation to learn Estonian are serious as well. On the whole, the implemented activities could not ensure the acquisition of the skills of the Estonian language which would be preserved even after completion of the activities. According to the interviewees, on some occasions language courses were aimed at taking the proficiency examination, but not so much on improving the actual language skills. The output of the programme's activities in seven years did not result in considerable improvement of the actual language skills of adults, but rather the development of the opportunities of teaching Estonian to adults: teaching the Estonian language of higher quality to adults is more available than in the early years of the programme.

As for being economical, projects of different resource-output ratio have been implemented. For instance, the system of refund was more economical in terms of financial resources, because refund was made only when the person passed the language proficiency examination (even if one has doubts about the actual language skills acquired in language courses, passing the language examination does show a level of language skills).

Language learning expenses refund project *Interest*

The *Interest* project was launched in 1999 and lasted for six years. The objective was to motivate non-Estonian adults to learn the Estonian language. Under the project 50% of the money spent on language learning was refunded to those who passed the Estonian language proficiency examination. 11,723 repayments were made during the project in an amount exceeding 15 million kroons.

The activity was very cost-effective, because the expenses of the project per participant were low, i.e. nearly 1,300 EEK per language learner, while in labour exchange programme the respective figure was over 10 times higher (nearly 14,000 EEK). The *Interest* project also allowed for ensuring extensive availability of language learning (11,723 repayments) and supporting ineffective activities was avoided, i.e. support was given only to those language learners who passed the state proficiency examination. The refund system was a motivator for the language learners and increased the number of persons participating in language learning.

Since the support was bound to passing the examination, in some instances language learners did not have the required down payment to commence language learning. Also, such a system may favour the focusing of language courses on passing the proficiency examination and the language learning necessary for everyday life and work may be of secondary importance.

Sources: <http://www.meis.ee/est/sihtasutusest/loppenud/interest>; Kirss, L., Karu, M. *Motivation for learning Estonian and taking the proficiency examination*. (2008), p. 72; interviews and the focus group discussion

Free language courses were not associated with the effectiveness of the studies, due to which the learners were less motivated to learn the language and often did not finish their studies. In the case of socially prioritised groups it was pointed out in the interviews that people took the courses often because the employer forced them to, not because they personally wanted to learn the language and therefore in several instances the courses were a waste of resources, because the actual level of language proficiency was not increased. Therefore the economy of the courses may be considered lower than that of other activities (e.g. result-based support, labour exchange).

¹⁸⁷ SIP 2000-2007.

¹⁸⁸ *Integration Monitoring 2008*.

Language learning of socially prioritised groups

Nearly 15 million EEK was invested in the language teaching of socially prioritised groups and approximately 3,946 public sector employees (staff of educational institutions where the language of instruction was other than Estonian, police officers, rescue workers, health care professionals, etc.) and conscripts have undergone training.

The given activity was necessary, because the state has established language requirements for public sector employees and must thus provide them with language training. The cost of language teaching per learner (approx. 3,800 EEK) was several times lower than that of labour exchange aimed at the same target group.

The deficiency lied in the effectiveness of the activity: the learners were often not motivated to learn the language and since supporting the activity was not related to the effectiveness (e.g. passing the proficiency examination), it was a waste of resources in several instances. Also, the courses did not allow for acquisition of socio-cultural competence, unlike in the case of labour exchange. Thus, the effectiveness of this activity may be considered low in comparison with other similar activities.

*Sources: SIP mid-term appraisal report (EY 2005), SIP activity reports 2005-2007, interviews, the focus group discussion.
* Do not include funds spent in 2006, because there is no information about them in the management reports.*

Social campaigns are considered very resource-intensive activities. The focus groups and interviewees had different opinions about the campaigns carried out under this sub-programme: they mostly found that the funds spent on the campaigns were too high in comparison with the results. Mostly it was though that the campaigns did attract attention, but their impact on raising the motivation to learn the language was modest. However, some interviewees found the *Interest* campaign to be a significant factor in increasing the number of persons participating in language learning.

3.3.3.4 Have the measures realised in the framework of the implementation plan been sustainable with regard to the activities?

The measures of the sub-programme supplemented one another: activities for development of proficiency examinations were carried out, language teachers were trained, language teaching materials were prepared, learning the Estonian language was supported and information and communication activities for promoting language learning were carried out. It also became evident that, where necessary, the activities aimed at the target group were repeated. In the first implementation period most of the activities were carried out using foreign assistance, but after termination of the foreign assistance the funding of some activities from the state budget continued: for instance, result-based support of language learning, which shows the sustainability of the activity.

However, the activities of the sub-programme have not had sustainable impact on the knowledge of the Estonian language among adults. One of the greatest deficiencies of the sub-programme lies in the fact that after completion of the activities aimed at teaching Estonian the learners are not able to preserve the level of their language skills, which is often explained by the absence of a real environment of language use, but which also relates to the lack of motivation of the non-Estonian population to learn the Estonian language. An important aspect in preservation of language skills lies in contacts with Estonian language in one's everyday life. It appears from surveys that especially in Ida-Viru County but also in Harju County daily contacts with the Estonian language are small and therefore there are problems with the success of language teaching in these areas.¹⁸⁹ To ensure adults' continued skills of Estonian activities ensuring longer-term preservation of the language skills in areas where there are little opportunities for practising the Estonian language are necessary (e.g. language learning in tandem etc.).

¹⁸⁹ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008).

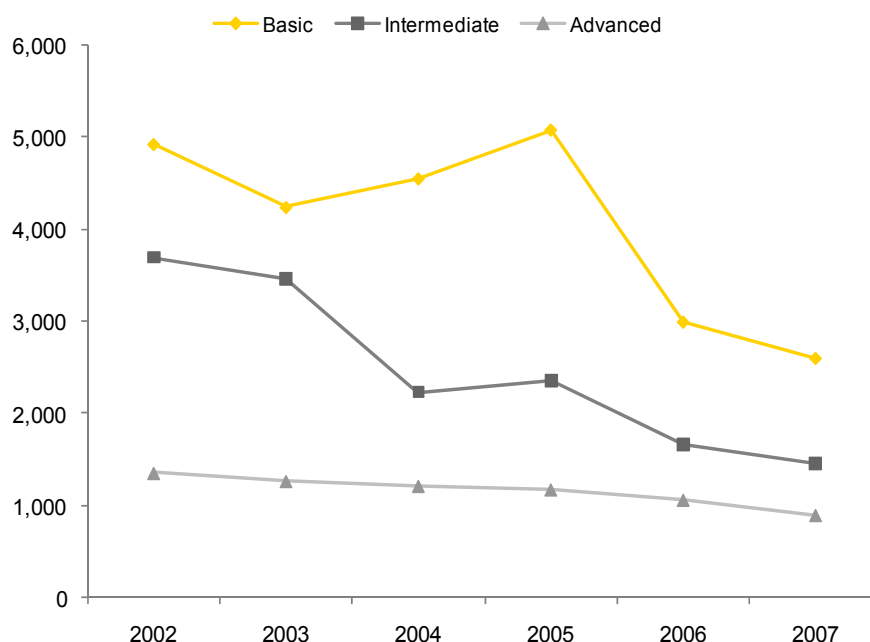
3.3.4 Has achievement of the aims and objectives of the sub-programme been successful in the course of implementation of the programme and the implementation plan?

Objective: Opportunities have been created for non-Estonians beyond the age of compulsory school attendance to improve their knowledge of Estonian and socio-cultural competence

The objective of the sub-programme “Teaching the Estonian language to adults” was to create opportunities for adult non-Estonians to improve their knowledge of Estonian and increase socio-cultural competence. In the framework of the sub-programme activities for improving the quality and accessibility of teaching Estonian were carried out, e.g. training in Estonian without charge for the unemployed, public sector employees, compensation of language learning expenses to persons who have passed the Estonian language proficiency examination, labour exchange for language learning purposes, etc. Various aspects which could indicate whether the opportunities for adults regarding improvement of the skills of the Estonian language and socio-cultural competence were in fact created have been assessed below.

An indicator of improvement of the knowledge of the Estonian language is the proficiency examination organised for evaluation of the levels of Estonian language proficiency. Through 1999-2008 the 37,534 persons have passed Estonian language proficiency examination (over 86,000 persons registered for the exam and taken the exam was 63,816 times. This cannot be equalled to the number of persons who underwent language teaching, because one person may hold several certificates of different levels.¹⁹⁰ According to experts, approximately 10 percent of all non-Estonians improved their Estonian language skills. However, surveys indicated that the number of people who want to take the proficiency examination has decreased. Figure 12 indicates that the number of persons who took the Estonian language proficiency examination has decreased at all levels and in total the number of participants has fallen 50%. At the same time the number of persons passing the exam is also falling: in 2000 the examination was passed by 67% of the people, but in 2007 only by 52%.¹⁹¹

Figure 12. Number of participants in Estonian language proficiency examination through 2002-2007



Source: NEQC

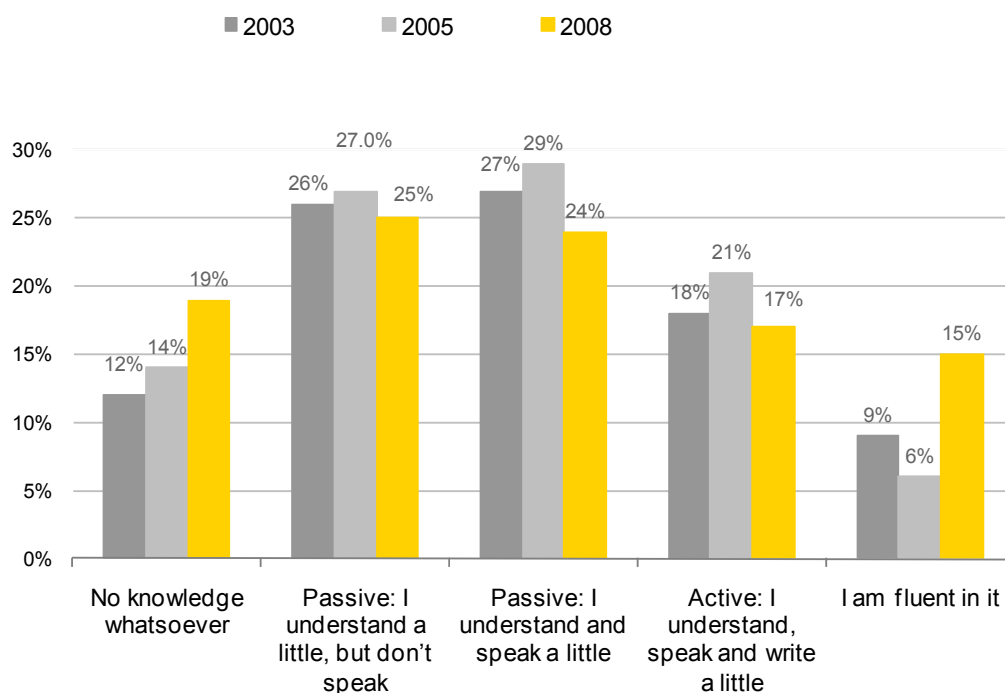
Looking at changes in the self-evaluated Estonian language skills of non-Estonians it appears from *Integration Monitoring 2008* that the language skills of non-Estonians have improved over the years: a

¹⁹⁰ *Ibid.*

¹⁹¹ *Ibid.*

third of the Russian-speaking population has good knowledge of the Estonian language and nearly half have passive Estonian skills (see Figure 13). However, one-fifth of the Russian-speaking population find that they have no skill of Estonian at all. Experts do not consider such estimated fall in the language competence among the population an objective process, but the result of a fall in the self-evaluation following the establishment of stricter and clearer requirements for the language proficiency levels.

Figure 13. Self-evaluated Estonian language skills of Russian-speaking population in Estonia



Source: *Integration Monitoring 2008*

However, the differences between age groups are quite big when it comes to knowledge of the Estonian language. 27% of young Russian-speaking population (aged 15-24) and 22% of people aged 25-39 find that they are fluent in Estonian, but among older people the share of persons who know the Estonian language is below 10%.¹⁹² The main factor behind improvement of the knowledge of the Estonian language seems to be the systematic teaching of Estonian in the educational system, while teaching Estonian to adults and their language skills remain a problem.

The position of the participants of the focus group was that the activities of the SIP considerably contributed to increasing the Estonian language learning opportunities of adults, but some interviewees saw problems with the impact of the activities on the socio-cultural competence. Labour exchange allowed for establishment of social relationships in addition to language learning, etc., but most of the activities of the sub-programme were aimed purely at language training. The overall estimate of the persons who participated in the language courses is positive, but according to them the main deficiency is related to the acquisition of work-related language skills.¹⁹³

In conclusion it can be said that the SIP programme has increased adults' opportunities for learning Estonian, but a large portion of the Russian-speaking population (mostly elderly people) still does not speak Estonian. Although partially the problem certainly lies in the lack of will to learn Estonian and of the real need for it, one can nevertheless see a lack of language learning opportunities suitable for them or a lack of awareness of the learning opportunities. The most serious problem lies in the lack of opportunities for increasing socio-cultural competence.

¹⁹² *Integration Monitoring 2008*.

¹⁹³ Kirss, L., Karu, M. Motivation for learning Estonian and taking the proficiency examination. (2008), p 62.

3.4 Sub-programme IV “Social competence”

3.4.1 Overview of sub-programme

Aim and objective

The Estonian population is socially competent.

The aim of the sub-programme is divided into three sub-objectives:

A: Inhabitants of Estonia actively participate in the development of civil society regardless of their nationality and mother tongue

B: The attitudes of Estonians and non-Estonians contribute to the achievement of the main aims of the state programme

C: Improvement of the situation of groups of the population with serious social special needs

According to the programme, social competence means a person's ability to adequately function on all levels of societal life. The programme treats social competence as a key factor in people's ability to organise on the basis of common interest (to be carried out in the third sector) and changes in the availability of objective information and attitudes in society (to be carried out in the field of the media and public opinion).

General tasks of Sub-programme IV “Social competence”:

- ▶ To raise awareness of the potential of non-Estonians and consciously involve them in decision-making and development programmes
- ▶ Implementation of the concept of the culturally diverse Estonia and introducing the cultures of ethnic minorities living in Estonia to the public¹⁹⁴

Description

In the framework of the sub-programme activities were planned in both periods (both from 2000 to 2003 and from 2004 to 2007). The sub-programme has been divided into 12 measures of which 6 are the same in both programming periods. Measures IV.7 to IV.10 provided for in the implementation plan of the first period were not foreseen in the implementation plan of the second period and two new measures (IV.7 and IV.8) have been added instead.¹⁹⁵

The activities of measures IV.7 to IV.9 planned in the first implementation plan were not carried out. According to the mid-term appraisal of the SIP, these activities are carried out “under welfare policy in the area of government responsibility of the Ministry of Social Affairs and by local authorities without bringing out ethnicity.”¹⁹⁶

The following measures belong to the sub-programme:

IV.1. To develop integration-related cooperation between the third sector and state institutions

IV.2. To support youth associations and student governments in order to provide non-Estonian youth with more opportunities for joint activities and develop their social competence

IV.3. To develop issues of integration more diversely in Estonian and Russian-language media; to create and expand the common ground of the Estonian and Russian-language media systems; to increase the interactivity of Russian-language media; to improve the availability and quality of Russian-language institutional-utilitarian information in the media in order to promote the social inclusion of the Russian-speaking population

IV.4. To increase the number of media and information professionals among non-Estonian youth; to raise a new generation of non-Estonians who have the regular habit of consuming the media and are able to find their way in the information society

IV.5. To strengthen communication between Estonians and non-Estonians; to create and develop intercultural dialogue

IV.6. To support the legal-political integration of non-Estonians

IV.7(I). To improve the economic subsistence of the non-Estonian population, providing them with emergency psychological assistance through a Russian-language helpline (implementation plan 2000-2003)

IV.7(II). To improve the professional language skills and knowledge of the state language of the unemployed, so they can successfully integrate into the labour market (implementation plan 2004-2007)

IV.8(I). To raise the economic subsistence of the hearing impaired non-Estonians, helping them to continue their studies and achieve a professional career (implementation plan 2000-2003)

¹⁹⁴ State Integration Programme 2000-2007.

¹⁹⁵ The enumeration of the two periods is not comparable in the programme.

¹⁹⁶ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

IV.8(II). To provide young non-Estonian people and adults with opportunities to reduce their participation in social risk groups, including drug addiction, HIV/AIDS, crime, unemployment while taking into account their social, ethnic and linguistic characteristics (implementation plan 2004-2007)

IV.9. To raise the level of sensory, intellectual and social functionality of visually impaired non-Estonians as high as possible, cultivating their greater independence, allowing them to read embossed script or listen to literature, professional literature, textbooks, musical note transcriptions, periodicals, reference books.

IV.10. To develop training models in order to support the integration of refugees and other minorities into Estonian society

Funding

According to the implementation plans: A total of 21,664,300 EEK had been planned for the measures of sub-programme "Social Competence" in the implementation plan of 2000-2003 (incl. 6,808,400 EEK from the state budget and 14,835,900 EEK from foreign assistance). For 2004-2007 46,823,000 EEK were planned for the measures of the sub-programme (incl. 18,741,000 EEK from the state budget and 28,082,000 from foreign assistance). A total of **68.5 million EEK** had been planned for the activities of the sub-programme under the implementation plans. Nearly 63% of the activities of the sub-programme were to be financed from foreign assistance and 37% from the state budget.

Reality.¹⁹⁷ Activities were financed under the sub-programme in the amount of **54,125,609 EEK**, i.e. an amount that is nearly 14 million EEK smaller than provided in the implementation plans (79% of the planned funds was spent). The biggest difference between the planned and spent funds can be seen 2004-2007 when the expenditure was by 13.2 million EEK lower than provided in the implementation plan (in the first period the difference was 1.1 million EEK).

The funding of the activities of 2004 of measures IV.2, IV.3, IV.4 and IV.6 under the sub-programme "Social competence" has been described in the implementation plans of the first as well as the second period and there are differences in the described activities / budgetary funds.

Table 52. Funding sub-programme IV

Measure	Planned	Actual	Budget implementation percentage	Share of measure in sub-programme
Measure IV.1	6,128,300	8,053,687	131%	15%
Measure IV.2	6,477,700	5,205,766	80%	10%
Measure IV.3	2,547,600	5,455,617	214%	10%
Measure IV.4	2,094,000	2,745,579	131%	5%
Measure IV.5	8,913,000	8,359,465	94%	15%
Measure IV.6	13,021,700	10,794,137	83%	20%
Measure IV.7(1)	1,400,000	0	0%	0%
Measure IV.8(1)	360,000	0	0%	0%
Measure IV.9	541,000	0	0%	0%
Measure IV.10	810,000	0	0%	0%
Measure IV.7(2)	17,188,000	10,940,325	64%	20%
Measure IV.8(2)	8,986,000	2,571,033	29%	5%
TOTAL	68,467,300	54,125,609	79%	100%

Source: Implementation plans and annual activity reports

Target group

The direct target group of the sub-programme is non-Estonian population,¹⁹⁸ including non-profit associations, students, youth organisations, teachers, people with special needs, etc. The broader target group of the sub-programme is the entire population of Estonia.

Institutions in charge/implementers

According to the programme documents the responsible institutions of the sub-programme are the IF and the MSA.

¹⁹⁷ According to annual activity reports (2000-2007).

¹⁹⁸ SIP 2000-2007.

3.4.2 Appraisal of sub-programme measures

IV.1. To develop integration-related cooperation between the third sector and state institutions

Planned budget (2000-2007): 6,128,300 EEK
Funds actually spent:¹⁹⁹ 8,053,687 EEK
Direct target groups: members of non-profit associations
Broader target group: Estonians and non-Estonians

Activities were planned and carried out under this measure in all years of implementation of the programme. The funds spent on the measure exceeded the planned amount primarily because in 2005 integration projects were implemented in a much greater volume than planned. The funds actually spent on the measure exceeded the sum specified in the implementation plan by 31%.

Planned activities

Activities carried out in the framework of the measure planned in the implementation plans were as follows:

- 1.1 Supporting integration projects through general competitions
- 1.2 Distribution of information, including organisation of IF information days for non-profit associations
- 1.3 Analysis and modification of the principles of funding integration-related activities of non-profit associations (only through 2000-2003)
- 1.4 Development scholarships for the best integration projects

Implemented activities

The main activities of the given measure included supporting integration projects through a general competition and issuing of the development scholarships for the best integration projects, which took place throughout the programme; the IF also organised information days for non-profit associations. In the course of the general competition integration-related activities of various third sector organisations were supported – support was given to projects whose activities did not fit in the framework of other thematic competitions. The purpose of the development scholarships was to motivate the development of new integration projects and on information days specific information was given about the IF's project competitions. In the framework of SIP 197 projects were supported through general competitions and 22 development scholarships were issued.

The activities of the measure were usually implemented according to the implementation plans, except the analysis and modification of the principles of funding the integration-related activities of non-profit associations, which were planned for 2001-2003 and was not implemented in reality during the programme.²⁰⁰

Table 53. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Supporting integration projects through general competitions	x	X	x	X	X	x	x	x
Distribution of information, including organisation of IF information days for non-profit associations		X	x	X	X	x	x	x
Analysis and modification of the principles of funding integration-related activities of non-profit associations								
Development scholarships for the best integration projects	x	X	x	X	X	x	x	x

* Information days were organised, but the management reports do not specify whether the information days were aimed at non-profit associations.

Source: Implementation plans and annual activity reports

¹⁹⁹ According to annual activity reports (2000-2007).

²⁰⁰ According to the IF, a current analysis was carried out in the area, but no such activity was not carried out under a separate survey.

Appraisal of the measure

The overall appraisal of the measure is positive. In interviews the activities of the given measure were evaluated as necessary and the demand for them was considered high. The activities were necessary for involvement of the third sector in the development of integration: e.g. through the general competition innovative activities of non-profit associations, which were not foreseen by the programme, but which supported the achievement of the programme's objectives, were supported. Such an activity allowed for supporting, where necessary, such integration activities which were not foreseen upon development of the programme.

The activities of the measure have been sustainable, e.g. the general competition and development scholarships have taken place throughout the programme and according to the IF the development scholarships will continue in 2009 as well.

The coordinators have pointed out the problem that the measure is irrational, because too much time has been spent on the general competitions. The objective of the measure was to develop innovativeness in the field of integration and thus, no strict limits were established on the application rounds in order to allow for innovative solutions. Therefore, more time was spent on it. The implementers of the programme also had doubts about the overall impact of the measure upon development of cooperation between the third sector and the state sector, i.e. the objective of the measure. The activities covered a relatively small share of the entire target group. Although according to the register of non-profit associations and foundations there are 27,716 non-profit associations²⁰¹ in Estonia as of 1.04.2009 (including 7,985 apartment associations²⁰²), there is no accurate data on how many of them are engaged in integration (i.e. the size of the target group of the measure). However, on the basis of this data there is reason to believe that the activities of the measure did not cover a significant portion of the target group: the SIP supported 197 projects through general competitions and development scholarships were issued on 22 occasions. However, the measure did not aim at covering the entire target group, but supported activities which did not fit under thematic competitions.

The activities of the measure were not directly aimed at the objective of the measure, i.e. achievement of cooperation between the third sector and the state sector, but covered all areas of the SIP. Thus, the activities of the measure did not achieve the measure's objective, but contributed to the achievement of the general objectives of the programme, as a result of which the measure may still be considered successful.

IV.2. To support youth associations and student governments in order to provide non-Estonian youth with more opportunities for joint activities and develop their social competence

<p>Planned budget (2000-2007): 6,477,700 EEK Funds actually spent:²⁰³ 5,205,766 EEK Direct target groups: organised young people Broader target group: Estonian and young non-Estonian people</p>
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Under the SIP activities were planned for all years, except for 2005. In reality, the activities were performed in all years, but the planned activities did not largely correspond to the actual activities. The budgetary funds spent on the activities of this measure differed from the planned with regard to almost all years, especially in 2005 by which no funds had been planned, but nearly 1 million EEK was spent and in 2007 2.3 million EEK was planned for the project competition (including 2 million EEK of foreign assistance), but in reality no project competitions were organised. 80% of the planned budget was spent on the measure.

Planned activities

According to the implementation plan for 2000-2003, the following activities were to be carried out in the framework of the measure:

- 2.1 Regular training of the leaders of youth associations and student governments
- 2.2 Formation/strengthening new regional student government associations / youth associations

²⁰¹ http://www.rik.ee/stat/9_4mk.phtml, 20.04.2009

²⁰² Statistical Office.

²⁰³ According annual activity reports (2000-2007).

- 2.3 Introduction of the topic of youth associations and student governments in training programmes for school managements and teachers, preparation of respective materials
- 2.4 Encouragement and support of youth cooperation through programmes and project support schemes
- 2.5 Diversification of informational materials supporting self-initiative
- 2.6 Survey of development plans of youth associations

The following activities of the measure have been set out in the implementation plan for 2004-2007:

- 2.1 Encouragement of youth cooperation in various subjects in areas of youth work, using the opportunities of youth work associations (project competition)
- 2.2 Thematic training of members of management boards of youth associations, project managers and leaders and successors of student governments, preparation and publication of a handbook, dissemination of information aimed at non-Estonian youth, organisation of a conference and information days (includes the first and fifth activities of the first implementation plan)
- 2.3 Carrying out a survey (no budgetary funds have been allocated in the implementation plan for any year)
- 2.4 Preparation and printing of a handbook, a training cycle for employees of open youth centres
- 2.5 Coordination and counselling of the area (no budgetary funds in the implementation plan)

The implementation plan for 2000-2003 also describes the activities of 2004 and the budgetary funds spent on them, which differ somewhat from the activities, funds and sources of financing described in the implementation plan for 2004-2007 (e.g. the implementation plan of the second period does not provide for formation or strengthening of new regional student government associations or youth associations).

Unlike the implementation plan of the first period, the second implementation plan does not provide for any support to creating/strengthening new youth associations or introducing the topic of youth associations and student governments into the training programmes of school managements and educators. A survey on development plans of youth associations has in the second period been just turned into a survey. The second implementation plan has added the activity of preparation of a handbook for OYC employees as well as coordination and counselling of the area. The SIP does not provide for any activities in the framework of this measure under the implementation plans for 2005.

Implemented activities

The activities of the measure were largely focused on open youth centres (OYC). For instance, training in preparation, implementation and evaluation of OYC development plans was organised and following the training the development plans of the participating youth centres were prepared.²⁰⁴ Through 2003-2004 69 employees from 49 OYCs underwent the training.²⁰⁵ Surveys related to OYCs were supported and 2005-2006 a survey was carried out in connection with problem behaviour of minors. Under this measure various youth projects were supported through project competitions (2000-2006): a total of 86 youth projects were supported in 6 years. Additionally, training for leaders of youth associations and student governments were organised, preparation of information and training materials relating to student governments was supported.

Table 54. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Regular training of the leaders of youth associations and student governments	x	x			X	x		
Formation/strengthening new regional student government associations / youth associations	x**	***						
Introduction of the topic of youth associations and student governments to the training programmes of school managements and educators, preparation of respective materials			x					
Encouragement and support of youth cooperation through programmes and project support schemes	x	x	x	x	X	x	x	
Diversification of informational materials supporting self-initiative	x	x****	x		X			

²⁰⁴ According to the IF, all interested OYCs were involved in the activity.

²⁰⁵ According to the Association of Open Youth Centres of Estonia, as of 2009 there are 57 open youth centres in Estonia. Source: http://www.ank.ee/?p=p_307&sName=kokkuvõte.

Survey (of development plans of youth associations)			X	x	X	x	x	
Preparation and printing of a handbook, a training cycle for employees of open youth centres				X				
Coordination and counselling of the area								
Updating a youth database (not in the implementation plan)								X

* It has been noted in the activity report that this activity has been carried out, but in reality the output of the activity lies in preparation of training and informational materials. The activity report does not refer to training having been organised.

** Operation of youth associations and student governments was supported.

*** Definition of training subjects and gathering informational materials.

**** Magazines were ordered for Russian-medium schools.

Source: Implementation plans and annual activity reports

Appraisal of the measure

Since the overall emphasis of the programme is on youth,²⁰⁶ the activities of the given measure are importance from the point of view of achievement of the aims. According to the interviewees, the youth work activities were successful and contributed to the introduction of a systematic approach in youth work. A positive evaluation is given to the measure's activities also in the report on the evaluation of the activities of foreign assistance project "Mitmekultuuriline Eesti" (in Eng. "Multicultural Estonia") according to which the activities achieved their objectives and various activities were even more successful than expected.²⁰⁷

The activities aimed at OYC's were able to cover a large portion of the target group: 49 OYC employees were trained during the programme. According to the Association of Open Youth Centres of Estonia, as of 2009 there are 57 OYC's in Estonia. According to the coordinators of the programme as many youth centres as possible were involved in the activities. Through project competitions the activities (excursions, hiking, training, seminars, youth forums) reached a considerable portion of the target group. E.g. in 2004 2,807 young people and in 2006 1,420 young people participated in the supported activities.²⁰⁸ However, one cannot claim that the project competitions would have covered the entire target group.

The activities aimed at OYC's helped to increase the sustainability of the development of the OYC's and create a uniform structure of OYC's as a result of which the sustainability of individual OYC's as well as the entire structure has increased, serving as the basis for supporting the integration processes of young people.²⁰⁹ The supported self-initiative projects contributed to "the rise in awareness among young people of the nature of other cultures, development of open attitudes towards tolerance and mutual understanding favouring the cooperation of young people, and establishment of friendship."²¹⁰

In the case of the activities of the measure it may be considered positive that the participants of the focus group discussions suggested that the SIP's activities on the whole were too unilaterally aimed at the Russian-speaking population, with regard to this measure the interviewees found that one of the objectives of the activities was cooperation between young people of different cultural backgrounds and language. According to the coordinators of the SIP the number of such opportunities is rising. The importance of joint activities from the point of view of favouring integration was also pointed out by an interviewed representative of a youth organisation. The 2005 mid-term appraisal report of the SIP indicates a deficiency of this measure that Russian-speaking youth organisations have not been involved in the activities of their Estonian peers,²¹¹ but in the interviews conducted in 2009 the implementers of the programme pointed out the support of cooperation between young people of different nationalities, which shows the success of the measure.

The measure aims at increasing the social competence of young non-Estonian people. Although various criteria refer to the low social competence of young non-Estonian people (e.g. low participation in developing civic society, etc.), it follows from surveys²¹² and interviews that the social competence of young non-Estonian people has somewhat increased (for further information see section 3.4.4).

²⁰⁶ SIP 2000 – 2007, p. 18.

²⁰⁷ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²⁰⁸ Annual activity reports 2000-2007.

²⁰⁹ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²¹⁰ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²¹¹ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

²¹² Integration Monitoring 2008.

Since extensive activities have been carried out to that end in the framework of the SIP and other measures (e.g. measures of the sub-programme “Education”) as well as outside the integration programme, it cannot be directly pointed out how large a share the activities of the measure have played in raising the social competence of young people. However, it appeared from secondary sources as well as from interviews and focus group discussions that the activities of the given measure have had a positive impact on the social competence of young non-Estonian people, as a result of which the given measure can be considered rather successful.

IV.3. To develop issues of integration more diversely in Estonian and Russian-language media; to create and expand the common ground of the Estonian and Russian-language media system; to increase the interactivity of Russian-language media; to improve the availability and quality of Russian-language institutional-utilitarian information in the media in order to promote the social inclusion of the Russian-speaking population

Planned budget (2000-2007): 2,547,600 EEK
Funds actually spent:²¹³ 5,455,617 EEK
Main target groups: media, journalists
Broader target group: Russian-speaking population

The funds spent on the measure exceeded the planned budget nearly twice (114% more than planned): in all years of the programme the funds spent exceeded the budget of the implementation plan.

Planned activities

Under the implementation plans the following activities were to be implemented in the framework of the measure:

- 3.1 Organisation of journalist training and scholarship competitions (implementation plan for 2000-2003)
- 3.2 Production of seasonal (including interactive) Estonian and Russian-language television programmes (implementation plan 2000-2003)
- 3.3 Supporting Russian-language radio programmes on social matters and integration (in both programming periods)
- 3.4 Development and implementation of a system for rewarding journalists (implementation plan 2000-2003)
- 3.5 Development and implementation of a system for mutual reference (implementation plan 2000-2003)
- 3.6 Development and implementation of an informational programme containing practical-utilitarian information (implementation plan 2000-2003)

Implemented activities

The activities of this measure aimed at discussing the issues of integration in Estonian and Russian-speaking media. Training for journalists and scholarship competitions took place under this measure: there were two scholarship recipients and, according to the activity reports, a total of 7 seminars were organised for journalists. A project was supported in which journalists of an Estonian newspaper and a Russian newspaper wrote articles on integration issues. In the framework of the measure seasonal television programmes in Estonian and Russian and Russian radio programmes were supported. The production of nearly 20 series of television programmes as well as series of radio programmes (e.g. the “Contact” series comprising 40 episodes) were supported. In 2000 and 2001 mutual system of references was developed in implemented. In 2001 cooperation projects of Estonian and Russian newspapers were supported (4 in total).

Table 55. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Organisation of journalist training and scholarship competitions	X	x	x					
Production of seasonal (including interactive) Estonian and Russian-language television programmes	X	x	x	x	X			
Supporting Russian-language radio programmes on social matters and integration*			x	x	X	x		

²¹³ According to annual activity reports (2000-2007).

Development and implementation of a system for rewarding journalists								
Development and implementation of a system for mutual reference	X	x						
Development and implementation of an informational programme containing practical-utilitarian information								

* Wording in the implementation plan 2004-2007: "Radio programmes in the languages of national minorities (supporting the series)"

Source: Implementation plans and annual activity reports

Appraisal of the measure

In focus group discussions and interviews the media was considered as one of the important tools of supporting the integration process and the activities carried out under the SIP were considered necessary. The media is one of the key factors of the integration process.

The implemented activities had an impact first of all on drawing attention to the issues of cultural diversity. However, given the importance of the issue, the activities implemented in the framework of this measure cannot be considered sufficient. The main emphasis of the activities was on the first programming period and in the second programming period only individual activities were carried out under this measure (radio programmes in 2004 and 2005 and television programmes in 2004). According to the implementers of the programme, the reason for termination of the activities lied in funding the activities out of foreign assistance after cessation of which the activities could no longer be implemented.

It was pointed out in interviews that the activities funded under the SIP were not sustainable, because the activities were not systematic, and the support to the programmes has been rather one-off. According to the interviewees, the project-based nature is a problem in the field of the media, because habits play a great role in this area and in order to achieve their impact, activities should continue over a longer period.

All in all, the activities carried out in the framework of this measure were necessary and irrelevant activities were not supported. However, the activities were rather one-off and did not allow for achievement of any extensive impact, as a result of which the given measure did not achieve its objective.

IV.4. To increase the number of media and information professionals among non-Estonian youth; to raise a new generation of non-Estonians who have the regular habit of consuming the media and are able to find their way in the information society

Planned budget (2000-2007): 2,094,000 EEK

Funds actually spent:²¹⁴ 2,745,579 EEK

Main target groups: Russian-speaking and Estonian-speaking students and teachers

Considerably more funds than planned in the implementation plans were spent on this measure, especially because the implementation plan does not stipulate any funds for the activities carried out under this measure from 2005 to 2007. The activities of the measure were financed from foreign assistance (Multi 2) and the budgets of the IF and the MER. The actual expenditure exceeded the initial budget by 31%.

Planned activities

The following activities are to be carried out in the framework of the measure under the implementation plan for 2000-2003:

- 4.1 Development and implementation of a training programme for graduates of schools where the language of instruction is other than Estonian in the specialties of journalism, advertising and public relations at higher education institutions
- 4.2 Development and implementation of diploma studies of electronic media journalists in cooperation with higher education institutions
- 4.3 Performance of stimulating preparatory work in schools, including article competitions, articles written by young people in daily newspapers
- 4.4 Development and implementation of the media education programme for Russian-medium basic and secondary schools

²¹⁴ According to annual activity reports (2000-2007).

In the implementation plan for 2004-2007 the media education programme continues and the following new activities were added:

- 4.1 Compilation and publication of a media textbook for students
- 4.2 Ordering Estonian magazines for Russian-medium schools
- 4.3 Coordination and counselling of the area

Of all the activities described in the implementation plan budgetary funds had been allocated only to the media education programme through 2000-2004 and for ordering Estonian magazines for Russian-medium schools in 2004.

Implemented activities

The activities of this measure supported the application of media education as a cross-cutting topic of the national curriculum in Russian-medium schools in Estonia. In the framework of the SIP various teaching materials in the area of media education were published, editors of basic school and upper secondary school newspapers were trained (approximately 100 students), and supplementary training was provided to teachers of the Estonian and Russian-medium general education schools. In 2006 improvement of the media competence of the teachers and/or students of four schools was supported through a project competition. In 2003 and 2004 Estonian magazines were ordered for Russian-medium schools.

Table 56. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Development and implementation of a training programme in higher education institutions for graduates of schools where the language of instruction is other than Estonian in the specialties of journalism, advertising and public relations								
Development and implementation of diploma studies of electronic media journalists in cooperation with higher education institutions	***							
Performance of stimulating preliminary work in schools, incl. article competitions, copies prepared by young people in daily newspapers	***							
Development and implementation of a media education programme for Russian-medium (and Estonian-medium) basic and secondary schools, supporting the media training of teachers of Estonian-medium and Russian-medium schools*	x	X	x	x	x	x	x	x
Compilation and publication of a media textbook for students								
Ordering Estonian magazines for Russian-medium schools				x	x			
Coordination and counselling of the area					**			
Training programme on the media (not in the implementation plan)		X						

* In the second implementation plan Estonian-medium schools are covered in addition to Russian-medium schools.

** Planned under the implementation plan, but no allocation of budgetary funds has been prescribed.

*** Described in the implementation plan as an activity to be carried out, but no budgetary funds have been provided.

Source: Implementation plans and annual activity reports

Appraisal of the measure

According to the participants of focus groups and interviewees, the media activities aimed at young people are very important from the point of view of shaping the social competence and media education in schools is considered necessary as well. Since media education is a compulsory subject cross-cutting the entire national curriculum, the measure was necessary in order to support the development of a media education programme and a teacher training system.

In reality, however, various planned activities were not implemented²¹⁵ and according to the interviewees, the activities of the measure were rather individual and did not have any long-term impact, i.e. they were rather one-off. The activities of the measure turned more systematic in 2006 when the raising media competence at schools was supported in the framework of project competitions, which is considered very important from the point of view of promoting integration. Development of teaching materials on the media is considered a successful as well, being a step forward from the previous situation where there were no teaching materials.

²¹⁵ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

According to the interviewees, the impact of the given activities remained at the level of individuals whom the activities were directly aimed at, e.g. issuers of school newspapers who were trained. No general impact on the target group, i.e. the entire body of students could be observed on the basis of the interviews, because the activities covered a very small portion of the target group. Estonian, Russian-medium and bilingual basic and secondary schools were covered by the programmes. According to the MER, in the academic year 2008/2009 there are 85 schools in Estonia where the language of instruction is Russian or a third language (i.e. not Estonian) and 436 Estonian-medium schools,²¹⁶ but the media education programme launched in 2006 was carried out in 4 schools.

All in all, the level of achievement of the objectives of the measure may be considered modest. An analysis of secondary sources showed that the reason lies primarily in unrealistic objectives which were set because there was no adequate overview of the actual situation.²¹⁷ The implementers of the programme have pointed out the deficiency that although the IF was responsible for the activities of the given measure, the IF's opportunities for attending to the given area were somewhat limited, because media education concerns the national curriculum of the schools. However, both according to the focus groups as well as interviewees, the activities related to media education are necessary and must continue in the future as well.

IV.5. To strengthen communication between Estonians and non-Estonians; to create and develop intercultural dialogue

Planned budget (2000-2007): 8,913,000 EEK

Funds actually spent:²¹⁸ 8,359,465 EEK

Main target groups: Estonian-speaking and Russian-speaking population

Activities of this measure were planned and carried in all years of the programme. The funds spent of the activities of the measure differed considerably from the funds set out in the implementation plan regarding different years and activities. In total the amount spent on the measure's activities was approximately the same as in the implementation plans: 94% of the planned funds were spent on the measure. The sources of funding the activities of the measure were as follows: the IF, Multi, Phare, and the Nordic, United Kingdom and UN Development Programme.

Planned activities

Under the implementation plans the following activities were to be implemented in the framework of the measure:

- 5.1. Production of bilingual (and Russian) television programmes, including language learning programmes (both periods)
- 5.2. Staging bilingual plays (only 2000-2003)
- 5.3. Social advertising campaign for drawing the public's attention to Estonia's cultural diversity, management of media relations (both periods)
- 5.4. Development and implementation of a framework programme for joint events (only 2000-2003)
- 5.5. Publishing bilingual magazines and publications (only 2000-2003)

Implemented activities

The activities carried out under this measure supported bilingual media. Throughout the programme the production of bilingual interactive television programmes was supported and in 2000 staging bilingual plays was supported. Social advertising campaigns were carried out for drawing the public's attention to issues of Estonia's cultural diversity. Bilingual magazines and publications were issued through 2001-2003.

²¹⁶ MER's statistics. <http://www.hm.ee/index.php?048055>.

²¹⁷ Võõrmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²¹⁸ According to annual activity reports (2000-2007).

Table 57. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Bilingual (and Russian) television programmes	x	x	x	x	x	x	x	x
Staging bilingual plays	x							
Social advertising campaign for drawing the public's attention to Estonia's cultural diversity, management of media relations	x	x	x			x	x	x
Development and implementation of a framework programme for joint events		x*						
Publishing bilingual magazines and publications		x	x	x				

* Preparations were made for organisation of a competition of multicultural events organised by non-profit associations.

Source: Implementation plans and annual activity reports

Appraisal of the measure

The objective of the measure is to strengthen communication between Estonians and non-Estonians and to create and develop an intercultural dialogue. The objective of the measure is in accordance with the goals of the sub-programme and programme and the activities also correspond to the measure's goal. It became evident from the focus group discussion and interviews that such activities are necessary.

A positive example pointed out in interviews and focus group discussions is the social advertising campaigns organised for drawing attention to cultural diversity (e.g. "Palju toremaid inimesi" – in Eng "Many Wonderful People"), which, according to the interviewees, served their purpose. Although the social advertising campaigns are resource-intensive information and communication activities, the activity may be considered necessary for attainment of the objective, because according to the interviewees such an activity allowed for reaching a large portion of the target group: a follow-up survey of the "Palju toremaid inimesi" – in Eng "Many Wonderful People" campaign showed that 69% of the population noticed the campaign.²¹⁹

Regarding supporting bilingual television programmes the project-based nature of supporting has been indicated as a problem, because it impedes the emergence of sustainability and according to the interviewed experts, media consumption plays an important role in shaping people's habits.

It became evident from *Integration Monitoring* 2008 that although the formal openness to mutual communication between Estonians and non-Estonians exists, the communication of Estonians and non-Estonians has not increased in the course of the programme (see sections 3.2.4 and 3.4.4). Therefore the objective of the measure cannot be considered achieved, although the implemented activities have contributed to the achievement of the objective.

IV.6. To support the legal-political integration of non-Estonians

Planned budget (2000-2007): 13,021,700 EEK

Funds actually spent:²²⁰ 10,794,137 EEK

Main target groups: persons with undetermined citizenship (including persons preparing for the citizenship examination)

Activities were planned and carried out under this measure in all years of the programme. 83% of the funds planned for the activities of the measure were spent. The activities were funded from the state budget as well as foreign assistance.

Planned activities

According to the implementation plan for 2000-2003, the following activities were to be carried out in the framework of the measure:

- 6.1 Social advertising campaigns motivating-encouraging taking the citizenship examination; ordering programmes and articles; management of media relations

²¹⁹ Follow-up survey report 2000 of "Palju toremaid inimesi." – in Eng "Many Wonderful People"

²²⁰ According to annual activity reports (2000-2007).

- 6.2 Development and implementation of a notification programme regarding practical information necessary for passing the citizenship examination and application for citizenship
- 6.3 Organisation of joint events, debates and other activities related legal integration targeting young people
- 6.4 Expert appraisal of the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia and development of a new examination model
- 6.5 Preparation of additional material for people preparing for the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia
- 6.6 Supporting / updating the website of the CMB (www.kodanik.ee)

The activities under the implementation plan for 2004-2007 were as follows:

- 6.2 Development and implementation of a notification programme on practical information necessary for passing the citizenship examination and application for citizenship; organisation of the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia in companies
- 6.3, 6.9 Organisation of joint events, debates and other activities on legal integration aimed at young people; supporting the events of Citizen's Day
- 6.6 Updating www.kodanik.ee and printing the CMB's leaflets
- 6.7 Work with persons with undetermined citizenship
- 6.8 Development and implementation of a notification programme regarding practical information necessary for passing the citizenship examination and application for citizenship
- 6.10 Development and implementation of a training programme for persons preparing for the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia
- 6.11 Creation of a database of persons with undetermined citizenship and updating data over the X-Way system for clarification of the target group for training purposes
- 6.12 Making the register of the Non-Estonians Integration Foundation (NEIF) compatible with the database of persons with undetermined citizenship for the purpose of verification of the NEQC's refund system.

Implemented activities

The activities implemented in the framework of the measure were aimed at increasing the number of persons participating in the citizenship examination and at notification relating to Estonian citizenship. An expert assessment of the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia was carried out and a new examination model was developed on the basis of the merger of the language examination required for obtaining citizenship with the state and proficiency examinations, which was initiated in 1999. Information and communication activities relating to passing the citizenship examination and obtaining citizenship were carried out (e.g. preparation of leaflets, updating websites, compilation of *Kodaniku käsiraamat*, etc.). (in Eng. Citizen's Handbook) In addition, courses for those preparing for the citizenship examination were developed and organised. Besides the activities relating to passing the citizenship examination, social advertising campaigns aimed at acknowledging Estonia's multiculturalism ("Palju toremaid inimesi" (in Eng. Many Wonderful People) in 2000 and "Naeratusest algab sõprus" (in Eng. Friendship starts from a smile) 2001) and joint events, debates and other activities concerning political-legal integration aimed at young people were carried out.

Table 58. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Social advertising campaigns motivating-encouraging taking the citizenship examination; ordering programmes and articles; management of media relations	X	x	x					
Development and implementation of a notification programme on practical information necessary for passing the citizenship examination and application for citizenship*; organisation of the examination on the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia in companies**		x		x	x	x	x	x
Organisation of joint events, debates and other activities related to legal integration targeting young people; supporting the events of Citizen's Day***		x	x	x	x			
Expert appraisal of the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia and development of a new examination model	X	x						
Development and implementation of a training programme for persons preparing for the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia						x	x	x

Preparation of additional material for people preparing for the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia	x							
Supporting / updating the website of the CMB (www.kodanik.ee) Printing the CMB's leaflets****	x	x	x	x	x			
Work with persons with undetermined citizenship				x				
Creation of a database of persons with undetermined citizenship and updating data over the X-Way system for clarification of the target group for training purposes						x	x	x
Making the register of the Non-Estonians Integration Foundation (NEIF) compatible with the database of persons with undetermined citizenship for the purpose of verification of the NEQC's refund system						x	x	x
Introduction of the new model of the citizenship examination in basic school (no such activity has been directly specified in the implementation plan)			x					

* The implementation plan describes this activity twice: in the first instance the implementers are the IF and Multi 2 and in the second instance, the IF, the CMB, non-profit associations and schools.

** Organisation of the examination of the knowledge of the Constitution and the Citizenship Act of the Republic of Estonia in companies was introduced in the second implementation plan.

*** Supporting of the events of Citizen's Day was introduced in the second implementation plan.

**** The printing of the CMB's leaflets was introduced in the second implementation plan.

Source: Implementation plans and annual activity reports

Appraisal of the measure

The objective of the measure is to promote the legal-political integration of non-Estonians which is very important from the point of view of achievement of the aims of the programme, because "the citizenship, [...] has, in reality, become one of the most important categories reflecting non-Estonians' internal differentiation, which is expressed in social relationships and in the labour market."²²¹ According to interviewees, the activities carried out under this measure were relevant and supported attainment of the objective of the measure, as a result of which the measure and the activities carried out may be considered important for achievement of the programme's aims and objectives.

It became evident in the interviews that various fears are associated with taking the citizenship examination, because people believe that the possibility of passing the examination is small, because it is very difficult. In reality, the percentage of passing the examination is high. For instance, in 2007 83% of those who took the examination passed.²²² Thus, development of all kinds of informational materials, as was the case in the framework of this measure, which reduced the fears associated with the examination, is positive. Surveys indicate that the developed informational materials have been useful to those who passed the examination.²²³ A positive aspect indicated in the interviews was also cooperation with enterprises for the purpose of making applying for Estonian citizenship easier.

The number of persons with undetermined citizenship has constantly decreased: in 2002 it was, according to the CMB, 172,325 persons, but as of 1.01.2009 the number was 110,315,²²⁴ i.e. the number of these persons has fallen by nearly 1/3. Although the decrease of the number of persons with undetermined citizenship by 1/3 has been great success, it was pointed out in some interviews that this decrease has not been sufficient and therefore continued efforts in this area are needed. However, it appears from *Integration Monitoring* 2008 that only a half of these people would like to obtain Estonian citizenship.²²⁵ Various experts have emphasised that obtaining citizenship cannot be directly associated with identifying oneself with the Estonian state and therefore the formal application of citizenship cannot be a goal in itself, but it should include comprehensive activities in attending to all aspects of integration.

IV.7(II) To improve the professional language skills and knowledge of the state language of the unemployed, so they can successfully integrate into the labour market (implementation plan 2004-2007)

Planned budget (2000-2007): 17,188,000 EEK
Funds actually spent:²²⁶ 10,940,325 EEK
Main target groups: non-Estonian unemployed and employees

²²¹ Integration Monitoring 2008.

²²² NEQC, http://www.ekk.edu.ee/vvfiles/0/kodastatistika_2007.pdf, 02.05.09

²²³ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²²⁴ Source: CMB.

²²⁵ Integration Monitoring 2008.

²²⁶ According to annual activity reports (2000-2007).

Activities were to be carried out under this measure through 2004-2007. This measure was not provided for in the implementation plan of the first programming period. The activities were financed according to the implementation plan out of the budgets of the ESF, the Ministry of the Interior, the State Chancellery, and partners. 64% of the planned funds were spent on the measure.

Planned activities

The following activities were to be carried out in the framework of the measure under the implementation plan for 2004-2007:

- 7.1 Carrying out a survey of needs for combined professional retraining and learning the state language
- 7.2 Development of training modules and materials
- 7.3 Organisation of professional retraining and Estonian language courses for non-Estonian unemployed and job-seekers by selected training companies
- 7.4 Carrying out a survey of needs regarding the requirements for labour exchange in Estonia organised for the purposes of the practice of professional and state language
- 7.5 Development of a social network coordinating labour exchange
- 7.6 Development of dictionaries and other teaching materials improving the knowledge of professional vocabulary
- 7.7 Implementation of the labour exchange programme for selected institutions, organisations and enterprises

Implemented activities

Labour market projects carried out with the co-financing of the European Social Fund, which are aimed directly at bringing the unemployed back to the labour market, were implemented under this measure. Project "Labour exchange within Estonia for the purpose of language practice" was implemented through 2005-2007. Under this project non-Estonian police and rescue workers underwent a course on official language proficiency training of 120 hours and after the end of the language course they spent 30 days in labour exchange programme for language practice purposes. In total 447 persons participated in the language courses and 135 persons participated in labour exchange within Estonia.²²⁷ Through 2000-2004 the labour exchange programme was implemented under the activity of measure III.3 (see section 3.3.2).

Labour seeking training, professional counselling, Estonian language teaching, professional training and organisation of working practice was provided in the framework of the ESF project "Supplementary training and language teaching of non-Estonian Unemployed." In addition to the activities of the given measure the teaching of the Estonian language to non-Estonian unemployed also took place under the sub-programme "The teaching of the Estonian language to adults" through 2000-2002 (see section 3.3.2).

Table 59. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Carrying out a survey of needs for combined professional retraining and learning the official language								*
Development of training modules and materials								*
Organisation of professional retraining and Estonian language courses for non-Estonian unemployed and job-seekers by selected training companies							X	x
Carrying out a survey of needs regarding the requirements for labour exchange in Estonia organised for the purposes of the practice of professional and official language								*
Development of a social network coordinating labour exchange								*
Development of dictionaries and other teaching materials improving the knowledge of professional vocabulary								*
Implementation of the labour exchange programme for selected institutions, organisations and enterprises						x	X	x

* According to the activity reports, the specified activities were pursued in 2007, but the output is defined only as carrying out the courses / programme.

Source: Implementation plans and annual activity reports

²²⁷ <http://www.meis.ee/est/keeleope/lahetused>, 20.04.2009

Activities belonging under this measure also include the activities of measure IV.8 which have been described in the activity report of 2007 and which in reality overlap with the activities carried out under the measure IV.7(2), but which have been indicated under a different measure in the activity report.

Appraisal of the measure

The SIP's activities aimed at non-Estonians are merely one part of the state's employment measures and it is the Labour Market Board who renders public employment services and pays employment subsidies. In 2007 the number of unemployed persons who had no knowledge of the Estonian language and were registered by the LMB amounted to 9,180, i.e. 22.8% of all persons who were unemployed over the year. In 2007 the LMB had 5,503 unemployed persons undergo training. Persons were sent to training held in Estonian on 3,552 occasions and to training held in Russian on 2,656 occasions. 447 unemployed persons were sent to Estonian language courses.²²⁸ Considering the overall situation in the labour market in the second programming period and the measures taken by the LMB, some interviewees found that the activities carried out under this measure were not of critical importance at the time. In general, such activities are considered necessary and relevant by focus groups.

The activities carried out under this measure are considered positive by the implementers and beneficiaries of the programme. The activities are, according to the participants in the focus group, important for creation of opportunities for improvement of adults' Estonian language skills, which are related to their competitiveness in the labour market. Although in the framework of this measure activities were carried out with the help of the ESF funding since 2005, the same activities had in previous years been carried out under the sub-programme "The teaching of the Estonian language to adults." Therefore, the activities may be considered sustainable.

Focus groups and interviewees consider labour exchange a very successful method of language teaching where language learning as well as establishment of social relationships is very important. Acquisition of professional skills has also been pointed out. In the mid-term appraisal of the activities of the SIP in 2005 it was indicated that labour exchange is an activity encouraging cooperation and integration of Russians and Estonians.²²⁹ It appeared from the interviews and surveys²³⁰ that the estimate of the participants of the programme regarding the activity was positive. According to the respondents, the main weakness of the labour exchange programme lies in its expensiveness (financial resources, organisational difficulties)²³¹ and they mostly agree that there are consolidation problems in the case of labour exchange (like in the case of other language teaching activities), i.e. preservation of the language skills after completion of the exchange. Therefore, it is important to take measures that ensure the preservation of the language skills after the exchange. Although labour exchange covered a relatively small portion of the potential target group (due to the expensiveness), it is still considered the most effective activity, because the impact on improving the language skills of the direct beneficiaries is considered strong.²³²

The teaching of the Estonian language and supplementary training aimed at the unemployed is considered an important activity of the state by the focus groups. It became evident in the interviews that the activity was not implemented to the initially planned extent, because the situation in the labour market had changed in comparison with the time when the activities were planned. According to the implementers of the programme, the success of the activity was ensured by combining training and with practice, as a result of which the knowledge acquired did not remain merely theoretical.

All in all the measure may be considered positive, because the activities of the measure contributed to the achievement of the objective of the programme. Although in the second programming period there were positive changes in the labour market (the unemployment rate fell until 2007 and the unemployment of non-Estonians decreased more than that of Estonians, see Figure 18), these developments can be attributed primarily to the economic environment. Considering the above and the LMB's activities in the area, the role of the SIP in reducing the unemployment risk of non-Estonians cannot be overestimated. However, statistics also show that as of 2008 the gaps between non-Estonians and Estonians have started increasing again (Figure 18).

²²⁸ Annual activity report 2007, p. 40.

²²⁹ Ernst & Young. State Integration Programme „Integration in Estonian Society 2000-2007“ Mid-Term Appraisal Report. (2005)

²³⁰ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²³¹ *Ibid.*

²³² *Ibid.*

IV.8(II). To provide young non-Estonian people and adults with opportunities to reduce their participation in social risk groups, including drug addiction, HIV/AIDS, crime, unemployment while taking into account their social and linguistic characteristics (implementation plan 2004-2007)

Planned budget (2000-2007): 8,986,000 EEK

Funds actually spent:²³³ 2,571,033 EEK

Main target groups: non-Estonians in social risk groups

The activities of the measure were planned for 2004-2007. The implementation plan of the first period does not foresee the given measure. According to the activity reports, activities were carried out under the given measure in 2007, but the activities did not comply with the initially planned measures. The activities reported under this measure the activity reports, should rather belong to the activities of measure IV.7(2). In reality, only 29% of the planned funds were spent on the measure.

Planned activities

- 8.1. Carrying out a necessity survey of the factors which foster the falling of young non-Estonian people and adults to risk groups and development of detailed basic tasks for taking respective preventive and rehabilitating measures
- 8.2. Selection and training of organisations (youth organisations, counselling centres) who will start implementing preventive and rehabilitating activities
- 8.3. Development of a network coordinating the activities of preventive and rehabilitating organisations of the risk groups in Northern and North-Eastern Estonia
- 8.4. Support to organisations that implement projects aimed at joint action of Estonian and Russian-speaking target groups, including for single mothers / fathers, youth projects
- 8.5. Reintegration of non-Estonian risk groups into society through community employment
- 8.6. Supporting projects of counselling centres in order to introduce the state language, culture, legislation as well as career counselling for non-Estonian risk groups, especially in Northern and North-Eastern Estonia
- 8.7. Development of cooperation between non-profit associations engaged in integration work and organisations engaged in prevention of HIV and drug abuse (seminars, informational materials, etc.)

Implemented activities

Activities outline in the implementation plan were not carried out and the implemented activities were only aimed at reducing unemployment. According to the activity reports, the reason lied in the lack of funds. Under the given measure activities aimed at integrating non-Estonian unemployed into the labour market, which in reality correspond to the objective of measure IV.7(2)²³⁴ and comply better with the activities implemented in the framework of measure IV.7(2) .

Also, training for labour market and migration officials was also carried out in order to increase the capability of integrating asylum-seekers and refugees into the labour market. These activities also partially correspond to the objective of measure IV.7(2), because these target groups may be classified as a part of non-Estonian unemployed / employees. Partially, the given activity complies with the objective of measure IV.10,²³⁵ but the given measure has not been included in the implementation plan of the second period. A total of 44 people participated in training.

No activities aimed directly at other risk groups (drug abuse, HIV/AIDS, etc.) were carried out in the framework of the SIP, but according to the information received from interviews these action ran through some other activities (e.g. the subject of drug abuse in teacher training).²³⁶

²³³ According to annual activity reports (2000-2007).

²³⁴ Measure IV.7(2): To improve the professional language skills of the unemployed and the employed with the skills of the state language, so they can successfully integrate into the labour market.

²³⁵ Measure IV.10: To develop training models in order to support the integration of refugees and other minorities into Estonian society.

²³⁶ According to the coordinators of the programme, the reason lied rather in prevention of duplication, because one cannot report on one activity in several area-related development plans.

Table 60. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Carrying out a necessity survey of the factors that foster the falling of young non-Estonian people and adults to risk groups and development of detailed basic tasks for taking respective preventive and rehabilitating measures								
Selection and training of organisations (youth organisations, counselling centres) who will start implementing preventive and rehabilitating activities								
Development of a network coordinating the activities of preventive and rehabilitating organisations of the risk groups in Northern and North-Eastern Estonia								
Support to organisations that implement projects aimed at joint action of Estonian-speaking and Russian-speaking target groups, incl. for single mothers / fathers, youth projects								
Reintegration of non-Estonian risk groups into society through community employment								
Supporting projects of counselling centres in order to introduce the state language, culture, legislation as well as career counselling for non-Estonian risk groups, especially in Northern and North-Eastern Estonia								
Development of cooperation between non-profit associations engaged in integration work and organisations engaged in prevention of HIV and drug abuse (seminars, informational materials, etc.)								
Supplementary training and language training of non-Estonian unemployed (not specified as an activity of this measure in the implementation plan)								x
Increasing the capability of integrating asylum-seekers and refugees into the labour market (does not belong under the given measure in the implementation plan)								x

Source: Implementation plans and annual activity reports

Appraisal of the measure

The objective of the measure was to reduce the belonging of young non-Estonian people and adults to social risk groups (including drug abuse, HIV/AIDS, crime, unemployment). The activities of the SIP cover only one portion of the social risks groups, i.e. non-Estonian unemployed and thus, the activities of this measure did not achieve their objective, because the whole target group was not covered.

No activity planned under the implementation plan was implemented.²³⁷ The implemented activities of integration into the labour market comply with the activity of measure IV.7(II) and correspond to its objective better. The activity of increasing the capability of integrating asylum-seekers and refugees into the labour market, which was carried out as a one-off training course for officials is not directly in accordance with the objective of the given measure.

Therefore this measure cannot be considered successful, because no activities achieving the objective of the measure were implemented in the framework of the SIP and the target groups were not covered with the activities (e.g. HIV/AIDS, crime, drug abuse).

²³⁷ The activities of integrating non-Estonian youth into the labour market is assessed under Measure IV.7(2).

IV.7(I). To improve the economic subsistence of the non-Estonian population, providing them with emergency psychological assistance through a Russian-language helpline (implementation plan 2000-2003)

Planned budget (2000-2007): 1,400,000 EEK

Funds actually spent:²³⁸ 0 EEK

Main target groups: Russian-speaking population

This measure had been planned only for the period of 2000-2003. The second implementation plan does not contain this measure. The activities of the measure were to be funded from foreign assistance. In reality, no activity was carried out under the SIP.

The implementation plan of the first period stipulates the following activities to be carried out under this measure:

- 7.2 Launching the intelligent network of Eesti Telefon in order to allow for call diversion pursuant to the prescribed scheme
- 7.2 Daily inspection of the intelligent network
- 7.3 Training voluntary helpline staff
- 7.4 Furnishing office premises for regional coordinator workplaces
- 7.5 Purchase of information technology for processing the databases of help-lines
- 7.6 Notification of the short code through advertising

Although for 2001-2003 various activities were planned in the implementation plan, according to the activity reports no activities were in reality implemented.

Table 61. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Launching the intelligent network of Eesti Telefon in order to allow for call diversion pursuant to the prescribed scheme								
Daily inspection of the intelligent network								
Training voluntary helpline staff								
Furnishing office premises for regional coordinator workplaces								
Purchase of information technology for processing the databases of help-lines								
Notification of the short code through advertising								

Source: Implementation plans and annual activity reports

IV.8(I). To raise the economic substance hearing impaired non-Estonians helping them to continue their studies and achieve a professional career (implementation plan 2000-2003)

Planned budget (2000-2007): 360,000 EEK

Funds actually spent:²³⁹ 0 EEK

Main target groups: Russian-speaking hearing impaired

Under this measure activities were to be implemented in the first programming period. The implementation plan for 2004-2007 does not contain the measure. The activities of the measure were to be financed from foreign assistance (not specified), but in reality no activities were carried out in the framework of the SIP.

In the implementation plan for 2000-2003 the following activity was to be implemented in the framework of the given measure:

- 8.1 Preparation of thematic teaching materials for training Russian sign language interpreters and organisation of training and practice

²³⁸ According to annual activity reports (2000-2007).

²³⁹ According to annual activity reports (2000-2007).

Preparation of materials for training Russian sign language interpreters and organisation of training was to take place through 2001-2003, but in reality no activity was implemented in the framework of the measure.

Table 62. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Preparation of current teaching materials for training Russian sign language interpreters and organisation of training and practice								

Source: Implementation plans and annual activity reports

IV.9. To raise the level of sensory, intellectual and social functionality of visually impaired non-Estonians as high as possible, cultivating their greater independence, allowing them to read embossed script or listen to literature, professional literature, textbooks, musical note transcriptions, periodicals, reference books

Planned budget (2000-2007): 541,000 EEK
Funds actually spent:²⁴⁰ 0 EEK
Main target groups: visually impaired non-Estonians

Under this measure activities were to be implemented in the first programming period. The implementation plan for 2004-2007 does not contain the measure. The activities of the measure were to be financed from foreign assistance, but in reality no activities were carried out in the framework of the measure.

The following activities were to be carried out in the framework of the measure under the implementation plan for 2000-2003:

- 9.1. Purchase of computer-based recording technology
- 9.2. Publication of audio books
- 9.3. Publication of Braille books
- 9.4. Publication of periodicals
- 9.5. Lending books according to the library principle
- 9.6. With the permission of authors, copying audio books made in other countries

Although it was planned to implement various activities under this measure from 2002 to 2003, no activity was carried out in the framework of the measure in reality.

Table 63. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Purchase of computer-based recording technology								
Publication of audio books								
Publication of Braille books								
Publication of periodicals								
Borrowing books pursuant to the library principle								
With the permission of authors, copying audio books made in other countries								

Source: Implementation plans and annual activity reports

²⁴⁰ According to annual activity reports (2000-2007).

IV.10. To develop training models in order to support the integration of refugees and other minorities into Estonian society (implementation plan 2000-2003)

Planned budget (2000-2007): 810,000 EEK
Funds actually spent:²⁴¹ 0 EEK
Main target groups: refugees and other minorities

Under this measure activities were to be implemented in the first programming period. The implementation plan for 2004-2007 does not contain the measure. The activities of the measure were to be financed from the budget of the Finnish Labour Ministry, but in reality no activities were carried out in the framework of the measure.

The following activities were to be carried out in the framework of the measure under the implementation plan for 2000-2003:

- 10.1 Entrepreneurship training for the spouses of unemployed non-Estonians, young people and refugees
- 10.2 Training and work practice in Finland for the employees of the employment offices and rural municipalities of Ida-Viru County and for the employees of the Illuka Reception Centre for Asylum Seekers
- 10.3 Sending a specialist of the Finnish Labour Ministry to the Estonian Ministry of Social Affairs in order to assist in training employees of local authorities accepting refugees

Although it was planned to implement the activities under this measure in 2001, no activity was carried out in the framework of the measure in reality. The activities aimed at the target group of this measure were added as a new measure and in the amended wording to the sub-programme "Education" (see measure I.6: To create a system for training the children of new immigrants and refugees in order to allow them to obtain education in the Estonian education system).

The activity reports also indicate that in 2007 training for employment and migration officials was carried out for the purpose of increasing the capability of integrating asylum-seekers and refugees on the labour market (see the description of measure IV.8(2)). At the same time the given activity may be considered to belong under the current measure only implicitly, because no training models were developed and no training was organised for refugees or other minorities.

Table 64. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)

Activities	2000	2001	2002	2003	2004	2005	2006	2007
Entrepreneurship training for the spouses of unemployed non-Estonians, young people and refugees								
Training and work practice in Finland for the employees of the employment offices and rural municipalities of Ida-Viru County and for the employees of the Illuka Reception Centre for Asylum Seekers								
Sending a specialist of the Finnish Labour Ministry to the Estonian Ministry of Social Affairs in order to assist in training employees of local authorities accepting refugees								

Source: Implementation plans and annual activity reports

3.4.3 Overall appraisal of the sub-programme

The activities of the sub-programme "Social competence" have largely been relevant and necessary for supporting the achievement of the aims and objectives of the programme. However, based on focus group discussions and interviews it seems that activities in the area of social competence remain secondary in the SIP next to linguistic integration the activities aimed at other aspects of increasing the social competence of the population have been insufficient. The implemented activities are considered very important from the point of view of achievement of the programme's aims and objectives, but these have not ensured the population's social competence, which was the aim of the sub-programme.

²⁴¹ According to annual activity reports (2000-2007).

The main weaknesses of the sub-programme's activities include their project-based nature, which has impeded expression of their expected impact in society. However, one cannot claim that the activities have not had any impact. For instance, the number of people with undetermined citizenship has decreased by nearly 1/3, society's knowledge of issues of cultural diversity has increased, and the position of non-Estonians in the labour market has improved. The activities of the SIP have also contributed to these positive processes. Yet there are many factors which work against the rise of social competence such as the continued low participation in developing the civic society, low consumption of Estonian information channels among the non-Estonian population, and the fact that merely a half of the persons with undetermined citizenship would like to obtain Estonian citizenship. Thus, the sub-programme has not achieved the aim established (the population's social competence) nor any sub-objectives (see section 3.4.4).

The failure to achieve the desired impact may be also attributed to the fact that the aim of the sub-programme has been formulated too broadly and unrealistically: the sub-programme's aim is for Estonian society to be socially competent by the end of the state programme. The aim cannot be considered realistic, because experts find that the integration is long-term process and it can be influenced by the state programme only partially, as a result of which achievement of the aim in an eight-year state programme is virtually impossible. The activities planned and carried out in the framework of the sub-programme were not as extensive as to allow for achievement of such an aim.

3.4.3.1 Have the aims and objectives of the programme been covered by measures and activities in the implementation plan?

The aims and objectives of the sub-programme were as follows:

- ▶ Inhabitants of Estonia actively participate in the development of civil society regardless of their nationality and native language
- ▶ The attitudes of Estonians and non-Estonians contribute to the achievement of the main aims of the state programme
- ▶ Improvement of the situation of groups of the population with serious social special needs

The objectives of the measures of the sub-programme had been formulated broadly and largely declaratively, being aimed at favouring social processes (e.g. to support the legal-political integration of non-Estonians). No specific outputs were established, i.e. which results and by what time are to be achieved. Therefore it is complicated to evaluate the level of achievement of the objectives. The implemented activities have been primarily relevant for contribution to the achievement of these objectives, but the level of success of the activities has been different. The objectives of the measure should have been formulated more specifically and in a more measurable manner, so it would have been easier to evaluate the effectiveness of the implemented measures.

First of all, measure IV.1 of the sub-programme, which supported integration activities of the third sector, and measure IV.2 whose activities were aimed at youth organisations were aimed at developing civil society. Although the activities of both measures may rather be considered positive, the activities of the SIP supported the activities of existing organisations and did not foresee any extensive measures aimed at increasing the participation in civic associations. Since participation in civic society in Estonia is low (35% of Estonian-speaking and 20% of Russian-speaking population²⁴²), considerably broader activities are required for achievement of the prevalent civic activeness than provided for in the SIP. At the same time participation in civic society is a precondition as well as a result of social competence and therefore such an objective is not achieved only by supporting third sector activities, but it takes place along with a rise in the overall social competence (including change of attitudes, etc.).

The SIP activities contributing to cultivation of attitudes supporting the achievement of the main aims of the state programme for Estonians and non-Estonians were measures related to the media (measures IV.3 to IV.5) and activities aimed at political-legal integration (measure IV.6). Most of the activities carried out in the framework of the measures have been considered important for achievement of the aims in focus group discussions, while the implemented activities are largely considered one-off and insufficient for enabling achievement of the given aim. As for media-related

²⁴² Lagerspetz, M. *et al.* "Unequal treatment due to persons characteristics or social position: inhabitants' attitudes, experiences and awareness," Survey report (2007).

activities it has been pointed out that the aims were unrealistic and it was impossible to achieve them through the implemented activities.²⁴³

Activities aimed at improving the situation of the groups of the population with serious social needs were planned in the framework of the programme, but in reality direct activities were implemented only for the unemployed. The implementers of the programme find that people with special needs were involved in the activities of the programme partially through the activities of other sub-programmes (e.g. language camps for disabled non-Estonians), but usually no activities aimed at achievement of the aim did not take place in the framework of the SIP.²⁴⁴

All in all it must be noted that the aims and objectives of the sub-programme were not fully covered with activities. The deficiency does not lie in the relevance of the activities, but rather in the broadness and occasional unrealism of the sub-programme's aims and objectives. On the one hand, the activities of the sub-programme should have been more systematic, broader, and on the other hand, the aims and objectives should have been more adequately and measurably formulated.

3.4.3.2 Have the target groups of the programme been covered by the measures and activities of the implementation plan?

On the whole, the sub-programme did not cover a very large portion of the target group. Although under the measure (IV.1) aimed at development of civic society nearly 200 projects were supported, this number does not account for any significant portion of the entire target group, i.e. the third sector. According to the register of non-profit associations and foundations, there are nearly 20,000 non-profit associations²⁴⁵ in Estonia (excluding apartment associations). Although there is no information about how many of them are engaged in integration, it may be presumed that the SIP activities did not cover any significant portion of them. The media education programme covered individual projects (4 schools). People with serious special social needs (visually impaired, hearing impaired non-Estonians, etc.) and members of social risk groups (HIV/AIDS, drug addiction, crime), i.e. one of the target groups of the sub-programme were almost completely not covered by the programme. Although activities were planned for these target groups under the implementation plans, in reality no activities aimed directly at them were carried out in the framework of the sub-programme, except non-Estonian unemployed to whom free language learning opportunities, professional training and labour exchange were offered. As for covering the target groups the measure aimed at youth associations, most of open youth centres were involved in the activities.

3.4.3.3 How successful and economical have the measures set out in the implementation plan been?

Integration cooperation between non-profit associations and the work of youth organisations was supported in the framework of the sub-programme in order to increase participation in developing of civil society. Both measures contributed to the attainment of the programme's aims and they may be considered successful. While the activities of both measures are consistent, a positive fact about the measures related to youth organisations is that the target groups were well-covered and cooperation projects allowed for cooperation between young people of different nationalities. Although the activities contributed to the attainment of the programme's aims, the aim of the sub-programme (active participation in civil society) has not been achieved with the activities (see section 3.4.4).

The second objective of the programme was to cultivate the attitudes among Estonians and non-Estonians supporting achievement of the state programme's main aims – to that end media activities as well as activities aimed at increasing the number of people with Estonian citizenship have been planned in the programme. All in all, focus groups and interviews indicated that the activities carried out for achievement of these aims have been necessary and positive. In the case of media-related activities the drawing of attention to issues of cultural diversity were considered positive, but the absence of a systematic approach and the unrealistically set aims were considered negative.

²⁴³ Vöörmann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

²⁴⁴ According to the mid-term appraisal of the SIP, activities are carried out for social groups with special needs "in the framework of the welfare policy in the area of government of the Ministry of Social Affairs and by local authorities without emphasising the ethnic feature."

²⁴⁵ http://www.rik.ee/stat/9_4mk.phtml, 20.04.2009

Media education

Media education activities carried out under the foreign assistance project “Multicultural Estonia” were aimed at supporting the application of media education as a cross-cutting topic running through the national curriculum in Russian-medium general education and vocational schools in Estonia. The budget of the activity was approx. 840,000 EEK (foreign assistance approx. 180,000 EEK and state budget 660,000 EEK).

Providing media education in schools is an important activity from the point of view of integration, because it increases young people’s social competence and, through consumption of the media, allows for expanding their opportunities for participation in social life. The most positive activities included training for school newspaper editors (approx. 100 children from Russian-medium schools). According to the instructors, the activities helped to improve the quality of school newspapers. Also, creation of high-quality teaching materials, which have been put into broad use among teachers.

Upon planning the activities, the planners did not have an adequate overview of the current situation and set too enthusiastic objectives, as a result of which the level of achievement of the objectives remained modest. The impact of the activities remained primarily at the level of individuals and did not play any considerable role in achieving the aims of the programme.

Source: Vöörmann R., Helemäe J., Nimmerfeldt G. .Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

As for activities relating to citizenship applicants, informational materials helping to reduce fears associated with the citizenship examination have received positive feedback. However, various experts emphasise that broader activities in addition to supporting applying for citizenship are needed in order to shape attitudes. This objective of the state programme has not been achieved through the activities of the SIP (see section 3.3.4).

The SIP has not been successful in improving the situation of groups of the population with serious social needs (except in activities aimed at the unemployed). As for the activities aimed at the unemployed, the most successful one is labour exchange which, regardless of its expensiveness, has proved to be an effective tool. No activities were implemented in the framework of the given sub-programme for improving the situation of other groups of the population with special social needs. Thus this objective of the SIP has not been achieved.

Project “Labour exchange within Estonia for the purpose of language practice”

The total budget of the project was nearly 6.9 million EEK of which the support of the ESF amounted to approx. 4.8 million EEK and the co-financing of the Estonian public sector to 2.1 million EEK. The project included Estonian language courses as well as labour exchange for the purposes of language learning. In total, 447 people participated in language courses and 135 persons in labour exchange (from May 2005 to June 2008).

Labour exchange has helped to improve the language skills of the participants remarkably, because intensive courses were combined with the opportunity of practicing the language. Labour exchange is considered an effective means of integration, because language learning is supported by establishment of social relationships and exchanging professional skills and experiences.

The need for labour exchange is far higher (according to experts, tens of thousands of people). However, the labour exchange programme requires a lot of resources (financial resources are required and there are organisational difficulties as well). The cost of the given project per participant (language learners + persons undergoing exchange) amounted to nearly 14,000 EEK, while the cost of the Interest refund project was approx. 1,300 EEK per participant (see section 3.3.3.3), i.e. nearly 10 times smaller. Also, in order to consolidate the language learned during the exchange, mechanisms need to be created (e.g. learning in tandem) which would allow for preservation of the acquired language skill also upon returning to the environment where one does not use Estonian on a daily basis.

Source: <http://www.meis.ee/est/keeleoote/lahtused>, Vöormann R., Helemäe J., Nimmerfeldt G. Appraisal of the activities of foreign aid project "Multicultural Estonia" (2005).

3.4.3.4 Have the measures realised in the framework of the implementation plan been sustainable with regard to the activities?

One of the main deficiencies of the sub-programme as a whole lies in the fact that the activities are project-based, as a result of which the sustainable impact of the activities has not been achieved. At the same time various development activities aimed at increasing the sustainability have been carried out: e.g. development of the network of open youth centres, development of the media education programme, and development of the labour exchange programme, which serve as the basis for future activities.

3.4.4 Has achievement of the aims and objectives of the sub-programme been successful in the course of implementation of the programme and the implementation plan?

A1: Inhabitants of Estonia actively participate in the development of civil society regardless of their nationality and native language

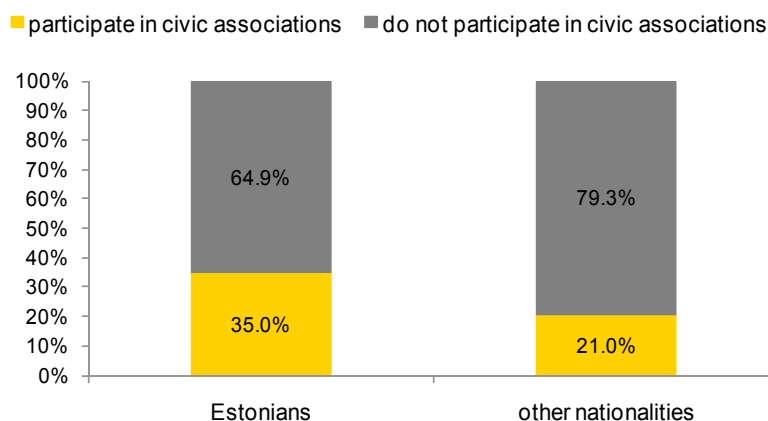
The number of civic associations and participating in them is an output²⁴⁶ of the activeness of citizens, which may be considered both a precondition as well as a result of social competence. Participation in the civic society and public life is an important factor which increases people's identification with and the sense of belonging to society²⁴⁷ and allows for learning by participating in social life. Regardless of the nationality and mother tongue, the SIP aimed at achieving the population's social competence through active participation in the development of civic society. In the framework of the SIP the integration activities of non-profit associations and the activities of youth organisations were supported for achievement of the aim.

²⁴⁶ Lagerspetz, M. *et al.* "Unequal treatment due to persons characteristics or social position: inhabitants' attitudes, experiences and awareness," Survey report (2007). p 29.

²⁴⁷ Integration Monitoring 2008.

It appears from focus group discussions and surveys that the participation of the residents of Estonia in the civic society has always been low and that the participation of non-Estonians in associations has been lower than that of Estonians.²⁴⁸ A survey of unequal treatment carried out in 2007 indicated that 70% of the people of Estonia do not belong to any society or voluntary association. The rate of participants in civic associations among Estonian-speaking population is 35%, but among Russian-speaking population only 20%.²⁴⁹

Figure 14. Participation of residents in the activities of organisations or associations based on nationality



Source: "Unequal treatment based on personal characteristics or social position: inhabitants' attitudes, experience and awareness," Survey Report 2007

A notable difference between Estonians and non-Estonians is manifested in participation in associations acting in public interests and attending to social problems and in respective activities: 15% of Estonians and 4% of non-Estonians were involved in associations, respectively in 2003.²⁵⁰ Such big differences are also confirmed by surveys carried out by the University of Tartu.⁵⁷ According to these surveys, non-Estonians are over-represented in passive or not very active groups.

Besides weak participation in civic associations the inhabitants of Estonia find that they do not have the possibilities to influence society (59% of Estonians and 63% of Russian-speaking Estonian citizens) and this attitude is especially prevalent among persons who do not have Estonian citizenship (persons with undetermined citizenship 85% and Russian citizens 79%).²⁵¹ People whose mother tongue is Russian find that their opportunities for policy-making, involvement in decision making at the local level and participating in civic associations are much smaller than those of Estonians.²⁵² The differences are also reflected in the attitudes of people of different nationalities towards their political influence: according to Integration Monitoring 2008, Estonians consider themselves more competent in politics and believe that the way things are done in the state depends on more than Russian citizens and persons with undetermined citizenship.²⁵³

²⁴⁸ Hinno, Lagerspetz, Vallimäe. Third sector in numbers. Survey and statistical data about non-profit associations and their members 2004-2007. (2008).

²⁴⁹ "Unequal treatment based on personal characteristics or social position: inhabitants' attitudes, experience and awareness," Survey Report 2007, p 30.

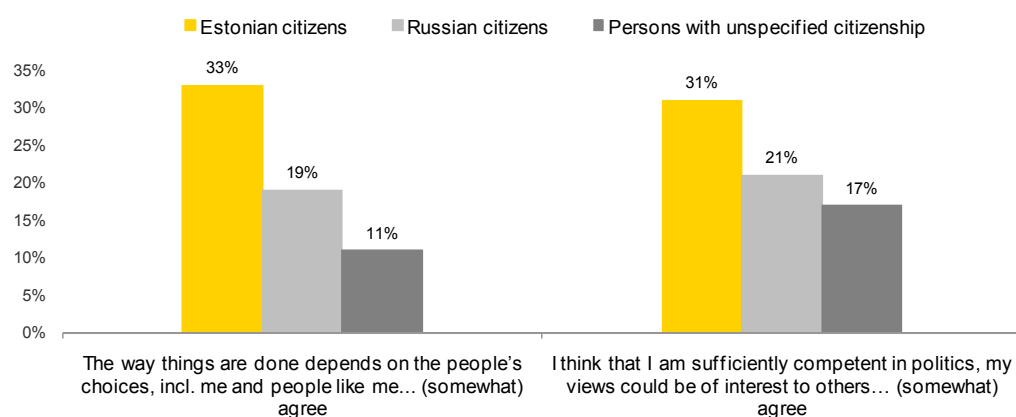
²⁵⁰ Raudsaar, M., Kasemets, A. Touchstone of participatory democracy in Estonia: Political activeness and trust. In the book: Estonian population at the beginning of the 21st century. An overview of the results of the survey "Me. The World. The Media." (2004), pp. 165-182.

²⁵¹ Integration Monitoring 2008.

²⁵² Human Development Report 2008, p. 93.

²⁵³ Integration Monitoring, 2008.

Figure 15. Agreement of Russian-speaking inhabitants with claims indicating political influence and competence



Source: *Integration Monitoring 2008*

As for social activeness at the civic society level the activeness of non-Estonians seems to be channelled more/rather to expressing protest. Estonians are more ready to join associations and petitions, while Russian-speaking inhabitants would prefer focusing on striking and participating in demonstrations. Thereby the attitude of Estonians and non-Estonians towards civic activeness is almost the same.²⁵⁴

On the whole the programme has not been successful in achieving the given objective, because the participation of the Estonian population in developing civic society is weak and there are considerable differences between Estonians and other nationalities and people with a different native language in that regard. There are variations in participation in civic associations as well as in attitudes towards being competent in politics and being able to participate in civic society.

A2: The attitudes of Estonians and non-Estonians contribute to the achievement of the main aims of the state programme

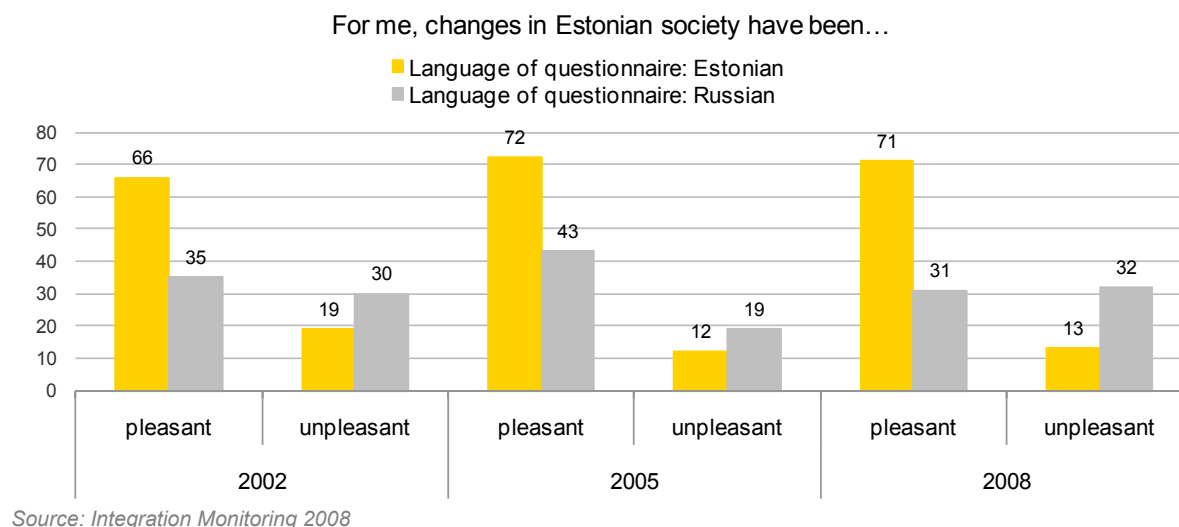
In 2005, integration was considered successful by 45% of Estonians and 31% of Estonian Russians²⁵⁵. The share of people who find integration successful has increased among Estonians as well as non-Estonians compared to 2000.²⁵⁶ Looking at evaluations regarding processes taking place in society in general, it seems that while in 2005 a positive trend could be observed in the attitude of Estonian and Russian-speaking population towards changes which had taken place in Estonian society, in 2008 the attitude of Estonian-speaking population had remained at the same level as in 2005, but the attitude of the Russian-speaking population had fallen considerably (see Figure 3), which allows for concluding that the Russian-speaking population is not pleased with the changes which have taken place in Estonian society in recent years.

²⁵⁴ Estonian Human Development Report 2008, p. 94.

²⁵⁵ Integration is considered successful by 40% of non-Estonians who are Estonian citizens and by less than a quarter of non-Estonians who have no citizenship or are Russian citizens (Integration Monitoring 2005).

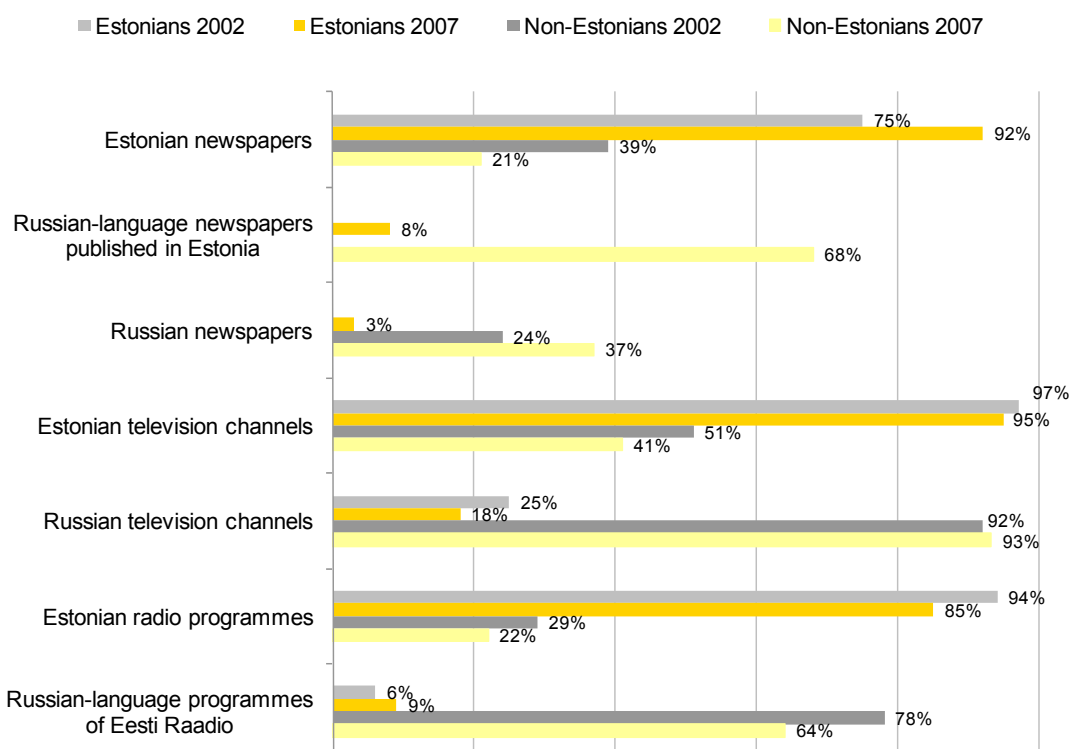
²⁵⁶ Integration Monitoring 2005.

Figure 16. Attitude of Estonians and Russian-speaking population towards changed in Estonian society over the last 10-15 years



When investigating the participation in the information field it appears that non-Estonians are characterised by a noticeable decline in contacts with the Estonian media: both in Estonian and Russian, which refers to reduction of one of the precondition for the civic and civil competence, i.e. being informed (see Figure 4). Russian media may be misinforming and manipulating, and if consumption of the Russian media increases, adequate understanding of what goes on in Estonia will fall.

Figure 17. Watching various channels (percentage of population aged 15-74, "often" + "sometimes")



The impact of Russian information channels on the people of Estonia has, according to experts, dangerously increased: the threat lies, at times, in misinformation which is at times taking the forms of a propaganda war, alienating non-Estonians from Estonian-language media and containing security risks. Analyses of the audience and content of some programmes / channels refer to the fact that the reliability of the First Baltic Channel among Russian-speaking population was higher than that of

ETV's news programme.²⁵⁷ The cumulative effect of media usage ultimately or mainly manifests in conflict situations.

Attitudes are reflected also in communication between Estonians and non-Estonians. The factor impeding the rise in the social competence of the population is the actual separate existence of the Estonian and Russian-speaking communities, i.e. different worlds of communication, as noted by various interviewees and focus group participants. The communication between Estonians and non-Estonians is basically characterised by a distance between the various communities in Estonia. According to Eurobarometer, Estonians have the least contacts with people of a different nationality, country or religion (47%) in comparison with other Member States of the European Union (EU27 average being 65%). Only 28% of people had had contacts with people of a different ethnic origin over the last 7 days, while the average of EU27 was 48%. Mostly, contacts took place in connection with work/at work or in the public space.²⁵⁸ Although surveys indicate reduction of attitude-related barriers (i.e. the openness of Estonians and non-Estonians for relationships with members of other nationalities has increased) (see Figure 10) and therefore movement of information between Estonians and Russian could be more intensive, but in reality it is not and contacts with other nationalities are small regardless of the increasing openness for communication.

Overall it must be concluded that although research has indicated an increase of the openness for communicating with other nationalities and at times a rise of positivity has been observed with regard to changes which have taken place in society, the rise of the social competence continues to be impeded by the distance between various communities in Estonia. Also, signs of threat may be seen in the low consumption of the Estonian media among non-Estonians, which causes misinformation of the non-Estonian population and inadequate understanding of Estonian society, making a negative impact on the attitudes of the non-Estonian population. Therefore the programme's objective of the attitudes of Estonians and non-Estonians contributing to the achievement of the main aims of the state programme cannot be deemed achieved.

A3: Improvement of the situation of groups of the population with serious social special needs

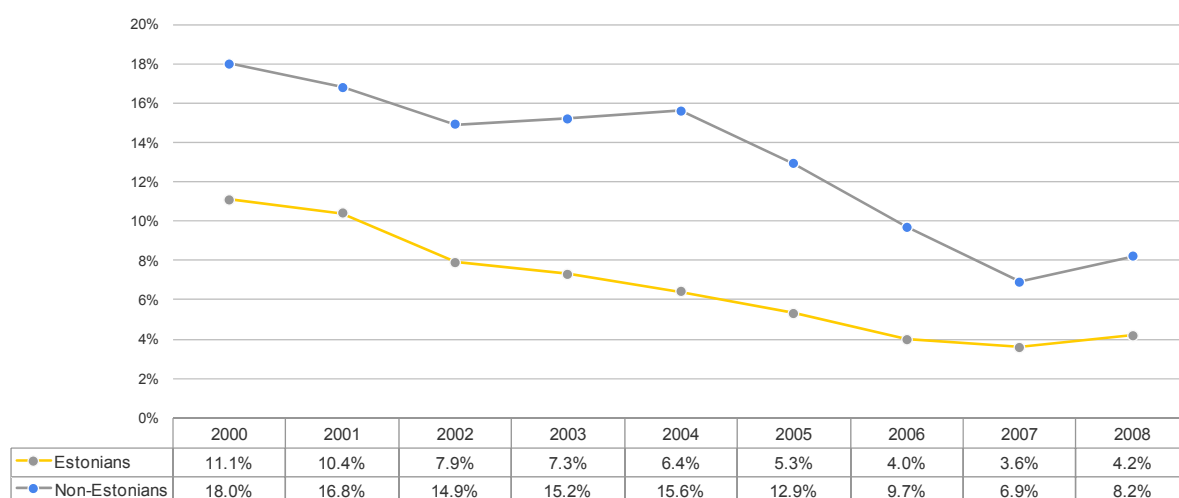
No activities aimed directly at improving the situation of the groups of population with serious social special needs have been carried out in the framework of the SIP, but according to the implementers of the programme people with disabilities were in some instances involved in other activities of the programme such as language camps for hearing impaired non-Estonians. However, activities for non-Estonian unemployed were carried out in the framework of the SIP.

Until 2007 the unemployment rate fell among Estonians and non-Estonians, and the unemployment rate of non-Estonians fell even more, resulting in the convergence of the position of Estonians and non-Estonians in the labour market: in 2003 the gap was 7.1 percentage points, but in 2007 only 3.3. At the same time, with the rise of the unemployment rate since 2008 the rise of the unemployment rate among non-Estonians has been stronger than among Estonians: the gap between the unemployment rates increased to 4.4 percentage points (see Figure 18). Thus, the position of Estonians and non-Estonians in the labour market in 2008 is more similar than in 2000, but in the conditions of the economic recession the gaps are widening again.

²⁵⁷ Korts, K. SIP 2008-2013. Final report of needs and feasibility survey. Part III. Tolerance and intercultural dialogue, integration and the media. (2008)

²⁵⁸ Estonian Integration Plan 2008-2013, Explanatory Memorandum, p. 16.

Figure 18. Labour market gaps between Estonians and non-Estonians (aged 15-64 yrs) 2003-2007



Source: Statistical Office.

Although under the SIP activities were carried out for increasing the competitiveness of the non-Estonian population in the labour market, one cannot see a clear connection between reduction of the unemployment of the non-Estonian population and the SIP's activities. The described changes are not caused solely by the SIP's activities, but certainly the LMB's extensive activities in the labour market and, first of all, the impact arising from the economic environment, play a role in it: this is indicated by the fact that with the worsening of economic conditions the unemployment rate among non-Estonians rises faster than among Estonians. All in all it can be said that the SIP's activities helped to improve the situation of the non-Estonian population, but still activities were not carried out for other groups with social special needs specified in the programme and therefore the objective of the SIP cannot be considered achieved.

Objective: The Estonian population is socially competent

Since there are no common indicators to be used for evaluation of the dynamics of social competence as a whole (the existing indicators reflect only individual narrow aspects or rather measure the preconditions or results of social competence (implicit indicators)), the following assessments of the dynamics of social competence in the period under observation are largely hypothetical and rely on the results of the interviews and focus group discussions as well as on quantitative indicators. One can draw separate conclusions on younger and older age groups.

Since young people are receiving consistent teaching of the Estonian language and school programmes are structured so as to prepare people for functioning in Estonian society after finishing school, one may depart from the assumption that the social competence of these people will slowly rise. Russian youth who have the knowledge of Estonian are in high demand in the labour market (at least they were before the economic crisis). The growth of social competence has been undermined/hampered by various factors. These include, first of all, attitude-related factors which prevent Russian youth from taking a positive attitude towards Estonian society (attitudes towards the way the Estonian state functions are among Russian-speaking youth are not higher than those of older age groups). This also includes mistrust towards the opportunities of pursuing a career in the Estonian public sector as successfully as Estonians. Another limiting factor is probably the low quality of teaching subjects relating to the development of society in Russian-medium schools and the weak linkage of such programmes to the practical issues of integrating into real society (see also section 3.1.4).

It is difficult to say anything definitive about the dynamics of the social competence of older age groups (since these groups are statistically dominant, it probably applies to the whole). One can point out factors which contribute to the rise of social competence as well as factors working against it (there is more of the latter). Therefore, if the situation has improved, it has happened extremely slowly.

The following factors have probably had a positive impact:

- ▶ Long-term residence and employment in the Republic of Estonia, the so-called evolutionary factor. Russians in Estonia tend to see life and society during the Soviet period more positively in comparison with Estonians and therefore their attitude towards the present situation is more negative against that background. Year by year the Soviet period slips further away and the social practice has made people accustomed to the present life, taught how to function in it. It has taken place in the conditions of long-term economic growth where the differences between Estonians and Russians have somewhat, although not much, decreased (see section 3.6.3). Surveys indicate that although the society of non-Estonians is getting younger, i.e. the rise of generations whose social capital for functioning in the market economy is higher, no breakthrough is yet in sight.²⁵⁹ This can probably be attributed to the impact related to the April events – it is not a continuing trend. However, it must be kept in mind that in the conditions of economic recession, the aforementioned factors may turn negative, because for instance unemployment rose in 2008 among non-Estonians faster than among Estonians (see Figure 18).
- ▶ Surveys indicate a certain rise of the openness in the attitudes of Russians and Estonians and readiness for communication with members of other nationalities (see Figure 10). Logically it can be presumed that this serves as the basis for closer communication between them and thus, for movement of more adequate information. Although the openness for communication has increased, in reality contacts have not become closer yet.²⁶⁰

However, the number of factors working against a rise in social competence is higher. These include:

- ▶ The actual separate existence of the Estonian and Russian-speaking communities, as noted by various interviewees and focus group participants. The results of the language use surveys indicate the same.²⁶¹ Although movement of information between Estonians and Russian could be higher owing to reduction of attitude-related barriers, this is not the case in reality. Measures for promotion of contacts and communication between nationalities thus remain relevant.
- ▶ The interest in learning the Estonian language has somewhat cooled off among adults. This hampers access to the Estonian media as well as worsens opportunities for day-to-day communication with Estonians.
- ▶ The Russian-speaking population in Estonia is moving rather to the sphere of influence of the Russian state media, which certainly does not increase the awareness of the local Russians of Estonian society, but rather cultivates negative attitudes.
- ▶ Although there have been some positive changes in the Russian-language media in Estonia in comparison with 2000, the Russian-language media in Estonia has not achieved competitive position in terms of grasping a market share or, what is even more important, in initiating and upholding the exchange of information on socially important discussions.
- ▶ The Russian-speaking population does not have its own strong opinion leaders who would be able to initiate and uphold discussions which actually increase the social competence. The emergence of such leaders (especially the young) and the strengthening of discussions should be supported, thereby not imposing on non-Estonians leaders who suit well for Estonians or any ideologies.
- ▶ The Russian-speaking population has a lower state-centred social capital (not just the language, but also communications networks) and, on the whole, a somewhat lower level of entrepreneurship and stronger reliance on the state, the state's aid. Therefore it is important to attend to the economic and employment-related aspects of social competence. Potentially very effective measures are labour exchange-related measures and taking people temporarily to a different environment regardless of the fact that the measure is expensive.

²⁵⁹ Estonian Human Development Report 2008.

²⁶⁰ Explanatory Memorandum of Integration Plan 2008-2013, p. 16.

²⁶¹ E.g. Integration Monitoring 2008.

- ▶ Non-Estonians' participation in the third sector organisations²⁶² which would allow for learning through participating in social life is lower: participating in the third sector is both a precondition as well as a result of social competence.
- ▶ In recent years the contacts between Estonians and Russians have become tenser,²⁶³ which creates a barrier, because the Estonian state and society is interpreted as "the Estonians' state and an ideological model imposed by them, which does not take into account us who feel and think somewhat differently." This attitude impedes the desire to understand this society more deeply, to learn to know it and to adjust to it. Instead, it is seen as something alien and dangerous.

All in all it must be said on the basis of the above that the programme has not achieved the established aim, i.e. the social competence of the population, although there are some indicators which refer to a possible rise of social competence. For instance, the functioning of non-Estonians in Estonian society has somewhat improved and the readiness of non-Estonians and Estonians to communicate with other nationalities has increased. Regardless of the increase of openness, actual contacts with other nationalities are little²⁶⁴ and the Estonians and the Russian-speaking population continue to lead separate lives, the participation of non-Estonians in developing civic society is low, etc., referring to significant impediments in raising the population's social competence.

²⁶² Lagerspetz, M. *et al.* "Unequal treatment due to persons characteristics or social position: inhabitants' attitudes, experiences and awareness," Survey report (2007), p 30.

²⁶³ It appears from surveys that although there is tolerance in communicating with other nationalities, the surveys of 2008 indicate a rise in the disturbance by other nationalities – in various interviews this was associated with the events in April 2007 (see Figure 10 and Figure 11).

²⁶⁴ Explanatory Memorandum of Integration Plan 2008-2013, p. 16.

3.5 Part V: “Management and evaluation of the state programme and capacity-building of institutions”

3.5.1 Overview of part V

Objective

Part V has not been separately indicated in the State Integration Programme. The activities of the measure have been outlined in chapters 7 and 8 of the programme, which set out the following aims and objectives:

7. Evaluation of the effectiveness and success of the state programme
 - ▶ tasks aimed at the target groups of the state programme are fulfilled and the aims and objectives are achieved
 - ▶ the aims, objectives, tasks and activities of the state programme are sufficiently and objectively covered in Estonian-language and Russian-language media
 - ▶ management of the state programme has taken place smoothly and transparently
 - ▶ activities of the state programme have been carried out effectively and successfully
8. Raising the capability of the institutions implementing the state programme
 - ▶ there is sufficient and trained staff for management of the state programme
 - ▶ the state programme is implemented competently and smoothly
 - ▶ institutions implementing the state programme have a sufficient technical base

The implementation plan 2004-2007 contains the following objectives:

- ▶ To ensure allocation of sufficient funds to the Non-Estonians Integration Foundation (through the Ministry of the Interior), the Ministry of Education and Research, the Ministry of Social Affairs and the Ministry of Culture for organisation and coordination of all activities of the state programme and action plans and activities carried out with the support of foreign assistance projects, including the ESF, TF, etc.).
- ▶ To ensure allocation of sufficient funds to the Non-Estonians Integration Foundation (through the Ministry of the Interior) so the foundation can prepare for the new programming period of the EU structural funds through 2006-2007.

Description

According to the implementation plans, part V has been divided into 3 measures:

Table 65. Measures of part V

Measures 2000-2003	Measures 2004-2007
V.1. To organise the management and evaluation of the Integration Foundation's area of responsibility within the state programme, in order to ensure the programme's development, and effective implementation and the achievement of its main objectives	
V.2. To organise the management and evaluation of the Education and Research Ministry's area of responsibility within the state programme, in order to ensure the programme's development, and effective implementation and the achievement of its main objectives	
V.3. To support the capacity-building of integration related institutions, , including the improvement of the availability and quality of institutional-utilitarian information in the Russian-language at institutions	

Source: Implementation plans and annual activity reports

Funding

Implementation plans: In the implementation plan for 2000-2003 a total of 26,966,600 EKK (incl. 19,718,300 from the state budget and 7,248,300 from foreign assistance) had been planned for part V. For 2004-2007 a total of 46,373,000 EEK (incl. 34,471,000 from the state budget and 11,902,000 from foreign assistance) had been planned for the measures of part V. A total of **73,340,000 EEK** had been planned for the activities of part V under the implementation plans. 74% of the activities of the part V were to be funded from the state budget.

Reality: Activities were funded in the amount of **71,297,865 EEK** under part V. From 2000 to 2006 expenditure from the state budget accounted for 71% of expenditures. 97% of the planned budget was spent on part V.

Table 66. Funding Part V

Measure	Planned	Actual	Budget implementation percentage	Share of measure in part V
Measure V.1	52 303 100	46 693 093	89%	65%
Measure V.2	14 127 000	11 200 706	79%	16%
Measure V.3	6 909 500	13 404 066	194%	19%
TOTAL	73 339 600	71 297 865	97%	100%

Source: Implementation plans and annual activity reports

Target group

The target group of the part V comprises institutions and management bodies implementing the integration programme.

Responsible Institutions/implementers

In the programme documents the responsible institutions of part V included, first of all, the Integration Foundation and the Ministry of Education and Research, but also local authorities, the CMB and the NEQC.

V.1. To organise the management and evaluation of the Integration Foundation's area of responsibility within the state programme, in order to ensure the programme's development, and effective implementation and the achievement of its main objectives

Planned budget (2000-2007): 52,303,100 EEK

Funds actually spent:²⁶⁵ 46,693,093 EEK

Main target group: Integration Foundation

Under this measure activities were financed in all years of implementation of the programme. 89% of the planned budget was spent on the measure.

Planned activities

In the framework of the implementation plan of the first programming period it was planned to fund organisation of the work of the Steering Committee, the operating expenses of the IF, operating expenses relating to foreign assistance projects as well as organisation of surveys and appraisals. In the second implementation period the same activities were continued; the foreign assistance projects whose operating expenses were funded were somewhat different. New operating expenses of foreign assistance projects, development of international cooperation, activities relating to development of a new integration programme, and preparation of structural fund projects were added. Under the planned activities of the measure were also voluminous mid-term and final appraisals of the SIP.

Table 67. Comparison of planned activities in the two implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Organisation of the work of the Steering Committee of the State Integration Programme	1. Organisation of the work of the Governing Board and Audit Committee of the Integration Foundation, evaluation of projects in competitions 6. Integration surveys, annual reports, action plans	1, 6. Organisation and reporting of the SIP, evaluation of projects
2. Organisation of integration surveys and project evaluations, publication of a yearbook	2. Organisation of integration surveys and project evaluations, publication of a yearbook and other publications, presentations in conferences	2. Monitoring, surveys, yearbook and conferences
3. Operating expenses of the IF budgeted in the state budget	3. Management of administrative unit of the NEIF	3. Management of the IF
4. Multi 1 and Multi 2 operating expenses	4. Management of Multi 2	4, 5, 11, 12, 14. Operating expenses of foreign assistance projects
5. Operating expenses of Phare 1 and Phare 2	5. Management of Phare 2003 (the grant management units and programme-officer support unit)	

²⁶⁵ According to annual activity reports (2000-2007).

	11. Project "Peace Processes in Community Conflicts From Understanding the Roots of Conflicts to Conflict Resolution " under the Sixth Research and Development Framework Programme of the EU	
	12. Support unit of the EU Transition Facility project "Support for Integration of Stateless Persons in Estonia"	
	14. Support unit of EU Transition Facility project "Support for Development of State Programme 2008-2013"	
	7. Technical assistance projects of EU's Phare programme "Analysis of years 2000-2003 of The state programme "Integration in Estonian Society 2000-2007" and Drafting, Preparing and Co-financing of Structural Funds' Priority Integration Project Pipeline	7, 8, 9. Preparation of structural funds' projects
	8. Needs and feasibility research of EU structural funds	
	9. Preparation of EU structural funds' projects for the new programming period, incl. preparation of project documents	
	10. Preparation of a draft of the State Integration Programme	10. Preparation of a draft of the State Integration Programme
	13. Development of international cooperation for sharing integration experience and development of the network	13. Development of international cooperation for sharing integration experience and development of the network

Source: Implementation plans

In the first implementation period the activities were reported in aggregated from, but in the second period the planning of operating expenses became more detailed. Various projects were presented in the aggregated from later as well. For instance, activity No. 13 (Development of international cooperation for sharing integration experience and development of the network) was discussed in the reports and often the IF's state-budget and foreign assistance operating expenses were pooled together.

Implemented activities

Under this measure activities were implemented according to the plan. The work of the foundation was organised, including management of state-budget as well as foreign assistance projects. Overviews of the programme were prepared, media and general monitoring and the programme's mid-term appraisal were completed. The organisation of the international conference "Multicultural Estonia" and preparation of a collection of the materials of the conference, which have been indicated under measures 1.5.a and 1.5.b as well were implemented under this measure. In addition, Integration Foundation took part in the international research project Peace-Com. The aim of the project was to study the development of conflicts in European societies and devise solutions for preventing them.

The planned activities were largely implemented in the planned years. The biggest differences between the planned and the actual activities lie in the activities for preparing structural funds' projects and developing international cooperation.

Table 68. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)²⁶⁶

Activities	2000	2001	2002	2003	2004	2005	2006	2007
1, 6. Organisation and reporting of the SIP, evaluation of projects		x	x	x	x	x	x	x
2. Monitoring, surveys, yearbook and conferences	x	x	x	x	x	x	x	x
3. Management of the IF	x	x	x	x	x	x	x	x
4, 5, 11, 12, 14. Operating expenses of foreign assistance projects	x	x	x	x	x	x	x	x
7, 8, 9. Preparation of structural funds' projects						x		x
10. Preparation of a draft of the State Integration Programme								x
13. Development of international cooperation for sharing integration experience and development of the network*						x	x	

* The activity was reflected in the reports under activity V.1.11.

Source: Implementation plans and annual activity reports

²⁶⁶ The table summarises similar activities.

V.2. To organise the management and evaluation of the Education and Research Ministry's area of responsibility within the state programme, in order to ensure the programme's development, and effective implementation and the achievement of its main objectives.

Planned budget (2000-2007): 14,127,000 EEK

Funds actually spent: 11,200,706 EEK²⁶⁷

Main target groups: Ministry of Education and Research, Educational Programmes Centre

Under this measure the activities were financed in all years of implementation of the programme. In total, 79% of the planned funds were spent on the measure.

Planned activities

In the implementation plan of the first programming period the management activities of the MER had been described in relatively great detail. In addition to the activities relating to the management of the programme, the coordination activities of specific projects were planned. In the second implementation period the same activities were continued, but the management activities were aggregated:

Table 69. Comparison of planned activities in the two implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Direction and coordination of the programme, programme's development meetings and training		
2. Preparation of action plans and monitoring and evaluating their implementation		
3. Development of the criteria for evaluation of the programme and results of single projects and coordination of surveys commissioned in the framework of the programme		
4. Evaluation and analysis of achievement of the main aims of the programme		
5. Ensuring getting an overview of implementation of the programme and notification		
6. Development of the content and the procedure for financial reporting and preparation of the programme's aggregate reports	1. Development, management and evaluation of the programme	1-6. Development, management and evaluation of the programme
7. Management and coordination of specific projects in cooperation	7. Management, coordination and evaluation of the activities of Phare 2003	7. Management and coordination of specific projects in cooperation

Source: Implementation plans

Implemented activities

The activities were carried out according to the plan, but the reports did not reflect these activities according to the structure of the implementation plan, and the reports on the activities were not very detailed.

The drafting and implementation of the implementation plans, coordination of the integration working group, and programme development seminars were funded under this measure. The work of the evaluation committee and preparation of the programme's financial statements and activity reports was supported. Also, the operating expenses of the EPC and the training of the EPC's staff in various areas and a study trip to Latvia were funded. In addition, coordination and co-financing of foreign assistance projects and inter-institutional cooperation in developing ESF projects and the new integration programme was funded.

Table 70. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)²⁶⁸

Activities	2000	2001	2002	2003	2004	2005	2006	2007
1-6. Development, management and evaluation of the programme	x	x	x	x	x	x	x	x
7. Management and coordination of specific projects in cooperation	x	x*	x*	x*	x*			x

* The activity was reflected jointly with the management activities without substantively specifying the activity.

Source: Implementation plans and annual activity reports

²⁶⁷ According to annual activity reports (2000-2007).

²⁶⁸ The table summarises similar activities.

V.3. To support the capacity-building of integration related institutions, including the improvement of the availability and quality of institutional-utilitarian information in the Russian-language at institutions

Planned budget (2000-2007): 6,909,500 EEK

Funds actually spent: 13,404,066 EEK²⁶⁹

Main target groups: institutions relating to the implementation of the SIP (IF, CMB, NEQC)

The measure was funded through 2000-2004 and in 2007. 194% of the planned budget was spent on the measure, i.e. nearly twice as much as planned. The main differences in funding can be observed in 2003 and 2007. Additional expenditure in 2003 was related to the assessment of administrative capacity of the IF and in 2007 to activities of preparation of the new integration programme.

Planned activities

In the first implementation plan it was planned to fund the training of officials in Ida-Viru County and creation of a database of surveys concerning Ida-Viru County. Also, the training of various institutions related to the programme and the strengthening of the IF's technical base was planned. The implementation plan of the second period continued to focus on training the institutions related to the programme and development of the management and administration procedures of the IF was added.

Table 71. Comparison of planned activities in the two implementation periods

Activity 2000-2003	Activity 2004-2007	Further coverage
1. Training officials of the Ida-Viru County Government and local authorities		1. Training officials of the Ida-Viru County Government and local authorities
2. Creation of a database of surveys on Ida-Viru County		2. Creation of a database of surveys on Ida-Viru County
3. Training the management and staff of the Integration Foundation and strengthening the technical base	3. Training the staff of the NEIF, information days, publication of media monitoring	3. Training the staff of the IF, strengthening the technical base, information days and publication of media monitoring
4. Training the officials of the Citizenship and Migration Board		
5. Training for other ministries and state agencies, incl. in communication with Russian-speaking clients and the media	5. Training for other ministries (CMB) and state agencies, incl. in communication with Russian-speaking clients and the media	4, 5. Training for ministries and state agencies, incl. in communication with Russian-speaking clients and the media
	6. Development of procedures for management and administration of state-budget allocations, EU structural funds, programmes and projects of NEIF	6. Development of procedures for management and administration of state-budget allocations, EU structural funds, programmes and projects of NEIF
	7. Capacity-building of the NEQC in processing examinations	7. Capacity-building of the NEQC in processing examinations

Source: Implementation plans

Implemented activities

The activities were implemented as planned. Over the years the planned activities complied with the actually implemented activities very accurately.

In addition to the planned activities a needs analysis for the new integration programme was carried out.

²⁶⁹ According to annual activity reports (2000-2007).

Table 72. Comparison of the activities planned in the implementation plan (marked yellow) and activities actually implemented (marked with X)²⁷⁰

Activities	2000	2001	2002	2003	2004	2005	2006	2007
1. Training officials of the Ida-Viru County Government and local authorities	x							
2. Creation of a database of surveys on Ida-Viru County	x							
3. Training the staff of the IF, strengthening the technical base, information days and publication of media monitoring	x	x	x	x	x			
4, 5. Training for ministries and state agencies, incl. in communication with Russian-speaking clients and the media	x	x	x	x	x			x
6. Development of procedures for management and administration of state-budget allocations, EU structural funds, programmes and projects of NEIF				x				x
7. Capacity-building of the NEQC in processing examinations								x

Source: Implementation plans and annual activity reports

3.5.2 Overall evaluation of the sub-programme

Looking at the results of the survey, the attitude towards the activities of part V is very positive. The continuation of similar activities is considered very important and the success is considered either good or very good. A positive sign is that almost all activities initiated using foreign funds have received funding from the state budget or are implemented as independent projects (e.g. Multi 2: foreign assistance project "Multicultural Estonia 2002-2004" of the Nordic countries and the United Kingdom). The National Audit Office audited the implementation of the SIP and the use of funds in 2004. The administrative expenditure of the IF accounted for 20% of the funds allocated to the projects, which is a result to be expected, given the number of projects and the amounts allocated. Organisation and reporting of the SIP has been discussed in greater detail in the chapter on management and structure (chapter 4).

²⁷⁰ The table summarises similar activities.

3.6 Achievement of the aims of the programme

3.6.1 Linguistic-communicative integration

Main aim: recreation of a common sphere of information and Estonian-language environment in Estonian society under conditions of cultural diversity and mutual tolerance.

The need for linguistic-communicative integration arises from the fact that the separation of many non-Estonians from Estonian society is caused by their insufficient proficiency in Estonian language. Development of a common Estonian-language environment takes place in parallel with creating favourable conditions for promotion of the linguistic and cultural identity of ethnic minorities. Accepting people that are different and mutual recognition make Estonia an open multicultural society. The positive attitudes of Estonians and non-Estonians towards one another support the development of a common field of information and value the Estonian-language environment as a feature of statehood. By areas, this requires the following:

- ▶ **education** – Estonian education system becomes the central area of integration. Teachers have been prepared for working with multilingual and multicultural body of students; Estonia-centred textbooks and teaching materials have been created. Young people who have graduated from a school where the language of instruction is other than Estonian do not have any linguistic or cultural barriers to continuing their education or competing in the labour market. At the same time the state supports ethnic minorities in promotion of their mother tongue education and culture and training of the pedagogical staff;
- ▶ **knowledge of the Estonian language** – the Estonian language skills of non-Estonians improve considerably and the Estonian language becomes the main language of communication in society. Students who have graduated from a school where the language of instruction is other than Estonian do not have to take any additional examinations to school examinations in order to apply for Estonian citizenship;
- ▶ **change of attitudes in society** – the attitude of “Non-Estonians as a problem” is replaced with the attitude “Non-Estonians as the potential for development” and “Non-Estonians contribute to improving Estonia.” The state’s clear interest in the perspectives of non-Estonians, especially the growing generation, in Estonia creates the necessary political atmosphere for genuine integration where non-Estonians are prepared to participate in the societal life and Estonians accept the cultural diversity of Estonian society.

3.6.1.1 Indicators of linguistic-communicative integration

The level of achievement of the aims of the State Integration Programme is measured on the basis of the indicators outlined in the evaluation questions of the appraisal:

1. Using a common field of information (incl. using Russian-language media sources by Estonians / using Estonian-language media sources by Russians);
2. Activities of the State Integration Programme aimed at the creation of a common field of information of Estonians and non-Estonians;
3. Changes in satisfaction with the quality of teaching the Estonian language in schools;
4. Changes in Estonian language skills among non-Estonians.

1. Using a common field of information (incl. using Russian-language media sources by Estonians / using Estonian-language media sources by Russians)

It appears from Figure 17 that using a common field of information has decreased in 2007 in comparison with previous years. Here the impact of the April events on the results of media consumption surveys carried out in 2007 has to be taken into account. The share of Russian-speaking population watching Russian television channels remains high (93% in 2007), which poses a certain problem, given the political relations between Estonia and Russia. However, the Estonian-speaking population is strongly oriented towards Estonian-language media and Russian channels are watched

rarely. Therefore the media spheres of Estonians and local Russians are very different. Most of local Russians consume Estonian media very little or not at all, but the share of Estonians who do not consume any Estonian Russian-language media or who consume little or no is even larger (90%).²⁷¹

According to the Estonian Human Development Report 2007, the information space uniting Estonians and Russians cannot function only in Estonian in the future and therefore it is necessary to more effectively use the Russian-language information produced in Estonia. It ensues from the report that 91% of Estonians and 40% of the Russian-speakers do not generally or not at all trust Russian-language media produced in Estonia. At the same time the Russian-speaking population trusts more information produced in Estonia than information originating from Russia.²⁷² Therefore there is a potential of using Russian-language newspapers published in Estonia for creating a shared field of information with Russian-speaking inhabitants that should be taken better advantage of. Without doubt, the funding of the Russian-language programmes of National Radio Broadcasting should be continued, because these programmes are listened to by a considerable share of the Russian-language population (62% in 2007). The launch of the ETV2 channel certainly constitutes a new potential for shaping a common field of information.

2. Activities of the State Integration Programme aimed at creation of a common field of information of Estonians and non-Estonians

The SIP has had resources for supporting the development of a common field of information. The problem has rather been in the lack of good ideas and activities aimed at seizing the opportunities offered by modern media channels (web portals, communication portals). According to experts, one of the opportunities not used so far lies in finding and recruiting programme hosts for Estonian television channels who have a different ethnic background and are fluent in Estonian. This could have been done via the projects financed under the SIP, but it has not been done. In this way a certain habit of watching Estonian-language television channels and programmes could have been cultivated among the Russian-speaking population and this would have gradually extended to watching other programmes.

3. Changes in satisfaction with the quality of teaching the Estonian language in schools

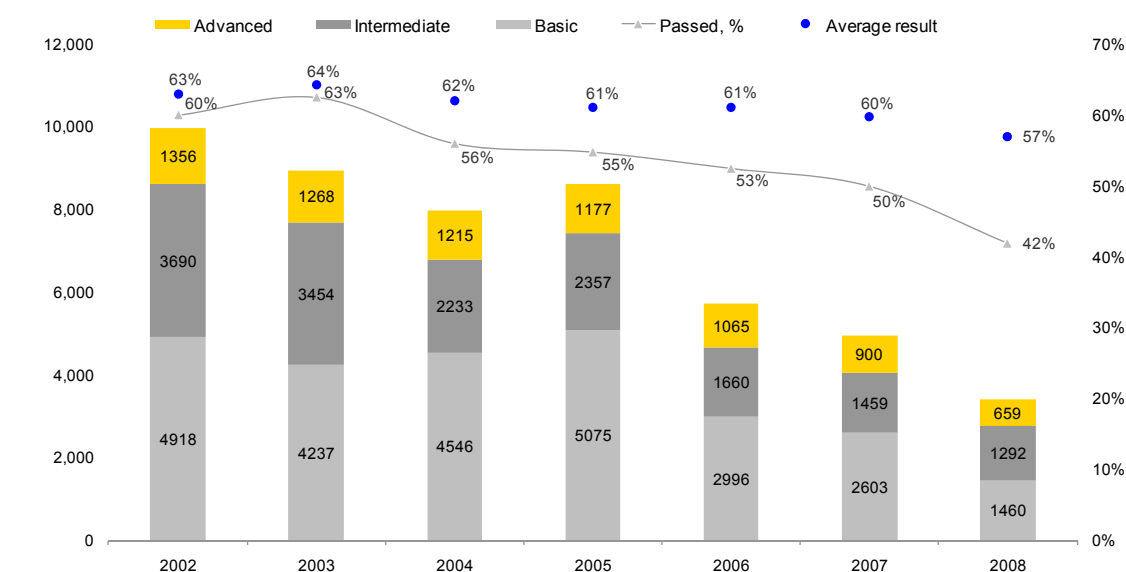
It became evident in the focus groups and interviews that the main achievements of the SIP are the development of the methodology and materials of teaching the Estonian language in Russian-medium schools, and the development training system and counselling for teachers of Estonian as a second language. Also, the SIP has given a start to the successful Language Immersion Programme. A lot of teaching materials and methodological materials were compiled, and many teachers were trained under this programme. 14% of Russian-medium basic school students and 5% of pre-school students participated in the programme by the end of the SIP. Nevertheless, on the whole, language skills in schools have not achieved the desired level by the end of the programme. Also, there are still problems with the lack of teachers and teachers' language skills (for further information, see section 3.1.3). Thus, the level of teaching Estonian in schools has improved, but not as much as planned.

²⁷¹ Estonian Human Development Report 2007.

²⁷² Estonian Human Development Report 2007.

4. Changes in Estonian language skills among non-Estonians

Figure 19. Statistics of Estonian language proficiency examinations



Source: NEQC

Comparable measuring of language proficiency is rather difficult. Language proficiency can be measured through subjective surveys as well as statistically through language examinations. We must bear in mind that the surveys often reflect certain policy-related fluctuations in attitudes: provocation of tensions, negative phenomena in society, worsened economic climate, etc.

According to the NEQC²⁷³, 14,719 adults registered for the language examination in 2002. 9,964 of them took the examination and 6,180 persons passed the examination. At the advanced level the passing rate of the examination was 55%, at the intermediate level 59% and at the basic level 66%. 7,002 adults registered for the examination in 2007, 4,962 persons took the examination and 2,439 of them passed the examination.²⁷⁴ At the advanced level the passing rate of the examination was 52%, at the intermediate level 43% and at the basic level 51%.

Based on the given information it appears that year by year the number of people registering for the examination has decreased, expressing a decrease of interest in taking the examination, but also manifesting that many people have already passed the examination at the satisfactory level. The level of performance of the examination has remained relatively stable at all levels.

In conclusion it can be said that the knowledge of the Estonian language among the non-Estonian population has on the whole somewhat improved, but a notable part of non-Estonians still does not know the official language: the knowledge of the Estonian language remains especially problematic among older age groups. For a more detailed analysis of the knowledge of the Estonian language among non-Estonians, see the chapters on language teaching and education (sections 3.1 and 3.3).

3.6.1.2 Appraisal of linguistic-communicative integration

When assessing various aspects of linguistic-communicative integration it may be said that some progress has been achieved, but the established objective has not been fully attained.

The education system has become the main means of integration: a number of teaching materials and textbooks have been created and investments in teacher training have been made, but the results of the language skills of students and teachers have not been up to the targets set. A situation where graduates of Russian-medium basic schools have no language or cultural barriers to continue their education or compete on the labour market has not been achieved. However, the state has supported

²⁷³ <http://www.ekk.edu.ee/vvfiles/0/2002.pdf>

²⁷⁴ http://www.ekk.edu.ee/vvfiles/0/Alg-_kesk-_ja_k6rgtaseme_statistika_2007.pdf

development of ethnic minorities' mother tongue education and culture and preparation of pedagogical staff. Little has been invested in activities involving Estonian-speaking students in the integration process. This problem extends to the entire programme: less than a fifth of the budget of the entire programme was allocated to activities which involved Estonians to a certain extent.

On the whole, the language proficiency of the Russian-speaking population have somewhat improved, but mainly owing to the language skills of young people. Language skills of adults remain problematic. One objective has been met: if graduates of Russian-medium basic school score at least 60 points on the final language examination, they do not have to take any additional language examination for application of Estonian citizenship²⁷⁵

The programme may be reproached for excessive focus on aspects related to language training. In order to achieve linguistic-communicative integration it is necessary to support language training with other aspects contributing to integration such as socio-economic integration, cultivation of positive attitudes, a common field of information, etc. These aspects have been of secondary importance in the SIP. Activities aimed directly at language training accounted for approximately a half of the programme's budget; activities not related to language teaching were financed only to the extent of a fifth of the programme's funds.²⁷⁶

In creation and development of a common field of information of Estonians and non-Estonians no noteworthy progress has been made in the framework of the SIP. The fact that the opportunities of the modern media have not been applied for creating a more harmonised society can be attributed, among other things, to the absence of comprehensive and all-embracing supportive activities. Traditional media forms (daily newspapers, television and radio programmes) have not been able to foster the integration processes and the usage of Estonian-language media channels by non-Estonians has not been achieved to the desired extent.

Overall, the programme has supported linguistic-communicative integration, but the objectives of the programme have been only partially met.

3.6.2 Legal-political integration

Main aim: The formation of a population loyal to the Estonian state and the reduction of the number of persons without Estonian citizenship.

The need for legal-political integration arose from the fact that in 2000 approx. 25% of the population of Estonia did not have Estonian citizenship and approx. 17% of the population did not have the citizenship of any state. The aim of integration was to increase the number of Estonian citizens and create the state identity based on the common information field of Estonians and non-Estonians and the respect for the cultural diversity of Estonia.

By areas, this requires the following:

- ▶ **citizenship** – a situation is created which allows for non-Estonians who want Estonian citizenship to fulfil the criteria for obtaining Estonian citizenship pursuant to law. The naturalisation process becomes more efficient and effective. The political integration of non-Estonians into the life in Estonia is legally expressed in the possession of Estonian citizenship;
- ▶ **loyalty** – non-Estonians feel that they are fully-fledged members of Estonian society and feel responsible for the well-being of the Estonian state;
- ▶ **participation in political structures** – in the Estonian political landscape a similar political pluralism develops among Estonians and non-Estonians.

²⁷⁵ <http://www.riigiteataja.ee/ert/act.jsp?id=13023916>.

²⁷⁶ The remaining activities served combined purposes or were aimed at investments.

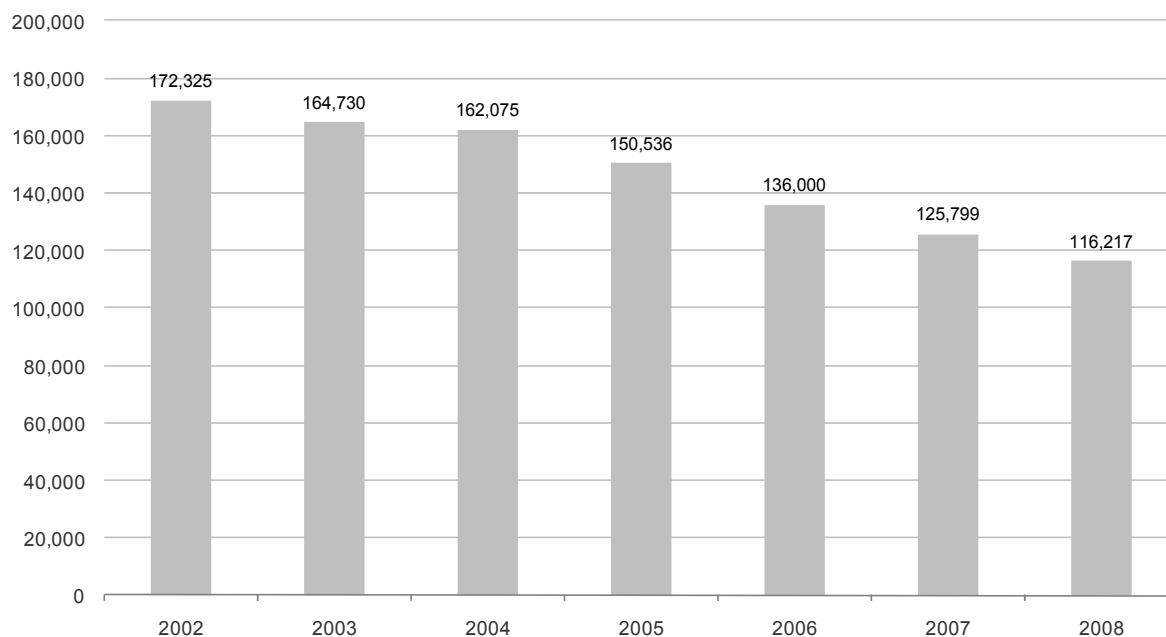
3.6.2.1 Indicators of legal-political integration

According to the plan of evaluation questions of the project, we measure the success of achievement of the main aims of the programme for legal-political integration on the basis of the following indicators:

1. change in the number of people with undetermined citizenship;
2. number of applicants who been granted citizenship by naturalisation;
3. number of persons who have passed the examination on the Constitution and the Citizenship Act;
4. change in the emotional attachment of the population of Estonia (attitudes towards Estonia, definition of the homeland) to Estonia;
5. evaluation of the participants of focus groups regarding changes in the loyal population in Estonia.

1. Change in the number of people with undetermined citizenship

Figure 20. Number of persons with undetermined citizenship

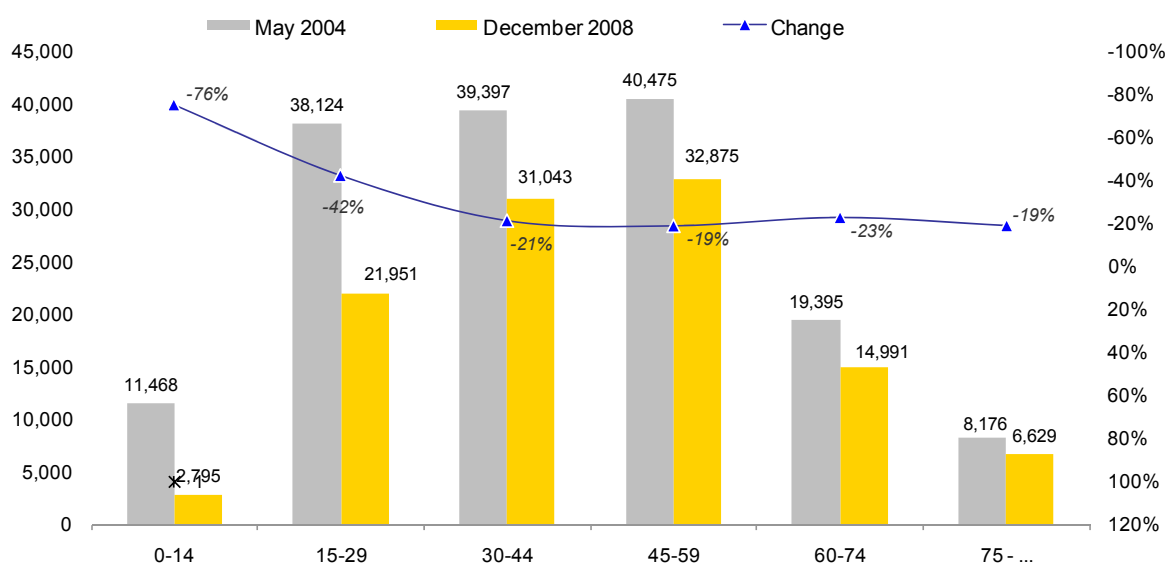


Source: CMB

It appears from the above Figure 20 that the number of persons with undetermined citizenship has decreased by 33% in 6 years. As of 2008 the number of persons with undetermined citizenship amounts to approx. 9% of the entire population and to approx. 29% of non-Estonians.²⁷⁷

²⁷⁷ According to the Statistical Office, as of 1.01.2008 the population of Estonia was 1,325,408.

Figure 21. Change in the number of persons with undetermined citizenship who hold a valid residence permit (among all age groups)

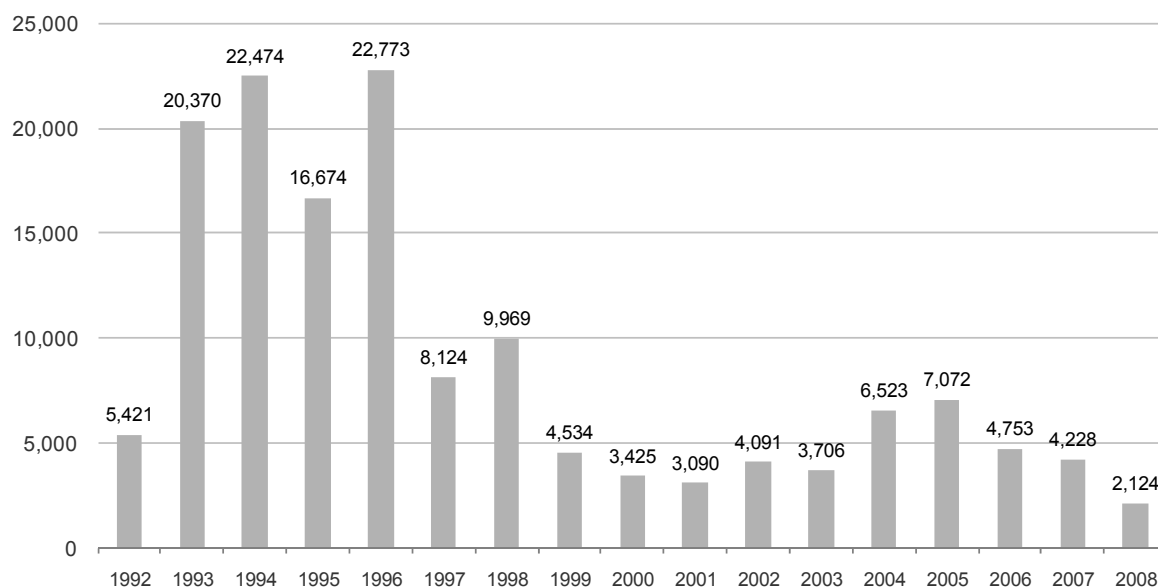


Source: CMB

It appears from Figure 21 that a considerable decrease of the number of persons without citizenship has taken place in two and a half years in younger age groups (0-14 and 15-29) and, according to experts, a normal decrease (20%) has taken place in older age groups. The results of the figure (especially with regard to the age of up to 59 years) can be considered results of Estonia's citizenship policy where the SIP's activities contributed by funding the informational materials of the citizenship examination and carrying out social advertising.

2. Number of applicants who have been granted citizenship by naturalisation

Figure 22. Number of persons who have obtained Estonian citizenship by naturalisation



Source: CMB

Nearly 420,000 people of a ethnicity other than Estonian reside in Estonia and as of 01.01.2009 the number of persons with undetermined citizenship is 116,217 (Figure 22). It appears from the figure that from 1992 to 2008 citizenship has been obtained by naturalisation by 149,351 people. From 2000

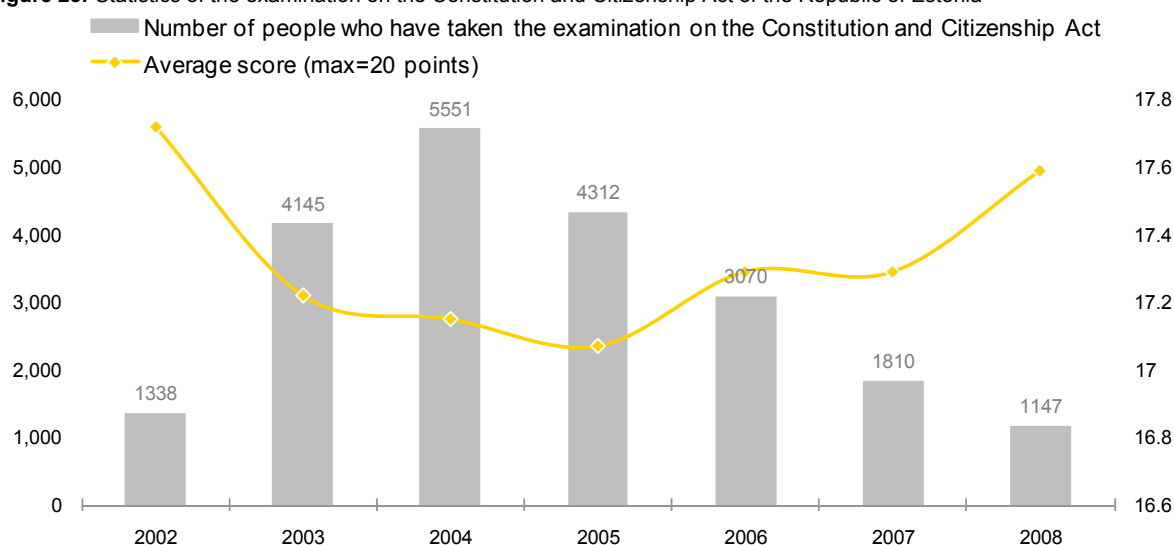
to 2008 citizenship has been obtained by naturalisation by 39,012 people. The majority of them have been persons with undetermined citizenship. However, through 2000-2008 they also include 1,626 citizens of the Russian Federation.

It appears from Figure 22 that the amendments of legislation made during the SIP period in the organisation of language examinations and citizenship examinations exerted certain influence and in 2004 and 2005 the number of persons who obtained citizenship by naturalisation increased, but thereafter the naturalisation rate fell to approximately its usual level. One can think that by 2008 the naturalisation process has achieved stability and further advocating of citizenship through naturalisation must be aimed at families with children under the age of 15 where the parent(s) do(es) not have the citizenship of any state and at students who can submit a citizenship application themselves at of the age of 15.

According to experts the naturalisation rate during the years 2000-2008 can be considered sufficient.

3. Number of persons who have passed the citizenship examination

Figure 23. Statistics of the examination on the Constitution and Citizenship Act of the Republic of Estonia



Source: NEQC

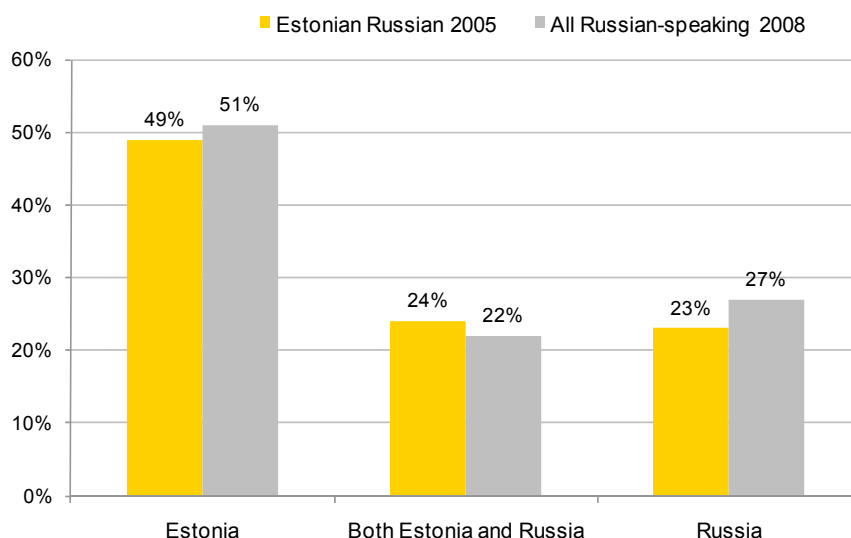
Taking the examination of the Constitution and Citizenship Act

According to Figure 23, in 2002 1,338 people took the examination and 1,167 of them passed. In 2007 1,810 people took the examination and 1,509 of them passed, i.e. 83% of the participants were successful. The examination was taken the most in 2003, 2004 and 2005, when in 2004 the number of persons participating in the examination amounted to 5,551 and the number of persons passing the examination amounted to 4,545. The level of persons passing the examination has been relatively stable and varying from 17 to 17.8 points of the maximum 20 throughout the SIP period. The strong growth in the number of persons taking the examination through 2003-2005 can be explained by various circumstances. First, by the amendment of the Citizenship Act (02/2004), which reduced the duration of the process of applying for citizenship from 12 months to 6. Second, by having the NEQC arrange and carry out the examination instead of the CMB. Finally, a positive change in the attitude and readiness of applicants to take the examinations could be observed and the procedure for the examinations also became simpler. It is likely that Estonia's accession to the EU where Estonian citizenship allowed for free movement influenced the number of persons taking the citizenship examination.

It is likely that the potential of with these years of high participation rate was exhausted and in the future the number of persons taking the examination will continue falling. Thus, the data regarding the number of persons who passed the examination of the Constitution and Citizenship Act may be considered satisfactory. Year by year the number of persons who have to take the examination will decrease and it is difficult to motivate the persons who have not yet taken the examination with more incentives that are already there.

4. Change in the emotional attachment of the population of Estonia (attitudes towards Estonia, definition of the homeland) to Estonia

Figure 24. Emotional attachment of the people of Estonia to Estonia: What country do you consider your homeland?

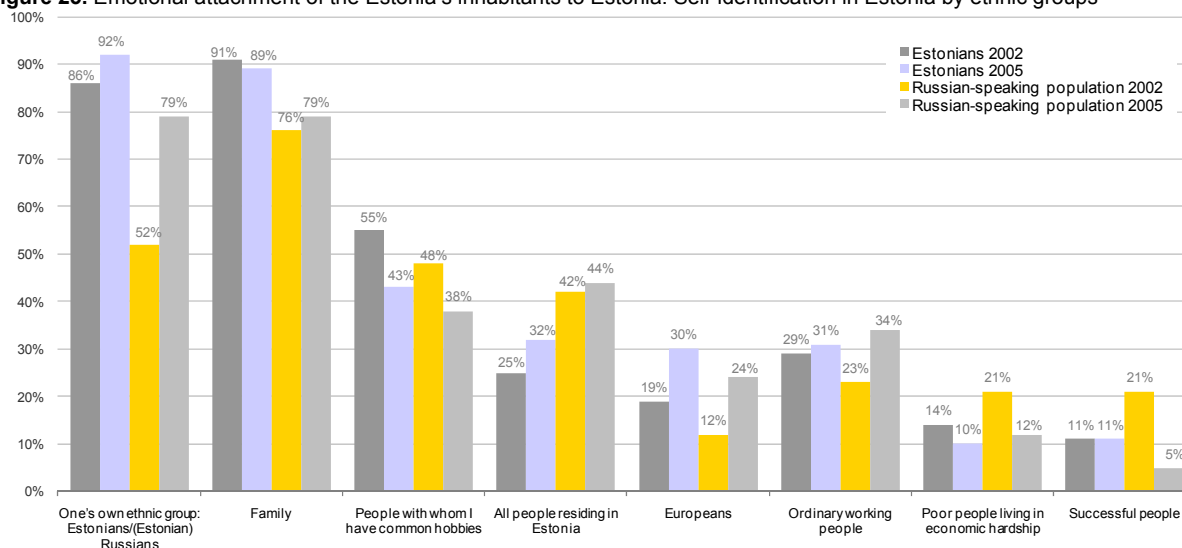


Source: *Integration Monitoring 2008*

It appears from report “Integrating Estonia 1997-2000” of the Government of the Republic that 84% of the non-Estonians consider Estonia their actual homeland and most of them (79%) consider themselves loyal to the Estonian state.

The data of Figure 24 is quite remarkable when it comes to the opinions of all Russian-speaking people: 73% of the Russian-speaking population consider Estonia their homeland (some of them consider Russia their homeland as well). The remaining 27%, who have identified themselves with Russia, is almost equal to the number of Russian citizens residing in Estonia. It can be said that there have been no significant changes in the share of Russian-speakers considering Estonia their homeland, because the data of the aforementioned report concern non-Estonians and but, the specification of the target group may have slightly changed (non-Estonians also include Estonian citizens of a different ethnic background). Identification of Estonia as one’s homeland to such a great extent by Russian-speaking people lays a solid foundation for increasing the cohesion of society.

Figure 25. Emotional attachment of the Estonia's inhabitants to Estonia: Self-identification in Estonia by ethnic groups



Source: "Mina.Maailm.Meedia" ('Me.TheWorld.TheMedia') TÜ/Faktum 2002, "Mina.Maailm.Meedia" ('Me.TheWorld.TheMedia') TÜ/Saar Poll 2005

In Estonian society ethnic background is equally important among Russians as well as Estonians (see Figure 25). It is remarkable that the share of ethnic self-identification has risen among the Russian-speaking population in recent years, while self-identification through work and study peers (e.g. colleagues) has become less important in comparison with Estonians.²⁷⁸ Estonians' self-identification has always been high (the reason may lie in the smallness of the nation, the desire to live as an independent state, etc.). Self-identification through all the people living here (Estonians nearly 32%, Russian-speaking nearly 44%) deserves attention as well. This shows quite a large common share in society, especially if we add the people who consider themselves Europeans (Estonians 30%, Russians 24%).

5. Evaluation of the participants of focus groups regarding changes in the loyal population in Estonia

Loyalty depends on very many factors and is, first of all, related to values. The SIP's objective *"non-Estonians feel that they are fully-fledged members of Estonian society and feel responsible for the well-being of the Estonian state"* has always been quite high, i.e. according to various surveys 70-85% of non-Estonians consider Estonia their homeland. Another issue is non-Estonians' trust in various state structures, which is not considered loyalty in the given context.

In the focus group of ethnic minorities all participants regarded 'loyalty to Estonia as important and rather indicated that over the years loyalty has increased. The desire to restore the Soviet regime and the Soviet Union has become virtually non-existent. No such ideas were expressed in the focus groups, although during the early years of the SIP such statements could be heard in discussions, seminars, round tables, etc.

However, certain statements about the strong identification with Russia have been/can be noticed among a certain part of Russians living in Estonia (also among Estonian citizens). It can be considered likely that this is an expression of a certain identity crisis of a large ethnic minority, which due to the size of the group is expressed considerably later than among other ethnic groups, especially since there is a Russian-medium school system.

Participation in political structures

According to the Local Authority Council Election Act,²⁷⁹ in Estonia aliens have the same right to vote as Estonian citizens and citizens of the European Union, provided that they have attained 18 years of age by election day and their permanent residence is located in the corresponding rural municipality or city and they reside in Estonia on the basis of a long-term residence permit or the right of permanent

²⁷⁸ Estonian Human Development Report 2007.

²⁷⁹ <https://www.riigiteataja.ee/ert/act.jsp?id=13117083>.

residence. Thus, citizens of other states who have taken long-term residence in Estonia and persons with undetermined citizenship participate in organisation of local life. It is expected that only citizens have the right to elect the Riigikogu and occupy certain high-ranking public positions.

3.6.2.2 Appraisal of legal-political integration

In the 8-year period one of the main aims of the given integration area has been achieved: the number of people with Estonian citizenship has increased. According to experts, the process of naturalisation has followed its natural path in Estonia. Furthermore, they noted that the increase of the naturalisation rate in families can probably be affected only by younger groups. The experts did not see any need for application of any new measures besides the existing SIP measures.

Upon evaluation of creation of a common field of information of Estonians and non-Estonians and creation of the state identity based on respecting Estonia's cultural diversity it must be kept in mind that acquisition of the Estonian language was in the focus of integration in the respective period. However, language skills as such have not ensured the harmonisation of values between various members of society. Estonian language skills can be treated as a tool that is necessary for everyone who wants to live, study or work in Estonia. However, often these were only treated as a single objective and the importance of this tool for functioning in Estonian society was not explained: in other words, people were not motivated and no measures were planned for creation of the required Estonian language environment and values, which reduced the preservation of the results of language learning.

The main aim of legal-political integration was the formation of a population loyal to the Estonian state and the reduction of the number of persons without Estonian citizenship. It appears that the number of people with undetermined citizenship has in comparison with 2002 decreased by 33% and the Estonians language skills of non-Estonian residents have improved owing to the supportive activities implemented in the framework of the SIP, but this alone has not been able to ensure creation of citizens loyal to the state, as can be claimed on the basis of Figure 24, where nearly ¼, i.e. one hundred and ten thousand Russians living in Estonia do not see Estonia at all as a homeland, but are in their heart bound only to Russia.²⁸⁰

3.6.3 Socio-economic integration

Main aim: The achievement of greater competitiveness and social mobility in society regardless of ethnical or linguistic attributes.

In the SIP's area of socio-economic integration the aim lied, above all, in the need to prevent a situation where a person's wealth or poverty and success or unsucces would be strongly related to the ethnic attribute. As for problems, the poor language skills of non-Estonians and the complexity of socio-economic reorganisation in Ida-Viru County where unemployment and social exclusion are higher were pointed out once again.

The SIP established the following goals in the area of socio-economic integration:

- ▶ **participation in the societal life of Estonia** – reduction of barriers which have thus far limited non-Estonians' competitiveness in the labour market and public life. Upon development of more favourable conditions they participate more broadly in the third sector associations, cultural creation and international exchange of ideas;
- ▶ **reduction of the regional isolation of non-Estonians** – as a result of encouragement and support by the state the national mobility of Estonians and non-Estonians will increase.

3.6.3.1 Indicators of socio-economic integration

According to the plan of evaluation questions of the project, we measure the success of achievement of the main aim of the socio-economic integration programme on the basis of the following indicators:

- ▶ changes in subsistence and income;
- ▶ evaluation of the possibilities of ensuring the income and material well-being of Estonians and non-Estonians;
- ▶ satisfaction with life among Estonians and non-Estonians.

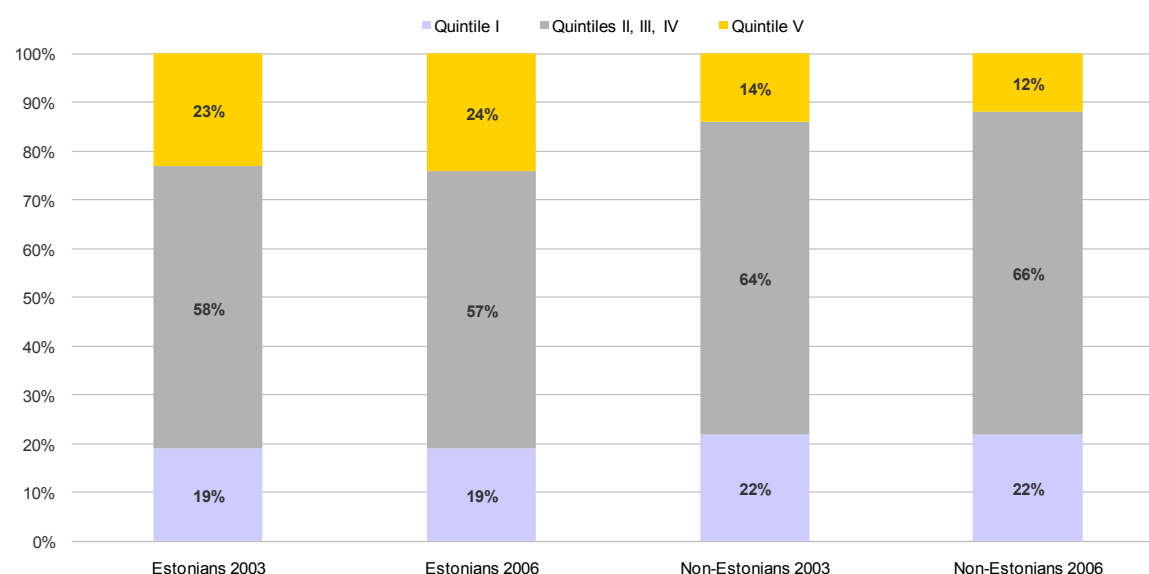
²⁸⁰ Integration Monitoring 2008.

The Estonian regional development strategy approved by the Government of the Republic in 1999 established ambitious aims and objectives for harmonisation of regional development. Results of implementation of regional development programmes adjusted on the basis of the strategy indicate that regional differences have rather increased (for further information see Table 70 in Appendix 4) and the problematic regions have remained the same (Northeast and Southeast Estonia). The reason lies in limited opportunities both in the form of the lack of funds allocated to the area as well as modest coordination and joint effect of various policies.

A change of the situation has been planned in the Estonian Regional Development Strategy 2005-2015,²⁸¹ but the strategy's Action Plan 2005-2007 has not achieved any significant results.

1. Changes in subsistence and income

Figure 26. Division of Estonians and non-Estonians based on income quintiles²⁸²



Source: Statistical Office

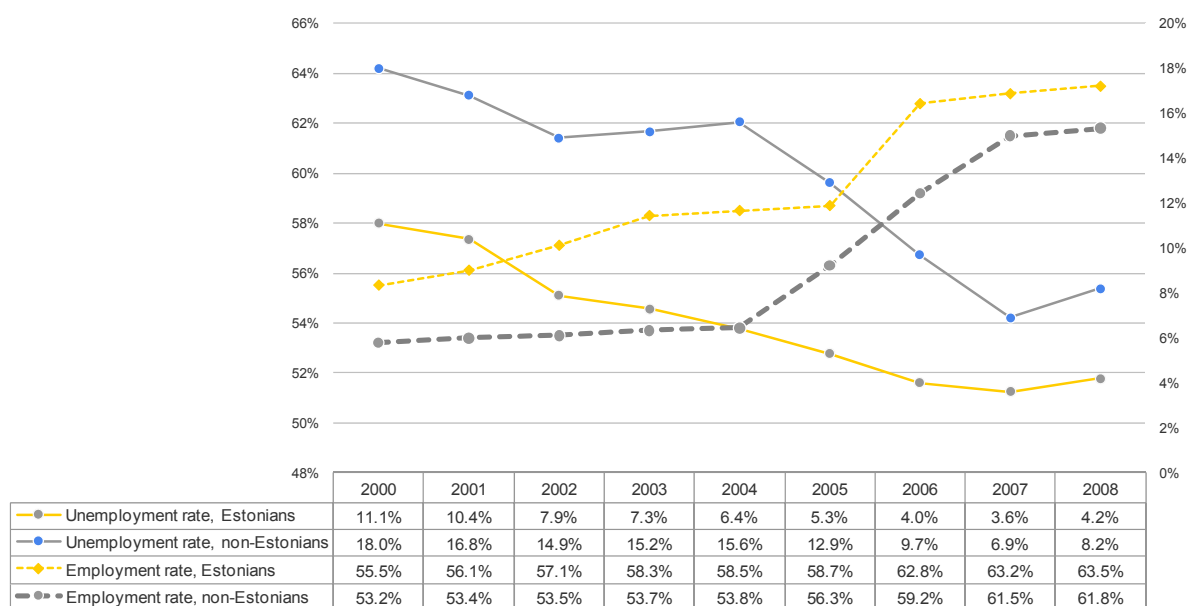
Figure 26 indicates differences between the income of Estonians and non-Estonians. As can be seen, when compared to Estonians a larger share of non-Estonians belongs to the poorest fifth of the population. At the same time the number of Estonians among people with high income is higher than that of non-Estonians. When comparing years 2003 and 2008 it appears in that the income of Estonians and non-Estonians has not been levelled. According to experts, it is the result of a non-functioning regional policy. The respective unevenness can be explained rather based on regional than on ethnic background. This is confirmed by the data of the European Social Surveys of 2004 and 2006, according to which the opportunities of Estonian-speaking respondents to belong to the upper income quintile are much better than those of the Russian-speaking population.²⁸³

²⁸¹ <http://www.siseministeerium.ee/5368>.

²⁸² A fifth of the population ranked on the basis of the annual equivalent net income. The first or the lowest quintile includes the fifth of the population who earns the smallest equivalent net income; the second includes the next fifth, etc.

²⁸³ Integration Monitoring 2008.

Figure 27. Employment and unemployment rate by ethnicity (people aged 15-74)

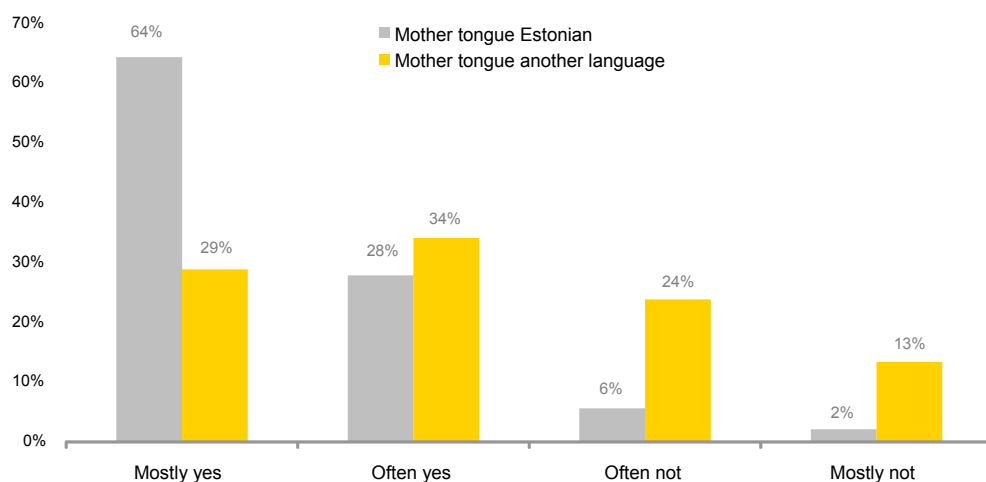


Source: Statistical Office

Looking at Figure 27 it appears that the employment rate of Estonians has been higher than that of non-Estonians and the rate of unemployment of other nationalities has over the years been higher than that of Estonians. Thus, the labour market positions of non-Estonians have been lower than those of Estonians. In comparison with 2000 the unemployment rate has fallen from 11% to 4% among Estonians by 2008 and from 18% to 8% among non-Estonians. Here it must be taken into account that it has been caused first of all by the regional unemployment rate, which is considerably higher in Ida-Viru County than in other areas of Estonia. This is not the result of the integration or language policy, but of labour policy.²⁸⁴

2. Evaluation of the possibilities of ensuring the income and material well-being of Estonians and non-Estonians

Figure 28. Evaluation of the possibilities of ensuring the income and material well-being of Estonians and non-Estonians: Do non-Estonians have the opportunity to get the same pay for the same work as Estonians in the case of the same preconditions?"



Source: Statistical Office, Estonian Social Survey2004

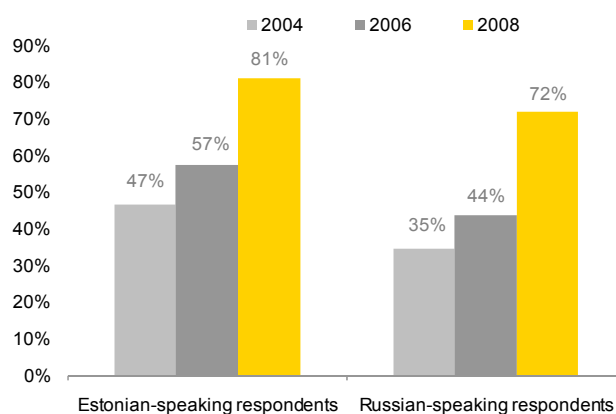
²⁸⁴ Integration Monitoring 2005

It appears from Figure 28 that the estimates of Estonians and non-Estonians regarding the possibilities of ensuring income and material well-being are different. When most of Estonians find that, in the event of the same preconditions, it is mostly or often possible for Estonians and non-Estonians to get equal pay for equal work, only 60% of non-Estonians share this opinion. Such estimated responses may not be entirely correct. First, since interpretation of expression “in the event of the same preconditions” may vary among the respondents and second, the perceived inequality may arise from the information disseminated in the information field. At the same time there is no such court judgment which would confirm ethnic discrimination upon employment.

The “same preconditions” mean qualifications, often also language skills, nearby place of residence; similar work experience, etc., which simply cannot be understood by respondents in the same way at such level of generalisation. However, if we assume that, then in the framework of the new SIP each specific respective case of discrimination should be treated separately and respective counselling and consultation centres should be established. An analysis of the cases processed through them allows for obtaining objective results in the given matter.

3. Satisfaction with life among Estonians and non-Estonians

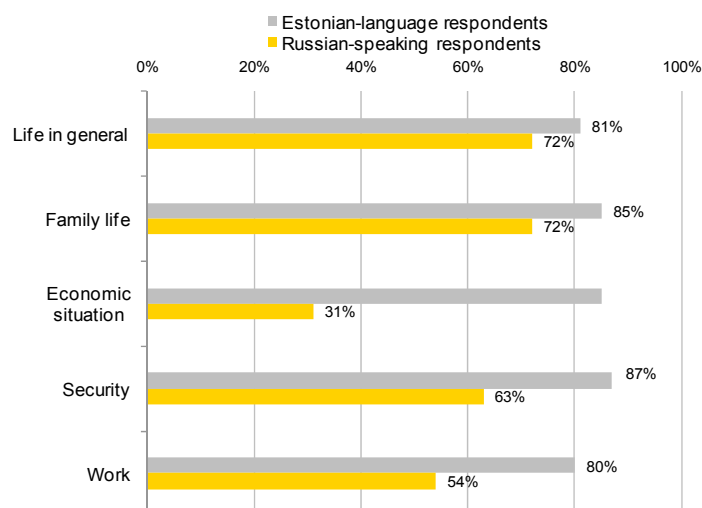
Figure 29. Change in the overall satisfaction with life among ethnic groups 2004-2008 (share of people who are pleased or very pleased with the situation)



Source: Integration Monitoring 2004, 2006, 2008

According to Figure 29, the overall satisfaction with life is high among the inhabitants of Estonia. It is worth mentioning that in the years that Estonia has been a member of the EU the satisfaction has grown notably regardless of the language of communication. Differences in evaluation of satisfaction based on ethnic background (language of communication) have decreased.

Figure 30. Satisfaction among ethnic groups of different areas of life in 2008 (share of people who are pleased or very pleased with the situation)



Source: Integration Monitoring 2008

When analysing satisfaction in greater detail on the basis of Figure 30, it becomes evident that there are certain differences based on the language of communication of the respondents. The big difference between satisfaction concerning the economic situation and work is especially remarkable. One of the reasons is certainly a considerably more difficult economic situation in the largely Russian-speaking Ida-Viru County, but this does not explain the scope of the entire difference.

Since the satisfaction index is important in various areas of social life, it needs further investigation and the given indicators certainly deserve further attention upon evaluation of the integration process.

3.6.3.2 Evaluation of socio-economic integration

The basis for successful socio-economic integration is, according to the SIP, the improvement of language training, taking into account the linguistic difference of regions, and the implementation of the regional policy has been prepared using respective research. Programmes and projects launched during the first years of SIP which functioned well, came to an end in the following years. In addition, the SIP and the Estonian regional development strategies have not achieved the necessary synergy for achievement of the socio-economic aims and objectives of either programme, because the SIP had not planned enough necessary activities for realisation of these preconditions in connection with other state strategies and development plans.

It must be emphasised that underestimation of the socio-economic measure as well as the regional aspect and the lack of cooperation between other persons responsible for the state's strategies and development plans is one of the main deficiencies of the SIP. According to the experts involved in the appraisal, this lays the foundation for the deepening of the socio-economic problems of Ida-Viru County.

3.6.4 Processes shaping the characteristics of integration: Harmonisation of society and preservation of ethnic differences

3.6.4.1 Harmonisation of society – has it taken place?

The position of Estonians and non-Estonians has become more similar in society, because language skills of non-Estonians have improved, as a result of the naturalisation process the number of citizens among non-Estonians has increased and they can participate in society on conditions equal to all other citizens.

The position in society should be analysed from the political, economic and social aspects.

Political

Here it must be taken into account that non-Estonians are divided into three categories: citizens, citizens of foreign states and people with undetermined citizenship. It is not correct to equate the positions of the last two categories, because they have different legal restrictions. This fact is often forgotten when conducting analyses whereby the total number of non-Estonians is used as the basis for comparison of the similarity of positions.

Economic

A comparison of the division of income indicates (Figure 31) that the structure of income of Estonians has been relatively stable through 2003-2006 and its further development depends on state labour and economic policy and the economic situation. In the case of non-Estonians also certain stability can be observed as well as relative similarity to the division of Estonians' income. Differences are caused rather by the uneven regional location of Estonians and non-Estonians in regions where the level of income is lower in general.

There are differences in the unemployment and employment rate between Estonians and non-Estonians (Figure 27). These differences can be attributed to various factors: Estonia's uneven socio-economic regional development and uneven regional placement of Estonians and non-Estonians, but also to different education opportunities arising from language skills and the social background certainly have an impact here as well. It is remarkable that the employment of non-Estonians has risen

steeply as of 2004. The reason for this probably lies in increased foreign direct investments in connection with Estonia's accession to the European Union.

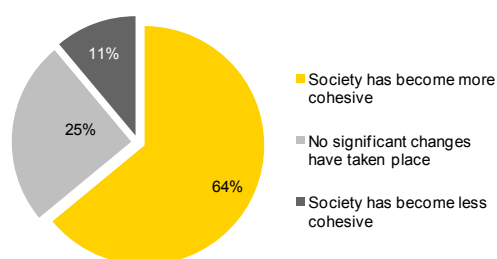
Social

From the social point of view the position of Estonians and Estonian citizens with other ethnic background is similar in the society, because the benefits and services applied in the social area are equally applicable to all inhabitants.

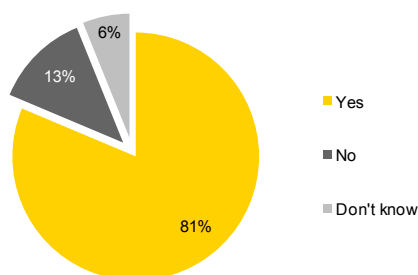
The aforementioned statements are confirmed by a survey carried out under the of EY's final appraisal (Figure 32) whereby 64% of the respondents noted that Estonian society has become more cohesive in comparison with 2000 and 81% of the respondents found that the state supported integration (Figure 32).

Figure 31. Evaluation of integration processes in Estonia

Do you see any changes in the integration of various social groups in Estonia in comparison with 2000?



Did the state support integration of Estonian society 2000-2007?



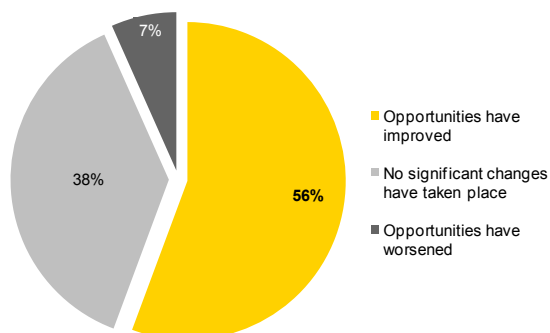
Source: EY's survey in 2009

3.6.4.2 Have opportunities for preservation of ethnic differences been offered?

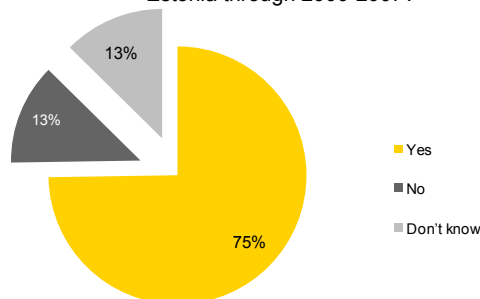
Conditions necessary for ensuring the vitality of the associations of ethnic minorities have been ensured in the framework of the State Integration Programme: opportunities for applying for support for projects and for events organised by them (Figure 33). This has also been declared effective on several occasions in the course of the SIP mid-term appraisal. The focus groups, interviews and the feedback given by the participants confirmed that the preconditions of the viability of ethnic minority societies have been ensured by the state. However, the state can only ensure the conditions for viability, not the viability of the associations. Viability depends, above all, on the determination of the self-identity of people belonging to the respective ethnic minority, the activity of societies' leaders and societies.

Figure 32. Assessment of opportunities for preservation of the language and culture of ethnic minorities residing in Estonia

Do you notice any changes in the opportunities for preservation of the language and cultural characteristics of the ethnic minorities residing in Estonia in comparison with 2000?



Has the state in your opinion supported the preservation of the language and culture of various ethnic minorities residing in Estonia through 2000-2007?



Source: EY's survey in 2009

A more detailed evaluation of the possibilities of preservation of ethnic differences has been given in section 3.2.4).

4 Appraisal of the structure and implementation of the programme

4.1 Overview

The state programme “Integration in Estonian Society 2000-2007” has been structured into three main areas: linguistic-communicative, legal-political and socio-economic integration. Each area has its main aims which are to be achieved in the long term, i.e. after the year 2007.

The SIP is divided into 4 sub-programmes whose aims and objectives arise from the main aims and are achievable in short term, i.e. by 2007. General overview of the sub-programmes, of the tasks, activities, results and activity evaluation criteria has been given under the sub-programmes. The content of sub-programmes serves as the basis for the action plans of the sub-programmes which are developed by responsible institutions. Detailed action plans had been prepared for two periods: 2000-2003 and 2004-2007 and they contain a detailed plan of the measures of the sub-programmes along with a timetable of implementing the measures and persons in charge. In the first period the action plan was divided into 27 measures, 12 sub-measures, and 174 activities. In the second period, the respective figures were 24, 11 and 144. Most of the activities of the second period continued what had been started in the first period; IF was responsible for implementing 70-80% of the activities. The target groups of the programme have been given in Appendix 1 of the SIP, funds in Appendix 2. The timetable of development and implementation of the action plans has been given in the SIP's Appendix 3.

4.2 Evaluation criteria

The strengths and weaknesses of the structure of state programme “Integration in Estonian Society 2000-2007” are analysed based on the best practice. The best practice of strategic planning in the public sector has been well summarised in the Handbook of Strategic Planning prepared by the Ministry of Finance in 2006.²⁸⁵ The handbook has been prepared much later than the state programme and therefore the authors of the programme could have not followed it. However, at the moment of preparation of the programme Regulation No. 7 of the Minister of Finance of 29 January 1998 “Approval of Procedure for Preparation of State Programmes Funded from State Budget”²⁸⁶ was in force, setting out most of the criteria, which were later elaborated on in the handbook. The requirement for associating the programme with other area-related development plans was the only criteria given below, which was not included in the regulation. However, the best practice described in the handbook has been broadly used at the international level since the 1960s (e.g. the programme planning system created by US Secretary of Defense e McNamara). Thus, the guide used as the basis for the evaluation criteria can be treated first of all as an expression of the best practice. However, it is important to note that at the time of preparation of the SIP the strategic planning of the public sector in Estonia was little developed and the SIP was one of the first strategic state programmes. Therefore, many of the deficiencies set out in the following chapter rose from the low level of strategic planning in the public sector in general and not so much from the careless or poor work of the authors of the programme.

According to the guidelines the development plans should contain the following eight points:

1. **Duration of the development plan of the area** – the duration of the objectives and measures planned under the development plan, i.e. the time period the development plan has been planned to remain in effect. (See section 4.3.1.)
2. **Connections to the development plans of other areas** – must be covered for the purpose of prevention of duplication and indication of overlapping objectives or measures. Establishment of overlapping objectives and measures must be prevented. If this is not possible, in the case of overlapping objectives and measures one should indicate the

²⁸⁵ http://www.fin.ee/failid/SP_kasiraamat_2006_030206.doc.

²⁸⁶ <http://www.riigiteataja.ee/ert/act.jsp?id=87380>.

explanations and reasons of overlapping and the volume and sources of financing in overlapping areas. (See section 4.3.1.)

3. **Ministries and relevant (governmental and non-governmental) interested persons and institutions involved in the compilation, modification, implementation, evaluation and reporting of the development plan** – upon compilation and implementation of the development plan the most important is how the work and exchange of information has been coordinated with the parties involved. Therefore, the authors of the development plan should think it through in detail beforehand. (See section 4.3.3.)
4. **An analysis of the current situation which includes an analysis of the problems and opportunities of the area** – it is important to carry out a critical analysis of the current situation and establish realistic goals on the basis thereof. (See section 4.3.1.)
5. **Strategic aims and objectives, which express the pursued impact during the programme period and the achievement of which is measurable and evaluable** – the aims and objectives which are to be achieved in the period of validity of the document must be clearly related to a mission (if any) and express the ultimate result, i.e. what we want to achieve and by what time. (See section 4.3.1.)
6. **Measures undertaken to achieve aims and objectives** – these include means that have been noted in the explanation of the measure, programmes, major projects or strategic investments or other routine activities which help achieving established aims and objectives. (See section 4.3.1.)
7. **Estimation of the cost, which includes the estimated total cost of the development plan and the division of cost between years or other periods.** The activities of the first four years have to be indicated by measures. (See section 4.3.5.)
8. **A description of the management structure, which contains a description of the activities pursued for compilation, modification, implementation, evaluation and reporting** – incidentally, the cooperation between involved institutions and persons, division of work between them and the structure of feedback processes, should be written down. (See section 4.3.3.)

4.3 Answers to the questions of the appraisal concerning programme management

4.3.1 What have been the strengths and weaknesses of the structure of the programme and implementation plan?

4.3.1.1 Connections to development plans of other areas

The overlapping of the State Integration Programme with other socio-economic and regional development plans has been virtually inevitable, because integration is an area that concerns various ministries. In addition, the State Integration Programme, the Regional Development Plan of Ida-Viru County, the Social Plan of Ida-Viru County and the Estonian Regional Development Strategy are aimed at the same target group.

Strengths

As for the positive side, for the purposes of prevention of duplication an explanation was added that the State Integration Programme is focused first of all on the measures in the area of education, culture, media and legislation.

Weaknesses

As for the negative side, the differences of the State Integration Programme have not been explained in detail in overlapping areas. It has also not been explained how the overlapping areas are funded, what the extent of funding is and what the sources are.

The lack of an overview of the activities and funding is largely caused by the absence of a database gathering information on nationwide programmes and development plans and of their standards.

4.3.1.2 Analysis of the current situation

In the introduction of the programme document and in the chapter on the main aims the main problems which have emerged in society and sparked the need for compiling the State Integration Programme have been described. For instance, it is discussed that many members of society do not have a sufficient output to Estonian society which, given the rising unemployment, may create a fruitful soil for the spread of crime. In addition, the current situation with regard to the objectives has been described, indicating the main statistical figures.

Strengths

As for the positive side, it has been referred to the main activities of the Estonian state, which were aimed at resolving integration problems. It became evident in the course of interviews that the conclusions of previous activities were used as input upon compilation of the SIP.

Weaknesses

As for the negative side, there is no short analysis of previous activities or any main results which would have created a context and given the parties who were not directly involved in compiling the programme the opportunity to compare the aims, objectives, measures and previous activities of the State Integration Programme with the previous ones. Such an analysis would have helped to better understand the main risks related to achieving the aims and objectives of the State Integration Programme.

Although the description of the current situation with regard to the objectives is quite detailed, the extent of analysing content is nevertheless very little. What activities or measures have caused these results, what should be kept in mind upon development and implementation of new measures?

4.3.1.3 Strategic aims and objectives

According to the handbook for compilation of development plans, strategic aims and objectives include such aims and objectives which can be achieved in the period of validity of the development plan. In the context of the State Integration Programme this means the aims and objectives of the sub-programmes, because the main aims and objectives are long-term and can be achieved only after termination of the programme.

Strengths

As for the positive side, a hierarchic structure has been created for strategic aims and objectives, which covers the relationships between the aims and objectives. The programme's output, aims and objectives have been indicated.

Weaknesses

As for the negative side, the mid-term appraisal of the SIP has pointed out that the aims and objectives are not compatible. It can be seen in Appendix 1 that the output of the integration process the main aims or sub-programmes do not have a uniform structure. The connection between objectives is not clear. For instance, the main aim of education can be seen in three sub-programmes. Also it is not clear why education and culture of ethnic minorities has been defined as a separate objective.

In the case of strategic aims and objectives it is very important that they can be measured. Therefore indicators have to be added to strategic aims and objectives. Various requirements have been developed for the indicators. According to the handbook of the development plan the main characteristics are as follows: relevance, importance, quantity, persistence, cost-effectiveness. Upon wording the objectives it is important to differentiate between objectives of activities, which may include such verbs as "develop," "create," "carry out" and objectives of impact, which described changes usually with verbs "increase," "reduce," and "improve." The wording of the objectives of the SIP does not allow for measuring the results. Also, it is not possible to categorise the objectives based on the impact or activities. For example, if we take objective A "Basic school graduates will be socially competent and possess medium-level knowledge of the Estonian language" of the sub-programme "Education" we see that the wording does not comply with the wording of the objectives of activities or impact. There is no direct way of quantifying the objective either.

4.3.1.4 Measures

The measures planned for achievement of the aims and objectives of the SIP were reflected in the programme and implementation plans. The implementation plans summarised all measures into two periods of 2000-2003 and 2004-2007. The tables contained a description of the measure, the sources of funding (foreign aid or state budget), the estimation of cost in four years and the total amount of funding the measure.

Strengths

The measures and activities had been indicated in quite a detailed (at times, even in too much detail; for further information see the weaknesses) and structured manner, which allowed for getting a good overview of the content of the activities.

Weaknesses

As for the negative side, the structure of the measures covered in the programme did not always comply with the structure of the implementation plans. For instance the activities of the objectives of the sub-programme "Education" are not the same as in the implementation plans. This means that the measures were amended upon drafting the implementation plans. The measures were also changed in the new period of 2004-2007 without explaining why such changes were made. Changes in the structure of the measure made their monitoring and comparison more difficult.

Also, there were problems with identification of connections between measures. Some activities were covered in several measures, the headings of the activities did not match with the actual activities and the persons responsible indicated in the implementer cell were vague. For instance, in several places the implementer indicated was "project manager" which is too general or "Multi 1" which is, in fact, a project.

The measures of the programme had been described with various level of detail. At times the measures and activities were described in a too detailed manner, which made the implementation plan difficult to follow and partially therefore similar topics and activities were financed under several measures or even different sub-programmes. For instance, activities related to the multiculturalism model and publication of materials introducing cultural diversity were planned in the framework of measure V of the first sub-programme as well as measure I of the second sub-programme.

In the first period it was tried to introduce a table of results, which should have given an overview of the obligations and achievements of the activities. As of 2001 no achievements have been indicated and in the new period of 2001-2007 measurement of results was given up altogether.

A major deficiency of the implementation plans is that the measures and activities were not prioritised. This poses questions as to how funds were distributed to the measures if there were enough funds only for one activity of the two. Such a descriptive explanation of the importance of the activities would have been necessary.

4.3.2 Has the hedging of the risks of implementation of the programme and implementation plans been successful?

The basis for successful risk management is thorough preliminary work in the course of which the sources of risk are identified, their impact is analysed and a list of main risks is compiled. Three main risks have been indicated in the programme document of the SIP. These are: the lack of scientific management and control, little or irregular funding, and low capacity of the public authorities in charge and of partners. As for the positive side, the main factors threatening successful implementation of the SIP were identified, but it is negative that there were no further activities relating to risk management. No analyses which should have followed the identification of risks were conducted and no plans were made for hedging the risks. Therefore the programme lacked systematic risk management. Below, the risks identified in the programming document have been described in brief:

1. **Integration process lacks scientific management and control. Therefore the definition of integration may become an empty phrase which results in disregarding scientific positions related to it, vagueness of the goals, refraining from measurement of effectiveness.** It may be concluded from the monitoring results covered in the annual activity reports that the risk has become evident because the attitude of non-Estonians towards

integration is mostly negative. It is thought that it is a one-sided endeavour forced upon by the state and it is not perceived as a two-sided process. Not measuring the effectiveness and vagueness of the goals has been discussed in greater detail in the chapter on the strengths and weaknesses of the structure of the programme and these risks can be considered as evident as well.

2. **Failure to take into account the possibility of little or irregular funding, not taking purposefulness or effectiveness into account upon funding** – it became evident in the course of interviews that usually no risks were seen in financing. Further funding of the SIP in the context of the new economic climate is rather considered a serious threat.
3. **Low capacity of public authorities in charge and of other partners upon preparation and implementation of sub-programmes as well as upon organisation of mutual work** – the capacity of the public authorities in charge is discussed in greater detail in the chapter on management and coordination of the implementation plan. All in all it can be said that the risk was expressed very strongly at the beginning of the programme, because there were no agreements on division of responsibilities between the ministries, there were no specific ministerial contact persons responsible for the SIP and there was previous experience in implementing state programmes.

4.3.3 Has the management and coordination of the programme and implementation plans been successful?

The management scheme has been given separately in Appendix 5 of the State Integration Programme and adjusted version of the scheme has been provided in Appendix 1. The task of responsible institutions was to ensure:

- ♦ purposeful further development and effective implementation of the sub-programme;
- ♦ coordinated action of implementers of the sub-programme;
- ♦ submission of reports on the sub-programme.

A responsible institution or institutions have been designated for each sub-programme. In the case of overlapping responsibilities the area of responsibility was divided on the basis of an agreement. In addition, the Steering Committee was established. Its role was to guide and give feedback and monitor purposeful and effective implementation of the programme. Upon implementation of the decisions of the Steering Committee, the responsible institution of the sub-programme established expert groups, where necessary.

4.3.3.1 Steering Committee

The problem indicated in the mid-term appraisal report, which concerned the vagueness of the objective of the steering committee was confirmed also in the interviews held in the course of preparing the final report. The position of the members of the Steering Committee did not correspond to the implementation of their decisions adopted in the Steering Committee. Some members of the Steering Committee came outside the government sector. According to the members of the Steering Committee, the meetings of the committee were rather a place where ideas were exchanged. Since many activities were implemented via the NEIF, the Governing Board of the NEIF played a more important role in the management of the programme.

As for the organisation of work, the level of information provided by the materials submitted to the Steering Committee was pointed out in the interviews as a problem. Doubts were expressed about whether the members are able to sufficiently read the materials and whether the Steering Committee's decisions are communicated to the officials who implement them. The reports were voluminous and sometimes the members of the Steering Committee did not have time to read them. The Steering Committee did not draw up any minutes of the meetings in the first period of the SIP and therefore even in the course of the appraisal it was impossible to obtain the minutes of the meetings of the Steering Committee 2000-2004.

4.3.3.2 Responsible Institutions

It appeared from the interviews that in the case of overlapping responsibilities agreements on division of work were never made. The institutions in charge (ministries) did not come to an agreement and there was no third party who would make certain that these agreements are made.

As for the organisation of work, there were no specific contact persons in the ministries who were responsible for the entire area of responsibility of the ministry. In addition to integration issues, the employees attended to other duties of the ministries. The lack of a specific contact person who is responsible for the SIP-related issues caused problems in obtaining activity report-related information, because several people in the ministry had to be contacted. In the new integration programme the work of ministries has been organised more effectively: each ministry has an employee who is personally responsible for and coordinates the activities of the ministry under SIP. For instance, at present the Ministry of Education and Research has the Department of National Minorities and the head of the department is responsible for the SIP-related activities of the ministry.

It was also pointed out in the interviews that there is a certain information blockade between the ministries. The issue is not so much related to duplication of activities but to the failure not to use the possibilities for synergy, which are more difficult to identify. For example, various procurement-related situations were mentioned where joint procurement could have been organised if the ministries had cooperated better, but the procurements were organised independently before any joint action could be taken.

4.3.3.3 Expert groups

Since the emphasis on being based on knowledge was strong, it was planned to carry out various surveys. To that end it was planned to establish an expert committee comprising representatives of research institutions. However, it became evident in the course of interviews that no expert groups were established.

4.3.4 Has the monitoring and reporting of the programme and implementation plans been successful?

It was planned to evaluate the effectiveness and success of the state programme at the time of implementation as well as after completion of the programme. The evaluation was carried out on the basis of annual general and media monitoring aimed at the target groups and the media, on the basis of periodical surveys of the management of the state programme and success and effectiveness of the activities.

The evaluation was based on three criteria:

- ♦ Descriptions of the main aims in Part 3 "Main aims."
- ♦ Descriptions of the objectives in Part 6 "Sub-programmes" and criteria of evaluation of the tasks and activities of the respective sub-programmes.
- ♦ Detailed action plans of sub-programmes 2000-2007 and annual activity reports and financial statements.

The Integration Foundation who had the obligation to submit the results of the previous year at the beginning of each year to the Steering Committee of the state programme, was responsible for ordering the monitoring and the surveys. At the end of the programme the Integration Foundation must submit the final report to the Steering Committee of the state programme.

4.3.4.1 Activity reports

According to the strategic planning manual the development plan or the programme reporting must take place at least once a year²⁸⁷. The report must contain information about achievement of the objectives and effectiveness of the measures. The achievements and failures must be reasoned.

Reports were made annually according to the established procedure. Upon analysing the activity reports some deficiencies in the quality of the reports were identified. The first note about the activity reports concerns the absence of consistency and thus, the absence of the possibility of comparison. Each year attitude surveys were conducted and almost every year various questions were asked. For instance, the tables below contain the headings of the figures of the activity reports of 2004 and 2005 of the part V.

²⁸⁷ http://www.fin.ee/failid/SP_kasiraamat_2006_030206.doc, 28.02.2009.

Table 73. Titles of figures in activity reports 2004 and 2005

Activity report 2004 – Figures of the attitudes in part V

Figure 1. Evaluation of integration of non-Estonians in Estonia (%)

Figure 2. Evaluation of Russians residing in Estonia regarding the success of integration of non-Estonians in Estonia in terms of Estonian language skills (%)

Figure 3. Evaluation of Estonians regarding the success of integration of non-Estonians in Estonia in terms of Russian language skills (%)

Figure 4. To which groups of non-Estonians should Estonian citizenship be given by simplified procedure (% by levels of education)

Activity report 2005 – Figures of the attitudes of part V

Figure 29. % of person who noted the importance of the components of the integration process among Estonian-speaking and Russian-speaking respondents

Figure 30. Critical attitude towards the success of various aspects of integration (% of those who gave a negative evaluation in the national group)

Figure 31. Overall evaluation of the integration policy

The content and the structure of the reports is the responsibility of the Office of the Minister for Population and Ethnic Affairs. The absence of consistence may have been caused by the changes in the composition of the body of officials coinciding with the change of the Minister and the resulting in differences in the approach to reporting on the activities.

The next deficiency of the reports lies in the lack of information about achievement and effectiveness of the objectives. This problem has been discussed in the chapter on the management structure. The absence of result indicators has a direct impact on the quality of the reports. The activity reports contain rather statistical indicators and descriptions of the implemented activities, but lack reasons for the achievements and failures. Reflection of merely statistical information in the activity reports has created the need for alternative information outputs in some ministries. For instance, the Language Immersion Centre issues yearbooks which describe the substance of the activities.

4.3.5 What are the strengths and weaknesses of funding the programme and implementation plan?

During the SIP funding of various projects and activities amounted to approx. 460 million EEK. 55% of the funds for the activities was planned to be allocated from the state budget and 45% from external funds. The first the sub-programme “Education” accounted for over a half of the volume of the programme, while other sub-programmes were smaller and accounted for the remainder of the funding. Although there were no significant fluctuations between the planned and actual funding, the funding of the SIP proved to be somewhat smaller than planned.

Table 74. Funding of the state programme “Integration in Estonian Society 2000-2007”

Sub-programme	Planned	Actual	Implementation %	Actual share of SIP
I. Education	234 048 200	237 180 766	101%	52%
II. The education and culture of ethnic minorities	39 129 200	37 156 052	95%	8%
III. Teaching the Estonian language to adults	73 552 650	60 435 452	82%	13%
IV. Social competence	68 467 300	54 125 609	79%	12%
V. SIP management and evaluation	73 339 600	71 297 865	97%	15%
Total	488 536 950	460 195 744	94%	100%

4.3.5.1 Payment of support

The National Audit Office audited the implementation of the SIP and the use of funds in 2004. It was concluded in the report that payment of support is well-organised in the NEIF and in the Ministry of Culture.

Strengths

The strength of funding lies in the implementation of the principle of base funding whereby money is allocated not to specific projects, but activity support is given to the cultural societies and associations of ethnic minorities. As of 2004 the Office of the Minister for Population and Ethnic Affairs allocated support to the cultural associations of ethnic minorities and at present, support is allocated through the Integration Foundation. The administrative cost of the support allocated from the IF accounted for 20% and it falls within the expected limits.

Weaknesses

It became evident on the basis of the interviews that the beneficiaries had problems with the reporting related to the allocation of support, because it was very burdensome and therefore decreased motivation. Partially, this fact can be attributed to the requirement for detailed reporting related to involvement of foreign funds, but in the future ways should be found for alleviating the reporting burden. The report of the National Audit Office indicated that the number of applications was very high, but founded. The Ministry of Culture allocated support to every applicant, but usually the applicants did not receive the amount they wanted.

4.4 Summary

The SIP was certainly a great challenge in terms of management. The SIP was one of the first programmes of its kind and upon drafting; it was difficult to foresee all possible problems and shortcomings. However, it is not necessary to rely even on the recommendations of the strategic planning handbook in order to understand that the SIP lacked some basic elements. Organised risk management did not take place during the programme. Responsibilities were dispersed and there was no concrete management mechanism. This was caused by the fact that the ministries did not enter into agreements regulating the area of responsibility and the role of the Steering Committee was vague. As for aims and objectives, there were problems with the wording, compatibility and most importantly the measurability. Thus, it may be said in summary that regardless of being one of the first programmes of its kind and there were no prescribed guidelines, there were many deficiencies in the very basic elements.

5 APPENDICES

5.1 APPENDIX 1

Figure 33. Structure of aims and objectives of the state programme “Integration in Estonian Society 2000-2007”

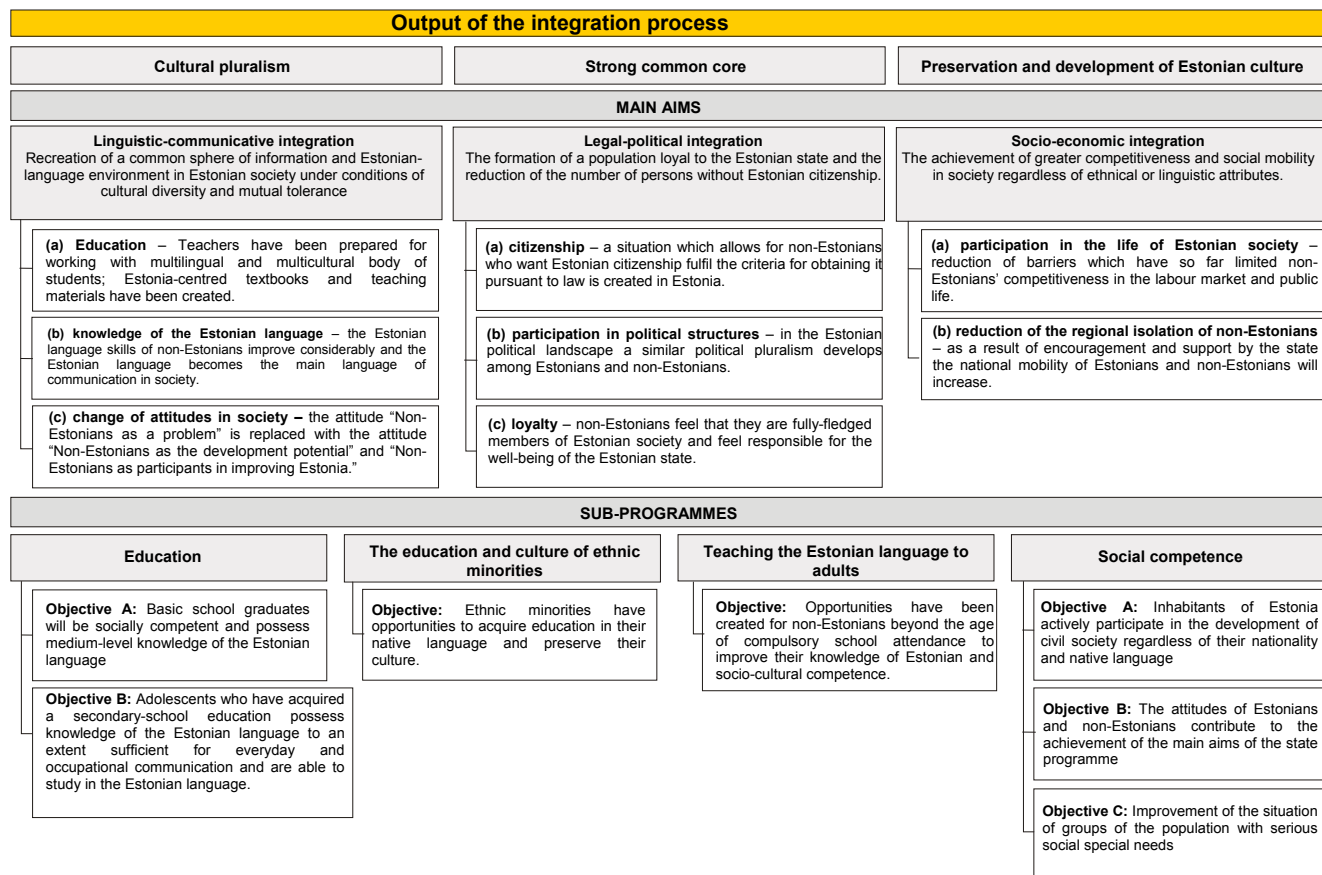
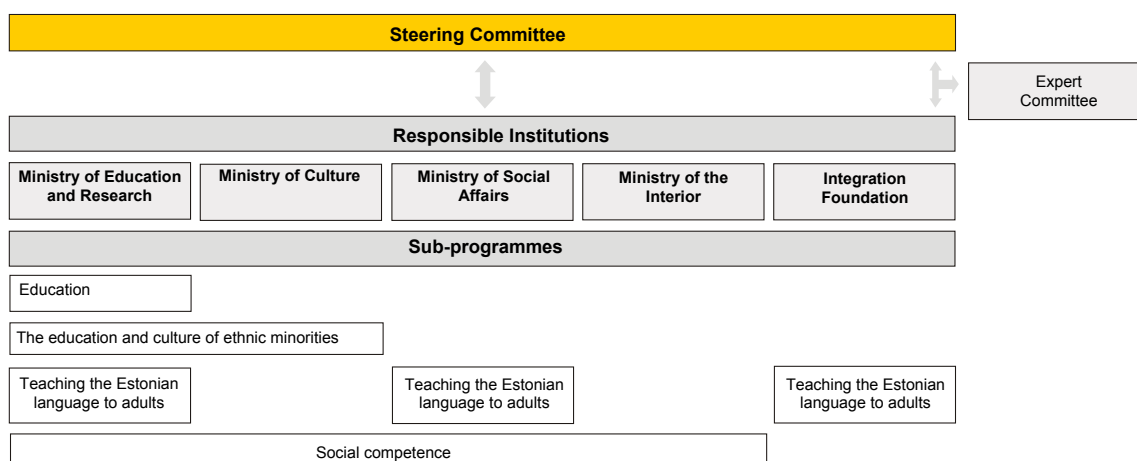


Figure 34. Management structure of the State Integration Programme “Integration in Estonian Society 2000-2007”



5.2 APPENDIX 2

5.2.1 List of interviews

1. Eva-Maria Asari (Office of the Minister for Population and Ethnic Affairs)
2. Tanel Mätlik (Integration Foundation)
3. Eda Silberg (Integration Foundation)
4. Kai Völli (Integration Foundation)
5. Toivo Sikk (Integration Foundation)
6. Kristina Pirgop (Integration Foundation)
7. Ave Härsing (Integration Foundation)
8. Irene Käosaar (MER)
9. Maie Soll (MER)
10. Andres Ääremaa (NEQC)
11. Ada Lumiste (NEQC)
12. Maarja Kuldjärv (MSA)
13. Madis Järv (Ministry of Culture)
14. Rain Sannik (Ministry of the Interior)
15. Ilmar Tomusk (Language Inspectorate)
16. Paul-Eerik Rummo (former Minister for Population and Ethnic Affairs)
17. Eldar Efendijev (former Minister for Population and Ethnic Affairs)
18. Hanon Barabaner (Round Table of National Minorities of the President of the Republic)
19. Raivo Vetik (University of Tallinn)
20. Mati Heidmets (University of Tallinn) – *responses in writing*
21. Mihhail Stalnuhhin (Narva City Council) – *responses in writing*
22. Lidia Kõlvart (RRÜL Lüüra)
23. Cilja Laud
24. Juhan Kivirähk (International Centre for Defence Studies)
25. Margarita Tšernogorova (member of the Tallinn City Council)
26. Lagle Parek (representative of Caritas Eesti MTÜ)
27. Yevgenya Garanža (chief editor of Russian AK news programme)
28. Izabella Riitsaar (Tallinna Pae Upper Secondary School)
29. Marju Lauristin (social researcher)
30. Sergei Metlev (Tallinn Upper Secondary Science School, student)
31. Juri Poljakov (Russian Culture Centre) – *responses in writing*
32. Monika Veisson (language teaching firm Sugesto) – *responses in writing*

5.2.2 List of members of focus group discussions

1. The education and culture of ethnic minorities – Tallinn, 31.03.09

	Name	Organisation
1.	Aleksander Aidarov	State Chancellery
2.	Toivo Kabanen	Estonian Ingerian-Finnish Union
3.	Ljudmila Matrossova-Zõbina	Union of Russian Educational and Charitable Societies in Estonia
4.	Lidia Kõlvart	RRÜL Lüüra
5.	Vira Konõk	Ukrainian Fellow Countrymen Society in Estonian
6.	Klara Hallik	Round Table of National Minorities of the President of the Republic

2. The education and culture of ethnic minorities – Ida-Viru County, 25.03.09

	Name	Organisation
1.	Olga Alp	Ministry of Education and Research (Sunday schools)
2.	Kaarin Veinbergs	Head of Education and Culture Department of Ida-Viru County Government
3.	Aleksander Dusman	Non-profit association Ida-Viru County Integration Centre
4.	Margarita Ostroumova	Belarusian Society
5.	Emma Gofman	Jewish Community of Ida-Viru County
6.	Vassili Golikov	Sillamäe Child Protection Society
7.	Veera Sibrik	Järve Russian Upper Secondary School of Kohtla-Järve

3. Education – Tallinn, 24.03.09

	Name	Organisation
1.	Irene Käosaar	Ministry of Education and Research
2.	Kai Võlli	Integration Foundation
3.	Igor Kalakauskas	Tõnismäe Science School in Tallinn
4.	Lilia Fediriva-Homtšenko	Baltic Sea Upper Secondary School (parent)
5.	Urve Läänemets	Jaan Tõnisson's Institute/teacher of Nõmme Upper Secondary School in Tallinn
6.	Ene-Silvia Sarv	University of Tallinn

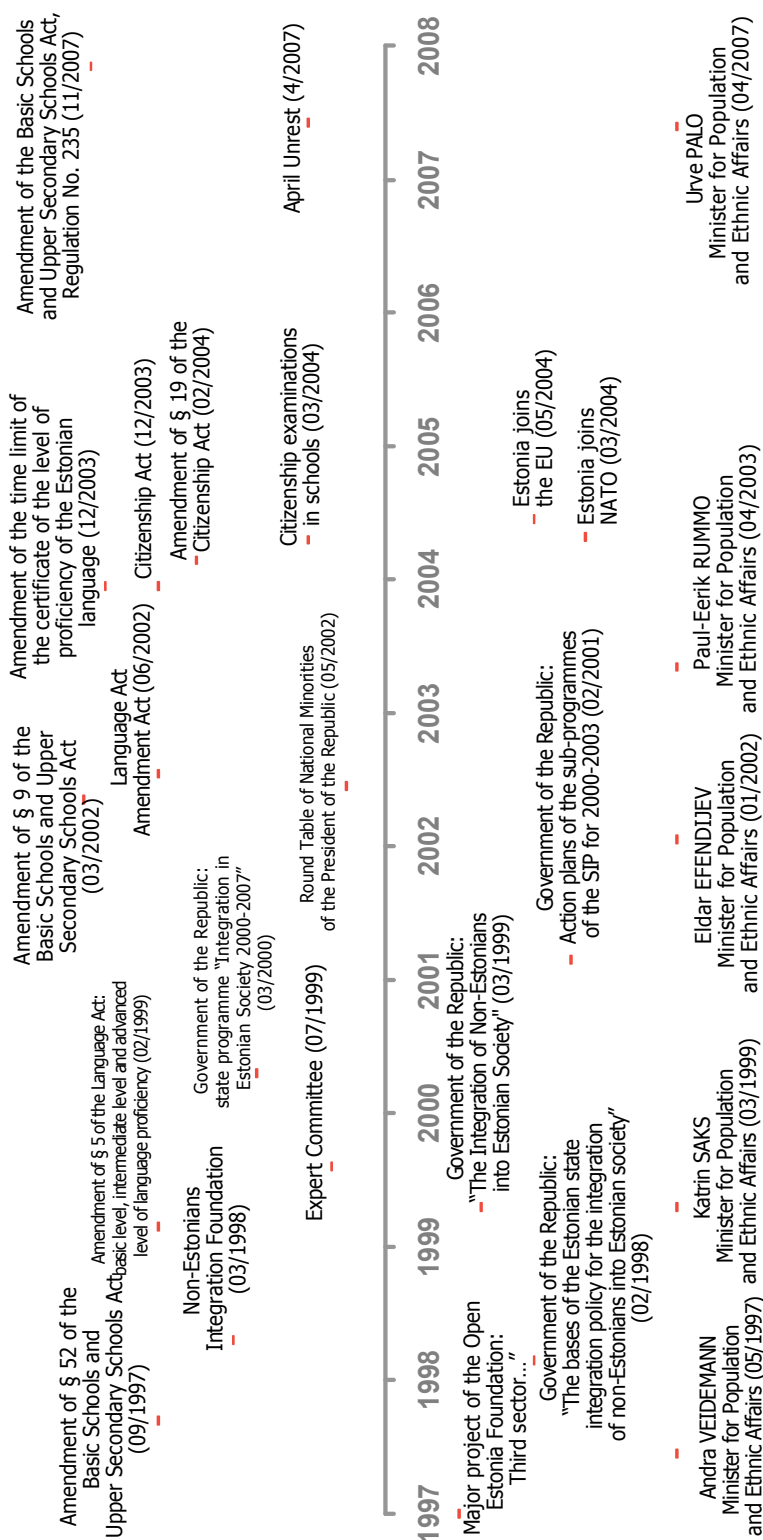
4. Sub-programme “Teaching the Estonian language to adults” – Tallinn, 07.04.09

	Name	Organisation
1.	Maie Soll	Ministry of Education and Research
2.	Ave Härasing	Integration Foundation
3.	Malle Nei	Language teaching firm Multilingua
4.	Laura Kirss	Think Thank Praxis
5.	Kaidar Viikman	Labour Market Board

5. Social competence – Tallinn, 02.04.09

	Name	Organisation
1.	Karin Rätsep	Integration Foundation (former Administrative Manager)
2.	Viktoria Ladõnskaja	Journalist of the <i>Eesti Ekspress</i> weekly newspaper
3.	Raivo Vare	President's Think Tank
4.	Eduard Tinn	Lecturer of Euroõlikool
5.	Jevgeni Golikov	Lecturer of Estonian-American Business Academy

5.3 APPENDIX 3: Integration in Estonia: development and milestones



5.4 APPENDIX 4

Table 75. Achievement of the expected result of application of the regional policy established in 1999

Average standard of living		Unemployment		Accrual of tax revenue	
1997	2003	1998	2003	1998	2003
Harju 124	Harju 123	Lääne-Viru 63	Rapla 50	Harju 132	Harju 155
		Pärnu 76	Tartu 53	Hiiu 116	Hiiu 121
		Lääne 84	Hiiu 59	Lääne 105	Tartu 108
		Harju 93	Lääne-Viru 64	Tartu 105	Pärnu 105
		Tartu 93	Saare 65	Pärnu 103	Saare 104
		Viljandi 95	Pärnu 75		Lääne 103
		Saare 97	Valga 79		Rapla 103
			Viljandi 92		Järva 102
			Harju 96		
Rapla 100	Tartu 97	Järva 10	Võru 104	Ida-Viru 100	Lääne-Viru 94
		0			Viljandi 88
Lääne 93	Pärnu 95	Valga 10	Lääne 113	Järva 100	
		0			Võru 75
Pärnu 93	Saare 94	Võru 10	Järva 132	Lääne-Viru 98	Ida-Viru 75
		8		Saare 96	
Tartu 91	Lääne 91	Rapla 11		Rapla 94	
		0			
Saare 91	Järva 90	Põlva 12		Viljandi 87	
		4		Võru 76	
Järva 90	Lääne-Viru 88	Jõgeva 12			
		9			
Hiiu 85	Rapla 88				
Võru 84	Viljandi 86				
Viljandi 83	Hiiu 83				
Ida-Viru 80	Põlva 81				
Jõgeva 80	Võru 79				
Lääne-Viru 78	Valga 79				
Valga 74	Jõgeva 73	Ida-Viru 15	Põlva 137	Põlva 74	Põlva 74
		0			
Põlva 67	Ida-Viru 73		Jõgeva 158	Jõgeva 74	Valga 73
			Ida-Viru 182	Valga 74	Jõgeva 71
----- Estonian average					
----- Expected result (rate of Estonian average)					

Note: The average living standard measured as the average income of a member of a household, unemployment is measured by unemployment rate, accrual of tax revenue measured as personal income tax accruing to the budget of local authorities.

Source: Statistical Office