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Estonian Integration Strategy 2008–2013

(Unofficial translation)

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Introduction

This document presents the vision, principles, strategic basis, institutions and organisations involved in the implementation of the development plan¹ “Estonian Integration Strategy 2008–2013” (hereinafter referred to as EIS). This integration strategy is a continuation of the state programme “Integration in Estonian Society 2000–2007”. The Constitution of the Republic of Estonia provides for the development plan: the Estonian state is tasked to ensure the preservation of the Estonian nation, language and culture and gives everyone the right to preserve his or her national identity.

Central strategies of Estonia were considered during the compilation of the integration strategy, including strategic development plans and security policy principles. The strategy gives an overview of the integration related measures of the government sector into one whole.

In addition, European Union and other relevant international agreements were followed during compilation of the integration programme, including the Treaty on European Union, the Treaty establishing the European Community, the Charter of fundamental rights of the European Union, the Council of Europe’s Framework Convention for the Protection of National Minorities, Council of Europe’s Convention for the Protection of Human Rights and Fundamental Freedoms, as well as several United Nations` declarations such as the Universal Declaration of Human Rights, the UN Covenant on Civil and Political Rights and United Nations Declaration on the Elimination of All Forms of Racial Discrimination.

The process of integration of the population of Estonia is a long-term one and its ultimate goal is a culturally diverse society with a strong Estonian state identity (see chapter 1 – “Principles”), sharing common democratic values in which, in the public sector, permanent residents communicate in Estonian. The current strategy supports the development of such society based on principles and duties of a democratic state.

The objective of EIS is to support the shared feeling of belonging in the Estonian society among all permanent residents through sharing common values and knowledge of the national language. As a result of successful integration everyone will have the opportunity for self-realisation, will feel secure and will participate in the economic, social, political and cultural life of the society. Moreover, the opportunities to speak other languages and to develop ethnic cultures have been created in Estonia.

This integration strategy consists of seven chapters and one appendix. The first chapter describes the principles of the integration strategy. The second chapter gives an overview of the current situation in areas related to integration. The third chapter deals with the vision and strategic objectives of the integration strategy; the next section gives an overview of strategies related to the integration. Chapters five and six define the management structure of the strategy, finances and cost estimations. And finally, chapter seven gives an overview of the parties involved in the implementation of the integration programme and the compilation process. Appendix 1 shows the management chart of the EIS. A more detailed overview of the planned activities is given in the implementation plan which is approved and updated by the Government of the Republic each year

¹ The development plan is a planning document that defines the objectives and the measures different fields. Its contents must be consistent with the development plans in the relevant area of government and with the objectives and development plans of state organisations, which form bases for compilation of the state budget and budget strategies. (VVm 13.12.2005 no 302, RT I 2005, 67, 522)

1. Principles

Adhering to Fundamental European Values

Estonia is part of the European Union and European cultural area which means that policy in every area, including the EIS, contributes not only to the democratic development of Estonia but also to the development of the European Union. This is why the strategy is based on the fundamental European values (according to the Charter of fundamental rights of the European Union): democracy, rule of law, peace, individual right to self-determination, respect for human rights and cultural diversity.

Estonian Language as the Common Language of Communication in the Public Sector

Command of the Estonian Language is one of the prerequisites for successful integration. It gives every person the opportunity to be involved in the social life on the equal basis. The long-term objective of language integration is the situation when all permanent residents of Estonia are able to communicate in the official language.

Strengthening of the State Identity

The objective of integration is to strengthen the common state identity of Estonia, developing common understanding of the state among permanent residents of Estonia based on the constitutional values of Estonia as a democratic state under the rule of law, valuing Estonian citizenship and appreciating the contribution of every person to the development of the society, at the same time accepting cultural differences.

Involving All Residents in Developing the Society

Successful integration requires that each permanent resident of Estonia has an opportunity to actively participate in developing the democratic society at all levels of social life, which entails, among others, more civil activity. Using the potential of all residents more efficiently and consistently is especially important in the situation where population numbers are decreasing. Opportunities for self-realisation and being aware of those motivate the people to integrate and be loyal to one's state.

Equal Opportunities

Successful integration is based on the following: respecting principles of the rule of law, personal freedoms and human rights; providing welfare, education, social security, opportunities for enterprise, creative self-expression and one's health promotion to all permanent residents of Estonia.

Avoiding Ethnicity-based Separation

As a result of successful integration, the problems of separation and being left out of social life due to ethnicity or language barrier are reduced. This is why one of the principles of the integration process is avoiding ethnic or cultural isolation due to regional peculiarities or social withdrawal both among the existing population and the new immigrants².

² For the purpose of this strategy new immigrants are defined as people who have arrived in Estonia after restoration of independence in 1991, including foreign workers and their families arriving from another country, asylum seekers or refugees. Due to the small number of residents such definition is more practical compared to narrower definition by the International Organisation for Migration (3–5 years after arrival to the country).

Integration as a Process Originates on the Individual Level and Involves the Whole Society

Successful integration can only be achieved through individual will and effort of every permanent resident of multinational Estonia. Activities of NGOs, local government institutions and state organisations must support this through creating a favourable legal, economic, social and intellectual environment.

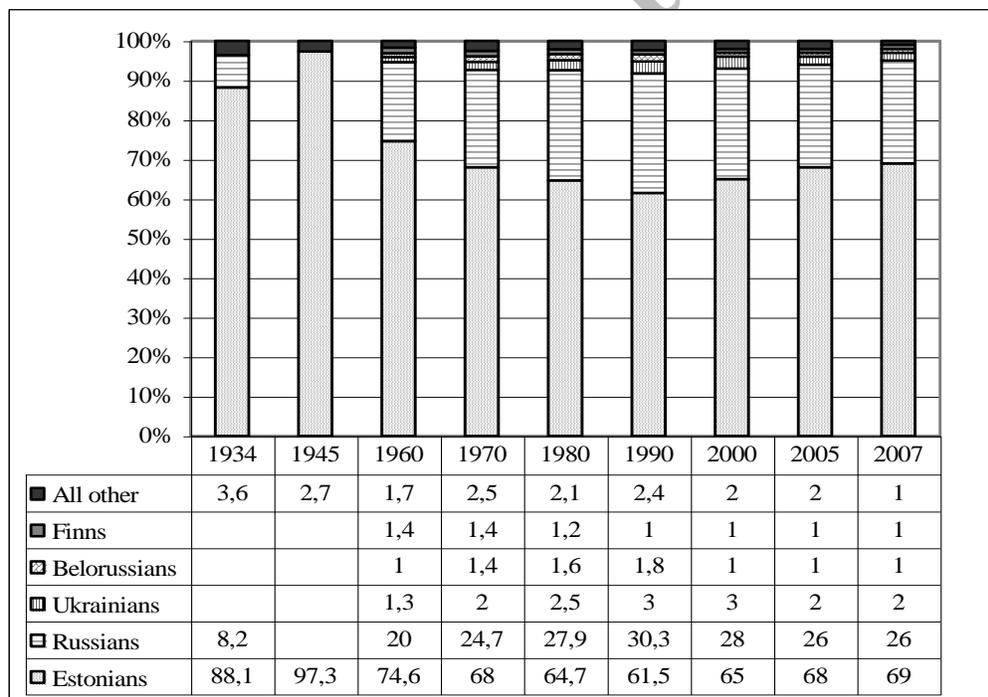
2. Overview of the Current Situation

This overview summarises the most important indicators and directions related to integration. Various studies, reports and analyses have already discussed these indicators in detail.

Today Estonia is an ethnically diverse society that is comprised of the main ethnos – Estonians – and representatives of over a hundred other ethnicities. According to the Statistical Office data, as of January 1, 2007, the population of Estonia was 1 342 409 people, 921 062 (68.6%) of which were Estonians. Thus, 421 347 people (31.4%) were of other nationalities: 344 280 Russians, 28 158 Ukrainians, 16 133 Belarusians, 11 035 Finns and others.³

The present composition of the population is a result of various historic events. Prior to World War II Estonians formed 88% of the population of Estonia. In 1934, 92 600 Russians lived in Estonia, 16 300 Germans, 7600 Swedes, 5400 Latvians and 4400 Jews. During World War II the situation changed dramatically, and the factor that has influenced the current situation the most was rapid inflow of the people after 1945 when Estonia was occupied by the Soviet Union (see figure 1).

Figure 1. Change in the ethnic composition of the Estonian population in the second half of the 20th century (2005 report on the development of the population, Statistical Office)⁴



³ Statistical database. Population and its composition

⁴ For the year 1945 no data by each nationality is available, hence, only the combined figure for the number of people of all other nationalities is given.

In 1934 the percentage of historic ethnic minorities was 12%, but in 1959, just 25 years later, the percentage of Estonians fell to 75%. The majority of Russian speakers and their descendants in Estonia came to live here after 1945 from various regions of the Soviet Union. Their integration is impeded by the long-term mostly isolated settling in different parts of the territory of Estonia and the state policy aimed at emergence of the so-called Soviet nation, which tried to remove ethnic differences.

The likelihood of an increase in the inflow of new immigrants becomes higher as; on the one hand, the economic situation in Estonia is rapidly improving, on the other hand, the population numbers are decreasing. Estonia is thus almost in a similar situation with other European Union member states where global changes in the population start to affect the internal situation in the country more and more. Being the member of the European Union and NATO has significantly increased the importance of Estonia on the international level, which means that the Estonian internal policies are more closely connected with the international context.

One of the peculiarities of Estonia is that a relatively large population of people whose mother tongue is not Estonian was formed in a very short period of time. As the soviet system collapsed, these people suddenly had to find new identity for themselves. At the same time, in the course of the earlier integration process a large part of Russian speaking population has successfully integrated into the Estonian society, are loyal citizens of the Republic of Estonia and consider themselves a legitimate part of the Estonian people and use the Estonian language for everyday communication.

The following sections in this overview of the current situation in integration are presented by strategic areas of activity in order to make it easier to follow the strategy. The first section gives an overview of educational and cultural integration, followed by social and economic and then by legal and political integration.

Language Proficiency and Education Choices

Education, being one of the central areas of integration, is linked with the acquisition of Estonian language and with young people becoming members of the society, as well as their career choices. The number of those speaking the official language has increased significantly compared to 1989 when only 15% of the Russian-speaking population could speak Estonian. In 2005 42% of the Russian-speaking population⁵ could actively speak Estonian (i.e. could communicate in Estonian “well” or “on intermediate level”). In the last few years, the level of Estonian language proficiency has remained stable among the adult population whose mother tongue is not Estonian and has increased among the young.

There has also been a continuing increase in the number of people of other nationalities who communicate in Estonian: 10% communicate in Estonian only, 48% in several languages and just 40% use only the Russian language for communication. And at the same time in the last few years the number of people whose mother tongue is not Estonian and who consider knowing Estonian important has grown (84% of the adult population).

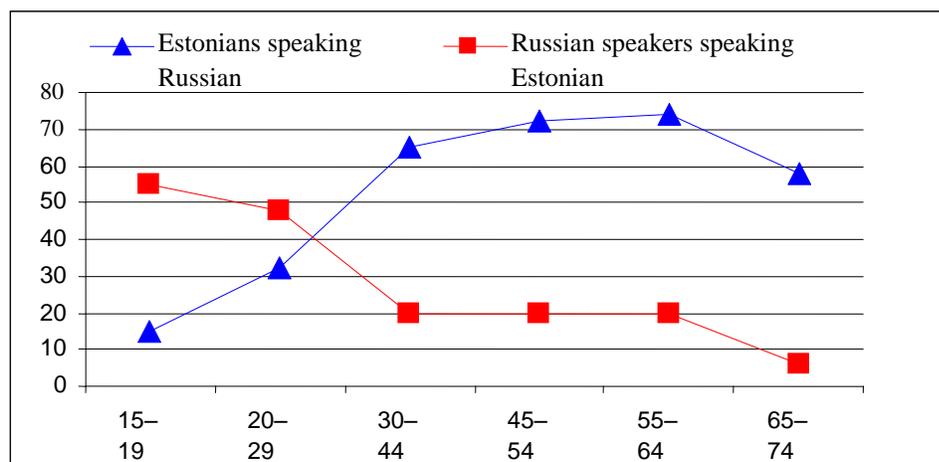
It is also important to note significant differences in command of the state language from region to region. In 2005 in Tallinn 16 % of Estonian Russians, according to their own assessment, could not speak Estonian while in Narva this number was 62 %, i.e. it was four times as big.⁶ There are significant differences in the

⁵ M. Pavelson, I. Proos, I. Pettai, *et al.* (2006). 2005 Integration Monitoring. Study report. Tallinn: Integration Foundation, page 20.

⁶ *Ibid.*, page 23.

use of the Estonian language depending on the age groups – whereas the Russian language used to be the main language of communication between Estonians and Estonian residents of other nationalities when it came to the older population, then Estonian language has replaced it when it comes to young and middle-aged people of today (figure 2).

Figure 2. Command of Estonian/Russian as foreign language in 2005 based on age and the mother tongue %)



In 2008 Estonian state provides support for education in the Estonian and Russian languages. Educational institutions with Russian and both Estonian and Russian language of instruction comprise 20% of pre-school education institutions, 19% of general education institution and 50% of vocational schools. The number of pupils studying at schools with Russian as language of instruction is constantly decreasing. Approximately 20% of the pupils study in Russian. This is partly due to the demographic situation and partly to the fact that pupils Russian speaking go to study primarily in schools and classes with Estonian as the language of instruction. During the 2006-2007 school year 4606 pupils Russian-speaking were studying in classes with the Estonian language of instruction, which makes up 4% of the students of schools with the Estonian language of instruction.⁷ In addition, almost 7% of pupils studying at schools with the Russian language of instruction study in language immersion programmes. The number of children in Russian-language preschool childcare institutions has remained constant – approximately 23%. The situation is the same with vocational education institutions with the (study groups) Russian language of instruction – the number of pupils is approximately 31%.

According to the 2007 data, 16 higher education institutions (the total number of such institutions is 35) offered higher education in Russian. 10% of students study in Russian. In 2007, 52% of those finishing high schools with the Russian language of instruction and going to higher education institutions decided to continue their education in Estonian. The activities planned in the EIS including additional flexible training in the Estonian language, should facilitate participation of Russian speaking students in higher education with the Estonian language of instruction.

Several studies conducted in Estonia show that young people acquire language best when the language is also used as the language of instruction in classes, regardless of the language environment. In 1997 the

⁷ Implementation of the state programme “Integration in the Estonian Society 2000-2007” in 2006. Report, 2007. Pg 14.

Basic Schools and Upper Secondary Schools Act set September 1st, 2007 as the latest date for beginning the partial transition to subject instruction in Estonian at upper secondary school level. The goal is to have 60% of the national curriculum taught in Estonian by 2011. The transition started from the first year of upper secondary school, i.e. 10th grade. In the course of preparation, the situation was reached where the general attitude of school principals and teachers towards conducting partial instruction in Estonian was primarily positive: already in the autumn of 2006 94% of school principals considered the transition necessary and in 92% of schools teaching was already done partly in Estonian. In the 2007-2008 school year at least one subject was to be taught in Estonian in all 62 upper secondary schools where the 10th grade was opened; all in all 23 subjects were taught in Estonian. The subjects taught in Estonian include school-selected Estonian-language subjects and compulsory courses such as Estonian literature, citizenship studies, music, Estonian history and geography.⁸

Estonian youth and Russian speaking youth manifest little interest in communication and cooperation outside the formal education system; young people generally spend their free time in their native cultural and language environment. Little knowledge of the life of same-age people of other nationalities and absence of personal communication experience may cause negative stereotypes towards one another.

Based on the studies, one of the most important factors in advancing the knowledge of the language is availability of appropriately trained teachers knowing Estonian as well as suitable up-to-date Estonian language teaching materials. This is valid for pre-school childcare facilities, general education schools as well as adult language training.

Cultural Diversity and Inter-cultural Dialogue

Since Estonia is a culturally diverse society, special attention is given to opportunities for representatives of ethnic minorities to preserve and develop their culture and language. Numerous organisations have been active in Estonia: 18 umbrella organisations for cultural societies with the native language other than Estonian and 203 organisations belonging to several associations. Even though results for supporting cultural activities, education and identity receive critical evaluations on the part of Russian speakers, they consider culture and opportunities for spending free time to be the areas where they are most equal compared to Estonians.

Activities of the Russian Theatre, private theatres in different languages, the Russian Museum of Estonia and publication of cultural magazines receive funding from the state budget. Public Broadcasting produces programmes in various languages, for example, Radio 4 broadcasts 24 hours a day primarily in Russian, and the broadcast includes programmes for residents of Armenian, Ukrainian, Belarusian and Jewish nationalities; ETV 2, a multi-lingual state television channel, is being created. In addition, support from the state budget and that of local governments is given to cultural activities of people of various nationalities, preservation of ties with the country of origin and their involvement in the Estonian cultural life.

Various studies have examined tolerance and attitudes (declared positions) of residents of Estonia towards other ethnic groups.⁹ Contradictory assessment of one's tolerance and that of people who speak a different language is characteristic both of Estonian-speaking and Russian-speaking population, and the tolerance of

⁸ Ministry of Education and Research

⁹ For example: M. Pavelson, I. Proos, I. Pettai, *et al.* (2006). Integration monitoring 2005. Study report. Tallinn: Integration Foundation;

V. Kalmus, M. Lauristin. Edited by P. Pruulmann-Vengerfeldt, 2004. Estonia at the Beginning of the 21st Century: overview of the results of the "Me. The Media. The World." research. Tartu, Tartu University Publishing, 2004.

people of one's nationality is generally viewed as being higher. At the same time, the situation is better when it comes to the level of close relations. Studies conducted in Estonia demonstrate that mutual tolerance on a personal level largely depends on the frequency of the contacts with representatives of other ethnicities and the character of such contacts. Close personal contacts create a positive attitude towards representatives of the other ethnic group and vice versa – negative attitudes and stereotypes are deepened by negative transient contacts, for example misunderstandings that occur in commerce, public transportation or on the street due to insufficient or non-existent knowledge of the language.

Shared Field of Information

Media consumption among the Estonian-speaking and Russian-speaking inhabitants in Estonia is different and it is characterised by the relative separation of the media fields.¹⁰ Russian-speaking population mainly consumes Russian channels; Estonian Russian-language radio channels also play an important role, while Russian-language local and national newspapers receive less attention. One third of the Russian-speaking population consider themselves regular consumers of media channels in Estonian – mostly those who speak the Estonian language well and live in an Estonian-language environment. At the same time, there are significant differences among Russian-speaking population. In addition to those oriented towards Estonian-language channels and the ones oriented towards Russian media form a prominent group of the population, majority of the latter live in Ida-Virumaa. They are also characterised by having the least information about and interest in what is happening in Estonia. Younger age groups are characterised by interest in the global multi-lingual media (they follow international media) and at the same time they demonstrate less interest towards Estonian-language media.

Institutionally, public broadcasting has the lead role in establishing the shared field of information. So far the number of programmes on Estonian Television (ETV) targeted at the Russian-speaking population has been small. The number of viewers watching Russian-language news shows on ETV is smaller than those watching Estonian news on the First Baltic Channel. It is especially evident among younger age groups. According to studies, the Russian-speaking population show high support for increasing the number of programmes in Russian and other foreign languages in conjunction with opening the planned ETV 2 channel.¹¹ So far Radio 4, a public radio channel with a relatively wide audience, has been fulfilling the task of covering social and political questions of Estonian-wide and local importance.

Labour Market and Social Networks

Labour shortage that accompanies rapid economic growth, ageing of the population and decreasing population have brought the issue of using the potential of each resident of Estonia more effectively towards the top of the agenda. So far the differences on the labour market based on ethnicity and mother tongue have been presented through descriptive overviews and there has been little analysis of the reasons behind them. Compared to Estonians, Russian speakers feel the indirect unequal treatment on the labour market and in distribution of wealth more often. At the same time, in most cases there are negative or exclusionary attitudes towards people of other nationalities rather than direct discrimination due to one's ethnicity or mother tongue. In addition, the people's low knowledge of the meaning of unequal treatment is also a problem.

¹⁰ M. Pavelson, I. Proos, I. Pettai, *et al.* (2006). Integration monitoring 2005. Study report. Tallinn: Integration Foundation, pg. 65; National Relationships and Integration Policy Challenges after the Bronze Soldier Crisis. TÜ/Saar Poll OÜ, July 2007; Implementation of the state programme "Integration in the Estonian Society 2000-2007" in 2006. Report.

¹¹ National Relationships and Integration Policy Challenges after the Bronze Soldier Crisis. TÜ/Saar Poll OÜ, 2007.

On the basis of data available, it is possible to say that in most cases employment and salary differences can be explained through regular aspects not related to ethnicity (education, working in town or in the country, gender) and through the knowledge of the language.¹² Some of the differences between ethnic groups, however, remain unexplained by those regular aspects. In Tallinn, for example, there are significantly more of these so called inexplicable differences compared to figures across the rest of Estonia. In addition, there are also age groups that clearly find themselves in a disadvantageous position on the labour market, e.g. workers belonging to older age groups, in certain cases – the ones over 40, which indicates that there is the need for a more precise definition of the target group both for analysis and for developing intervention measures. Also the percentage of Russian speakers working in senior and managerial positions in the public sector is smaller compared with Estonians.

Even though there are disproportionately many Russian speakers in several social risk groups, on closer inspection it becomes apparent that in most cases we are dealing with general regional or other structural reasons. For example, studies of drug use among pupils show that there is strong negative effect of the environment that is favourable for drug use regardless of the mother tongue of the person.

The information above indicates the need for a more in-depth analysis of the labour market, social network and the field of social security and the connections found in all three of them than has been done so far.

Regional Differences and the Role of the Local Governments in Integration

In Estonia there are relatively big regional differences in the level of integration and in the nature of the integration-related problems. Integration-related problems are particularly evident in larger cities in Ida-Virumaa and Harjumaa. At the same time, the ethnic composition, social and economic situation and cultural and community development in the cities in both counties differ both within the counties and when compared to other counties. Also nowadays it is possible to meet permanent residents with different cultural and language backgrounds, including new immigrants, in any county, but in different numbers. Among others, successful programmes meant for Russian speakers have been organised in various regions of Estonia. These programmes aim to improve their command of the language, strengthen their state identity, and introduce cultural diversity and their homelands.

So far the role of county-level state organisations and of local government in implementation of the state integration policy has been modest and rather incidental. There is no division of roles between the state and local levels, or clear definition of duties or division of measures by regions, nor including these into regional activity plans.

Even though the regional differences in Estonia in social and economic development and in the ethnic composition of the population have been described in detail, there have been no analyses of the possible ties between them or with other sectors. The latter is important for assessing the need for specific integration measures for local governments with various composition of the population.

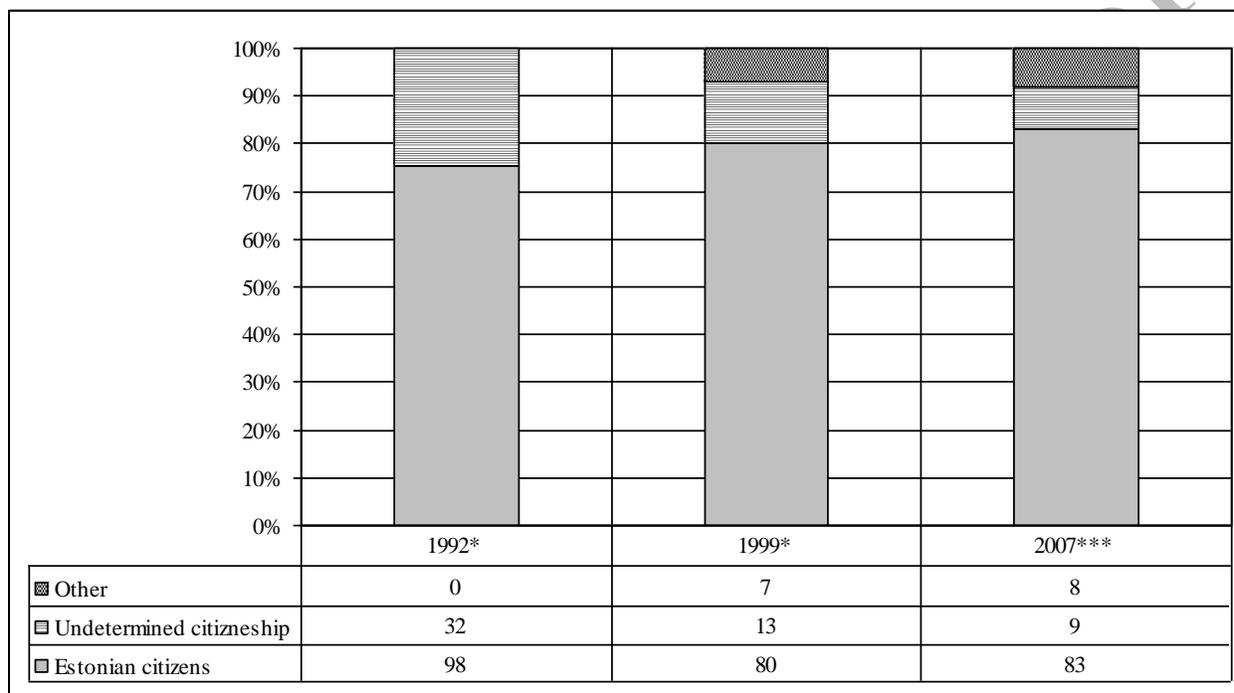
¹² M. Pavelson, I. Proos, I. Pettai, *et al.* (2006). Integration monitoring 2005. Study report. Tallinn: Integration Foundation, pg. 5–6;

S. Anspal, Part 4: Integration on the labour market. Final report on the study of the need in and feasibility of the state integration programme 2008–2013, 2008. Edited by Marju Lauristin. Tallinn-Tartu, pg. 190–241.

Naturalisation Process

From 1990 to 2007 the percentage of ethnic Estonians in the population increased from almost 62% to 69%. At the same time 83% of permanent residents of Estonia have Estonian citizenship, 9% have undetermined citizenship and 8% are foreign citizens (figure 3). In comparison with the beginning of the 1990-s, when an average of 20 000 people became naturalised each year, the naturalisation rate in the last few years has remained constant at 5000 people per year on average. Currently over half of the Russian-speaking population living in Estonia are Estonian citizens.

Figure 3. Division of the Population of Estonia Based on the Citizenship (%)



*Source: Citizenship and Migration Board (2006)

** Source: Population Register (as of 02.01.2007)

*** Source: Population Register (as of 02.01.2008)

Studies show that obtaining Estonian citizenship in itself does not solve all integration-related problems. In addition the steps meant to facilitate integration, it is necessary to turn attention to the active participation of naturalised citizens in the Estonian public sector and civil society – much like the case in the private sector where no significant ethnicity-based differences are evident. Russian speakers learning Estonian and valuing the Estonian citizenship, and their general attitude towards the Estonian state largely depend on the involvement of better-integrated Russian-speakers in the social life.

State Identity and the Sense of Belonging

Common state identity, i.e. the “sense of us” of the Estonian nation, is linked to the sense of security of the people in that they are part of the Estonian social and political life and share the positive emotional sense of belonging with the people and the territory. According to surveys, two thirds of all Russian-speaking

residents consider themselves part of the Estonian people and 15% were not able to form an opinion.¹³ Firm sense of belonging is especially characteristic of strongly integrated Russian speakers who form almost one third of the Estonian residents whose mother tongue is not Estonian. Of all the Russian speaking Estonian citizens 80 % consider themselves part of the Estonian people, which indicates that there are strong links between citizenship and the sense of belonging to Estonia. Still, having citizenship by itself is not enough to create a sense of belonging, which means that the integration policy needs to consider, in addition to the naturalisation process, more active involvement of well-integrated Russian speaking citizens in the Estonian public life and decision-making process. It is also important that all Estonian residents are ready to accept cultural diversity. Latest surveys show that 36% of the people whose mother tongue is Estonian have clearly positive and open attitude towards integration and 40% have partly negative or hesitant view of accepting Estonian residents of other nationalities as equal members of society and involving them in the development of the Estonian society and economy, including making decisions.¹⁴

Involvement in the Civil Society and Citizenship Education

Joint activities of citizens reinforce the common state identity. At the same time, civil activity is more characteristic of Estonians than of people of other nationalities. 12% of Estonians and just 1% Russian speakers are members of unions and associations working in the general interests of the society and the people – environmental movements, charities, village societies, neighbourhood watch, temperance movement and the National Defence League.¹⁵ Citizenship Education at schools plays an important role in forming state identity and general democratic values and in providing knowledge to the young. Studies of civic culture among the young have shown that the knowledge of principal values of democracy is the same among pupils of schools with different instruction languages, but at the same time those studying at schools where Russian is the medium instruction as compared to those studying in Estonian, consider the main state symbols (the flag and the anthem) less important.

New Immigrants

The number of new immigrants in Estonia is currently quite small and it has not been specifically studied how they cope, for example, in the labour market. And although it is unlikely that between 2008 and 2013 Estonia will become the destination of mass immigration, there is reason to believe that due to the free movement of people in the European Union and the rapid economic growth the number of people of foreign descent in Estonia will increase.

The number of initial temporary residence permits issued by the Citizenship and Migration Board (4370 in 2006) gives an indirect estimation of the size of this target group, but it still does not reflect the actual number of people who have come to Estonia with the aim to become permanent residents of the country. It is thus necessary to conduct a more accurate data collection. According to surveys, 13% of local

¹³ National Relationships and Integration Policy Challenges after the Bronze Soldier Crisis. TÜ/Saar Poll OÜ, 2007.

¹⁴ The need and feasibility study conducted by the consortium (PRAXIS Centre for Policy Studies, the University of Tartu, the Institute of Baltic Studies, Geomedia, Hill & Knowlton) (final report December 2007).

¹⁵ Proos, I. Tallinn University, on the basis of the Estonian Institute of Humanities study “Institutionalising Civil Initiative in Estonia.

governments have in some way had contact with children of new immigrants, and 36% of local governments have dealt with children who use a different language at home to that used at schools.¹⁶

In addition to possible workers of foreign descent and their families, the number of international asylum seekers coming to Estonia can also increase as the socio-economic situation in the country improves. According to the information by the Ministry of Internal Affairs, from July 1997, when the Refugees Act came into force, to the end of 2007, 126 foreigners applied for asylum in Estonia. Six foreigners were granted asylum in Estonia and 12 foreigners were given supplementary protection.

Compilation of a more specific overview and an analysis based on it is planned for 2008. Presumably, the problems facing new immigrants are different from those facing Russian speakers who have lived in Estonia for a long time – the cultural or language background of new immigrants often differs from that of the Russian-speaking population of Estonia and they have not participated in the integration process aimed at the Russian-speaking population. Based on the experience of other countries, we assume that well-integrated new immigrants support and advance the tolerance of the Estonian people towards other nationalities.

Implementation of the Previous State Programme “Integration in Estonian Society 2000-2007”

So far the target group for the integration policy has primarily been either ethnic groups as a whole or some specific groups – primarily people without citizenship, as well as children and the young. Considering the complexity of the integration process and the differences that have formed in the last few years among the ethnic groups with different mother tongues in their social status and level of integration, it is useful to further differentiate the integration programme and define more precisely the target groups for measures planned in different domains. It is therefore necessary to take the age, citizenship, education, residence, social and occupational status groups, as well as their role in the integration process, into consideration.

The interim report published in 2006 assesses two aspects of the implementation of the integration strategy for 2000-2007.¹⁷ Purposeful implementation of the planned activities and positive feedback on the activities by the beneficiaries received the best evaluations. Implementation and success of the strategy as a whole received a more critical evaluation, considering that the targets – command of the Estonian language by adult Russian speaking population, increasing consistency between Estonian-language and Russian-language information fields and availability of sufficient number of qualified competent teachers at all levels – were fulfilled to a lesser degree than desired. The report names the areas where progress was made, but also identifies the aspects that need further attention. Of the four sub-programmes, only implementation of the measures planned for advancing the education and culture of ethnic minorities were graded as “good” grade. The remaining sub-programmes – “Education”, “Adult Language Learning”, and “Social Competence” – and the programme were graded as “satisfactory”.

Development and implementation of the language immersion programme, and also of extracurricular language training programmes (joint language learning projects) were noted as achievements. The recommendations made for compilation of the new strategy were: training of appropriately qualified language teachers, better organisation of activities, the need to involve Russian speakers actively in the activities of the civil society; and creation of a common information field. The authors recommended

¹⁶ Kasemets, L. (2007). Study report “New Immigrants in Estonian Educational Institutions” (<http://www.meis.ee/est/raamatukogu/?view=view&ID=165>).

¹⁷ Ernst & Young Baltic (2006). State integration programme “Integration in Estonian society 2000-2007’ mid-term appraisal report“

expanding the successful initiatives by setting the priorities and making the necessary decisions at the strategic level.

Even though target groups were specified in the course of implementation of the previous strategy, they need further analysis, especially in order to develop suitable techniques and principles on how to reach the target groups. Local governments which are an important target group have not been sufficiently involved in the strategy used so far.

The evaluation of the previous strategy also offers a number of recommendations on how to make the management level more effective and efficient. Attention was directed at the importance of the analysis of strategic, including inter-ministerial decisions and actions. The analysts also recommended dividing the tasks between the implementation level (e.g. the Integration Foundation) and strategic management bodies (e.g. the Steering committee). The role of the latter in implementing the strategy was considered minor compared to ministries, which is why the strategy does not form a complete whole. It was also noted that the target groups should also be involved more actively in the new strategy at the management level.

In addition to the state budget, during implementation of the previous strategy funding has been received from outside sources for development of several important measures – for example, language immersion. At the same time, the incidental risk due to excessive compartmentalisation of funds has become a reality in some cases and sufficient funding was not directed towards purposeful accomplishment of the most important objectives.

Complex structure of the programme and poor links between its objective and the society is also described as a problem in implementing the previous strategy. That is why it was difficult to understand the programme, as well as setting specific tasks and guaranteeing their implementation and monitoring. Linking single activities with larger and strategic activities is also important for achieving better results as the strategic activities are often implemented in the frameworks of other related strategies, i.e. outside the immediate implementation framework of the integration strategy. Production of various Russian-language and bilingual publications and TV and radio programmes was shown to be one of the examples where there is no suitable mass media (e.g. a television programme that is watched by the target group) and the information does not reach the intended recipients.

Analysis of the documents of the administration of the previous strategy showed on the one hand that annual reports diligently and in detail described separate results, but on the other hand, there is the need to monitor the effectiveness indicators and analyse the data more thoroughly. Considering the objectives of EIS, it is important to improve the general analytical capabilities in the management of the strategy and to make sure that integration activities are included in the main activities of the line ministries and local governments, as well as of civil society organisations.

3. Strategic Objectives

The 2008–2013 integration strategy both continues the activities planned for 2000–2007 and adds new activities. The strategic objectives of the strategy are based upon the general objectives, principles and the situation laid out in the previous chapters.

The new integration strategy is more individual-centred compared to the previous programme since it is based on the principles of the Framework Convention for the Protection of National Minorities of the Council of Europe, the main emphasis of which is on the individual rights. The enhancement of welfare and security, as well as broadening the people's opportunities for participation and self-realisation and the related raising of self-esteem and clarification of identity for every person are viewed as desired results of integration.

The objective EIS is to support the feeling of belonging to Estonian society, through sharing common values and command of the state language. As the result of successful integration, everyone has the opportunity for self-realisation and feels safe, and also participates in the economic, social, political and cultural life of the society. In Estonia there are opportunities to speak other languages and develop national cultures.

An important change in the development of Estonia is related to the change in the approach to the underlying principals of the nation-state for all residents so that the belonging to the Estonian people and the state identity would be based first and foremost on the constitutional values of Estonia as a democratic state under the rule of law, accepting common political institutions and nation-state principles and valuing cultural diversity of the society.

EIS covers three areas: educational and cultural; social and economic; legal and political integration. In order to achieve the main objective of the strategy it is important that the steps in these areas are interconnected and function together, which is why the control and development measures of the strategy form a separate group of measures.

What follows is the vision of the integration strategy for year 2013 and explanations of goals and sub-goals for each area. Sub-goals are listed in chapter 6. Financing issues and cost estimations are given in the table of costs of the integration strategy and are described in detail in subsections 3.2-3.4 of this chapter. The implementation plan contains more specific information on the objective indicators, measures and activities for different areas. Amendments to the plan are approved every year by the Government of the Republic. Target levels for sub-goals indicators are indicated in 2008-2010 implementation plan for the first financial period of the strategy i.e. for 2010. The measures are listed in chapter 6 of the strategy.

3.1. The Vision for 2013

The objective of EIS is to achieve by 2013 the situation where, compared to 2007:

- The level of command of Estonian among the people whose mother tongue is not Estonian has improved on all levels;
- Contacts and communication between people with different mother tongues have increased and differences in participation in civil society organisations and the public sphere between Estonian and Russian speaking population have decreased;
- The percentage of people with undetermined citizenship among the residents of Estonia has been consistently decreasing;
- The majority of Estonian residents trust people of other nationalities living in Estonia and they trust the Estonian state;
- The majority of the people whose mother tongue is not Estonian regularly receive information from Estonian media sources and trust them;
- Differences in employment and income levels between employees of different ethnic groups have decreased

Indicators of vision objectives and the base and target levels are as follows:

The level of command of Estonian among the people whose mother tongue is not Estonian has improved on all levels.

Indicator: 1. Percentage of those who successfully pass the Estonian language proficiency examination from those taking the exam; by proficiency levels. 2. Self-assessment of one's command of the Estonian language (good; average; poor; none at all) on the basis of the following: understanding oral speech, reading, writing, and communicating.

Base level 2007: 1. 52% of the participants (133 people) successfully passed the basic level examination, the average result was 60.33 points; 43.45% of the participants (643 people) successfully passed the intermediate level examination, the average result was 57.89 points; 52.44% of the participants (472 people) successfully passed the advanced level examination, the average result was 61 (source: National Examination and Qualification Centre, 2007. Hereinafter: NEQC). 2. Self-assessment of the command of the Estonian language in the 15-74 age group: good 22%; average 25%; poor 29%; none at all 24% (source: 2005 Integration monitoring).

Target level 2013: 1. We assume that the percentage of the people registered for the Estonian language proficiency examination who successfully pass it will be similar across the proficiency levels (variation of up to 5%), basic level 55%, intermediate level 50%, and advanced level 55%. 2. We assume there will be an increase in the level of self-assessed command of Estonian.

Contacts and communication between people with different mother tongues have increased and differences in participation in civil society organisations and the public sphere between Estonians and Russian speaking population have decreased.

Indicator: Regular contacts between Estonians and members of other ethnic groups.

Base level 2007: Estonians: 65% have no contacts/practically no contacts, 35% have contacts. Other ethnic groups: 39% have no contacts/practically no contacts, 61% have contacts [The ratio between those having and those not having contacts with the other ethnic group is 1:2 among Estonians and 2:1 among the Russian-speaking people] (source: the 2007 survey “Ethnic Relations and Challenges of Integration Policy after the Bronze Soldier Crisis”).

Target level 2013: We assume that the number of contacts between Estonians and representatives of other ethnic groups will increase.

The percentage of people with undetermined citizenship among the residents of Estonia has been consistently decreasing.

Indicator: The percentage of people with undetermined citizenship among the residents of Estonia.

Base level 2007: 9% of Estonian residents have undetermined citizenship (source: Citizenship and Migration Board 2007).

Target level 2013: We assume that the percentage of people with undetermined citizenship in Estonia will decrease.

The majority of Estonian residents trust people of other nationalities living in Estonia and the Estonian state.

Indicator: 1. Attitude of Estonians towards people from other ethnic groups participating in social and political life. 2. Trust towards the Estonian State among Estonians and people from other ethnic groups.

Base level 2007. 1. 37% of Estonians think that representatives of other ethnic groups should be represented in / participate in the work of Riigikogu, 47% think that they should participate in the work of the police, 40% - in the management of state enterprises (source: 2005 Integration monitoring). 2. 24% of representatives of other nationalities and 62% of Estonians trust the Estonian State (source: survey “Ethnic Relations and Challenges of Integration Policy after the Bronze Soldier Crisis”2007).

Target level 2013: 1. We assume there will be an increase in positive attitude towards involvement of people of other ethnic groups in the social and political life. 2. We assume that the differences in the levels of trust among Estonians and other ethnic groups will decrease.

The majority of the people whose mother tongue is not Estonian regularly receive information from Estonian media sources and trust them.

Indicator: 1. Use of information sources by other ethnic groups living in Estonia viewed by the country of origin (including Estonia). 2. Level of trust by other ethnic groups living in Estonia towards information sources by the country of origin (including Estonia).

Base level 2007: 1. 20% of people of other ethnic groups follow the Estonian media a lot or to some degree. 2. 18% generally or somewhat trust the Estonia media (source: survey “Ethnic Relations and Challenges of Integration Policy after the Bronze Soldier Crisis”2007).

Target level 2013: 1. We assume there will be an increase in the level of use of Estonian and Estonian-language information sources. 2. We assume there will be an increase in the level of trust towards Estonian and Estonian-language information sources.

Differences in employment and income levels between employees of different ethnic groups have decreased.

Indicator: 1. Differences in the occupational status (percentage of owners or managers, specialists and workers) in ethnic groups by sector. 2. Comparison of the level of satisfaction with the financial well-being of one's family among ethnic groups. 3. Differences in the unemployment rate between people with different primary languages spoken at home in the 15-74 age group. 4. Differences in the annual equivalent income¹⁸ between Estonians and people of other ethnic groups. 5. Percentage of the long-term unemployed by ethnicity. 6. Percentage of the people among Estonians and other ethnic groups who consider opportunities for different ethnic groups and the position in the society equal.

Base level 2007: 1. Senior officials and managers: Estonians 31%, other ethnic groups 19 %, difference 40%. Skilled and unskilled workers: Estonians 35%, other ethnic groups 53%, difference 34% (source: Statistical Office, 2007). 2. Estonians: 2.84 and other ethnic groups 2.92 (scale: 1 – completely satisfied, 4 – not satisfied at all). (source: 2005 Integration monitoring). 3. Unemployment rate among Estonians 3.6%, unemployment level among other ethnic groups 6.9%, difference 52% (source: Statistical Office, 2007). 4. In 2005 the annual equivalent income was: 71 299 kroons among Estonians; other ethnic groups: 61 131 kroons, difference 14.26% (source: Statistical Office, 2005). 5. Estonians: 1.7%; other ethnic groups: 5.2%, difference 33% (source: Statistical Office, 2006 data). 6. Estonians: 18%; other ethnic groups: 11% (source: 2005 general monitoring).

Target level 2013: 1. We assume that the difference in the percentage of Estonians and people of other ethnic groups among senior officials and managers will not exceed 20%; the difference will not be over 20% among unskilled workers. 2. We assume that the level of satisfaction with the financial well-being of one's family will be equal among ethnic groups. 3. We assume that the difference in unemployment rate between Estonians and other ethnic groups will not exceed 30%. 4. We assume that the difference in income level between Estonians and other ethnic groups will not be over 10%. 5. We assume that the difference in the percentage of the long-term unemployed between Estonians and other ethnic groups will not be over 20%. 6. We assume the differences in the assessment of equal opportunities and for Estonians and people of other ethnic groups will decrease.

3.2. The Field of Educational and Cultural Integration

The objective for this area is to ensure that all residents of Estonia have equal opportunities to receive education through common education system and provide the conditions for preserving one's language and culture. In addition to continuing language training, a lot of emphasis should be put on the opportunities for students and teachers to communicate with one another in Estonian on topics of mutual interest outside the school framework. Besides the language support, this will allow them to participate in the social life (teacher and student exchange programmes, joint training courses and field trips for teachers from schools

¹⁸Equivalent income reflects the household income per consumer.

with Estonian and Russian languages of instruction) more actively. In addition to teaching upper secondary school subjects in Estonian, attention will be also given to improving Estonian language training in the pre-school and basic education in order to support their integration. More target groups will be involved – including schools with Estonian language of instruction and local governments. More attention will be given to direct funding of educational institutions, adult education, Citizenship education and integrated Estonian language training, as well as supporting language training in vocational education.

On the one hand, cohesive functioning of the society calls for common educational system, which in Estonia requires that all members of society know the Estonian language. In addition, conditions that allow other ethnic groups preserve their culture and language need to be improved in Estonia. Support for intercultural communication, which is one of the components of achieving the sense of social security, will be continued, recognising every person's right to partake in the culture of one's mother tongue. Attention will still be given to teaching Estonian and education in general, but above all EIS places importance on activities outside the formal education system, which helps establish and maintain good relationships between people of different linguistic backgrounds. It is important to achieve the understanding in the society that cultural differences in the society are actually a resource and not a problem. Expanding the shared Estonian and Russian-language information field is also planned for this area as part of cultural integration.

Departing from the planning and structural logic of the education system, sub-goals of the field of education are listed by education levels. Activities throughout all education levels beginning from the pre-school childcare institutions are directed at expanding teaching in Estonian. In this context support will be given to updating teaching materials and providing additional training for teachers – both will include more topics emphasising cultural diversity of Estonian society than before. Activities aimed at counselling various target groups and providing them with information, are also important.

Additional training and motivation system for teachers at all levels of education will be further developed and support for language instruction for educators will be continued in order to prepare them for the culturally diverse student body in schools with Estonian language of instruction or for the bilingual curriculum in schools with Russian language of instruction.

The approaches to teaching history and citizenship studies at schools that promote cultural diversity and facilitate the development of the state identity will be also advanced.

Appreciation of the culturally diverse environment and advancing positive attitude towards other cultures is one of the main common topics for compiling new curricula and training school management. Facilitation and diversification of contacts and joint activities between schools with Estonian and Russian languages of instruction that was started in the previous programme will continue, including supporting the development of youth work agencies through training for people involved in youth work.

The Ministry of Culture will continue to support the activities in the field of culture that facilitate the cultural diversity of ethnic minorities and their connections with the countries of origin. The EIS, however, devotes more attention to involving representatives of various ethnic groups in the Estonian cultural life, expanding the shared Estonian and Russian-language information field to the indigenous Estonian minorities. Supporting contacts between Estonians and people of other ethnic background and their joint activities is one of the important activities of the ministry in the field of culture.

The main objective of educational and cultural integration is to support students so that they acquire the knowledge and skills necessary to succeed in the Estonian society, including the command of the Estonian language and knowledge of cultural diversity. Based on the laws, regulations and strategies governing the

field of education, where different objectives and tasks are defined by the education levels, sub-goals, indicators and their target levels in this area are as follows:

1. Pre-school education: In Estonia opportunities have been created for children whose mother tongue is other than Estonian to acquire the Estonian language at the level and in a way that is appropriate to their age.

Indicator: the percentage of children whose mother tongue is other than Estonian learning Estonian at childcare institutions (including counselling centres, play groups etc).

Base level 2007: 75% of the children whose mother tongue is other than Estonian have the opportunity to study Estonian in kindergartens, pre-school education facilities or other child care institutions (Statistical Office, 2007).

Target level 2013: 90% of the children whose mother tongue is other than Estonian have the opportunity to study Estonian in kindergartens, pre-school education facilities or other child care institutions.

The integration strategy will support the professional development of teachers; compilation of teaching materials and development activities related to language learning and accommodation programmes. More attention will be given to expansion of programmes on pre-school education level than before and to providing information and counselling to ensure that all parties concerned (including local governments, parents, among others) are well-informed and their interests are respected. Expanding language-learning opportunities for children who do not go to kindergartens is also planned, as is support for Estonian-language kindergartens to increase their capability to accept children of all kinds of cultural backgrounds.

2. Basic education: Persons who have completed basic school education in Estonia are socially competent, value their mother tongue and culture and have sufficient knowledge of the Estonian language necessary for continuation of their academic studies or work in Estonia.

Indicator: average results of the final examination in the Estonian language among Russian medium basic school graduates.

Base level 2007: The average result of the final examination in the Estonian language among Russian medium basic school graduates is 62,7 points (NEQC, 2007 Basic school examinations consolidated statistics).

Target level 2013: The average result of the final examination in the Estonian language among Russian medium basic school is 68 points.

The EIS supports professional development of teachers at general education level, compilation of teaching materials and development of activities related to language learning and adaptation programmes. The main objective is to ensure that the education system provides all young people in Estonia with sufficient linguistic-cultural base necessary for making subsequent education choices on equal basis.

As a separate measure, activities aimed at helping people cope in a multi-lingual and culturally diverse environment are planned in order to increase the readiness of young people in Estonia to communicate with representatives of other cultures and ethnic groups. Informational and counselling activities are planned at general education level as well to ensure that all parties concerned (including local governments, parents, among others) are well informed and their interests respected.

3. Secondary education: Young people who have completed secondary education in Estonia are tolerant towards cultural differences and have acquired Estonian on the level necessary for continuing education or starting working and living in Estonia.

Indicator: the percentage of upper secondary school graduates who get 60 or more points at the final examination in Estonian as the second language.

Base level 2007: 78% of upper secondary school graduates get 60 or more points at the final examination in Estonian as the second language (NEQC, 2007).

Target level 2013: 90% of upper secondary school graduates get 60 or more points at the final examination in Estonian as the second language.

The EIS supports professional development of teachers at general education level, the compilation of teaching materials and the development of activities related to language learning and adaptation programmes. The main objective is to ensure successful transition of Russian medium to partial teaching in Estonian and through the common education system to offer all young people in Estonia the language and cultural basis necessary for making subsequent education and career choices on an equal basis.

4. Vocational education: The people who have acquired vocational education in Estonia have the level of command of the Estonian language corresponding to their level of education and vocational qualification, and are competitive on the Estonian labour market.

Indicator: 1. The percentage of vocational school graduates who get 60 or more points at the final examination in Estonian as the second language, 2. Percentage of vocational school graduates with Russian language of instruction entering the labour market or continuing further studies

Base level 2007: 1. 17% vocational school graduates received 60 or more points at the final examination in Estonian as the second language (NEQC, 2007). 2. 73% of vocational school graduates from institutions with the Russian language of instruction and 71% graduates from Estonian language of instruction institutions started working or continued studies (Ministry of Education and Research, 2007).

Target level 2013: 1. 30% of vocational graduates in Estonia receive 60 or more points at the final examination in Estonian as the second language. 2. The equal ratio of graduates of vocational education institutions with command of the Estonian and Russian languages who have started working or continued their studies will remain.

The integration strategy supports professional development of teachers of vocational education institutions, compilation of teaching materials and development activities related to language learning and adaptation programmes. The main emphasis is on developing vocational training materials in Estonian, as well as training for teachers, school management and practical training instructors, including support for studying Estonian.

5. Higher education: Language proficiency of upper high school Russian speaking graduates is sufficient to acquire higher education in Estonian. In the course of teachers' basic and in-service training, teachers are prepared for work in multilingual and culturally diverse teaching environment and with students possessing different level of Estonian language proficiency.

Indicator: 1. Comparison of those quitting studies at higher education level based on the language that the student had previously been taught in (the assessment is based on students who have received secondary education in the last 5 years) 2. The teacher training curricula include the importance of

teachers' ability to work in a multi-language and culturally diverse academic environment and with pupils of various levels of command of the Estonian language as one of the outputs of the training.

Base level 2007: 1. 10.7% of students who have completed their previous studies in Estonian and 13.4% of students who had previously been studying in Russian quit studies at higher education level with the Estonian language of instruction in 2007. 2.0. (new activity)

Target level 2013: 1. The difference between those quitting studies at higher education level based on the language of instruction of previous studies does not exceed 10%. 2. 50% of teacher training curricula specify that the teachers' ability to work with pupils with various levels of command of the Estonian language in the multi-language and multi-cultural academic environment is one of the outputs of the training.

On the one hand, the measures at higher education level are directed at promoting and supporting opportunities to further teach Estonian at universities (including supporting professional development of teachers and improvement of teaching materials), and on the other hand, at improving qualifications of the teachers working at schools where the language of instruction is other than Estonian.

6. Opportunities have been created for ethnic minorities and for new immigrants living in Estonia to learn their mother tongue and culture, practice their culture, and preserve and present their ethno-linguistic identity.

Indicator: The number of active ethnic cultural societies and other organisations that receive state funding.

Base level 2007: There are ethnic cultural societies and other organisations that receive state funding (Office of the Minister for Population and Ethnic Affairs/Integration Foundation, 2007).

Target level 2013: There are 150 active ethnic cultural societies and other organisations that receive state funding.

In the field of culture EIS is linked with the main activities of cultural institutions of various ethnic groups – cultural heritage programmes, reproduction and presentation of Estonian culture throughout Estonia with the aim of promoting cultural diversity in Estonia. Activities include support for cultural societies, ethnic schools and Sunday schools of various ethnic groups, and other activities aimed at preserving one's cultural and linguistic identity (including development of study and informational materials about languages and cultures of various ethnic groups). Training and informational activities for local level target groups on the topic of integration of new immigrants are planned. Separate measures supporting Estonian indigenous minorities and cultural autonomies are planned.

7. Equal opportunities have been created for young people and adults of other ethnic background living in Estonia for education and self-realisation outside the formal education system, which will promote the dialogue between people of different ethnic background and reduces mutual negative attitudes and preconceptions.

Indicator: The number of young people and adults with different ethnic background living in Estonia, participating in joint activities outside the formal education system.

Base level 2007: 3000 young people and adults have participated in joint activities (Office of the Minister for Population and Ethnic Affairs/Integration Foundation, 2007).

Target level 2013: The goal is to have 8500 young people and adults participating in joint activities every year.

Facilitation and diversification of contacts and joint activities between Estonian and Russian-speaking youths and between schools with Estonian and Russian languages of instruction that started within the framework of the previous programme will continue, including supporting the development of youth work agencies through training for people involved in youth work.

The field of educational and cultural integration is linked with other strategies coordinated by the Ministry of Education and Research and Estonian Public Broadcasting, which will be presented in the next chapter. The objectives in the field of educational and cultural integration are presented with the assumption that the linked strategies will be implemented as planned.

3.3. The Field of Social and Economic Integration

The state integration programme 2000-2007 did not include activities in the field of social and economic integration. However, experience from implementing the programme, research and analyses conducted suggest that activities aimed at supporting social and economic integration need to be separately planned into the new strategy. The aim in this field is to ensure that all Estonian residents have equal opportunities for economic self-realisation and social subsistence regardless of their ethnic background, mother tongue or place of residence. This means that success in the labour market does not depend on one's ethnicity and that everyone has the opportunity to acquire the skills and knowledge (including regarding career choices) from the education system that meet the requirements of the labour market, and that retraining and additional training offer additional opportunities to enhance one's competitiveness on the labour market.

On the one hand, the needs of risk groups of people with different mother tongues need to be considered when offering social services; on the other hand, offering special assistance depending on ethnicity is not justified, as that would promote ethnicity-based stigmatisation. Thus, it is important to take into account the local peculiarities of necessities and problems when applying general measures by national and local governments, directing proportionally more funds to the risk regions if necessary.

The previous state programme did not expand to the immigrants who have arrived since restoration of Estonian independence (new immigrants) as a separate target group and hence no separate measures for their integration were planned for them. Integration of new immigrants has thus far not been coordinated by the state and has been project-based.¹⁹ This is why it is necessary during the following years to develop and implement measures aimed directly at the integration of new immigrants.

EIS does not duplicate the activities planned in the linked strategies (see Chapter 4) but rather brings together and analyses the data related to social and economic field and thereby helps coordinate the activities of various offices (see Chapter 4).

Based on this, the measures in the field of social and economic integration are planned under two sub-goals.

1. Conditions for decreasing mother-tongue-based division on the labour market are created.

Indicator: total number of participants in Estonian language and professional training programmes; and satisfaction of the participants.

¹⁹ Integration of asylum seekers and people who have been granted international protection into Estonian society. Jaan Tõnisson Institute, the Ministry of Social Affairs, 2007. Project leader Lehte Roots. Argo publishing

Base level 2007: 72 people participated in the labour exchange programme, 1009 people participated in language courses, 262 people were looking for employment (Office of the Minister for Population and Ethnic Affairs/Integration Foundation, 2007).

Target level 2013: 55 people participated in the labour exchange programme, 800 people participated in language courses, and 640 people participated in language and professional training courses each year.

Information about education and employment opportunities will also be distributed through Russian-language media channels, including the introduction of language learning and additional training opportunities for adults whose mother tongue is not Estonian. Opportunities for residents of Estonia whose mother tongue is not Estonian to learn the Estonian language will be supported through the working environment – both on communication level and the professional language, expanding opportunities to learn Estonian together with professional training and additional training. Training will be given to employers to enhance their awareness and encourage them to employ people whose mother tongue is not Estonian in order to enrich the working environment and increase efficiency.

2. Opportunities for adult new immigrants to integrate into the society have been created.

Indicator: The number of people participating in accommodation programmes and support activities.

Base level 2007: 0 (new activity).

Target level 2013: 120 people participate in accommodation programmes and support activities.

Measures for more successful integration of adult new immigrants into society have been planned (including development and implementation of cultural and language training materials, language and accommodation programmes).

This field of integration is linked with a number of other strategies coordinated by the Ministry of Economic Affairs and Communications, the Ministry of Education and Research, the Ministry of Social Affairs, the Ministry of Justice, the Ministry of Interior and the State Chancellery, which are presented in the next chapter. The objectives in the field of social and economic integration are presented with the assumption that the linked strategies will be implemented as planned.

3.4. The Field of Legal and Political Integration

The aim of legal and political integration is to ensure all residents of Estonia have equal opportunities for self-realisation in the social and political life regardless of their ethnicity or mother tongue as guaranteed by the law. The objective of legal and political integration is to help Estonian residents whose mother tongue is not Estonian (including new immigrants) to adapt to the Estonian society and become active members of the society. Developing civil activity as a democratic form of self-expression equally among people with different mother tongues is important for the development of common basic values as well as for emergence of a common state identity, promoting at the same time mutual tolerance among ethnic and cultural groups. In addition, promotion of naturalisation requires further effort – both through larger support from the state as well as through increasing the motivation of non-citizens themselves.

Like in the previous state programme, preparation of people with undetermined citizenship for the examination on the Constitution and the Citizenship Act will continue in the of the new integration strategy. Support for bilingual and Russian-language programmes will also continue, as will campaigns related to cultural diversity in the society, also publications and programmes introducing the cultures of minorities in printed media, on the radio and on TV.

EIS has a number of differences in addition to the things mentioned above. Namely, dialogue platforms will be initiated on various levels to discuss various aspects of integration questions and through that to involve the people in the development of integration policy more actively than before. Another new activity is to involve naturalised citizens in raising motivation, knowledge and civil activity of less-integrated young people and adults and develop activities promoting Estonian citizenship including citizenship ceremonies (e.g. the ceremony of presenting the certificate of citizenship). In addition, compiling a consolidated study material for preparation for examinations for citizenship applicants and introducing the Estonian language and Estonia is planned. It is also planned to start working on the topic of equal of treatment, i.e. to raise the public awareness, including preparing officials on this topic. As a new activity, support for creation of a shared field of information in the society through culture, i.e. through translating works by Estonian authors into other languages (most of all – Russian) and supporting cooperation projects of Estonian and non-Estonian-language cultural institutions (e.g. theatres).

Based on this, the measures in the field of legal and political integration are planned under the following four sub-goals.

1. Naturalisation process continues and Estonian citizens and permanent residents whose mother tongue is other than Estonian are involved in civil society and other the decision making processes in the society.

Indicators: 1. The number of people applying for Estonian citizenship successfully passing the examination on the Constitution and the Citizenship Act. 2. Index of political involvement by the legal status.

Base level 2007: 1. 1850 people successfully passed the examination on the Constitution and the Citizenship Act (NEQC statistics, 2007). 2. Estonian citizens 60%; people with undetermined citizenship 20%; citizens of other countries 20% (2005 Integration monitoring).

Target level 2013: 1. 2100 people successfully pass the examination in the knowledge of the Constitution and the Citizenship Act. 2. We assume there will be an increasing trend in political involvement among the people with undetermined citizenship and citizens of other countries.

EIS will support the naturalisation process also information will be given to various target groups with the aim to decrease the number of people with undetermined citizenship first and foremost among children and young people. Increasing the opportunities to study the official language free of charge (or with full compensation) for adults with mother tongue other than Estonian (including new immigrants) is an important measure.

Making relevant information available, also in Russian, is planned in order to increase involvement of Russian speakers in civil society organisations, in addition support for activities related to conducting democratic dialogue (e.g. discussions, debates) among people with different mother tongues through civil society organisations is planned.

2. Increasing awareness of equal treatment, and prevention of unequal treatment among all inhabitants of Estonia, including the officials.

Indicator: Decrease the unequal treatment perceived by various ethnic groups.

Base level 2007: 30% of representatives of other ethnic groups have been in the situation in which a person has experienced preferential treatment being accepted to a certain job, government position or during distribution of wealth due to that person's ethnicity or mother tongue (survey results from the 2007 "Ethnic Relations and Challenges of Integration Policy after the Bronze Soldier Crisis").

Target level 2013: We assume there will be a decreasing trend in the relevant attitudes of the people.

Informative activities to increase legal knowledge on discrimination issues will be conducted. The objective is to decrease mutual labelling, offensive and negative attitudes towards people of different ethnic background, first and foremost among government officials. Intercultural communication trainings will be organised. Additional research will be conducted to map the needs and, based on that, to plan and implement measures and activities.

3. Creation of an environment supporting integration through raising administrative capacity of government institutions and local governments in the provision of public services to persons with different mother tongues.

Indicator: Comparison of the level of satisfaction of the people with mother tongue other than Estonian with public services offered by the state and the local government.

Base level 2007: 40% of people of other ethnic groups and 54% of Estonians considered state and local government officials professional, the difference is 26%.

Target level 2013: The difference in how satisfied people with various mother tongues are with regard to the service of local government officials does not exceed 10%

In order to achieve targets set in this sub-goal, it is planned to develop an action plan on the local government level based on systematic analysis; information and training related to integration will be given to state and local government officials in order to make their activities more efficient. Availability of information as a public service for people speaking different mother tongues will be improved.

4. The part of the shared field of information common to all inhabitants of Estonia will increase; the Russian-speaking audience of the Estonian Public Broadcasting (ERR) will grow.

Indicator: Russian-speaking population following the ERR.

Base level 2007. 60% of representatives of other ethnic groups listen to Radio 4 and/or watch ETV every week (TNS EMOR survey data, 2007)

Target level 2013: The goal is that 70% of the Russian-speaking population start watching/listening to ERR (feasible through establishment of the second state TV channel).

EIS will support the development of Estonian Russian-language media through additional training of specialists and closer cooperation between all Estonian media organisations. The aim is to increase positive coverage of cultural diversity present in the Estonian society in the media and to increase the shared field of information among all inhabitants of Estonia.

The number of programmes targeted at Russian-speaking population and for people speaking other languages created with their participation in the ERR schedule will increase, informational and journalistic programmes hold an important place there as well.

The field of legal and political integration is linked with a number of other development plans coordinated by the Ministry of Interior, which are presented in the next chapter. The objectives in the field of legal and political integration are presented with the assumption that the linked strategies will be implemented as planned.

3.5 Management Activities of Integration Strategy

Monitoring and analysis of implementation of various measures of EIS and of the related strategies and the administration of the strategy play an important role in achieving the objectives set for the three areas of integration described above and achieving the goals set by the vision of the integration strategy by 2013. Management and the structure of the strategy are separately described in chapter 5.

The purpose of management field is to have an overview of the progress of integration in the Estonian society and to assure efficient and professional implementation of EIS between 2008 and 2013.

Indicator: The percentage of successfully completed activities of the total number activities in the implementation plan based on the planned target level and the budget.

Target level 2013: At least 90% of the activities of the implementation plan will be completed according to the target level and budget of the activity.

The main management measures are aimed at guaranteeing the administrative arrangement for the implementation of the strategy, conducting monitoring and analysis necessary for management of the strategy, training for those implementing it and providing information for the parties involved and for the public. An important objective is to develop capabilities and skills for consulting the parties involved in integration as well as skills for analysing the effectiveness and planning of the activities on different levels.

4. Links with Other Strategies

EIS is linked to a large number of other strategies. One of the main objectives of EIS is to monitor the consistency of the state activities in various political areas in regards with the strategic objectives for integration. On the one hand, the activities of integration strategy support more effective implementation of the strategies, and on the other hand, the integration strategy receives information and feedback about the situation from various sectors of the society.

In the following section the linked strategies are presented by the strategic fields described in the previous chapter. The main responsible body (a ministry or another institution) is listed for each strategy.

4.1. Educational and Cultural Integration

Strategy for General Education System 2007–2013

Ministry of Education and Research, Government order no 26 dated 19.01.2007

The strategy establishes, among others, the level of Estonian language proficiency for teachers of basic schools and upper secondary schools where the language of instruction is other than Estonian. Transition to Estonian language of instruction as part of the general education system strategy is set by the Basic Schools and Upper Secondary Schools Act. The goal is to ensure that by 2011 60% of the national curriculum will be taught in Estonian. In order to achieve this goal the action plan entitled “Transition of Schools with the Russian Language of Instruction to Instruction in Estonian at High School Level in Years 2007-2011” has been put together.

Strategy for Developing Estonian Language 2004–2010

Ministry of Education and Research, recorded decision by the Government dated 05.08.2004

The goal of the strategy is to create conditions where the Estonian language as the official language of Estonia is the main language of communication in open multi-ethnic society using contemporary high technology. One of the goals of the Estonian language strategy is to support transition to partially teaching in Estonian in otherwise Russian-speaking higher-secondary schools. The activities necessary for achieving the goals described in the language strategy that are linked to teaching Estonian language to residents whose mother tongue is other than Estonian, will be implemented in the framework of the 2008-2013 integration strategy.

Youth Work Strategy for 2006–2013

Ministry of Education and Research, 06.07.2006 Government order no 380 dated 07.07.2006

The general objective of the Estonian youth policy is to ensure involvement of young people in the decision-making processes and to consider the interests and needs of the youth. The strategy defines the direction of development of the Estonian youth policy: activities are based on the actual needs of the young people, the young participate in the decision making process of questions related to them and they are involved in the development of the policy.

Strategy for Estonian Higher Education 2006–2015

Ministry of Education and Research, decision by the Riigikogu dated 08.11.2006

The strategy places importance on the social dimension in higher education. The system of social guarantees must enable the students to focus on their studies. Direction of activities – linking higher education with the needs of the Estonian society and the expectations of the labour market – places importance on state support for teaching the Estonian language to the students whose mother tongue is other than Estonian but who would nonetheless like to continue their studies in Estonian.

Strategy for Lifelong Learning 2005–2008

Ministry of Education and Research, recorded decision by the Government dated 03.11.2005

One of the objectives of the strategy is to create the conditions in Estonia where adults, with mother tongue other than Estonian, can acquire Estonian on the level necessary to cope in the society and at work and if one desires, being able to develop one's command of the mother tongue and practice one's ethnic culture. In order to achieve the goal, the Estonian language proficiency examination system will be updated, adults with mother tongue other than Estonian will be given broader opportunities to learn Estonian, which in turn supports Estonian becoming the common language of communication quicker and facilitates the general proficiency of the Estonian language.

Foreign Languages Strategy, draft

Ministry of Education and Research

The main objective of the strategy is to raise the motivation of the people to study various languages, to diversify opportunities to learn foreign languages, to improve the quality of language teaching, ensure quality of foreign language teachers' training and improve the system of certification of language proficiency. All languages apart from Estonian fall under the foreign language strategy. The foreign language strategy places importance on, among others, teaching and learning languages of the indigenous minorities in Estonia.

Strategy for using National Structural Funds 2007–2013:

Implementation Plan for Development of Human Resources

Ministry of Education and Research, recorded decision by the Government dated 11.01.2007

The implementation plan for development of human resources encompasses all activities funded by the European Social Fund. The priorities of the implementation plan are: lifelong learning, development of scientific and development activities, development of human resources in higher education, long and high-quality work life, skills and knowledge for innovative enterprise, broader administration capabilities, and technical support covering all these areas. Most of the activities are linked to the educational and cultural integration and these activities are coordinated by the Ministry of Education and Research. Funding for Estonian language courses for teachers whose mother tongue is other than Estonian is provided in the framework of the lifelong learning programme. With regard to the broadening of administration capabilities, a survey will be conducted in 2008 with the aim to determine the target groups requiring

training in Estonian and Russian administrative and legal language and the proficiency level among the officials.

Strategic Plan of the Ministry of Culture for 2009–2012

Ministry of Culture, directive by the Minister of Culture no 100 dated 04.03.2008

The Ministry of Culture sets strategic goals and plans activities in three areas: culture, sports and media. In the field of culture, support is given to main activities of cultural institutions, several cultural heritage programmes, various ethnic cultural societies and groups, keeping their places of worship in order, and for the reproduction and introduction of the Estonian culture throughout Estonia. The most important new initiative in the field of media is opening the second Estonian Television channel (see the Estonian National Broadcasting strategy). In the field of sports, support for sporting activities and top sports is given to Estonians and residents of other ethnic background.

4.2. Social and Economic Integration

Strategy for Reducing Juvenile Crime for 2007–2009

The Ministry of Justice, Government order no 592 dated 26.10.2006

The general objective of the strategy is to reduce crime amongst minors and improve prevention work conducted with them. Means and resources are planned for making the prevention more effective through raising the awareness and changing the attitudes of the population and also for increasing the efficiency of minors' commissions and special schools offering special treatment in the case of behavioural problems, and for making the legal system to respond to juvenile crime more efficiently. The risk of crime is caused by differences in social and economic situation among ethnic groups and from the general position in the society rather than the mother tongue or ethnicity.

Guidelines for Developing Criminal Policy until 2010

The Ministry of Justice, Decision by the Riigikogu dated 21.10.2003

The guidelines define the measures intended to fight crime. In addition to explicating the consequences of criminal acts, attention will be given to the role of institutions from outside the justice system in crime prevention. The objective of social means of prevention is to ensure that as many people as possible remain active, healthy, diligent and able to cope independently. It is necessary, among others, to facilitate integration of people belonging to risk groups.

Estonian Enterprise Policy for 2007–2013

The Ministry of Economic Affairs and Communication, Government order no 574 dated 19.10.2006

The strategy incorporates main objectives and directions of activities for increasing entrepreneurial spirit of Estonian residents, the business environment in Estonia and competitiveness of local enterprises. Support programmes and development activities are intended for all Estonian businesses. It is planned to conduct a survey in 2008 on development trends in small and medium size enterprises in Estonia. The survey will,

among other things, allow analysing the regional differences of businesses, linguistic skills of entrepreneurs and other peculiarities.

Strategy for the Field of Housing in Estonia for 2007–2013

The Ministry of Economic Affairs and Communication, Government order no 35 dated 17.01.2008

Strategy for Housing in Estonia is the main strategic document for the field of housing and it defines strategic goals, directions and principles for housing policy till 2013. The main objective in the field of housing is to ensure availability of suitable and affordable housing, development of balanced, high-quality sustainable housing resources and diversity of living spaces. All people in Estonia who need it most can apply for support to improve their living conditions regardless of their ethnicity on the equal basis.

Strategy of the Ministry of Social Affairs 2009–2012

The Ministry of Social Affairs, approved and signed by the minister of social affairs on 07.03.2008

The mission of the Ministry of Social Affairs is to develop a living environment in Estonia where people have equal opportunities to a dignified life. Strategic goals include ensuring social and economic subsistence, opportunities for development and protection of health, equality and the necessary support for the families. Employment is one of the important factors of social involvement of the working-age population and that ensures economic independence. Even though social security is equally available for all residents of Estonia and it is based on the individual needs of each person, it is recognised that ethnic minorities are in a more difficult position (e.g. the unemployed who do not speak Estonian, children of ethnic minority background). Separate measures to facilitate their subsistence are planned. Social services data registry (STAR) is being created in order to make the provision of social welfare better directed. The registry that will start operating in 2009 enables one to have a full overview of the amount of the social welfare offered and to better assess the needs of the population (including by citizenship and mother tongue).

National Strategy on Prevention of Drug Addiction till 2012

The Ministry of Social Affairs, recorded decision (to be approved) by the Government dated 22.04.2004

The general objective of the strategy is to reduce supply of and demand for drugs, and to establish an effective treatment and rehabilitation system. The priority target group is children and youth. Regional differences are considered in order to create a drug-free environment. The National Institute for Health Development is responsible for the implementation of the strategy. The strategy supports the activities of the Integration Foundation for including drug prevention-related topics in projects and training courses aimed at young representatives of ethnic minorities.

National Strategy on Prevention of HIV/aids for 2006–2015

The Ministry of Social Affairs, 01.12.2005 Government order no 771 dated 07.12.2005

The general objective of the strategy is to achieve a permanent declining trend in the spread of HIV in Estonia, and one of the needs defined is to involve all levels and sectors of the country to limit its spread. In 2008 the strategy supports the Integration Foundation in including the topic of HIV (and drug addiction)

prevention in Citizens' Day activities, activities of Estonian language camps and family studies, youths organisations and youth workers' training programme and teaching materials.

Strategy for Estonian Regional Development 2006–2015

The Ministry of Interior, recorded decision by the Government dated 19.05.2005

The objectives of the strategy are to ensure the development of all regions of Estonia based on the values and peculiarities of each region, and to prevent the concentration of the population and of economic activities in the capital. The state regional policy connects, supplements and coordinates policies in other sectors and considers their regional effects.

Estonian National Action Plan for Economic Growth and Employment for 2005–2007

The State Chancellery, recorded decision by the Government dated 13.10.2005

One of the objectives of the National Action Plan for Economic Growth and Employment is to increase employment through active labour market measures, offering supporting social measures, and through ensuring balance between supply and demand on the labour market. The employment policy focuses on bringing those who have been excluded from the labour market back to the labour market. Special attention is also given to the residents whose mother tongue is other than Estonian.

4.3. Legal and Political Integration

The Principles for Developing the Concept of Estonian Civil Society and the Strategy for Supporting Civil Initiative

The Ministry of Interior, Decision by the Riigikogu dated 12.12.2002 and Government order no 350 dated 15.06.2006

The aim of the principles for developing the concept of Estonian civil society is to increase the citizens' awareness of the underlying principles of a democratic country, civil rights and civil duties. The principles define the basis for partnership between citizens' associations and public authorities, and establish the framework for promoting citizens' activity and for strengthening democracy in Estonia. The aim of the 2007-2010 strategy of the Government of the Republic to support citizens' initiative is to ensure uniform support of the government sector for citizens' initiative by creating favourable conditions for citizens' initiative in Estonia. From the point of view of the integration strategy, the most important aspects are the principles of involvement, partnership and equal treatment expressed in the principles or developing Estonian civil society concept.

Main Aspects of the Estonian Security Policy until 2015, draft

The Ministry of Interior

According to the Government order dated February 1, 2007, the Ministry of Interior together with the partners from the public, private and non-profit sectors shall compile the strategy for internal security by March 2008, defining specific activities aimed at increasing internal security; based on that order the main areas of the security policy were defined and approved by the government of the Republic in October 2007.

The document in question stresses primarily the main principles and defines the most important activities. One of the areas of the security policy is creating the sense of security, which includes reducing inter-ethnic tensions through more effective integration.

Estonian National Broadcasting Strategy for 2009–2012

The Ministry of Culture, Estonian National Broadcasting, decision of the board of the Estonian National Broadcasting no. 1.1 dated 28.02.2008

According to the Estonian National Broadcasting Act, the task of Estonian National Broadcasting is to promote Estonian national culture, to record, preserve and introduce its best achievements while also taking into consideration the interests of the minority groups. The aim of the Estonian National Broadcasting is to be an important social forum for sharing thoughts and to ensure availability of important information during crisis situations. The strategy contains measures aimed at expanding the shared media space between Estonian-speaking and Russian-speaking communities. In order to achieve this support will be given to journalistic shows and talk shows where representatives of both communities will take part, airing immediate high-quality diverse information in order to unite the Estonian- and Russian-speaking audiences. In addition to the Russian-language ETV 24 news portal that was opened in 2007, Estonian National Broadcasting will start a (digital) TV channel in 2009, one of the aims of which is to provide more media coverage on cultural diversity, including the topic of inter-cultural communication and language minorities. When ETV 2 is created, the share of original and informational Russian-language shows will be increased and so will be the number of Estonian-language programmes with Russian subtitles. Russian-speaking (as well as those speaking other languages) journalists and opinion leaders living in Estonia will be involved in order to broaden the common information field for Estonian and residents whose mother tongue is not Estonian.

EIS 2008–2013 covers several areas of administration.²⁰ The integration strategy combines development plans of various sectors and organisations into one document and also adds the measures directed at integration that receive funding within the framework of this integration strategy.

²⁰ Handbook on Strategic Planning. Ministry of Finance. Tallinn, 2006

5. Description of the Management Structure

Overall responsibility for the integration strategy lies with the Ministry of Culture since this is where all the information is concentrated regarding integration activities, outcomes of integration related studies/surveys both from Estonia and abroad.

Strategic inter-sector management of EIS is conducted by the **Steering committee** functioning under the body bearing general responsibility, and it is assisted by the **Steering group** if and when immediate attention is needed. The Ministry of Culture organises the work of the Steering committee and the steering group both in substance and in technical aspects.

The Steering Committee

After the Government of the Republic has approved the strategy, the Steering committee over viewing its implementation is formed. The Committee provides feedback, monitors the performance and makes amendments to the implementation plan, if necessary.

The Minister of Culture is the chair of the committee, through whom the Steering committee informs the Government of the Republic on matters pertaining to the integration strategy. The steering committee is formed from representatives of line ministries responsible for implementation of measures, of the Integration Foundation, and other stakeholders related to the strategy. The Minister of Culture proposes changes and additions to the composition of the Steering committee.

Each institution nominates one member to the Steering committee and that person is authorised to make decisions in the committee on behalf of the institution. Representatives of stakeholders related to the development plan are appointed to the Steering committee through consultations with the interest groups that include, among others, organisations representing residents of Estonia whose mother tongue is not Estonian, NGOs, institutions of higher education and research as well as organisations representing employers.

The Steering committee:

- approves the report compiled by the steering group on the results of implementing the integration strategy, the report is presented to the Government of the Republic once a year, by no later than March 31;
- if necessary, makes proposals to the Government of the Republic through the Minister of Culture on issues of the 2008-2013 integration strategy and changes to its implementation plan. Then, based on the general scheme of planning the national budget as well as that of ministries, the Minister of Culture presents the new implementation plan to the Government of the Republic for approval by no later than March 31;
- under the direction of the Minister of Culture initiates in 2012, if necessary, compilation of the integration programme for the next period basing it on the results of the mid-term appraisal of the 2008-2013 integration programme;

In order to perform the tasks listed above, the Steering committee has the right to:

- receive activity reports from all institutions responsible, including analysis of effectiveness by no later than January 31;
- receive additional proposals for the implementation plan from all institutions responsible by no later than February 15;

- receive necessary documents and relevant written or oral information from state and local government institutions;
- involve state and local government institutions, as well as representatives on non-government organisations, respective experts, outside experts and other people in solving questions discussed by the Steering committee;
- form working groups and expert committees.

The Steering Group

The Minister of Culture, who is also responsible for the integration strategy, creates the Steering group for over viewing questions of the strategy needing immediate attention, monitoring implementation and coordinating information between various ministries and institutions implementing the programme. Steering group membership consists of the line ministries providing the funding for measures, and government authorities. The steering group is chaired by an official designated by the Minister of Culture .

The official nominated by a line ministry to the Steering group is responsible for the internal approval procedure at the ministry and for preparing materials and briefs necessary for making decisions.

The Steering group:

- regularly collects data about the implementation plan of the integration strategy and related strategies, also regularly analyses the development of integration and related processes; and based on that compiles an activity report to the Steering committee by no later than January 31, incl. analysis of effectiveness of activities for the previous year;
- arranges internal negotiations in one's organisation regarding implementation of the integration strategy and strategies related to it and inclusion of activities aimed at integration in the organisation-based strategies;
- prepares materials necessary for making decisions by the Steering committee;
- distributes information among the parties involved in implementation of the strategy and the beneficiaries as well as to the public.

Responsibility for measures

Ministries are responsible for implementing the measures, and they ensure, within their competence and the tasks defined, that:

- measures are purposefully developed and effectively implemented;
- there is coordinated work in implementing the measures;
- there are reports presented on the implementation of the measures.

An overview of the ministries, as well as those institutions performing activities, responsible for the measures is given in the section strategy implementation plan.

Institutions implementing activities

Measures are implemented by the ministries themselves, but also by their departments, local governments, higher education establishments, non-government organisations and other institutions. The Integration Foundation established by the Government of the Republic organises many of the activities, as it is the main partner of cooperation to ministries responsible for measures set in the section strategy for 2008-2013. The foundation brings together data, experiences and feedback regarding effectiveness of activities and employs it in implementing the integration policy.

Monitoring and evaluating the strategy

Activities of the integration strategy gradually become part of daily activities of various authorities, which means that the need for analysing implementation of the strategy and for coordinating activities will increase.

The Steering group under the auspices of the Minister of Culture constantly monitors and analyses the implementation of the 2008-2013 integration strategy, provides feedback to the partners implementing the strategy and to the public.

In order to support the administration and monitoring of the implementation of the strategy, each year an analysis on different areas of integration is prepared, which gives an overview of integration and the related activities and of the effectiveness of implementation of the strategy. By March 31 each year, a report on implementation of the strategy for the previous year is prepared under the auspices of the Minister of Culture, which is approved by an order of the Government of the Republic.

In 2010 the Minister of Culture will arrange a mid-term evaluation of the 2008-2013 integration strategy, which will be the basis for compiling the 2011-2013 implementation plan. If necessary, in 2012 the Government of the Republic will initiate the compilation of a new integration strategy in order to continue with coordinated integration related activities.

On completion of the activities in 2008-2013 integration strategy a final report will be compiled under the auspices of the Minister of Culture by no later than June 30, 2014, and the report shall be approved by the Government of the Republic.

Updating the implementation plan

Implementation plans for 2008-2010 and 2011-2013 will be compiled for planning integration strategy activities. The implementation plan is updated each year. Based on the annual activity reports, the ministries responsible will submit their proposal for changing the next year's implementation plan in their sphere of responsibility to the Minister of Culture by no later than February 15 each year.

The Steering group collects information on changes for the current year and, if necessary, initiates negotiations for changing the implementation of other measures planned for the same year or making changes in the implementation plan for next year or in the strategy as a whole.

The Minister of Culture is responsible for updating the implementation plan in cooperation with all responsible ministries and presents it to the Steering committee for approval. After it has been approved by the Steering committee the Minister of Culture submits the implementation plan to the Government of the Republic for approval. The relevant ministers are responsible for financing the activities in the implementation plan and for them being reflected in the strategies of the ministries. Changes in the implementation of the implementation plan need to be considered when compiling draft budgets based on the strategies of the ministries.

6. Financing and Cost Estimations

The costs given below are estimations. The estimation is made in cooperation with the line ministries and authorities. It is based on: a) experience received from the implementation, extent and costs of similar measures in the previous state programme “Integration in Estonian Society 2000-2007”; b) analyses and feasibility studies of the extent and costs of new measures. The cost estimations state the funding from the national budget and outside funding separately.

Costs and funding of the measures and activities of the strategy are described in more detail in the implementation plan which is compiled for two periods: I period for 2008–2010 and II period for 2011–2013. The detailed funding plan is to be approved together with the annual state budget. Funding for 2008 is already included in the budget of respective ministers and has been approved by them.

Sources of Funding

Activities in the implementation plan are funded from the budgets of the ministries and from external sources, including the European Social Fund and the European Fund for the Integration of Third-country nationals. Cost estimations for activities in the implementation plan must be coordinated with the strategy of the ministries responsible for each measure and the estimation is adjusted simultaneously in coordination with the planning processes at the ministries.

Each year the strategy’s Steering committee adjusts and updates both the costs of the implementation plan measures and activities, and the structure of the implementation plan based on proposals by ministries and outside sources of funding, those benefiting from the strategy and by other parties.

7. Compilation of the Strategy

Compilation of the “Estonian Integration Strategy 2008–2013”

On 15.12.2005 the Minister for Population and Ethnic Affairs presented to the Government of the Republic the initial task for compiling the new strategy entitled “Estonian Integration Programme 2008–2013”.

In spring of 2006 the minister responsible for the state programme, formed a 25-member expert committee for compilation of the strategy. The committee was comprised of specialists in various fields of integration, members of Riigikogu, representatives of employers, employees, scientific research institutions, non-governmental organisations representing ethnic minorities as well as other parties. The task of the expert committee was to collect initial data and order background research to determine the target group, main and secondary goals, implementation principles, implementation plan, criteria to enable assessment of effectiveness of the proposed section strategy and the means necessary for its implementation.

A seven-member working group was created to assist the expert committee. The working group collected proposals from line ministries and authorities, integration projects' plans from other parties, processed them and based on those compiled a draft version of the integration strategy. Russian-speaking experts in various fields of integration were also involved in discussions over the draft version of the development plan.

Representatives of all relevant ministries and other organisations involved have been involved in the compilation of the strategy since November of 2006, including the Integration Foundation, the Ministry of Education and Research, the Ministry of Economic Affairs and Communications, the Ministry of Internal Affairs, the Ministry of Social Affairs, the Ministry of Finance, the Ministry of Justice, the Ministry of Culture, the Labour Market Board, the National Examination and Qualification Centre, the National Institute for Health Development, and the Office of the Chancellor of Justice.

In May 2007, a consortium that had been awarded the “Development of the State Integration Programme 2008-2013” public procurement contract for Transition Facility project funded by the European Commission joined the strategy compilation process. The consortium consists of Centre for Policy Studies PRAXIS (leading partner), the Tartu University, the Institute of Baltic Studies, Hill & Knowlton Estonia Ltd, and Geomedia PLC. The task of the consortium was to support the development of the 2008-2013 integration strategy through research, strategic consultations, compilation of a communications plan and through organising involvement and information events and study trips.

The language and the format used for the integration strategy were overseen by the Institute of the Estonian Language.

Involving the Public in the Compilation of the Integration Programme 2008–2013

Target groups of the integration strategy and the relevant social partners, as well as experts in relevant fields, presented their proposals and amendments to the draft of the integration strategy in order to achieve consensus on the objectives, target groups and the main measures. On August 1, 2007, the official working draft of the integration strategy was made public on the www.osale.ee website. On September 7 and September 14, 2007, information and feedback seminars were conducted in Tallinn and Jõhvi where

programme priorities were presented to over 120 representatives of the stakeholder group of the integration strategy. The participants had the opportunity to propose amendments to the draft version of the integration programme. Representatives of the ministries and members of the expert committee examined all proposals and these became an important basis for the compilation and improvement of the integration programme.

Consultations were held with political parties represented in the Riigikogu, the line ministries and university researchers of different cultural backgrounds and mother tongues in order to prepare the integration strategy in its current form. On October 18-19, 2007, an international conference with over 150 participants was held in Tallinn in order to gather a broader audience when discussing the questions of the feasibility of the objectives, the most important challenges and the measures set in the integration strategy. Prominent integration and ethnic relations experts from 8 countries compared the situation in Estonia with the other countries' experience in the field of integration. On December 14, 2007, the integration strategy was officially presented to almost a hundred people in Tallinn. Negotiations and consultations with interest groups and parties were led by the Minister for Population and Ethnic Affairs and the Integration Foundation in cooperation with Centre for Policy Studies PRAXIS.

unofficial translation

Budget Planned for 2008-2013 for the Section Strategy “Integration Programme 2008–2013” (thousand kroons)

Measures		2008	2009	2010	2011	2012	2013	
V1 – EDUCATIONAL AND CULTURAL INTEGRATION	Pre-school education: In Estonia opportunities have been created for children whose mother tongue is other than Estonian to acquire the Estonian language on the level and in a way that is appropriate to their age.	Measure 1.1: Expanding language teaching and accommodation programmes.	6 050	7 500	7 500	6 000	6 000	6 000
		Measure 1.2: Supporting professional development of teachers and compilation of teaching materials.	2 870	1 700	1 700	2 000	2 000	2 000
		Measure 1.3: Providing information and counselling to local governments, parents and child care institutions.	540	1 400	1 400	700	700	700
	Basic education: Persons who have completed basic education in Estonia are socially competent, value their mother tongue and culture and have sufficient knowledge of the Estonian language necessary to continue their academic studies or work in Estonia.	Measure 2.1: Expanding language teaching and accommodation programmes.	6 955	6 044	6 450	7 000	7 000	7 000
		Measure 2.2: Supporting subsistence in the multi-lingual and culturally diverse environment.	670	550	650	700	700	700
		Measure 2.3: Supporting professional development of teachers and establishing a motivation system.	4 780	7 430	7 045	6 000	6 000	6 000
		Measure 2.4: Compilation of teaching materials.	571	2 000	3 000	3 000	3 000	3 000
		Measure 2.5: Providing information and counselling to local governments, parents and schools.	3 675	4 500	4 500	5 000	5 000	5 000
	Secondary education: Young people who have completed secondary education in Estonia are tolerant towards cultural differences and have acquired the level of command of the Estonian necessary for continuing education or starting working and living in Estonia.	Measure 3.1: Expanding language teaching and accommodation programmes.	1 000	3 000	3 000	2 000	2 000	2 000
		Measure 3.2: Supporting professional development of teachers and establishing a motivation system.	11 559	7 490	7 900	7 000	7 000	7 000
		Measure 3.3: Compilation and distribution of teaching and informational materials.	5 700	5 250	5 250	4 000	4 000	4 000
	Vocational education: the people who have acquired vocational education in	Measure 4.1: Implementing language teaching and accommodation programmes.	7 606	4 650	3 300	4 000	4 000	4 000

Measures		2008	2009	2010	2011	2012	2013	
Estonia have the level of command of the Estonian language corresponding to their level of education and professional qualification and are competitive on the Estonian labour market.	Measure 4.2: Training for teachers, principals and practical training guides, including support for studying Estonian.	1 700	2 700	2 700	3 000	3 000	3 000	
	Higher education: Language proficiency of upper high school Russian speaking graduates is sufficient to acquire higher education in Estonian. In the course of teachers' basic and in-service training, teachers are prepared for work in multilingual and culturally diverse teaching environment and with students possessing different level of Estonian language proficiency.	Measure 5.1: Additional training in the Estonian language.	1 500	1 500	1 500	2 000	2 000	2 000
		Measure 5.2: Additional training for teachers and compilation of relevant teaching materials.	330	280	280	300	300	300
		Measure 5.3: Qualification training for teachers, improvement of curricula and compilation of teaching materials.	500	1 300	600	500	500	500
	Opportunities have been created for ethnic minorities and new immigrants living in Estonia to learn their mother tongue and culture, practice their culture, and to preserve their ethnic-linguistic identity and to present it are created.	Measure 6.1: Implementing language teaching and cultural programmes.	10 600	10 900	11 300	10 000	10 000	10 000
		Measure 6.2: Training for teachers and education officials.	950	950	750	1 000	1 000	1 000
		Measure 6.3: Compilation of teaching and informational materials	500	700	1 000	1 000	1 000	1 000
	Equal opportunities have been created for young people and adults of other ethnic background living in Estonia for education and self-realisation outside the formal education system which will promote the dialogue between people of different ethnic background and reduce negative attitudes and preconceptions.	Measure 7.1: Support for youth activities for Estonian and Russian speaking youth in the field of youth work and making them more active.	3 600	4 600	2 600	3 000	3 000	3 000
		Measure 7.2: Extracurricular development of language skills.	5 680	7 600	9 600	10 000	10 000	10 000
		Measure 7.3: Increasing the competence of youth work establishments and youth workers.	1 535	2 240	250	4 000	4 000	4 000
Measure 7.4: Decreasing the differences in participation in civil society organisations between people with different mother tongues.		5 075	135	4 635	4 000	4 000	4 000	

Measures			2008	2009	2010	2011	2012	2013
V2 – SOCIAL AND ECONOMIC INTEGRATION	Conditions for decreasing mother-tongue-based division on the labour market are created.	Measure 1.1: Distributing information on educational and employment opportunities through Russian-language information channels.	2 000	2 000	2 000	2 000	2 000	2 000
		Measure 1.2: Advancing equal opportunities to be competitive through language learning and additional training.	20 370	16 452	17 718	20 000	20 000	20 000
	Opportunities for adult new immigrants to integrate into the society have been created.	Measure 2.1: Developing and expanding accommodations programmes and support activities.	1 500	0	1 000	1 000	1 000	1 000
V3 – LEGAL AND POLITICAL INTEGRATION	Naturalisation process continues and Estonian citizens and permanent residents whose mother tongue is other than Estonian are involved in the civil society the decision making processes in the society	Measure 1.1: Involving naturalised citizens in raising the motivation, knowledge and civil activity of less integrated young people and adults whose mother tongue is other than Estonian.	0	500	500	500	500	500
		Measure 1.2: Supporting the naturalisation process.	5 900	14 500	15 100	15 000	15 000	15 000
	Increasing awareness of equal treatment, and prevention of unequal treatment among all inhabitants of Estonia, including the officials.	Measure 2.1: Raising the public's awareness of unequal treatment and human rights issues.	2 000	1 500	2 000	1 500	1 500	1 500
	Creation of environment supporting integration through raising administrative capacity of government institutions and local governments in the provision of public services to persons with different mother tongues.	Measure 3.1: Improving training for the officials in order to support the integration process.	450	1 250	500	500	500	500
		Measure 3.2: Improving availability of information as public service.	1 670	4 950	1 750	3 000	3 000	3 000
	The part of the shared field of information common to all inhabitants of Estonia will increase; the Russian-speaking audience of the Estonian Public Broadcasting (ERR) will grow.	Measure 4.1: Ensuring development of Estonian Russian-language media and support for closer cooperation between all Estonian media organisations.	0	250	700	700	700	700
Measure 4.2.: Reflection of the cultural diversity of the Estonian society in the media.		4 150	6 650	5 150	6 000	6 000	6 000	

Measures		2008	2009	2010	2011	2012	2013
A – STRATEGY MANAGEMENT AND ASSESSMENT, INTERNATIONAL COOPERATION AND IMPROVING CAPABILITIES OF ORGANISATIONS	Measure 1: Organising management of the strategy to ensure development and effective implementation of the programme and achieving the main objectives ²¹ .	26 753	26 816	30 294	31 000	32 000	33 000
	Measure 2: Organising assessment of the strategy to ensure development and effective implementation of the programme and achieving the main objectives.	4 800	0	1 500	2 000	500	2 000
	Measure 3: Organising informational activities related to the strategy to ensure development and effective implementation of the programme and achieving the main objectives.	450	450	450	500	500	500
	Measure 4: Organising analysis of the implementation of the strategy to ensure development and effective implementation of the programme and achieving the main objectives.	1 580	100	920	1 000	1 000	1 000
	Measure 5: Increasing capabilities of institutions linked with integration through training and other related activities.	0	400	400	400	400	400
	Measure 6: Sharing information and learning from the other countries' experiences in developing and implementing the integration policy.	8 656	600	600	600	600	600
To have an overview of the progress of integration in the Estonian society and to assure efficient and professional implementation of the integration strategy.							
Total for the Strategy		164 226	160 837	167 492	171 900	171 400	173 900

²¹ The amounts of state budget funds for 2009 and 2010 are indicative. The exact sums for 2009 and 2010 will be specified during preparation of the State Budget Act for 2009-2012 and successive years and the associated negotiations.

Appendix 1. Management Chart for the Integration Strategy 2008–2013

