

**Phare project 2003/004-582.03.04  
“Estonian language training and  
teaching in Estonian for non-Estonian  
speakers”**

**Progress evaluation report**  
December 2005

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# Introduction

The progress evaluation of the European Union Phare programme 2003/004-582.03.04 “Estonian language training and teaching in Estonian for non-Estonian speakers” was carried out by research company TNS Emor.

In the form of the EU Phare 2003 programme “Estonian language training and teaching in Estonian for non-Estonian speakers” we are looking at the fourth stage of European Union funded programmes, the objective of which is to create conditions for Estonian language training for the non-Estonian speaking population in Estonia, to guarantee equal access to education and employment opportunities for people living in Estonia. Within the framework of the programme, several activities are being funded, activities that aim to support the Estonian language training of the non-Estonian speakers in Estonia and to develop teaching in Estonian in Russian-medium schools.

The general directions for executing the Phare programme are determined in the Financing Memorandum signed between the European Commission and the Republic of Estonia<sup>1</sup>; programme objectives and implementation principles are determined in further detail in the programme description.<sup>2</sup>

Ministry of Education and Research and the Phare 2003 administrative unit, established at the Non-Estonians’ Integration Foundation, coordinate implementation of this programme. The Central Finance and Contracting department at the Ministry of Finance is responsible for signing the programme-related contracts. The programme is supervised by the Representation of the European Commission in Estonia.

The programme entered into force (Financing Memorandum was signed) on June 9, 2003 and the activities are to be completed by April 20, 2006.

## Objectives

The objective of this progress evaluation is to evaluate the execution of the projects and activities conducted in 2003-2006 within the frames of the EU Phare programme, the achieved results and the short and long-term effects of the programme. Due to the fact that the end of the current Phare programme in 2006 marks the end of the EU Phare support system, the progress report pays special attention to social needs, which the programme is aimed at, and also the sustainability of programme activities.

Evaluations were carried out during the period from July 1 – November 15, 2005, reflecting the current situation of project activities and achieved results as of August 31, 2005.<sup>3</sup>

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<sup>1</sup> Financing Memorandum [http://europa.eu.int/comm/enlargement/fiche\\_projet/document/2003-004-582%20Phare%20National%20programmeme%20for%20Estonia%20-%20First%20Part.pdf](http://europa.eu.int/comm/enlargement/fiche_projet/document/2003-004-582%20Phare%20National%20programmeme%20for%20Estonia%20-%20First%20Part.pdf)

<sup>2</sup> “Estonian Language Training and Teaching in Estonian for Non-Estonian Speakers” (2003/004-582.03.04). Standard Summary Project Fiche. [http://europa.eu.int/comm/enlargement/fiche\\_projet/document/2003-004-582.03.04%20Estonian%20Language%20Training.pdf](http://europa.eu.int/comm/enlargement/fiche_projet/document/2003-004-582.03.04%20Estonian%20Language%20Training.pdf)

<sup>3</sup> If a different date is the basis for the evaluation of the results of certain activities, a corresponding note is made in the report.

The progress report will look more closely at the following aspects associated with the EU Phare programme strategy and its implementation:

**1. Relevance of programme and validity of actions**, including:

- relevance to the objectives and priorities of state integration policies, which are determined in the state programme “Integration in Estonian Society”;
- relevance to the needs of the society, which can be seen from the results of socio-economic analysis and sociological surveys;
- relevance of target groups, those targeted by EU Phare programme activities and the justification of given choices based on aforementioned aspects;
- relevance of project objectives as well as the measures planned for achieving those objectives, and the adequacy of indicators used for evaluating the results.

**2. Efficacy and effectiveness of programme management**, including

- combining programme activities with other programmes and institutions associated with the integration of non-Estonians.

**3. Programme efficiency and impacts**, including

- the achieved results of activities that have already been completed as well as those still taking place and overall efficiency;
- short- and long-term social effects of the programme.

**4. Programme sustainability**, including

- measures and actions devised to guarantee the sustainability of programme activities and maintaining the achieved results.

The following limitations should be taken into consideration in case of this progress evaluation:

- The progress evaluation does not include the financial analysis of EU Phare 2003 programme and its activities. Also, we have not conducted any additional verification of information received from the Non-Estonians’ Integration Foundation, incl. project reports and the validity of data in them.
- Due to a conflict of interest, we will not evaluate the execution and efficiency of the 9th component of the EU Phare programme - “Public awareness of measures developed to assist in social integration”.<sup>4</sup>
- Since this is a progress evaluation of the EU Phare programme and several programme activities were not yet completed when the evaluation was carried out, it is not possible to assess the final efficiency and impact of the corresponding projects and we have based it on interim results of the programme. We have covered and evaluated more thoroughly

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<sup>4</sup> In addition to this interim evaluation, TNS Emor carried out within the frames of the 9th component (“Public awareness of measures developed to assist in social integration”) of the Phare project 2003/004-582.03.04 “Estonian language training and teaching in Estonian for non-Estonian speakers” a survey among Russian schools in Estonia evaluating the situation and needs concerning subject-teaching in Estonian.

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those project components, which had been concluded at the time the evaluation was compiled.

## Methodology

In compiling the progress evaluation, we relied on the analysis of various documents and immediate feedback from different parties of the project, incl. representatives of organisations coordinating the implementation of the programme, those carrying out the activities and representatives of more significant stakeholder groups.

The main sources we can bring out among the analysed documents are documents associated with the state integration programme, programme implementation progress reports and the initial documents and progress reports of the EU Phare 2003 programme.

In compiling this report, we have also taken into account the evaluations of previous Phare programmes:

- Phare project “Social integration and language training programme for ethnic minorities in Estonia” interim evaluation, Pricewaterhouse Coopers. June 2003 (*Estonian translation of the original report in English*);
- Phare project “Social integration and language training programme for ethnic minorities” (ES 0003.01) interim evaluation No. M/ES/EDU/ 02004. Ministry of Education. October 2002 (*original report in English*);
- “Mid-Term Evaluation of Social Integration Projects in Estonia”, Michael Hopkings, Tiit Elenurm, Greg Feldman. May 2000 (*original report in English*).

In collecting immediate feedback, we used semi-structured in-depth interviews. We interviewed the representatives of institutions coordinating the implementation of the programme, experts in the field, those carrying out the activities and the representatives of the EU Phare 2003 programme steering committee. In case of feedback from target group representatives (end users) who participated in programme activities, we have relied on feedback collected mainly within the frames of programme activities, which are generally also reflected in summarized form in the programme’s progress reports.

The complete list of documents, interviews, social surveys, analyses, and other sources used in compiling the progress evaluation, has been brought out in the appendix of this report.

## Presenting the results

In the general part of the progress evaluation report, we have assessed the correspondence of programme objectives and activities to state integration policies and needs of the society. We have also analysed the establishing and achievement of the general and specific objectives of the programme as well as the indicators proposed for evaluating the achieved results. The sustainability of Phare programme activities and longevity of results has been covered as a separate topic. The general part of the report also includes a summary of progress evaluations with main conclusions and recommendations.

In the second part of the report, we have evaluated in greater detail the execution and results of programme activities.

# Summary: conclusions and recommendations

## **Programme relevance, validity of target groups and activities**

The objectives and activities of the Phare programme are in correspondence with and derive directly from the objectives of the state integration programme "Integration in Estonian Society" and its action plans for 2004-2007.

In compiling the Phare programme and choosing the activities, they have been able to foresee and take into account the more significant developments in the field of integration and the needs deriving from them. They've kept in mind the planned transition of Russian gymnasiums to partial subject teaching in Estonian in 2007, which lacked specific action plans and instructions when the programme was compiled. They've also been able to foresee the changes and developments associated with management and implementation of the language immersion programme, which has brought about the need to develop new management bases and principles, and support the expansion of the programme. Thus, the approach and activities planned by Phare programme have been of *problem preventive* nature in many fields of integration.

Alongside the aforementioned new courses of action, supporting the Estonian language training opportunities for non-Estonian, which was included in the previous stages of the Phare support system, has continued within the frames of the current Phare programme – incl. partial reimbursement of Estonian language study fees to those passing the state language exam, free Estonian language courses to social priority target groups and language camps and family exchange programmes supporting the learning of Estonian among non-Estonian children and youth – that depending on the persistence of need and efficiency of activities that have been carried out. Their continuous financing from the Estonian state budget after the end of the Phare 2003 programme also proves the necessity and efficiency of aforementioned actions supporting Estonian language training.

The choice of Phare programme activities' main target groups is valid, based on the objectives and action plans of the state integration programme as well as social needs. Taking into consideration the general expansion of subject teaching in Estonian in Russian gymnasiums, it is completely justified to increase the number of free Estonian language courses for the target group of teachers from non-Estonian schools. At the same time, we can see in case of several programme activities the need to expand them to additional target groups. The activities carried out within the frames of the current Phare programme in the field of education, including in-service training and re-training of teachers and developing teaching materials with the aim to support subject-teaching in Estonia, have been aimed mainly at basic school level, with the objective to prepare the graduates of Russian-medium basic schools for future transition to subject-teaching in Estonian in the gymnasium level. Alongside with the preparing of students, we can also see the obvious needs in case of Russian gymnasiums for in-service training and re-training of (subject) teachers and the development of teaching materials and methodologies supporting subject teaching in Estonian.

We can also refer to the need to involve additional target groups in case of the development and implementation in-service training programs for teaching in a multicultural classroom and developing teacher training modules for teaching in a multicultural environment based on the curriculum in basic school. The need for the knowledge and skills supporting the teaching of groups with multicultural composition becomes obvious in case of pre-school education - the share of

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Russian speaking children in Estonian-medium kindergartens is increasing. The same is taking place in primary schools, where the share of non-Estonian students in Estonian schools/classes is larger compared to the progressive levels.

When evaluating the correspondence of programme activities to social needs and the satisfying of the latter, we cannot help but to take into consideration the limited financial and immaterial resources, which are the prerequisites for carrying out the corresponding activities. For example, the number of activities associated with teacher training and the number of target group representatives included in them is limited not only by the financial means set aside for carrying out those activities but also by the institutional abilities and human resources of the universities and establishments developing and implementing the training programmes.

### **Implementing the programme, efficacy and effectiveness of management**

Carrying out programme activities has taken place according to the initial tasks and thus supports the achievement of programme objectives and expected results.

The following factors have helped with carrying out the programme as planned:

- The administrative performance and competence of the Non-Estonians' Integration Foundation in managing and coordinating the execution of programme activities, which has also been brought out in the earlier progress evaluation of the Phare programme.<sup>5</sup>
- Efficient cooperation with more significant stakeholder groups, incl. for example with the employers of non-Estonian employees, companies offering language courses, coordinators of camps and family exchange programmes, representatives and managements of schools.
- The people chosen to carry out program activities, incl. the great expertise and competence in their field, remarkable ability and experience in project management, which has enabled to avoid and/or successfully cope with the possible risks associated with implementing programme activities (see below).
- Existence of resources and (institutional) support systems aiding with the implementation of programme activities, incl. for example the existence of a national network of language camps' and family exchange programme coordinators and project managers, curriculum and training materials developed during the course of previous projects and applicable in the activities of the current programme.
- The interest and motivation of different parties of the programme, especially those carrying out the programme activities, in achieving the success of programme objectives and its specific activities.
- Efficient publicity measures dealing with programme activities, which has guaranteed the participation of target groups in programme activities and has through this also supported the achievement of programme objectives.

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<sup>5</sup> EU Phare project "Estonian Social Integration and Language Training Programme for Ethnic Minorities in Estonia" interim evaluation. Pricewaterhouse Coopers. 2003.

Among the circumstances complicating the execution of programme activities and achieving the objectives we can bring out the following factors:

- Limitations caused by deadlines set for carrying out programme activities (primarily in case of activities, which are associated with compiling and publishing teaching materials) and the additional time limitations caused by the particularities of several target groups (teachers, employees in the education field) (school and summer holidays, end of semester and academic year).
- Small number of experts in programme fields (incl. experts in the field of subjects, compilers of teaching materials) and the fact of being engaged due to that (i.e. not the lack of necessary expertise).
- The attitudes and values of direct and indirect target groups of the programme, which do not support the carrying out of the project and/or its strategic objectives. As an example, we can bring out the Estonian-speaking target group's lower readiness and interest in participating in project activities (based on the examples of vocational schools' exchange programmes and integration projects of non-profit associations). In case of the attitudes of non-Estonian speaking population – lack of support towards the planned transition to partial subject teaching in Estonian in Russian gymnasiums as of 2007.
- Inadequate opportunities and regulations to guarantee the including of target group representatives in programme activities and a (steady) participation rate, incl. the regulation of personal liability –primarily in case of different training projects aimed at non-Estonian target groups (free Estonian language courses, in-service and re-training of teachers), the participation being based on free will and/or consent from the target group representative's employer.

### **Programme efficiency and impacts**

Because at the time the progress evaluation was compiled, the activities associated with most components of the programme were not completed, the evaluation of results can be based primarily on interim results. Based on the interim results, the ultimate goals of activities can mainly be considered achievable.

Based on the direct outputs and initial objectives of programme activities, we can say that most activities are bearing results and correspond to initial objectives.

The evaluating of more distant and strategic goals of the programme, which are associated with changes in certain processes (e.g. improvement of teaching quality, increase in management abilities etc.), is complicated by the fact that achieving them might not be likely during the timeframe set for carrying out programme activities and they can be evaluated only after the programme has ended. There is also no agreed basis and criteria for evaluating the changes, and the requirement to develop them is included in the initial tasks of a few programme activities.

In analysing the efficiency and impacts of the programme, an alternative approach could also be evaluating integration processes and situation. As we can see from the basis of distribution of funds for implementation of the integration program action plans, 2004-2007, Phare program support makes up approximately one fourth of the budget set aside for carrying out the activities in the sub-programme Education and half of the budget for activities in the sub-program Teaching of Estonian for Adults (see in more detail chapter 1.2).



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## Sustainability of the programme

The sustainability of Phare programme activities can be considered high based on the factors supporting in (see chapter 2.3 for more details):

- There is an interest and motivation expressed by stakeholder groups that are important for programme activities, incl. those carrying out programme activities as well as cooperation partners.
- Expert groups and teams have been created during the course of several activities, they have proved their readiness and ability to cooperate and their existence can be considered as a prerequisite for future activities evolving from the activities of the current programme.
- Financing of several activities carried out within the frames of the Phare programme will continue in the future and we can bring out continued projects in case of several activities.
- In case of language camps and family exchange programmes, a national network of experienced project managers has developed over the years, which can be considered a significant support system for the further development and continuance of given projects.
- To ensure the sustainability of activities supported within the frames of the Phare programme, specific activities are included in it, aimed at guaranteeing the longevity of activities in a specific field.
- The sustainability of project activities is also supported by concentration and communication of competence through carrying out training, which enable the participants to apply the corresponding skills in implementing the given activities in the future.
- The competence acquired in planning Phare programme activities, compiling initial tasks and carrying out the activities, aid in applying for support from other foreign aid programmes and measures. In 2004, the Structural Funds Administrative Unit and Transition Facility Support Unit were established in the Non-Estonians' Integration Foundation, replying on the experiences from Phare administrative unit management among other things.

In case of the factors decreasing the sustainability of programme activities, we must take into consideration the end of several foreign aid programmes, including the EU Phare support system in 2006 and the continuous financing of integration program action plans' execution from the Estonian state budget, which will likely bring along the decrease in total financial resources set aside for the support of integration processes.

An additional risk factor is the so-called phenomenon of "learnt social helplessness", where counting on the continuance of varied support may decrease the input of different programme target groups into helping along the integration processes.

In evaluating the sustainability of project activities we can't leave out the attitudes of the general public, which are a significant prerequisite to the continuance of activities aimed at supporting integration processes. To guarantee the interest and attitudinal support of the wider public as well as project's stakeholder groups, it is important that the results and the activities carried out with the support of the current Phare programme as well as other sources, find continuous approval and media coverage in the Estonian society.

## Recommendations and propositions

Several Phare programme activities have been aimed at increasing and supporting the opportunities of the non-Estonian population to learn Estonian. The efficiency of given activities and permanence of achieved results depends largely on the application of learnt Estonian language skills and the opportunities to use it. Based on the surveys and analysis mapping the usage and knowledge of the Estonian language by the non-Estonian speaking population, the permanence of language skills can be considered a problem especially in case of the (adult) non-Estonian speaking population, whose daily communication and working environment is predominantly Russian-speaking (inhabitants in the Ida-Virumaa region, also the teachers in Russian schools). Therefore, aside from expanding Estonian language training opportunities, more attention should be paid to increasing the awareness of possibilities where to use the acquired Estonian language skills and creating opportunities for that.

Even though the feedback from project facilitators to the actions of Non-Estonians' Integration Foundation in coordinating programme activities was predominantly positive, the one problem they brought attention to was lack of awareness in case of project's progress report requirements and criteria – i.e. what should be included in progress reports, how to compile and formulate them. Therefore it would be recommended to develop proper report templates and corresponding directions, how to formulate them and guarantee their availability to project facilitators to help with progress reporting.

Even though the initial tasks of most Phare programme activities include the task to collect feedback from immediate target groups and end users, it would be recommended to improve the current ways of collecting feedback. The recommendation concerns primarily the language camps and family exchange programmes meant for non-Estonian speaking children and youth. In this case, it would be necessary to map more thoroughly the feedback and evaluations to project activities from children, their parents and teachers, and the families participating in the project, which would be a significant source when evaluating the efficacy and implementation of project activities as well as a prerequisite to conducting them more effectively. The need for more efficient feedback and exchange of information between the Non-Estonians' Integration foundation, who manages-coordinates the programme and its implementation, and the facilitators of language camps and family exchange programmes, and their participants was also brought out in the family exchange programmes' monitoring conducted in 2005.

Since the efficiency and impact of several Phare programme activities is associated with the implementation of compiled teaching and training materials or knowledge and skills passed on during the course of the activities, it would make sense to use observations in schools and kindergartens after the end of programme activities.

In choosing the baselines, indicators and measures suggested for measuring programme objectives and their achievement, it would be recommended to additionally consult political analysis experts and social scientists to guarantee the adequacy and relevancy of objectives and the measures used to evaluate them.

The feedback gathered from those carrying out the project confirms that it is the inclusion of Estonian target groups in project activities that has created difficulties in preparing and carrying out projects involving Estonians and non-Estonians. Therefore it is continually important in case of the Estonian-speaking population to help increase the awareness of the role of Estonians in the development and efficiency of integration programmes, one certain way to do this is more active participation of the Estonian-speaking target group in activities aimed at supporting integration.

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# Correspondence of Phare programme to state integration policies and needs of the society

## Phare programme – background and activities

The current EU Phare project “Estonian language training and teaching in Estonian for non-Estonian speakers” (2003/004-582.03.04 ) is the fourth stage in the EU Phare programme support system for integration processes in the Estonian society.

- The goal of the first stage (project No. ES 9502.02 in 1996-1997) was to develop the national strategy of Estonian language training for non-Estonian speakers. Different language training programmes and projects were also coordinated within the frames of the programme and foreign aid was sought to finance them.
- The goal of the second stage or “Estonian language training programme 1998-2000” (project nr ES 9622.03) was to carry out the Estonian language training strategy through specific projects, incl. language courses for non-Estonian speaking adults, teachers’ training, language camps for non-Estonian speaking youth, intensive language courses for students, campaigns to raise public awareness, activities associated with language policies etc.
- The activities of the third stage or EU Phare project “Estonian Social Integration and Language Training Programme for Ethnic Minorities in Estonia, 2001-2003” (project No. ES0003.01) included Estonian language training in Russian-medium schools, teaching Estonian to adults and raising the public awareness of multicultural issues in Estonia.

EU Phare programme “Estonian language training and teaching in Estonian for non-Estonian speakers” is derived from the state integration programme “Integration in Estonian Society in 2000-2007”, endorsed by the Estonian Government on March 14, 2000 and the goals and action plans of its sub-programmes “Education” (I), “Language training for adults” (II) and “Social competence” (IV) (more detailed approach in chapter 1.2).

The given Phare programme “Estonian language training and teaching in Estonian for non-Estonian speakers” includes 10 components:

1. Development of teacher training (1.1), adult language training (1.2) and language camps and family exchanges for non-Estonian speaking children and youth (1.3).
2. Development of in-service training for teachers
3. Development of additional Estonian-language study materials
4. Development of Estonian-language skills within non-Estonian vocational schools
5. Development of Estonian-language skills in kindergartens
6. Educators’ training programme and teaching materials for late language immersion schools
7. Procurement of equipment and library materials for late language immersion schools
8. Technical assistance to late language immersion schools

9. Development of measures to increase public awareness in order to assist with social integration

10. Integration-related grants for NGOs and local governments

The current Phare programme has continued supporting the activities included in several earlier Phare support programmes, supporting primarily the Estonian language training opportunities for non-Estonian speakers: incl. under the activities supporting Estonian language training for adults (component 1.2) - the project "Interest" providing partial reimbursement of study fees (component 1.2.1; also included in stage II and III of Phare support programme) and free Estonian language courses for employees in spheres of social priority (component 1.2.2; included also in Phare stage III), also the language camps and family exchange programmes supporting extracurricular Estonian language training for children and youth (component. 1.3; included in Phare stages II and III) and the teacher and student exchange programmes between Estonian and Russian vocational schools (included also in Phare stage III).

The teaching of Estonian as the second language is supported only on the basis of pre-primary education through in-service training of Estonian language teachers in Russian kindergartens.

Similarly to previous Phare programmes, this programme also includes activities associated with the development and implementation of measures meant for informing programme target groups and increasing the awareness of issues belonging to the field of integration (component 9).

On one hand, the new directions for support in the current Phare programme are the activities aimed at supporting subject teaching in Estonian, including

- in-service training for teachers on basic school level of general education schools (component 2),
- development of study materials in Estonian (Estonian dictionaries for 10 compulsory subjects) for Russian basic schools (component 3),

and on the other hand, supporting the launching and management of the late language immersion programme, including

- development of training programmes and carrying out training in late language immersion schools and compiling of teaching materials (subject worksheets) (component 6),
- providing IT equipment (computers, printers) and library materials for late language immersion schools (component 7),
- psychological support training for late language immersion schools, late language immersion programmes' management consultations, and developing a new management model (comp. 8).

A new activity within the frames of the Phare programme is also the development of web-based teacher training programmes dealing with multicultural subject-teaching (component 1.1) and supporting integration-related projects through non-profit associations and local governments (component 10) to support the development of integration processes at grass root level. Even though non-profit associations and/or local governments have carried out or been partners in case of several activities funded by Phare programme, this component stands out mainly by the form of support, funding the integration-related initiatives of non-profit associations and local governments.

The total of 4 295 000 EUR has been allocated within the frames of Phare 2003 programme to carry out the activities belonging under the aforementioned 10 components, 3 296 700 EUR of it is direct support from EU Phare programme. The sums are divided in the breakdown of components as follows (see Table 1).

*Table 1. EU Phare programme "Estonian language training and teaching in Estonian for non-Estonian speakers" budget distribution as of October 31, 2005*

COMPONENT	Allocated budget (EUR)				Budget covered by contract (EUR)			
	Phare	Co-fin.	Total	%	Phare	Co-fin.	Total	%
1. Development of teacher training, adult language training and language camps and family exchange projects	1 324 700	496 640	1 821 340	42	1 324 700	496 640	1 821 340	45
2. In-service training for teachers	90 000	-	90 000	2	85 000	-	85 000	2
3. Development of additional Estonian-language study materials	123 000	-	123 000	3	118 800	-	118 800	3
4. Development of Estonian-language skills within non-Estonian vocational schools	154 000	-	154 000	4	154 000	-	154 000	4
5. Development of Estonian-language skills in kindergartens	40 000	-	40 000	1	39 500	-	39 500	1
6. Educators' training programme and teaching materials for late language immersion schools	715 000	182 000	897 000	21	715 000	81 843	796 843	20
7. Procurement of IT equipment and study materials for late language immersion schools	198 000	66 000	264 000	6	193 586	64 529	258 115	6
8. Technical assistance to late language immersion schools	199 000	-	199 000	5	41 857	-	41 857	1
9. Development of measures to increase public awareness in order to assist with social integration	378 000	-	378 000	9	373 500	-	373 500	9
10. Integration-related grants for non-profit associations and local governments	75 000	25 000	100 000	2	73 452	24 484	97 936	2
11. (Memorandum of cooperation) Management costs of the programme officials support unit	-	228 660	228 660	5	-	228 660	228 660	6
<b>TOTAL</b>	<b>3 296 700</b>	<b>998 300</b>	<b>4 295 000</b>	<b>100</b>	<b>3 119 395</b>	<b>896 156</b>	<b>4 015 551</b>	<b>100</b>

We can see in the programme budget that approximately one third of the current Phare programme funds are initially meant for supporting the late language immersion programme (components 6, 7 and 8). At the same time, the volume of activities aimed at subject teaching in Estonian makes up approximately one tenth of the programme budget (components 2, 3, and 4).

The **biggest share** of the current Phare programme budget is made up by component 1 (which in turn consists of three sub-activities – development of teacher training programmes (comp. 1.1), Estonian language training for adults (comp. 1.2) and language camps and family exchange programmes for non-Estonian children and youth (comp. 1.3)), a significant share of which comes from co-financing, and funds allocated for component 6 (development of training programmes and

teaching materials for late language immersion schools). Funds allocated for the development of Estonian language skills in kindergartens have the **smallest share** in the total budget (comp. 5).

Based on Phare 2003 programme components and the distribution of funds, we can distinguish between three main areas of support in programme activities:

- supporting Estonian language training of non-Estonian speaking adults, children and youth;
- supporting subject teaching in Estonian in general education and vocational schools;
- supporting the management and implementation of late language immersion programme.

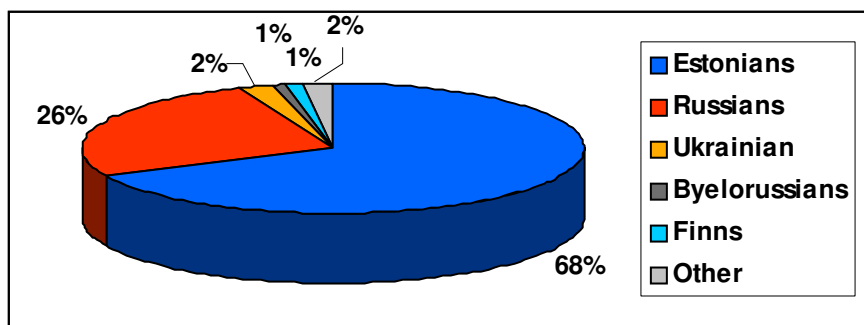
The relevance of Phare 2003 programme objectives and activities, i.e. correspondence to the objectives and action plans of the state integration programme and the needs of the society, are looked at in the next chapter.

## Correspondence of Phare programme to state integration programme and needs of the society

The need to apply and support varied integration measures is caused by the multi-national composition of the Estonian society, which is (besides the large share of other ethnic groups in the total population) also characterised by the distribution of population into different legal categories based on nationality, incl. Estonian citizens, citizens of other countries and people with undetermined citizenship.

According to the 2000 census, the total population of Estonia was 1 370 052 people. Estonians made up 68% of the total population, i.e. 930 219 people and the share of representatives of other ethnic groups was 32%, i.e. 439 833 people. 351 178 among them were Russian, i.e. 26% of the total population.<sup>6</sup>

Graph 1. Inhabitants of Estonia by nationality, 2000

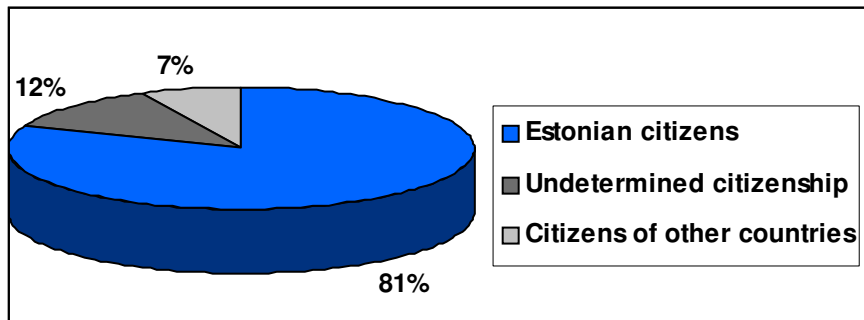


According to the Citizenship and Migration Board, in 2003, people with Estonian citizenship made up 81% of permanent residents, citizens of other countries – 7% and people with undetermined citizenship – 12%. The distribution of Estonian population by legal status has not changed

<sup>6</sup> Statistical Office of Estonia. [www.stat.ee](http://www.stat.ee)

significantly compared to the data from 1999 (in 1999, 80% were Estonian citizens, 13% - people with undetermined citizenships and 7% - citizens of other countries 7%).<sup>7</sup>

Graph 2. Legal status of Estonian population, 2003



A factor complicating the initial position of integration processes is the regional concentration of non-Estonian speaking population and other nationalities. Thus, non-Estonians make up 80% and more of the permanent inhabitants in the North-East Estonia. In Tallinn the share of non-Estonian speaking inhabitants is almost half of all inhabitants.

The objectives of the state integration policy, where the choice of objectives and activities of the Phare programme is derived from, are determined in the state programme “Integration in Estonian Society 2000-2007” (approved by the Government of Estonia on March 14, 2000).

According to the state integration programme, the integration of the Estonian society means on one hand, *social harmonization of society* – creating and promoting something uniting all members of the society – and on the other hand, *enabling the maintenance of ethnic differences* – offering ethnic minorities the opportunity to preserve their cultural and ethnic differences. Integration is seen as a bilateral process, where *Estonians as well as non-Estonians* participate equally.<sup>8</sup>

- In case of the non-Estonian target group, integration is expressed through the gradual disappearance of those barriers that are currently preventing many non-Estonians from being competitive on the Estonian labour market, partaking in the education opportunities, participating in local cultural and political life. Those barriers are primarily associated with Estonian language proficiency and insufficient knowledge of the local culture, insecure legal status, but also the fears and prejudices caused by rapid changes in the society.
- In case of the Estonian target group, integration is expressed through reversion of unfriendly attitudes towards ethnic minorities in the context of accepting the multicultural model of society, and decrease in fears concerning the preservation of national identity and cultural domain.

The outcome of the integration process facilitated by the state programme is the Estonian model of multicultural society, characterised by *the principles of cultural pluralism, a strong common core and the preservation and development of Estonian cultural domain*. By common core they mean general humanistic and democratic values, common sphere of information and Estonian-language

<sup>7</sup> *Citizenship and Migration Board yearbook 2003*. [www.kma.ee](http://www.kma.ee)

<sup>8</sup> Hereinafter: *State programme “Integration in Estonian Society 2000-2007”*; approved by the Government of Estonia on March 14, 2000

environment, common state institutions and values based on the knowledge of Estonian history, being the citizen of the Estonian republic and being aware of the multiculturalism of Estonian society.

The state program facilitated process in the society is described in greater detail through the following main spheres and objectives in their unison and interaction:

- Linguistic-communicative integration, i.e. a common sphere of information and the re-creation of an Estonian-language environment in Estonia under conditions of cultural diversity and tolerance;
- Legal-political integration, i.e. the formation of a population loyal to the Estonian state and the reduction of the number of persons without Estonian citizenship;
- Socio-economic integration, i.e. the increased competitiveness and social mobility of every member of Estonian society regardless of their ethnic or linguistic attributes.

The objectives in the state programme and activities for achieving them are divided into four sub-programmes by spheres:

I. General objective of sub-programme "Education": basic school graduates are socially competent and have medium-level knowledge of the Estonian language and secondary school graduates have the Estonian language knowledge necessary for everyday life and work, are capable of continuing their education in Estonian.

II. General objective of sub-programme "Education and culture of ethnic minorities": ethnic minorities have the opportunities to get an education in their mother tongue and to preserve their culture.

III. General objective of sub-programme "Teaching of Estonian to adults": Opportunities have been created for non-Estonian adults to improve their knowledge of Estonian and to raise their socio-cultural competence.

IV. General objective of sub-programme "Social competence": Inhabitants of Estonia participate actively in the development of civil society regardless of their nationality and native tongue, attitudes of Estonians and non-Estonians are favourable to the achievement of the main aims of the state programme, and the improvement in the situation of population groups with serious social special needs.

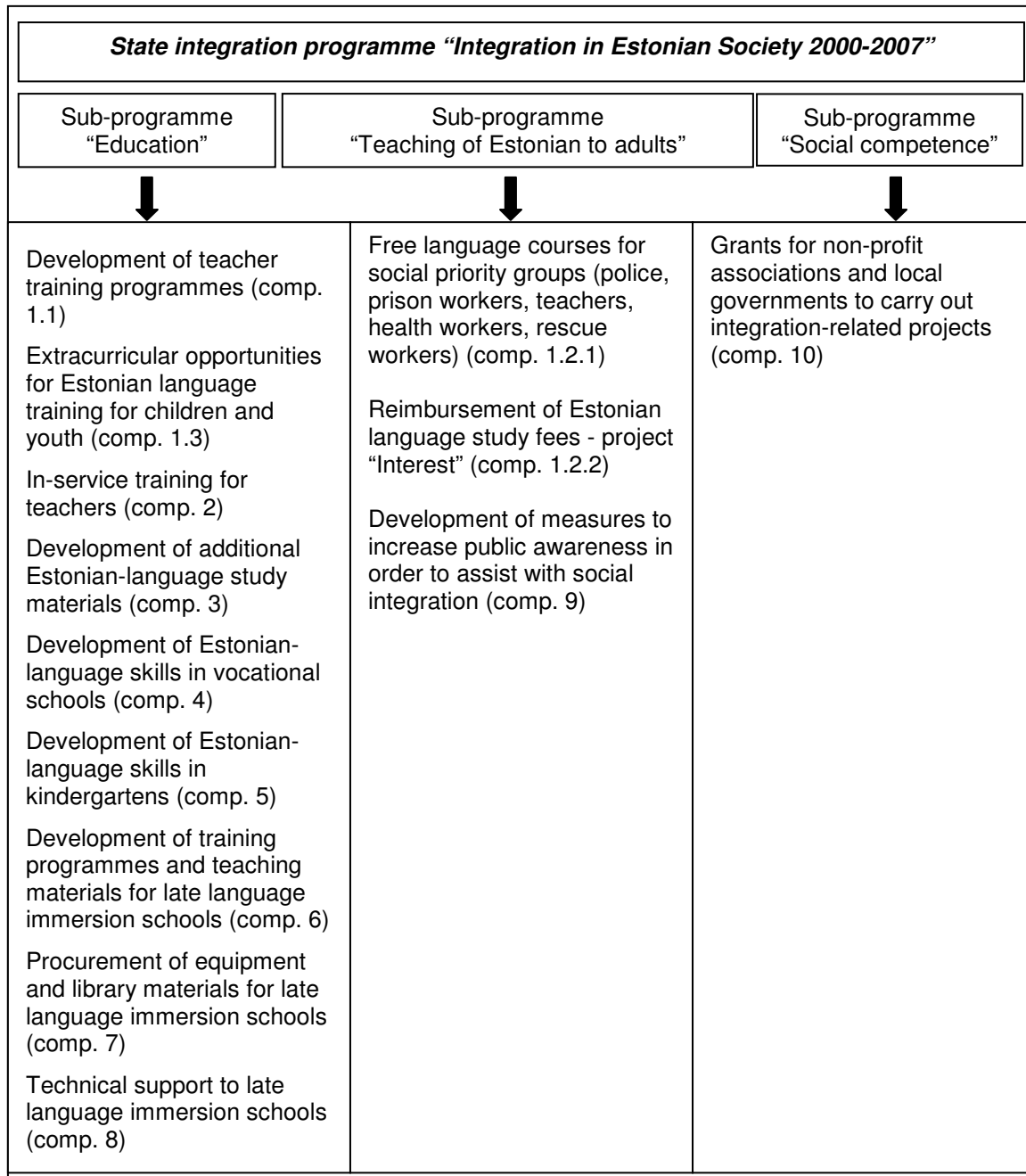
Phare programme analysis shows that programme components and the activities carried out within their frames are mainly aimed at achieving the objectives of sub-programmes "Education" and "Teaching Estonian to adults" and to a smaller extent also the objectives of sub-programme "Social competence" (see graph 3).<sup>9</sup>

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<sup>9</sup> Hereinafter: *State programme "Integration in Estonian Society 2000-2007" sub-programmes' action plans for 2004-2007*. Approved by the Government of Estonia on April 14, 2005



Graph 3. Association of Phare programme activities with state integration programme



By the extent of activities as well as volume of funds, the input of Phare 2003 programme can be considered the largest in the field of education. Basing it on the education sub-programme action plans of the state integration programme for 2004-2007 shows us that Phare programme activities are closely related with several objectives and missions in the action plan.

Table 2. Association of Phare programme activities with the objectives and action plans of sub-programme "Education", 2004-2007

<b>Objectives and mission of state integration programme's sub-programme "Education" 2004-2007</b>		
<i>To expand the network of kindergartens and schools involved in the language immersion programme in the whole country so that by 2007 early language immersion would exist in 20 kindergartens and 7 schools and late language immersion in 19 schools.</i>	<i>To guarantee the necessary conditions to make possible the transition to subject teaching in Estonian in Russian-medium schools in 2007 in the extent specified in legislation.</i>	<i>To increase the quality of Estonian language training in Russian schools through in-service training of teachers</i>
<b>Phare 2003 programme activities</b>		
Development of training programmes and teaching materials for late language immersion schools (comp. 6) Procurement of equipment and library materials for late language immersion schools (comp. 7) Technical assistance to late language immersion programme (comp. 8)	In-service training for teachers (comp. 2) Development of study materials (Estonian dictionaries) for basic schools (comp. 3) Teacher and student exchanges between Estonian and non-Estonian vocational schools with the purpose to learn and practice Estonian; developing and publishing Russian-Estonian dictionaries for non-Estonian vocational schools (comp. 5)	Training for teachers teaching Estonian as the second language in kindergartens (comp. 4)

In addition to abovementioned activities in the table, they have continued within the frames of the current Phare programme to support extracurricular learning of Estonian as the second language and opportunities to practice Estonian for non-Estonian speaking children and youth through language camps and family exchange programmes.

Within the frames of the Phare programme, training on tolerance (comp. 1.3) is also conducted among the students who have participated in the children and youth language camps, supporting the respective objective of the education sub-programme– to conduct training on tolerance among the students and teachers of Estonian and Russian schools.

In addition to that, the developing of teacher training modules for subject teaching in a multi-cultural environment (comp. 1.1) is also associated with the objectives and mission of the Education sub-programme, improving the professional skills of teachers when it comes to working in a multi-cultural environment and tying multiculturalism-related topics with subjects they teach.

The importance of the Phare programme in achieving the objectives and tasks of the Education sub-programme is also reflected in the fact that the programme budget makes up 51% of all foreign aid resources and almost one fourth of total budget, which is aimed at carrying out the state integration programme's activities and objectives in the field of education during 2004-2007 (see Table 3).

Table 3. Relative importance of EU Phare programme in the budget of sub-programme "Education" (thousands of kroons)

<b>Source</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>Total</b>	<b>Total %</b>
<b>Total state budget</b>	<b>9380</b>	<b>17350</b>	<b>21649</b>	<b>19415</b>	<b>67794</b>	<b>100%</b>
<b>Total foreign aid</b>	<b>26216</b>	<b>14980</b>	<b>12049</b>	<b>5338</b>	<b>58583</b>	<b>100%</b>
<b>Phare 2003</b>	<b>12078</b>	<b>10245</b>	<b>7581</b>		<b>29904</b>	<b>51%</b>
Other foreign aid	14138	4735	4468	5338	28679	49%
<b>Total</b>	<b>35596</b>	<b>32330</b>	<b>33698</b>	<b>24753</b>	<b>126377</b>	

The Estonian language training opportunities for adult non-Estonian speakers are supported within the frames of the Phare programme through two activities –free language courses for non-Estonian workers in socially high priority fields and study fee reimbursement project "Interest". The linguistic-communicative integration of non-Estonians, which is one of the missions of the given sub-programme, is also supported through informing the general public and specific target groups.

Table 4. Association of Phare programme activities with the objectives and action plans of the sub-programme "Teaching of Estonian to Adults" 2004-2007

<b>Objectives and mission of the state integration programme's sub-programme "Teaching of Estonian to Adults" 2004-2007</b>	
<i>Expanding the Estonian language training in order to ensure Estonian language proficiency at a level sufficient for everyday and work-related communication</i>	<i>Supporting the linguistic-communicative integration of non-Estonians through the involvement and notification of the public.</i>
<b>Phare 2003 programme activities</b>	
<i>Free language courses for social priority groups (police, prison workers, teachers, health workers, rescue workers) (comp. 1.2.1)</i>	<i>Development of measures to increase public awareness in order to assist with social integration (comp. 9)</i>
<i>Study fee reimbursement project "Interest" (comp. 1.2.2)</i>	

While the Phare programme support made up almost one fourth of the budget set aside for carrying out the education sub-programme, the Phare 2003 programme budget makes up slightly more than a half (52%) of the funds aimed at supporting the sub-programme "Estonian language training for adults" 2004-2007, making up the total of 96,5% of the foreign aid resources (see Table 5).

Table 5. Relative importance of EU Phare programme in the budget of sub-programme "Estonian language training for adults", 2004-2007 (thousands of kroons)

Source	2004	2005	2006	2007	Total	Total %
<b>Total state budget</b>	<b>2811</b>	<b>2800</b>	<b>6250</b>	<b>6100</b>	<b>17961</b>	<b>100%</b>
<b>Total foreign aid</b>	<b>7869</b>	<b>9936</b>	<b>3052</b>		<b>20857</b>	<b>100%</b>
<b>Phare 2003</b>	<b>7133</b>	<b>9936</b>	<b>3052</b>		<b>20121</b>	<b>96,5</b>
Other foreign aid	736				736	3,5
<b>Total</b>	<b>10680</b>	<b>12736</b>	<b>9302</b>	<b>6100</b>	<b>38818</b>	

Compared to the previous sub-programmes, the direct support from the Phare programme to achieving the objectives of the sub-programme "Social Competence" is smaller. To support the integration-related co-operation between the third sector and state institutions, they supported the integration-related initiatives taken by non-profit associations and local governments.

Table 6. Association of Phare programme activities with the objectives and action plans of the sub-programme "Social Competence" 2004-2007

<b>Objectives and mission of the state integration programme's sub-programme "Social Competence" 2004-2007</b>
<i>Developing co-operation between the third sector and state institutions in the area of the integration.</i>
<b>Phare 2003 programme activities</b>
<i>Funding to non-profit associations and local governments to carry out integration-related projects</i>

Phare programme makes up 3% off the total aid given to the sub-programme "Social Competence" (see table 7).

Table 7. The share of EU Phare programme in the budget of sub-programme "Social Competence", 2004-2007 (thousands of kroons)

Source	2004	2005	2006	2007	Total	Total %
<b>Total state budget</b>	<b>3396</b>	<b>10750</b>	<b>5806</b>	<b>4895</b>	<b>24847</b>	<b>100%</b>
<b>Total foreign aid</b>	<b>2533</b>	<b>12983</b>	<b>10857</b>	<b>11023</b>	<b>37396</b>	<b>100%</b>
<b>Phare 2003</b>	<b>939</b>	<b>235</b>			<b>1174</b>	<b>3%</b>
Other foreign aid	1594	12703	10857	11023	36177	97%
<b>Total</b>	<b>5929</b>	<b>23688</b>	<b>16663</b>	<b>15918</b>	<b>62198</b>	

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In conclusion, we can thus say that Phare programme activities and the included target groups correspond directly to the objectives of the state integration programme.

Alongside the state integration policies, it is more complicated to evaluate the correspondence of programme objectives and activities to social needs.<sup>10</sup>

Evaluations to, *to what extent the activities of the current programme can meet social needs*, would require a thorough mapping of the needs and evaluating the extent by different fields, which is too extensive for this progress evaluation.

Thus, we have chosen an alternative approach, where we have *identified the needs, which are trying to be met with programme objectives and activities* based on social and political developments and have evaluated, how adequate are the measures applied within the frames of the Phare programme, considering specific needs.

The key issue in evaluating the Phare programme is also - *to what extent they have been able to foresee the more significant integration-related social and political developments and processes when compiling the programme*.

In this progress report the correspondence of Phare programme activities to social needs has been looked at more specifically in the chapters dealing with the activities in each field, bringing out more significant social developments and problems.

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<sup>10</sup> Based on the presumption that the objectives and action plans of the state integration programme derive from social needs, we can evaluate the correspondence of Phare programme activities to social needs through *to what extent the Phare programme corresponds to the state integration programme*.

# Achieving the overall objectives of Phare programme and sustainability of activities

## Achieving the overall objectives of Phare programme

According to the wording of the general objective deriving from the state integration programme, the activities of Phare 2003 programme should help *creating a cohesive civil society in which all people within Estonia have equal access to education and employment opportunities*.

Six indicators have been suggested for measuring the given objective:

- knowledge of Estonian among the non-Estonian speaking population
- awareness of the importance of Estonian language and opportunities for learning it
- decrease in the number of people with undetermined citizenship
- increasing the awareness of the need for tolerance and cooperation between ethnic groups
- decrease in the unemployment rate among non-Estonian speaking population
- obtaining of higher education in Estonian among non-Estonian speaking youth

On one hand, the chosen indicators include the *prerequisite* for achieving a cohesive civil society and equal opportunities – i.e. non-Estonian speaking population's knowledge of the official language, having Estonian citizenship and the attitudes and values supporting the cohesiveness of society and equal opportunities; and on the other hand, the *results* of achieving it – decrease in unemployment among non-Estonian speaking population (or an increase in the share of non-Estonian speaking people occupied in the labour market) and the obtaining of higher education among non-Estonian speaking youth.

The suggested indicators are either directly or indirectly connected with Phare programme activities. Phare 2003 programme activities directly support the following:

- Estonian language training for non-Estonian speakers, children-youth as well as adults, increase in the awareness of the importance of Estonian language and increasing the awareness of opportunities for learning Estonian;
- improving the conditions for learning Estonian in Russian kindergartens and schools, including creating conditions for implementing subject-teaching in Estonian through teacher training and developing study materials;
- increasing public awareness of integration-related issues, including the need for tolerance and cooperation between ethnic groups.

Decrease in undetermined citizenship and increase in the number of Estonian citizens, decrease in unemployment rates among non-Estonian speaking population and obtaining higher education in Estonian are supported through abovementioned Phare programme activities, especially through

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creating the opportunities and conditions for Estonian language training – keeping in mind that knowledge of the official language is one of the main prerequisites for obtaining Estonian citizenship, finding a job as well as obtaining a higher education in Estonian.

We can also bring to attention several questionable aspects in case of the indicators suggested for measuring the general objectives of Phare programme, and their achievements as well as specific empirical measures.

Based on the objectives that have been set – ... *equal access to education and employment opportunities* – we could base the choice of indicators more on *the comparison of the corresponding opportunities between Estonian and non-Estonian population*, using as an indicator for example the comparison of employment structure (position on the labour market) and education profile (education obtained/being obtained) between Estonian and non-Estonian population. Thus, one of the main conclusions of the 2005 integration monitor is that the employment structures of Estonians and non-Estonians are becoming more similar.<sup>11</sup>

The suggested indicators – unemployment rate and the share of people who have obtained a higher education in Estonian (see table 8 indicators 1.4 and 1.5) – are significant from the point of equal opportunities especially when they are tied to the corresponding indicators of the Estonian population. But the indicators suggested in the current case are limited to temporal comparisons of the corresponding indicators of the non-Estonian speaking population.

For example, equal education opportunities could rather be evaluated through the comparison of the shares of Estonian and Russian schools' graduates who continue their studies in higher education establishments. While in 2004, 65% of Russian gymnasium graduates continued their studies in higher education establishments, incl. 49% on state funded places, the number among Estonian schools' graduates was 69%.<sup>12</sup> At the same time, the wording of indicator 1.5 in the Phare programme is not clear as to who are considered non-Estonian – do they mean students, whose mother tongue is not Estonian or simply graduates of non-Estonian schools.

The comparison of labour market indicators shows that while in 2004 the unemployment rate among non-Estonians was 15,6%, the same indicator was 6,4% in case of Estonians. Thereby, compared to 2003, the unemployment rate had increased among non-Estonians (15,2% → 15,6%) but decreased among Estonians (7,3% → 6,4%). In case of unemployment indicators we must also take into consideration the fact that the higher unemployment rate of non-Estonian population is (among other things) caused by regional unemployment, which is significantly higher in North-Eastern Estonia, populated mainly by non-Estonians, than in other regions of Estonia – while in 2004 the unemployment rate in North-Eastern Estonia was 17,9%, the corresponding indicator in other regions of Estonia was 10%.<sup>13</sup> Thus, the higher unemployment rate of non-Estonians, caused by the regional peculiarity of North-Eastern Estonia cannot be tied to ethnic or language policies but rather to ineffective job policies.<sup>14</sup> Therefore it is not possible to alleviate this problem only by using the measures of language and ethnic policies.

Some indicators raise the question of interpretation and tying them to specific empirical measures. This raises the question, how to understand and measure "speaking Estonian (fluently)" (indicator 1.1). On one hand, it is possible to rely on the respondent's self-evaluation of language proficiency

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<sup>11</sup> Marje Pavelson. "Socio-economic situation of Estonians and Russians in Estonia: expectations and changes". *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University.

<sup>12</sup> *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004*. Tallinn, 2005.

<sup>13</sup> Ibid.

<sup>14</sup> Marje Pavelson. "Socio-economic situation of Estonians and Russians in Estonia: expectations and changes". *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University.

when measuring language skills, which has been used as the measure in this case, but this does not necessarily reflect objectively the actual language proficiency. For example the self-evaluation “sufficient knowledge”, which has been used as a measure for the knowledge of Estonian, could objectively mean a level of knowledge of the language but also *the need for knowing the language* in a specific environment or situation, in relation to which the knowledge of Estonian is considered sufficient or insufficient. An alternative option is to measure language skills through state language levels, in which case we must take into consideration that this measures the objective knowledge of the language only at the moment of acquiring the state language level (passing the exam), not necessarily the knowledge of Estonian over time. Also, the lack of a certificate does not necessarily reflect the lack of knowledge of the Estonian language.

The empirical measures associated with one or another indicator, are not constant over time, i.e. not comparable to baseline indicator, which does not enable to measure the achieving of set goals. Therefore it would make sense to use (official) statistical indicators, collected regularly and on the same basis, instead of or in addition to the measures from surveys, the measuring of which might vary or lack constancy over time. For example in case of the measure proposed for measuring the objective set in case of the Estonian language knowledge of non-Estonians there is no guarantee (indicator 1.1) that it is possible to monitor it from 2000 (which the baseline indicator is tied to) until 2010 (which the objective is tied to).

In case of the indicator concerning the need for tolerance and co-operation (indicator 1.3), questions are raised concerning its interpretation and measurability (the need for tolerance and co-operation specifically in the Estonian society or in a multi-cultural society in principle), expected result (attitude characterizes 90% of non-Estonians and Estonians) as well as the determination of a target group (limited to adult population or does it also include children and youth). The same applies in case of the measuring of the need for tolerance and cooperation, where the indicator proposed in the 2002 integration general monitoring, which could measure people’s general attitudes in case of a multi-cultural society, was not included any more in the 2005 integration general monitoring and it was replaced by another, differently worded indicator. Using of different – though apparently similar – indicators to measure results over time is not justified and it is rather misleading when it comes to evaluating results.

The additional indicator proposed for evaluating the achievement of the general objective of the programme “Awareness of the role and opportunities of language training in the framework of integration” (indicator 1.6) actually includes two different aspects – on one hand, *increasing the awareness of the role (importance?) of the Estonian language* and on the other hand, *awareness of Estonian language training opportunities*. Thus, it would be more reasonable to use two separate indicators. It is also confusing, why the given indicator was initially meant to be tied to qualitative indicator(s), even though in principle it would be possible to use quantitative indicators as measuring instruments (e.g. how many non-Estonians consider the knowledge of the Estonian language important).

*Table 8. Achieving the overall objectives of Phare programme and evaluating the efficiency*

<b>Objective and indicators of achievement</b>	<b>Measuring achievement<sup>15</sup></b>
<i>Creating a cohesive civil society in which all people within Estonia have equal access to education and employment opportunities.</i>	
1.1. Approx. 60% of non-Estonians are	2002 integration monitoring included the

<sup>15</sup> The given data come from the Phare programme steering committee’s quarterly report No 8, which reflects programme activities during the period of 01.05.2005-31.10.2005 and achieved results as of 31.10.2005.



<p>fluent in the Estonian language by the year 2010, compared to respective rate (38%) in 2000 (approx. 168 000 persons from a total number of 440 000)</p>	<p>statement "I know Estonian sufficiently well to live in Estonia" – <i>agree completely + rather agree</i> 44,4%.</p> <p>The same question was also included in the 2005 integration monitoring – <i>agree completely + rather agree</i> 48%.</p>
<p>1.2. Number of persons with undetermined citizenship decreased by approx. 40% by the year 2010 (up to approx. 100 000 persons), compared to respective rate in 2002 (approx. 175 000 persons)</p>	<p>2002 – 172 325</p> <p>2003 – 165 000</p> <p>2004 – 153 500</p> <p>2005 – 147 513</p>
<p>1.3 Approx. of Estonians and non-Estonians are aware of the need for tolerance and co-operation</p>	<p>2002 integration monitoring included the statement "People with different language and cultural backgrounds enrich the society" – <i>agree completely + rather agree</i> 77,3%</p> <p>2005 integration monitoring included the question "Are you disturbed by the customs and lifestyle of Estonians/Russians?" – "<i>not at all</i>" 37% of Estonians and 73% of Russians; "generally not disturbed" 48%</p>
<p>1.4 Approx. 30% decrease in the unemployment rate among non-Estonians by the year 2010 (up to 12,6%), compared to respective rate in 2000 (18,1%)</p>	<p>2001 – 16.9%</p> <p>2002 – 14.9%</p> <p>2003 – 15,2%</p> <p>2004 - 15,6%</p> <p>2005 – 13,5% (2nd quarter)</p>
<p>1.5 5% increase in the number of non-Estonians who obtained a professional qualification in an Estonian-medium higher education institution by 2010, compared to respective rate in 2002</p> <p><u>Proposed correction of data:</u> <i>To maintain the current share of non-Estonians who obtain a professional qualification in an Estonian-medium higher education institution by 2001, compared to respective rate in 2004. (65%)</i></p>	<p>2004 – 65%</p>
<p>1.6 Increase in the awareness of the opportunities and role of language training in the framework of integration</p>	<p>2005 integration monitoring included the questions "Which activities have you undertaken to improve your position in the society?" – 25% of non-Estonians have actively learnt Estonian.</p>

In case of the indicators initially suggested and approved in the Project Fiche for evaluating the achievement of the general objectives of the Phare programme, some changes have also been proposed, induced mainly by the incorrectness of statistical indicators used in the Project Fiche and

the need to adjust baseline indicators.<sup>16</sup> Thus, in case of indicator 1.5 (see table 8) it is proposed to replace the objective of a 5% increase by 2010 among non-Estonians who obtain a professional qualification in an Estonian-medium higher education institution (compared to the respective rate in 2002), by maintaining the respective rate achieved in 2004 (65%) until 2010. The proposal for correction of data is induced by the fact that it is possible to monitor the corresponding rate, i.e. the share of non-Estonians obtaining professional qualification in Estonian-medium higher education institutions, since 2004 when it was first reflected in the database administered by the Ministry of Education and Research. Therefore the corresponding data from 2004, instead of 2002, are proposed as the baseline indicators. Since it is not possible to predict the increase in the given share based on expert evaluations, the proposal is to maintain the corresponding indicator on the same level. Thus, we are not dealing with a principal change or replacement of a corresponding indicator but rather with a justified proposal to adjust it. Therefore the abovementioned evaluation, i.e. the need to relate the given indicator to the corresponding indicator in case of Estonians (see above), still applies.

In conclusion, we can say that even though Phare programme activities support the achievement of general objectives – especially its prerequisites – it is not possible to empirically confirm it based on the suggested indicators and measures.

In addition to the abovementioned general objective, Phare programme activities are also associated with two specific general objectives, which are also derived from the objectives of the state integration programme (see table 9):

- *graduates of non-Estonian general secondary education institutions possess medium-level knowledge of the Estonian language necessary for further education and career requirements;*
- *non-Estonian adults possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication.*

These goals can be considered justified, based on Phare programme activities:

- The activities of the current as well as earlier Phare programmes have been aimed at creating the conditions for learning Estonian as a second language in Russian-medium schools and within the frames of the current programme – also at supporting the implementation of subject teaching in Estonian.
- Estonian language training opportunities for non-Estonian children and youth in the form of language camps and family exchange programmes have been supported within the frames of the current as well as earlier Phare programmes.
- Opportunities for Estonian language training for adult non-Estonian speakers have been created and supported within the frames of the current as well as earlier Phare programmes.

The first indicator (see table 9, indicator 1.1) suggested for measuring the achievement of the first objective is the increase in the share of non-Estonian gymnasium graduates who have passed state language medium level exams during 2000-2006 (78% → 88%). We can see from the given statistical indicators that the share of non-Estonian gymnasium graduates, who have passed state

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<sup>16</sup> *Request for the endorsement of changes in Project Fiche. Project No 2003/004-582.03.04 "Estonian Language Training and Teaching in Estonian for Non-Estonian Speakers". Ministry of Education and Research, October 13, 2005*

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language medium level exams, has increased to 78% in 2004 compared to 67% in 2000. In case of the given indicator, the proposal for correction of data is also associated with adjusting the statistical parameters associated with the indicator, according to which the suggested objective is an increase of approximately 10% among non-Estonian gymnasium graduates, who pass state language medium level exams by the year 2006 (i.e. up to 77% of all non-Estonian gymnasium graduates), compared to the corresponding parameter in 2000 (67%). The proposal for correction of data is induced by the incorrectness of statistical parameters used in the Project Fiche, which has become evident during the later checking and specifying of data while mapping out the trend over time. Thus, due to the adjustment of baseline indicator (67% in 2000, not 78%), the adjustment of the objective is also justified (up to 77% in 2006, not 88%).

In addition to that, we can bring out the fact that compared to 1997, the share of those non-Estonian students and parents according to whom Estonian language training in Russian schools gives good knowledge and communication skills, has increased significantly: 23% in 1997 → 43% in 2005.<sup>17</sup>

Thus, we can say based on the given parameters that the general objective of Phare programme has been achieved, if we base this on proposals for correction of data concerning the indicator and adjusted data.

To measure the objective set in case of adult non-Estonian speakers ... *knowledge of the Estonian language to an extent sufficient for everyday and occupational communication*, the suggested indicator is the share of people passing state language level exams (see table 9, indicator 1.2). A separate issue is, to what extent can we tie the *fact of passing the state language level exam to the knowledge of Estonian*, since passing the state language level exam measures the knowledge of Estonian when the exam is being taken but does not show the proficiency of Estonian over time. Therefore attention has been brought to the problem that Estonian language skills obtained to pass the level exam, are forgotten due to the lack of language and communication practice.

Thus, based on the suggested indicator, it would be recommended to word the objective as follows: *“Non-Estonian adults speak Estonian to the extent (have obtained the knowledge of Estonian to the extent), which is sufficient to pass state language level exam (to obtain the state language level certificate).”*

In the Phare Project Fiche the given indicator is tied to the objective to achieve a 8% increase in non-Estonian adults passing state language level exams by 2006 (up to 70% of all applicants), compared to respective success rate in 2000 (62%). Since it has become evident that there is a need to adjust the statistical parameters used in case of the given indicator (the corresponding parameter in 2000 is 66%, not 62% as originally proposed) and that the corresponding parameter is decreasing in the breakdown of years, a proposal has been made to correct the indicator. According to the proposal, the objective would be to maintain the share of adult non-Estonians (i.e. 66%) who pass state language level exams, based on the adjusted parameter from 2000, on the same level until 2006 (see table 9, indicator 1.2).

The given example shows that contrary to the objective to maintain the share of people passing state language exams on the same level as in 2000 (66% of all applicants), the share of those who have passed the state language exam has decreased: from 66% in 2000 → 58% in 2004. Thus, we can predict based on the current data that the corresponding Phare programme objective (either the original or the one included in the proposal for correction of data) is not achievable based on

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<sup>17</sup> Jüri Kruusvall. “Evaluations to the successfulness of integration, future dangers and occurrence of adverse attitudes.” *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University

the given indicators and parameters. Determining the possible reasons behind the decrease in the share of people passing state language exams requires a separate analysis.<sup>18</sup>

Table 9. Achieving the specific Phare programme objectives and evaluating their efficiency

<b>Objectives and indicators of achievement<sup>19</sup></b>	<b>Measuring achievement<sup>20</sup></b>	
<p>1.1. Graduates of non-Estonian general secondary education institutions involved in the project possess medium-level knowledge of the Estonian language necessary for further education and career requirements;</p> <p>1.2. Non-Estonian adults involved in the project possess knowledge of the Estonian language to an extent sufficient for everyday and occupational communication.</p>		
<p>1.1. Approx. 10% increase in graduates of non-Estonian gymnasiums passing state language medium level exam by 2006 (up to 88% of all non-Estonian gymnasium graduates), compared to respective success rate in 2000 (78%).</p> <p><u>Proposed correction of data:</u> Approx. 10% increase in graduates in non-Estonian gymnasiums passing state language medium level exam by 2006, i.e. up to 77% of all non-Estonian gymnasium graduates, compared to respective success rate in 2000 (67%)</p>	<p><u>Original data:</u></p> <p>2000 – 78%</p> <p>2002 – 74%</p> <p>2003 – 77%</p>	<p><u>Corrected data:</u></p> <p>2000 – 67%</p> <p>2001 – 81%</p> <p>2002 – 72%</p> <p>2003 – 78%</p> <p>2004 – 78%</p>
<p>1.2. Approx. 8% increase in non-Estonian adults passing state language level exams by 2006 (up to 70% of all applicants), compared to respective success rate in 2000 (approx. 62%).</p> <p><u>Proposed correction of data:</u> maintaining the current rate of non-Estonian adults passing state language level exams by 2006 (up to 66% of all applicants), compared to respective success rate in 2000 (66%).</p>	<p><u>Original data:</u></p> <p>2000 – 62%</p> <p>2002 – 62%</p> <p>2003 – 63%</p> <p>2004 – 64%</p>	<p><u>Corrected data:</u></p> <p>2000 – 66%</p> <p>2001 – 65%</p> <p>2002 – 62%</p> <p>2003 – 63%</p> <p>2004 – 58%</p>

To evaluate the efficiency of Phare programme activities (in case of free Estonian language courses for non-Estonian speaking employees in social priority fields), it would be necessary to analyse: 1) how large is the share of those who have passed the course and apply to take the state

<sup>18</sup> We can look for the reason among the dynamics of the different levels of state language exam. As we can see from the reimbursement statistics of project "Interest" during 2002-2004, the number of people passing the state language beginner level exam among those receiving reimbursement, has increased (58% → 62% → 68%) and at the same time, the number of those passing medium level exams has decreased (35% → 31% → 27%). The share of those passing advanced level exam has not changed during last three years (7%). Source: *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004. Tallinn, 2005.*

<sup>19</sup> Limiting target groups to non-Estonian secondary education institution graduates and non-Estonian adults involved in the programme is questionable. The wording of the objective does not clarify, how involvement in the programme should be interpreted. The indicators proposed for measuring the achievement of objectives include all the graduates of Russian-medium gymnasiums and non-Estonian adults who pass state language level exams.

<sup>20</sup> The given data comes from the Phare 2003 programme steering committee's quarterly report No 8, which reflects programme activities during the period of 01.05.2005-31.10.2005 and achieved results as of 31.10.2005.

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language exam on the corresponding level, 2) how many of them pass the corresponding level exam, and 3) tie the indicators to the objectives of the specific project, thereby producing indicative results.

## Sustainability of Phare programme activities

The question concerning the sustainability of Phare programme activities is raised on the level of single programme components and activities as well as in the context of the sphere of integration in general. By the sustainability of Phare programme activities, we mean the longevity of achieved results as well as the longevity of the institutional framework and resources supporting the implementation of the programme, which again would support the planning and carrying out continued activities.

In evaluating the sustainability and results of programme activities, the following questions need to be answered:

- How do the attitudes of main stakeholder groups of the programme (incl. project facilitators, partners, project participants etc.) support the continuance of activities?
- Which specific continued projects and activities are planned for Phare programme activities?
- Which are the possible sources of financing to support the implementation of continued activities?
- How the financial and immaterial resources (competence, knowledge, skills, training and teaching materials) obtained during the course of the programme will be applied in the future?

All in all, based on the following factors the sustainability of Phare 2003 programme activities can be considered high.

From the aspect of stakeholder groups that are important for project activities, incl. facilitators of project activities as well as partners, there is motivation and interest in continued activities. This is confirmed by feedback collected from different parties during the course of the progress evaluations as well as surveys and monitoring carried out in the areas associated with project activities. For example, new initiatives and undertakings have taken place within the frames of projects carried out by non-profit associations (comp. 10); the readiness of Estonian families, who participated in family exchange programmes, to continue their participation in the programme is very high (comp. 1.3); in case of free Estonian language courses offered to social priority target groups and the reimbursement project "Interest", employers' support to the Estonian language training of their employees has been achieved (comp. 1.2) etc.

The financing of several activities carried out within the frames of Phare programme will continue in the future as well and in case of many activities we can bring out the continued projects planned for the future. The state budget will be used in the future to support language camps and family exchange programmes meant for non-Estonian speaking children and youth, reimbursement of Estonian language study fees will continue under new terms, there will be funds set aside from the state budget also for the management and carrying out of language immersion programmes. Free language courses to non-Estonian speaking employees in socially high priority fields will be offered by a project funded by European Structural Fund "Labour force assignments within Estonia with the language practicing purpose" (2005-2008), within the frames of which free Estonian language courses will be provided to 105 non-Estonian speaking rescue workers and 150 non-Estonian

speaking police workers in Tallinn/Harjumaa and Ida-Virumaa and labour force assignments within Estonia with the language practicing purpose will be organised for Estonian and non-Estonian speaking police and rescue workers in different regions in Estonia.<sup>21</sup> European Social Fund project “Development of Estonian language training and resources at non-Estonian vocational schools” (2004-2007) continues to support teaching in Estonian in Russian vocational schools. It includes providing vocational schools with various teaching materials and resources meant for Estonian language training, practical training opportunities in Estonian language environment for teachers and training to teach the profession-related vocabulary.<sup>22</sup>

Expert groups and teams have been formed during the course of multiple activities. They have proven their readiness and capability to cooperate and their existence can be considered as one prerequisite as well as a supporting factor in the continued activities stemming from the current programme. A team including experts from two higher education institutions has been compiled to develop teacher-training programmes (comp. 1.1), they are to continue the development of teacher-training and corresponding programmes also in the future. Expert teams have also been formed to develop dictionaries for non-Estonian speaking basic schools (comp. 3) as well as to develop teaching materials for late language immersion schools (comp. 6).

In case of language camps and family exchange programmes, a national network of experienced project managers has developed over the years. The conducting of language camps and language training projects in families has taken place with their undertaking and participation. Existence of a working network is an important prerequisite and support factor in the further continuance and development of given projects.

Specific activities, aimed at guaranteeing the stable operation of activities in certain fields, are included in the programme to guarantee the sustainability of activities supported within the frames of Phare programme. Based on several changes that deal with the factors regulating and supporting the current management and implementation of language immersion programme, the development of a new management model of language immersion programme is being supported, one that should guarantee an efficient management and development of the programme under changing conditions (comp. 8).

The sustainability of project activities is also supported by the concentrating and passing on the necessary competence by developing training programmes and carrying out training, which would enable the participants to use the corresponding skills for implementing the activities in the future. The different examples of that are introducing e-training opportunities and skills to experts developing teacher training programmes (comp. 1.1), training for language camp and family exchange programme project managers (comp. 1.3), psychological support training for employees at late language immersion schools (comp. 8) etc.

From the standpoint of the whole field of integration, the end of Phare 2003 programme in 2006 also marks the end of the whole EU Phare programme support system. It has made up a significant part of the foreign aid meant for carrying out the state integration programme during 2004-2007 as well as the total budget of the action plan (see more chapter 1.2). Since several other foreign aid programmes are ending in addition to the EU Phare programme, the financing of integration programme activities will change significantly. In 2004-2007 the state support will increase significantly when it comes to carrying out the activities in integration programme action plans and at the same time, the share of foreign aid will decrease. For example, while in 2004 state budget funds made up 35% of the budget for carrying out the activities for the corresponding year, in 2007

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<sup>21</sup> See more about the project [www.meis.ee](http://www.meis.ee)

<sup>22</sup> See more about the project [www.meis.ee](http://www.meis.ee)

the share of state budget funds should already make up 77% of the annual integration projects' budget. While the proportions of financing sources change, the relative importance of foreign aid decreases and the share of state budget increases, the funds allocated for carrying out integration programme action plans will decrease as well (see table 10).<sup>23</sup> Here we must take into account the fact that we are dealing with a preliminary financial projection for the coming years, which might change in case of new additional sources of financing, incl. foreign aid projects.

Table 10. Funds allocated for carrying out state integration programme activities in 2004-2007.

Source	Projected funds (thousands of kroons)									
	2004	2004%	2005	2005%	2006	2006%	2007	2007%	Total	Total
<b>State budget</b>	31 204	35	40 485	56	44 058	62	52 760	77	168 507	56
<b>Foreign aid</b>	56 994	65	31 829	44	26 594	38	15 862	23	131 279	44
<b>Total</b>	<b>88 198</b>	<b>100%</b>	<b>72 314</b>	<b>100%</b>	<b>70 652</b>	<b>100%</b>	<b>68 622</b>	<b>100%</b>	<b>299 786</b>	<b>100%</b>

Taking into account the end of the EU Phare support system in 2006, it is significant that the competence acquired during the planning of Phare programme activities, compiling initial tasks and carrying out the activities will support aid applications from other foreign aid programmes and measures, incl. for example European Structural Funds and other EU assistance measures. In 2004, the Structural Funds Administrative Unit and Transition Facility Support Unit were established in the Non-Estonians' Integration Foundation. Experience acquired from managing Phare administrative units helped in the creation of the aforementioned units.

It is also necessary that the experience and competence acquired during the launching and managing of the study fee reimbursement project "Interest" run by the Non-Estonians' Integration Foundation (incl. managing the risks, cooperation with partners and target groups, organising publicity etc.) are passed on to the National Examination and Qualification Centre, who is responsible for the launching and functioning of the new reimbursement system with new terms as of 2006. There has been partial exchange of corresponding information between the Non-Estonians' Integration Foundation and National Examination and Qualification Centre.<sup>24</sup>

In evaluating the sustainability of the project, we must not forget to take into consideration the attitudes of the general public, which are a prerequisite as well as a supporting factor to activities supporting integration processes.

As we can see from the 2005 integration monitoring results, the number of Estonians and non-Estonians who consider integration successful, has increased significantly compared to the year 2000. (Estonians who considered integration successful: 39% → 45%; non-Estonians: 22% → 31%) At the same time, adverse attitudes and ethnic uneasiness towards other ethnic groups has increased among Estonians compared to 2002.<sup>25</sup>

<sup>23</sup> Source: *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004.* Tallinn, 2005.

<sup>24</sup> The National Examination and Qualification Centre has been associated with the partial reimbursement system since 2004, when in addition to a 50% reimbursement of study fees to those passing state language exams within the frames of Phare programme, the people passing citizenship and constitution exams were provided an additional 50% reimbursement of Estonian language study fees, financed from state budget funds.

<sup>25</sup> Jüri Kruusvall. "Evaluations to the successfulness of integration, future dangers and occurrence of adverse attitudes." *Integration Monitoring 2005.* Institute of International and Social studies at Tallinn University

Thus, it is continuously important in case of the Estonian-speaking population, especially in case of the younger generation, to help raise the awareness of the role of Estonians in the development and efficiency of integration processes. One form of raising the awareness is certainly a more active participation of the Estonian-speaking target groups in activities supporting integration. As it is confirmed by feedback collected from project facilitators, it has been difficult to involve Estonian target groups in preparing and carrying out projects including Estonians and non-Estonians (e.g. comp. 4 and comp. 10).

The process dealing directly or indirectly with Russian-speaking target groups is currently the planned transition to partial subject-teaching in Estonian in Russian-medium gymnasiums as of 2007. As we can see from the results of public opinion polls and social surveys, a large share of the non-Estonian speaking population does not support the transition to partial subject teaching in Estonian<sup>26</sup>, which can be explained by fears towards the implementation and results of the new organisation of studies. Several activities of the current Phare programme are aimed at supporting the preparations for subject teaching in Estonian, including the in-service training of teachers and development of teaching materials. At the same time, there has been a lack of systematic informing of different stakeholder groups (incl. the parents of non-Estonian speaking children, students, teachers, school managements, local government representatives) concerning the goals, activities and results of subject teaching in Estonian as well as the risks and risk-management.

Thus, to secure the interest and attitudinal support of general public and the project's stakeholder groups, it is important that the results and activities carried out with the support of the current Phare programme as well as other sources, find constant approval and expression in the Estonian society.

One risk factor that we can bring out under the sustainability of activities and longevity of achieved results, is the so-called risk of "learnt social helplessness" - counting on the continued availability of varied support and expectations deriving from that may decrease the initiative and motivation of the project's target groups in helping along the integration processes. The people carrying out different training and language training projects brought out this risk in case of the current Phare programme. According to their evaluations, in case of the offered training opportunities the interest and active participation of target groups is often decreased by the expectation that those training offers will continue to be available in the future.

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<sup>26</sup> See: Ivi Proos "Language proficiency of Russians in Estonia and attitude towards the 2007 gymnasium reform." *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University; *Public opinion in October, 2004*. Faktum, 2004; *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004*. Tallinn, 2005.



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# Evaluations to Phare programme activities

At the time the progress evaluation was compiled, the contracts for projects funded under all the 10 components of Phare 2003 programme had been signed. As of August 31, 2005 the activities associated with the following Phare 2003 programme components had been completed:

- Development of teacher training programmes (comp. 1.1);
- Procurement of IT equipment (computers, printers) and library materials for late language immersion schools (comp. 7);
- Integration-related grants for non-profit associations and local governments (comp. 10).

Activities associated with other projects are still ongoing or partially completed.

## Activities aimed at Estonian language training

### Background and needs

The objectives and activities associated with the Estonian language training of non-Estonian speaking population are tied to two sub-programmes of the state integration programme:

- Sub-programme “Education”, with the following objectives: *basic school graduates are socially competent and have medium-level knowledge of the Estonian language and secondary school graduates have the Estonian language knowledge necessary for everyday life and work & are capable of continuing studies in Estonian.*
- Sub-programme “Teaching of Estonian to Adults”, with the following objectives: *creating opportunities for non-Estonian adults to improve their knowledge of Estonian and to raise their socio-cultural competence.*

Phare 2003 programme activities aimed at supporting the learning of Estonian as a second language are derived directly from the given sub-programmes and objectives:

- Teaching of Estonian to Adults, including free language courses for social priority groups (police workers, teachers in Russian-medium schools, medical workers, prison workers and rescue workers) and the Estonian language study fee reimbursement project “Interest” for those who pass the state language exam.
- Supporting extracurricular Estonian language training in the form of language camps and family exchange projects for non-Estonian speaking children and youth.

Teaching Estonian as the second language in Russian-medium kindergartens is also supported under activities aimed at supporting Estonian language training, offering training to teachers in kindergartens teaching Estonian as the second language.

Activities aimed at supporting the learning and teaching of Estonian have been financed also within the frames of earlier EU Phare support programmes. The Estonian language study fee

reimbursement project Interest, language camps and family exchange projects for children and youth were included in the second ("Estonian language training programme 1998-2000") and third ("Social integration of Estonian society and language training for ethnic minorities in Estonia 2001-2003") stage of Phare support system. The last Phare programme, 2001-2003, also financed free language training for social priority groups.

Compared to the previous Phare programmes, supporting the teaching of Estonian as the second language has been replaced with subject teaching in Estonian in the current Phare programme – due to the imminent Russian gymnasium reform and the planned transition to partial subject teaching in Estonian as of 2007. Teaching Estonian as the second language is supported within the frames of Phare 2003 programme only in the form of training provided for teachers teaching Estonian in non-Estonian speaking kindergartens.<sup>27</sup>

Regardless of the support and efforts so far, the needs associated with the conditions and opportunities for Estonian language training can be considered stable. The extent of the need for Estonian language training in the Estonian society can be evaluated based on different statistical and social research data.

According to the 2000 census of the Statistical Office of Estonia and the results from a survey determining the needs of the non-Estonian speaking population to learn Estonian, carried out in 2002 by Emor within the frames of the previous Phare programme (ES0003.01), the possible target group for Estonian language training and taking state language level exams included approximately 251 000 non-Estonian speakers aged 15–59, i.e. 57% of the permanent non-Estonian speaking population and 89% of the given age group. 67 000 people were employed in the fields where it is necessary to have an Estonian language level certificate, and ca 25 000 in priority fields (medicine, rescue service, education, prisons, police and border guard) from the point of language training. During the next year, 7000 people are attitudinally prepared and have sufficient knowledge of Estonian to pass the language level exam. Approximately 20 000 people can be characterised as with sufficient knowledge of the language but not very attitudinally prepared to take the language level exam. The other 145 000 people belonging to the target group of potential language exam takers are characterised by a indecisive attitude and/or insufficient motivation to learn Estonian and pass the language level exam.<sup>28</sup>

At the same time, attitudinally the majority of the non-Estonian speaking population generally consider the knowledge of Estonian necessary. According to the public opinion poll carried out in the autumn of 2004, 82% of all non-Estonians (aged 15-74) considered it necessary that all permanent non-Estonian speaking residents of Estonia speak Estonian. One third of the non-Estonians considered the knowledge of Estonian very necessary and half of them rather necessary.<sup>29</sup> Thus, we can say that the majority of the non-Estonian speaking population is aware of the principal need to speak Estonian.

At the same time, according to their own evaluations, a significantly smaller share of the non-Estonian speaking population in Estonia actually speak Estonian. According to the integration monitoring, in 2005 there was 42% of 15-74-year-old non-Estonians with an active knowledge of the language ("good" or "average" according to their own evaluations) and their share has not changed compared to the data from 2002 (43%). One third of non-Estonians (33%) consider their knowledge of Estonian to be basic (can communicate "a little") and one fourth are completely incapable of communicating in Estonian. Compared to 2002, there has been a slight decrease in the share of non-Estonians without any knowledge of Estonian (28% → 25%) and an increase in

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<sup>27</sup> Support to teaching Estonian as the second language in general education schools has continued with the help of other activities and finances. See more: *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004*. Tallinn, 2005.

<sup>28</sup> *Survey on the language training needs of non-Estonian speaking population*. TNS Emor, 2002.

<sup>29</sup> *Public opinion in September*. Faktum, 2004.

the number of people with a slight knowledge of the language (29% → 33%). On the whole, the knowledge of Estonian is better among younger non-Estonians (see table 11).<sup>30</sup>

Table 11. Evaluations of the non-Estonian speaking population to their knowledge of Estonian, 2005 (%)

Age	Evaluations to knowledge of Estonian			
	Active knowledge *	Basic knowledge **	No knowledge ***	Total %
15 – 19	63	29	8	100%
20 – 29	72	20	8	100%
30 – 39	41	33	26	100%
40 – 49	37	40	23	100%
50 – 59	38	38	24	100%
60 – 74	13	38	49	100%
<b>Average %</b>	<b>42</b>	<b>33</b>	<b>25</b>	<b>100%</b>

\* Active language proficiency = „good“ or „average“

\*\* Basic language proficiency = communicate „a little“

\*\*\* No proficiency = cannot communicate at all

According to 2005 integration monitoring data, 48% of non-Estonians consider their knowledge of Estonian sufficient for living in Estonia and 49% consider it insufficient (see table 12). The comparison of narrower target groups shows that while according to their own evaluations the language proficiency of non-Estonians with Estonian citizenship (especially in case of younger non-Estonians) has improved over time, the evaluations of Russian citizens (mainly older people) to their knowledge of Estonian have become more critical.<sup>31</sup>

Table 12: How Russians in Estonia evaluate their language proficiency for living in Estonia

Evaluation to Estonian language proficiency	2005	2002	1996	1995
<b>Sufficient (completely + in general)</b>	48	44	31	28
<b>Insufficient (completely + in general)</b>	49	53	57	55
<b>Can't evaluate</b>	3	3	12	17
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Besides the daily and work-related communication, Estonian language lessons at school (mentioned by 52% of 15-74-year-old non-Estonians) and Estonian language courses (mentioned by 36% of respondents) are among the more important sources for learning Estonian.<sup>32</sup> Creating Estonian language training possibilities associated with the given sources has been supported continuously within the frames of Phare support programmes.

<sup>30</sup> *Integration monitoring 2005*. Institute of International and Social studies at Tallinn University. 2005.

<sup>31</sup> *Integration monitoring 2005*. Institute of International and Social studies at Tallinn University. 2005.

<sup>32</sup> *Ibid.*

Table 13: Most important sources for learning Estonian

<b>Most important sources for learning Estonian*</b>	<b>%</b>
1. Basic school and gymnasium/secondary school lessons	52
2. Communicating daily at the shop, market, service establishments etc.	45
3. Communicating with co-workers	40
4. Language courses	36
5. Communicating with friends/acquaintances/neighbours	30
6. Independent language studies	29
7. TV shows/ radio programmes	20
8. Vocational schools, higher education establishments	19
9.-10. Childhood friends, schoolmates	15
9.-10. Reading newspapers/magazines/books	15
11.-12. Private lessons	10
11.-12. Home, parents, relatives	10
13. Kindergarten	5
14. Hobbies, hobby groups	3

% of respondents who named the given source as an important source for learning Estonian.

Based on the data from the same survey, half of the adult non-Estonians have a state language level certificate (see table 14). 58% of currently employed non-Estonians have passed the Estonian language level exam, 18% of the corresponding target group – beginners', 30% - intermediate and 10% - advanced level exams.<sup>33</sup>

Table 14. Evaluations of Estonian Russians to passing Estonian language level exams

<b>Passing the Estonian language exam and obtained category or level</b>	<b>Respondents %</b>
<i>Beginner or categories A or B</i>	17
<i>Intermediate or categories C or D</i>	26
<i>Advanced or categories E or F</i>	7
<b>Total</b>	<b>50%</b>

The knowledge of Estonian by the non-Estonian population, or more specifically – the lack of it, can be associated with the persisting problem of undetermined citizenship, since the knowledge of Estonian is one of the prerequisites when applying for Estonian citizenship.

<sup>33</sup> *Integration monitoring 2005*. Institute of International and Social Studies at Tallinn University. 2005.

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The students' knowledge of Estonian is reflected by the results of state language level exams, where the average results of gymnasium graduates have remained relatively stable in the breakdown of last few years and have gone up or down in case of single years.<sup>34</sup>

Next we will look at the Phare programme activities aimed to support Estonian language training, in the breakdown of single components.

### **Estonian language study fee reimbursement project “Interest”**

#### Project goals and activities

According to the initial task (component 1.2.1), the general objective is *to increase Estonian language learning opportunities of the non-Estonian adults and improve their linguistic skills and social competence sufficient for everyday and occupational communication and further educational and career requirements.*

The specific goal of the project is to attract 4500 non-Estonian adults to attend Estonian language training courses and participate in the project for partial reimbursement of study fees, incl. 50% reimbursement of study fees for 4000 people who pass their state language exam.

Project-related activities include - management and implementation of the study fee reimbursement system, incl.:

- Informing the target group of study free reimbursement conditions, language training opportunities and providers of language courses;
- Registration of learners;
- Reimbursement of study fees;
- Reporting project activities and results.

#### Factors justifying the need for the project

The project “Interest” for partial reimbursement of study fees was launched in 1999 with the objective to support the Estonian language training of non-Estonian speaking population through reimbursing their study fees.

Since there haven't been any state organised and funded free official language courses, those adults who wanted to learn Estonian had to fund their language training, including the study fees, from their own pocket. Thus, the cost of language courses has become one of the factors limiting Estonian language training in the non-Estonian speaking population.

The reimbursement project has been funded within the frames of two previous Phare programmes:

- EU Phare “Estonian language training programme 1998-2000” (project no. ES 9622.03)
- EU Phare programme “Social integration of Estonian society and language training for ethnic minorities in Estonia 2001-2003” (project no. ES0003.01)

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<sup>34</sup> For more information see: *Implementation of the state programme “Integration in Estonian Society 2000-2007” in 2004.* Tallinn, 2005.

Based on the state language proficiency indicators (see previous chapter) of the non-Estonian speaking population, the need for continuing the support of Estonian language training can be considered relevant.

#### Project execution and results

The study fee reimbursement project "Interest" was launched within the frames of the current Phare programme in November 2003 and it will be operating under the same conditions until November 30, 2005, which is the deadline for applying for reimbursements in case of the given project.

According to the conditions of the study fee reimbursement project financed by the Phare programme, each person who has passed the Estonian language level exam may apply for a reimbursement of study fees of up to 50% regardless of their citizenship and can do that in case of each language level (beginner, intermediate and advanced). In addition to that, people who pass the exam on their knowledge of the Estonian Constitution and Citizenship Act have the right to apply for an additional one-time reimbursement of Estonian language study fees of up to 50% from the National Examination and Qualification Centre. The reimbursement system also applies to employers: if the employer pays for the employee's Estonian language training and the employee has passed the Estonian language level exam, the employer will be reimbursed 50% of the money spent on training the employee but not more than 3000 kroons per one language level.

Within the frames of the current reimbursement project, 3385 people or 85% of the intended 4000 people have received partial study fee reimbursements during the period of November 24, 2003 – August 31, 2005. During the same period, 5800 people or 129% of the planned 4500 people have signed up for Estonian language courses. Thus, one of the specific objectives of the project, 4500 people signing up for language courses, has been achieved and exceeded already before the end of project activities.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.08.2005)</i></b>
4500 people have signed up for Estonian language courses.	5800 people have signed up for language courses (i.e. 129% of the planned 4500)
4000 people, who have passed the Estonian language exam, have been reimbursed	3385 have been reimbursed (85% of the planned 4000)

The activeness of signing up for Estonian language courses can be associated with efficient publicity, for which several measures of informing the target group have been developed during the course of earlier as well as the current Phare programme. For example, Interfest taking place in Narva with the aim to support language training; bilingual newspaper Ruupor, which talks about opportunities for Estonian language training among other things; web-pages; information leaflets; information line providing information about language training opportunities etc.

When evaluating the efficiency of the project, it is also important to bring out the cooperation with employers and the raising of awareness of the need and importance of Estonian language training among them. Participation in the reimbursement project has motivated several employers to support their employees' Estonian language training outside the "Interest" project.

There have been problems with the budgeting of reimbursement costs during the project. While by August 31, 2005 approximately 85% of the targeted 4000 reimbursement applicants had been reimbursed, 90% of the funds allocated for reimbursements had been used. Thus, the volume of payments has been larger than planned compared to the number of reimbursement recipients. The reason for this is the increase in average reimbursement payments during the course of the project: while in November 2003 the average reimbursement was 1420 kroons, by the summer of 2005 it had increased to 1890 kroons. Project budget has been compiled based on the estimation that

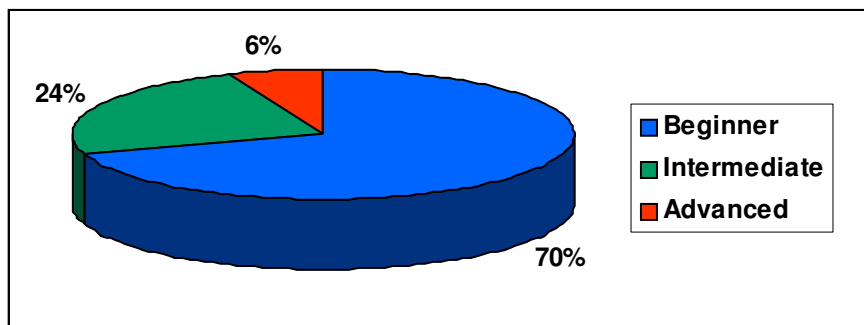
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average reimbursements will be approximately 1500 kroons, not taking into consideration enough the increase in reimbursements caused by an increase in study fees. Due to that, there is a need for redistribution of Phare programme funds to cover the possible budget deficit of this project.

When evaluating the input of the project “Interest” into creating opportunities for Estonian language training for the non-Estonian speaking population as well as prerequisites for applying for citizenship, it is important to analyse aside from the number of reimbursement applicants also the background of reimbursement applicants in the breakdown of obtained state language level as well as citizenship.

Statistics among those who received reimbursements shows that of all the applicants, slightly more than two thirds, i.e. 70% have passed the beginners’ level exam, almost one fourth, i.e. 24% have passed the intermediate level exam and 6% the advanced level exam during the course of the project (November 24, 2003 – August 31, 2005) (see graph 4).<sup>35</sup> In addition to that, the share of reimbursements by language levels in the breakdown of the years from 2000 to 2004 shows an increase in the share of people passing the beginner level language exam (58% → 62% → 68%) and a decrease in case of intermediate level exams (35% → 31% → 27%). The share of people passing advanced system level exams has not changed during those years (6-7%).<sup>36</sup> Thus, the reimbursement system has supported primarily the learning of state language on beginner’s level.

*Graph 4. Reimbursement applicants based on obtained state language level 24.11.2003-31.08.2005*



In the breakdown of citizenship, people with undetermined citizenship – 44%, make up the biggest share of reimbursement applicants. At the same time, the share of Estonian citizens has been almost the same, 41%. 10% of the people who received reimbursements were Russian citizens (see graph 5). The rest of the reimbursement applicants were citizens of other countries or there is no record of their citizenship in the data.<sup>37</sup> Thus, Estonian citizens and non-Estonian speaking inhabitants with undetermined citizenship make up a relatively equal share in the reimbursement system’s target group.

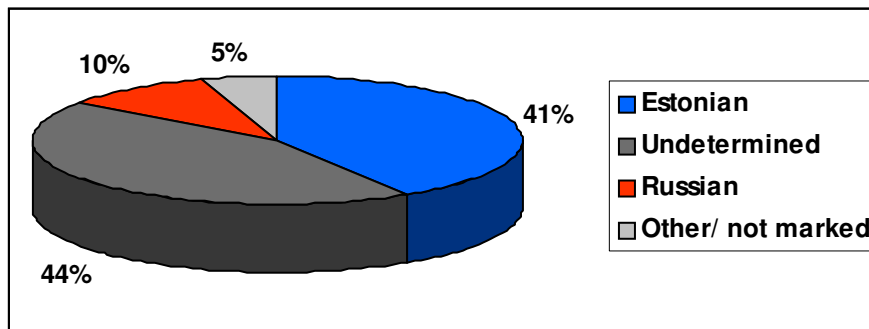
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<sup>35</sup> Source: Overview of the reimbursement project as of 31.08.2005. MEIS.

<sup>36</sup> Source: *Implementation of the state programme “Integration in Estonian Society 2000-2007” in 2004.* Tallinn, 2005..

<sup>37</sup> Source: Overview of the reimbursement project as of 31.08.2005. MEIS.

Graph 5. Reimbursement applicants by citizenship 24.11.2003-31.08.2005



Analysis of reimbursement applicants in the breakdown of level exams and citizenship is important from the aspect of the changing conditions in the current reimbursement system. As of January 1, 2006 new principles will be implemented to applying for Estonian language study fees' reimbursement. The National Examination and Qualification Centre will begin offering a 100% study fee reimbursement if the state language exam and the exam on their knowledge of the Estonian Constitution and Citizenship Act are passed at the same time. The main change is that a person can apply for study fee reimbursement only if they have passed the exam on their knowledge of the Estonian Constitution and Citizenship Act in addition to the Estonian language level exam. This means that the reimbursement system is tied directly to applying for Estonian citizenship and thus excludes Estonian citizens as the possible reimbursement applicants. Unlike in case of the project "Interest", only natural persons can apply for reimbursement so far, i.e. companies cannot apply for reimbursements for the expenses on Estonian language training of their employees.

Since the new system does not include reimbursing the Estonian language study fees to non-Estonian speaking Estonian citizens, it is important to evaluate the possible influence of the change in reimbursement policies on the aspirations of non-Estonian speaking population to learn Estonian.

We can see from the citizenship of reimbursement applicants that a relatively equal share of reimbursement applicants with Estonian citizenship have obtained a beginner or intermediate level of the official language: 45% have passed the beginner level exam and 42% the intermediate level exam. 13% of reimbursement applicants with Estonian citizenship have obtained language proficiency on the advanced level. 91% of the people with undetermined citizenship have passed the state language exam on the beginner level and the other 8% - on the intermediate level (see table 15).<sup>38</sup>

<sup>38</sup> Source: Non-Estonians' Integration Foundation. [www.meis.ee](http://www.meis.ee)



Table 15. Share of language levels among reimbursement applicants with corresponding citizenship 23.11.2003-31.08.2005

<b>Language level/ citizenship</b>	<b>Begin. no</b>	<b>Interm. No</b>	<b>Adv. no</b>	<b>Total no</b>	<b>Begin. %</b>	<b>Interm. %</b>	<b>Adv. %</b>	<b>Total row%</b>
<b>Estonian</b>	638	592	181	<b>1411</b>	45	42	13	<b>100%</b>
<b>Undetermined</b>	1380	128	4	<b>1512</b>	91	8	0	<b>100%</b>
<b>Russian</b>	265	56	6	<b>327</b>	81	17	2	<b>100%</b>
<b>Other</b>	38	12	2	<b>52</b>	73	23	4	<b>100%</b>
<b>Unspecified</b>	45	33	10	<b>88</b>	51	38	11	<b>100%</b>
<b>Total in column</b>	<b>2366</b>	<b>821</b>	<b>203</b>	<b>3390</b>	-	-	-	-

When we use the applicant's achieved language level as the basis, it turns out that the biggest share of reimbursement applicants who have passed the beginners' state language exam is made up by people with undetermined citizenship – 58%, slightly more than one quarter or 27% are Estonian citizens and 11% Russian citizens. The biggest number of those who have passed the intermediate level exam is made up by Estonian citizens – 72%, 16% have undetermined citizenship and 7% are Russian citizens. Almost 90% of advanced level exams are passed by Estonian citizens (see table 16).<sup>39</sup>

Table 16. Share of citizenship among those passing the corresponding language level exam 23.11.2003-31.08.2005

<b>Language level/ citizenship</b>	<b>Begin. no</b>	<b>Interm. no</b>	<b>Adv. no</b>	<b>Begin. %</b>	<b>Interm. %</b>	<b>Adv. %</b>
<b>Estonian</b>	638	592	181	27	72	89
<b>Undetermined</b>	1380	128	4	58	16	2
<b>Russian</b>	265	56	6	11	7	3
<b>Other</b>	38	12	2	2	1	1
<b>Unspecified</b>	45	33	10	2	4	5
<b>Total in column</b>	<b>2366</b>	<b>821</b>	<b>203</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Making it possible only for Estonian citizenship applicants to apply for the reimbursement of study fees, the new reimbursement system excludes Estonian citizens from among reimbursement applicants, those who have until now made up almost one fourth of all those who have received reimbursements. 42% of them have used the study free reimbursement to pass the beginner level state language exam. In the breakdown of language level, the reimbursement applicants with Estonian citizenship have made up a predominant share among all those who have passed intermediate and advanced level exams and slightly more than one quarter of those with beginner level certificates.

<sup>39</sup> Source: Non-Estonians' Integration Foundation. [www.meis.ee](http://www.meis.ee)

In launching the reimbursement system on the new basis, it is important and necessary that the long-term experience and competence of the Non-Estonians' Integration foundation, gathered during the course of managing and co-ordinating the reimbursement system, incl. in co-operation with project target group (firms providing language courses, employers, students of Estonian, reimbursement applicants etc.), are passed on to the National Examination and Qualification Centre, who is responsible for organizing and operating the new system. There have been corresponding meetings and partial exchange of information between the Non-Estonians' Integration Foundation and National Examination and Qualification Centre.

As the conditions of study fee reimbursement system change, it is necessary to develop a communication strategy aimed at the target group and distribute information to guarantee an objective-oriented and efficient launch of the new reimbursement system. It is also important to continue cooperating with firms offering language courses as well as the key partners of "Interest".

Transition to the new study fee reimbursement system may be compensated in case of Estonian citizens to a certain extent through opportunities for language training and practice funded by the European Structural Fund, provided for so-called social priority groups such as police and rescue workers, and also through other possible language training support projects aimed at other non-Estonian speaking target groups.<sup>40</sup>

### Conclusion and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable – if there are sufficient funds to complete project activities, i.e. to continue paying reimbursements.
- Project activities are sustainable.

Random feedback about the project has been collected from reimbursement applicants within the frames of the project "Interest".<sup>41</sup> Since only a small group was selected as respondents and feedback was not collected systematically and based on a specific selection, the collected information gives only a random overview and evaluation to the project but does not enable comparisons over time, for example reimbursement applicants' reasons and motivations for learning the language, information sources or other project-related aspects and cannot be applied to all reimbursement applicants. Therefore it is recommended to carry out a more thorough overall analysis after the completion of the project, reflecting the background of reimbursement recipients (sex, age, where the application for reimbursement was filed, citizenship) as well as the obtained language levels. The analysis would enable to evaluate project efficiency and influence on the non-Estonian speaking population groups to learn Estonian.

### **Free language courses for social priority groups**

#### Project goals and activities

According to the initial task, the general objective of this project (component 1.2.2), similarly to study fee reimbursement project "Interest", is *to increase Estonian language learning opportunities*

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<sup>40</sup> For more information, see the project "Labour force assignments within Estonia with the language practicing purpose" [www.meis.ee](http://www.meis.ee)

<sup>41</sup> For example, within the frames of "Interest", feedback was collected from reimbursement applicants in June of 2003 (112 respondents) and October of 2005 (122 respondents).

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*of the non-Estonian adults and improve their linguistic skills and social competence sufficient for everyday and occupational communication and further educational and career requirements.*

The specific goal of the project is to provide free Estonian language training courses for 1500 non-Estonian workers in socially high priority fields, incl. police and rescue workers, medical workers, prison workers and teachers.

Project-related activities include:

- providing free Estonian language courses on beginner and/or intermediate level for 800 non-Estonian speaking employees in Tallinn, Harjumaa and Ida-Virumaa in 2004.
- providing free Estonian language courses on intermediate and/or advanced level for 700 non-Estonian speaking employees in Tallinn, Harjumaa and Ida-Virumaa in 2005.

The courses are to prepare them for passing state language exams at the corresponding level and obtaining the state language level certificate required in their field.

Factors justifying the need for the project

Estonian language training of employees in so-called socially high priority fields has been supported within the frames of mainly foreign aid funded language training projects since 1999. The socially high priority fields are hereby professions with a large share of non-Estonian employees, mainly in the public sector, which according to the Language Act require the knowledge of Estonian, as the official language.<sup>42</sup>

According to the 2000 census of the Statistical Office of Estonia and the results from a survey finding out the needs of the non-Estonian speaking population to learn Estonian, carried out in 2002 by Emor, the total of 67 000 people were working in the fields that require the Estonian language level certificate, approximately 25 000 of them working in high priority fields from the aspects of language studies (medicine, rescue service, education, prisons, police and border guard).<sup>43</sup>

Free language courses for the mentioned target groups have been supported also within the frames of the previous Phare programme “Social integration and language training programme for ethnic minorities in Estonia 2001-2003”, where 623 non-Estonian speaking public sector employees took a 60-hour free language course, including police, rescue workers, prison workers and medical workers.

In case of the current Phare programme, the teachers of Russian-medium schools have also been added as one target group to the workers in the aforementioned fields. The reason for offering free Estonian language courses for non-Estonian speaking teachers is the insufficient Estonian language proficiency of teachers in Russian-medium schools and the planned transition to partial subject teaching in Estonian in Russian gymnasiums as of 2007, which should also be supported by implementation of subject teaching in Estonian in earlier levels. A significant factor impeding the implementation of subject teaching in Estonian could be the insufficient Estonian language proficiency of teachers in Russian-medium schools, which does not enable them to teach their subjects in Estonian. On the other hand, the knowledge of Estonian is one of the prerequisites for participating in training offered to teachers. Thus – evaluating the target groups’ interest and need

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<sup>42</sup> State language requirements in the breakdown of language levels (beginner, intermediate, advanced) for public sector employees are laid down in the Estonian Government regulation since. (Government Regulation No. 249, August 16, 1999)

<sup>43</sup> *Survey on the language training needs of non-Estonian speaking population.* Emor. 2002.

for the corresponding Estonian language courses, it is higher in the target group of teachers, who have not been offered free Estonian language training within the frames of similar courses.

#### Project execution and results

Language firms, selected through public competitions, carry out free Estonian language courses. When the progress evaluation was being compiled, the Estonian language courses on beginners' or intermediate level for 800 non-Estonian in 2004 had already been completed, the language courses on intermediate or advanced level for 700 employees were still in progress.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.08.2005)</i></b>
Providing free Estonian language training courses on beginners' and/or intermediate level for 800 non-Estonian speaking employees in Tallinn, Harjumaa and Ida-Virumaa in 2004.	Free Estonian language training courses for 800 participants have been carried out. Approximately 650 target group representatives have successfully passed the language courses (ca 80% of course participants).
Providing free Estonian language training courses on intermediate and/or advanced level for 700 non-Estonian speaking employees in Tallinn, Harjumaa and Ida-Virumaa in 2005.	Free Estonian language training courses for up to 800 participants are in progress.

In 2004, the total of 800 non-Estonian speaking employees participated in Estonian language training courses carried out in Tallinn, Harjumaa and Ida-Virumaa. Approximately 80% of them passed the course successfully, i.e. they passed the exam and received a certificate. The share of those who passed the course successfully can be considered high and the corresponding indicator also confirms the immediate efficiency of the project.

According to the evaluations of course providers, the reasons for discontinuing the participation in a language course are varied, including extensive course workload, insufficient motivation, language course hours, work-related limitations etc. In case of free language courses, a separate issue that arises is the participant's so-called personal liability when it comes to participating and passing the course and the possibilities to regulate it. Since the employee participates in the language course upon an agreement with the employer and with the permission of the latter, it is necessary to secure the employers' interest and support to the Estonian language training from the aspect of target group's course participation. At the same time, the employer's interest and readiness to allow its employee to participate in language courses depends on the efficiency of offered language training, i.e. the obtained Estonian language proficiency, which would also enable to employee to pass the state language exam and receive the required state language level certificate.

Based on the fact that the aim of those courses is to prepare students for passing the state language exam of the corresponding level (beginner or intermediate), one of the efficiency indicators of the project is how many of those who successfully pass the course, also take the corresponding level exam and obtain the Estonian language proficiency certificate. Unfortunately this information about the 2004 graduates of language courses was unavailable at the time this progress evaluation was being compiled. To evaluate the efficiency of language course organisation and execution, a separate analysis should be conducted after the completion of project activities, evaluating also the possible factors that may become obstacles for the target group in passing the language level exam.

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From the standpoint of language course participants, one of the prerequisites for passing the state language level exam could be the possibility to take the level exam immediately after the language course. If there is a delay between passing the language course and the opportunity to take the level exam, the obtained Estonian language skills may begin to be forgotten in case of lack of practice, and the confidence and readiness that are necessary to take the exam, will drop. Therefore it is important to take into account the dates of the state language exam when setting the time for language courses, enabling those who want to learn Estonian to take the corresponding level exam immediately after the course or even within the frames of it.

The duration of all language level (beginner, intermediate and advanced) courses is 120 hours, which according to those conducting the courses is not sufficient for all students to achieve the corresponding proficiency (usually in case of beginners' or intermediate level) and is sufficient for more talented students. To evaluate the sufficiency of language course duration, it should be analysed how many language course graduates are capable of passing the corresponding language level exam after the course.

It would also be good to know how many of the employees who have taken the language course on beginners' level, have continued their studies on intermediate level, incl. the possible motivators or barriers to further developing their Estonian language proficiency.<sup>44</sup>

A critical issue concerning the sustainability of the project is the longevity of achieved results, i.e. obtained Estonian language proficiency, over time. If the language skills are not applied, the knowledge is forgotten fast and the confidence in using it drops. Since using and practicing a language depends largely on the person's interest, activeness and readiness, incl. finding opportunities to practice a language (e.g. following Estonian-speaking media, consuming Estonian culture, using Estonian at work and outside work etc.), attention should be paid within the frames of the language course to how to support and teach the course participants to maintain and develop their language proficiency. The longevity of acquired language proficiency can be considered a bigger problem in case of those employees whose work establishment and environment are fully Russian-speaking – primarily in case of target group representatives working in Ida-Virumaa as well as teachers in Russian-medium schools, whose work environment is mainly Russian-speaking, taking into consideration the small percentage of Russian-medium schools' personnel whose mother tongue is Estonian. Thus, more attention should be paid to circumstances and prerequisites helping to secure the longevity of the acquired knowledge.

The additional results of language courses are changes in target group attitudes towards Estonian language as well as the Estonian state and society in general, increase in motivation and confidence concerning the implementation of ones abilities, incl. for example the further development of Estonian language skills and being aware of one's opportunities in case of career as well as self-development.

In case of supporting the further opportunities for Estonian language training, the project "Labour force assignments within Estonia with the language practicing purpose", carried out in 2005-2008 with the support of the European Structural Fund, can be seen as a continued version of the current project. The objective of the mentioned project is to guarantee the police and rescue workers' state language proficiency needed at work and required by law, which would help their daily and work-related communication and in fulfilling their job requirements. It would also increase the feeling of security on the labour market through better language skills. Within the frames of the project, free Estonian language courses are offered to 105 non-Estonian speaking rescue workers and 150 non-Estonian speaking police officers from Tallinn/ Harjumaa and Ida-Virumaa. Labour

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<sup>44</sup> Here the prerequisite is that the employees of the specific employer or enterprise have been offered the opportunity to participate in Estonian language courses on beginners' as well as intermediate and/or advanced level.

force assignments will be organised between police and rescue workers from different areas in Estonia for language practicing purposes.<sup>45</sup>

At the same time, it is important to create continued Estonian language training opportunities for other target groups of the current project, primarily to non-Estonian speaking teachers, to guarantee in this manner the necessary conditions and prerequisites for implementing subject-teaching in Estonian in Russian-medium schools.

#### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable.

As already brought out earlier, to evaluate the efficiency and impact of the project, it is recommended to carry out additional analysis showing how many language course graduates pass the state language level exam after the course and what are the factors supporting or interfering with passing the exam. It could also be considered tying the corresponding indicator (share) to project objectives (as an indicative result).

#### **Language camps and family exchange programmes**

##### Project objective and activities

According to initial tasks, the general objective of the current project (component 1.3) is to *provide extracurricular Estonian language learning opportunities for non-Estonian speaking children and youth in the form of language camps and family exchange programmes with the aim to create a positive environment for lowering the language and cultural barriers, developing the communicative skills of non-Estonian speaking children and youth and increasing their motivation and interest in learning the Estonian language.*

The specific objectives of the project are:

- To provide 3200 non-Estonian and Estonian children with the opportunity to participate in language camps and family exchange programmes;
- To provide 100 non-Estonian and Estonian children with training on tolerance;
- To train 100 teachers and 100 project managers in preparation and implementation of extracurricular language learning projects;
- To develop and publish a set of worksheets for language camps and family exchange programme teachers and families.

Project-related activities include:

- Organising language camps and family exchange programmes for 7-18-year-old Estonian and non-Estonian children and youth in the summer of 2004 and 2005;

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<sup>45</sup> See more about the project: [www.meis.ee](http://www.meis.ee)

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- Developing worksheets for teaching Estonian in language camps based on existing teaching and training materials, testing them, editing and distributing them, incl. publishing them on the website and promoting them at public events;
  - Training language camps' managers and teachers (incl. financing of language camp projects, reporting, extracurricular language training opportunities, teaching materials and methodology) and carrying out tolerance training among 100 children who participate in language camps.

#### Factors justifying the need for the project

Developing language camps and family exchange programmes, as extracurricular Estonian language training opportunities, is based on the objectives of the state integration programme, according to which it must be guaranteed that:

- the graduates of basic schools are socially competent and have a medium-level command of Estonian, which enables them to continue their studies in a vocational school or gymnasium, where most of the subject teaching takes place in Estonian.
- non-Estonian speaking youth with secondary education have a medium-level command of Estonian, which is sufficient to manage in daily and work-related situations.

The duration of language camps is generally 12 days. Estonian-speaking children and youth have been included in camp activities for the purpose of language training, Estonian-speaking camp staff should also support Estonian language training.

Family exchange is individual language training in the corresponding language environment. Within the frames of the family exchange programme, a non-Estonian speaking child lives 2-4 weeks in an Estonian family, enabling him/her to learn and practice Estonian in everyday communication.

Language camps and family exchange programmes are extracurricular Estonian language training opportunities, which should support non-Estonian speaking students in learning the official language and prepare them for level exams. In addition to learning and practicing Estonian, language camps and family exchange programmes also support the communication and common activities between Estonian and Russian speaking youth and families, introducing Estonian culture and daily life to non-Estonian speaking children and youth and it is also an opportunity to get to know the culture and traditions of the non-Estonian speaking population.

Estonian language camps and family exchange programmes, coordinated by the Non-Estonians' Integration Foundation, have been carried out since 1998. It is estimated that more than 14 000 children and youth have participated in corresponding projects.<sup>46</sup> The Estonian state as well as different foreign aid programmes have supported language camps and family exchange projects.

Language camps and family exchange projects have also been funded within the frames of earlier EU Phare programmes:

- EU Phare "Estonian language training programme 1998-2000" (project No ES 9622.03)
- EU Phare programme "Social integration and language training programme for ethnic minorities in Estonia 2001-2003" (project No ES0003.01)

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<sup>46</sup> See Non-Estonians' Integration Foundation [www.meis.ee](http://www.meis.ee)

According to the interim evaluations of previous Phare programmes, the language camps and family exchange programmes are *remarkable long-term investments into the integration process*.<sup>47</sup>

### Project execution and results

Project activities are carried out by self-employed persons and non-profit associations who organise language camps and family exchange programmes and who have been chosen through public competition. Besides non-profit associations and self-employed persons, we should also bring out Russian-medium schools that support their students in learning Estonian through language camps.<sup>48</sup>

Language camps and family exchange programmes were carried out in the summer of 2004 as well as 2005 and within the frames of Phare 2003 programme, 8 grant agreements were signed for 2004 and 33 for 2005 for the purpose of organising language camps and family exchange programmes.<sup>49</sup> In addition to that, an additional call for proposals has been planned for the autumn of 2005, the results of which were not known at the time this progress report was being compiled.

<b>Project objective and expected results</b>	<b>Achieved results (31.08.2005)</b>
2200 Estonian and non-Estonian children and youth attending language camps 1000 children and youth participating in family exchange programmes	The total of 234 children participated in language camps and family exchange projects in 2004  Approximately 1500 children and youth have participated in language camps in 2005 and approx. 500 children and youth in family exchange projects.  * An additional call for proposal is planned for the autumn of 2005 for extracurricular language training projects.
1-day training on extracurricular language training opportunities for 100 language camp teachers.  1-day training on project financing and management for 100 language camp/family exchange programme organisers.	150 language camp teachers and managers have received training, which includes safety standards and regulations, first aid, child development, methodological aspects of multicultural environment etc.  In addition to that, 30 project managers have received training to improve their financial management skills (incl. project management, accounting etc.).
Developing worksheets for language camp teachers to aid with language training, testing them, editing and distributing them, incl. publishing them on the website and promoting them at public events	40 worksheets with introductions have been compiled. Worksheets have been tested and passed on to language camp project managers. Worksheets are also available online and they have been promoted at public events.

<sup>47</sup> Michael Hopkings, Tiit Elenurm, Greg Feldman. *Mid-Term Evaluation of Social Integration Projects in Estonia. 2000 (original report in English)*; Phare project "Estonian Social Integration and Language Training Programme for Ethnic Minorities in Estonia", interim evaluation. Pricewaterhouse Coopers, 2003 (original report in English).

<sup>48</sup> Kristi Tamm. *Summary of the language camps monitoring in the summer of 2005. 2005.*

<sup>49</sup> *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004.* Tallinn, 2005; EU Phare 2003 programme steering committee quarterly report No.8 as of 31.10.2005.



1-day training on tolerance and multiculturalism among 100 Estonian and non-Estonian children who have attended language camps	The training is planned for October, 2005
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As a result of carrying out language camps and family exchange programmes throughout several years, a national network of language camp and family exchange programme organisers and providers has developed. It is one of the important prerequisites and support factors to continuing such language training projects. For example, the total of 134 Estonian families from 13 Estonian counties have participated in family exchange programmes in the summer of 2005. Based on the interviews among Estonian families who participated in family exchange projects in 2005, 91% of the 128 families who responded to the questions plan on participating in the family exchange programme in the future.<sup>50</sup>

During 2004 and 2005, the total of approximately 2235 children participated in language camps and family exchange programmes, supported by the Phare 2003 programme.<sup>51</sup> Estonian language training in the form of language camps and family exchange programmes has been offered within the frames of the current Phare programme also to children belonging to the risk group (children of single parents, children from orphanages, children with behavioural problems) as well as students of late language immersion schools.

Constant methodical and substantial improvement of study form has taken place in language camps, including the development of worksheets within the frames of the current Phare programme with the aim to improve the deliberate and goal-oriented Estonian language training taking place in language camps, which would support the learning of Estonian by non-Estonian schools' students and preparing for level exams. Due to the direction of deliberate language training, it is recommended to develop suitable measures and basis for evaluating the efficiency of Estonian language training (Estonian language proficiency) in language camps.

In addition to Estonian language training, in 2004 and 2005 the camp participants have traditionally also been introduced to Estonian culture, customs and places. Language camps have also worked at increasing the participants' awareness of tolerance and multiculturalism, conducting special training within the frames of language camp projects. Since Estonian as well as non-Estonian children and youth participate in language camps at the same time, it could be for many the first contact with the representatives of another nationality and culture and might raise questions and alienation caused by cultural differences. At the same time, the tolerance training within the current Phare programme includes only a small share (the total of approx. 100 Estonian and non-Estonian children who attended the camp) of all children and youth who have attended language camps. Therefore it would be recommended to not look at this training as a separate activity but rather as one part of language camp activities, which would include all children and youth who have attended language camps. This would in turn require that the tolerance and multiculturalism related training is carried out first among project managers and teachers who work with students with different language and cultural backgrounds and who are the ones who need to solve the problems that arise from cultural differences.

While systematic feedback and information in the form of visits and observations has been gathered in case of language camps, there has been no such information gathering in case of family exchange projects. The first more thorough family exchange monitoring among Estonian

<sup>50</sup> Ermo Voole, Lembi Tigane. *Monitoring of Estonian families who participated in family exchange projects in the summer of 2005. Report.*

<sup>51</sup> *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004.* Tallinn, 2005; EU Phare 2003 programme steering committee quarterly report No.8 as of 31.10.2005.

families participating in the project was carried out in the summer of 2005. The results bring to attention a list of shortcomings and additional needs.<sup>52</sup>

The results of the abovementioned monitoring refer primarily to the need to ameliorate and improve the exchange of information between all parties (incl. Estonian and non-Estonian families, family exchange programme project managers, Non-Estonians' Integration Foundation as the main coordinator of Phare programme) when it comes to project conditions, organisation and the children and families participating in it. In case of family exchange projects, the Non-Estonians' Integration Foundation's cooperation and exchange of information has been limited mainly to project managers organising family exchange programmes. As we can see from the results of the mentioned monitoring, the communication and exchange of information aimed at Estonian and non-Estonian families participating in family exchange programmes, has not been sufficient. Therefore it is necessary to improve the cooperation and exchange of information between the Non-Estonians' Integration Fund and project managers organising family exchanges, and also find additional ways of informing the end-users of the project of the goals, organisation and conditions of family exchange programmes. To improve the cooperation and exchange of information between parties, it would be necessary to organise systematic feedback collection from different target groups of the project – project managers organising family exchanges as well as the Estonian and Russian families and children participating in the programme.

In case of family exchange projects, feedback has been collected mainly from Estonian families hosting non-Estonian speaking children and children who have participated in the family exchange programmes. At the same time, the expectations of the parents of non-Estonian speaking children, as an important target group, and their feedback concerning family exchange programmes have not been sufficiently mapped. To evaluate the efficiency of family exchange programmes as activities supporting extracurricular Estonian language training, it would be recommended to develop feedback sheets also for the parents of non-Estonian speaking children. In case of risk group children, e.g. children from orphanages, a closer cooperation with the employees of childcare facilities is necessary.

Family exchange monitoring results also show that among the reasons why Estonian families have participated in the programme, we can often see the opportunity to learn and practice Russian while as the primary objective of project activities is to offer non-Estonian speaking children the opportunity to practice Estonian.<sup>53</sup> Therefore, aside from developing language camps as a study form of Estonian, it would be necessary to pay additional information also to the methodical and substantial development of family exchange, incl. the supporting of conscious and goal-oriented language training during the course of family exchanges. The feedback from family exchange project organisers has referred, among other things, to the need to be aware of the Estonian language programmes of Russian-medium schools for children of the specific age, in order to take that into consideration in case of family exchange.

Results from the mentioned 2005 monitoring refer to the wider positive impacts of family exchange projects. According to this, the neighbours, relatives and acquaintances of 95% of the families who participated in the family exchange programme, were interested and had a positive attitude towards the child being taken in for the purpose of language learning. Approximately 60% of families had maintained contact with the non-Estonian speaking child and his/her family after the family exchange.<sup>54</sup>

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<sup>52</sup> Ermo Voole, Lembi Tigane. *Monitoring of Estonian families who participated in family exchange projects in the summer of 2005. Report*, 2005.

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

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The public coverage of language camps and family exchange projects has supported the creating of a positive background for interethnic relations and integration processes in the society, as can also be seen from the integration media monitoring results.<sup>55</sup>

On the whole, project activities can be considered sustainable:

- A national network of language camp and family exchange programme organisers has been developed and they are motivated to continue their activities.
- Language camp and family exchange programme organisers have been trained to conduct and manage projects more efficiently;
- Teaching materials have been developed for Estonian language training within the frames of language camps and family exchange programmes; methodical and substantial development of language camps, as an extracurricular opportunity to learn Estonian, is taking place;
- Non-Estonian children and their parents are continuously interested in participating in language camps and family exchange programmes.

Language camps, as extracurricular opportunities for Estonian language training, will be funded in the future from the Estonian state budget. The funding will be smaller compared to the earlier total budget for the support of language camps. But taking into consideration the increased expenses on language camps and family exchange programmes, the need and interest shown by the target group require finding additional funding to organise language camps and family exchange programmes.

According to the 2005 family exchange monitoring, the daily cost or the compensation to cover the expenses associated with the non-Estonian speaking child can vary between families up to double the amount. Therefore, the families' expenses should be analysed more within the frames of the family exchange programme and an optimal estimate of expenses should be developed, taking into consideration the changes in the cost of living index.<sup>56</sup>

#### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable

Language camps and family exchange programmes have justified themselves as the opportunities for extracurricular Estonian language training, which is also reflected in the interest of different parties (incl. project managers of camps and family exchange, Estonian families and non-Estonian speaking children and their families) towards the continuing of project activities and the readiness of the Estonian state to continue funding those activities.

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<sup>55</sup> For more information see Integration media monitoring reports. [www.meis.ee](http://www.meis.ee)

<sup>56</sup> Ermo Voole, Lembi Tigane. *Monitoring of Estonian families who participated in family exchange projects in the summer of 2005. Report, 2005.*

See above for more specific suggestions and recommendations concerning the organising of language camps and family exchange projects.

### **Development of Estonian language skills in non-Estonian kindergartens**

#### Project objectives and activities

According to initial tasks, the general objective of the project (component 5) is *improving the quality of Estonian language teaching in Russian-medium kindergartens*.

The specific objective of the project is developing and carrying out an in-service training project for the methodology of teaching Estonian as the second language for the Estonian teachers in kindergartens, developing and distributing the necessary teaching materials.

#### Project-related activities include:

- Develop an in-service training curriculum for teaching Estonian as a second language in kindergartens;
- In-service training for 150 kindergarten teachers teaching Estonian as the second language;
- Editing, printing and distributing teaching materials on Estonian language teaching methodology developed for and within the frames of in-service training.

#### Factors justifying the need for the project

Similarly to schools, the pre-school establishments in Estonia can be divided into three groups based on language: Estonian-medium kindergartens, Russian-medium kindergartens and bilingual kindergartens with Estonian as well as Russian-medium groups.

According to the data from the Statistical Office of Estonia, there were 595 kindergartens in Estonia in 2004, 78% (467) of them Estonian-medium kindergartens, 13% (78) - Russian-medium and 8% (50) bilingual kindergartens with Estonian and Russian groups. In 2004, approximately 13 000 children were in Russian-medium kindergarten groups, making up one fourth or 25% of the children in pre-school establishments (see table 17).<sup>57</sup>

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<sup>57</sup> Estonian Statistics 8/ 2004. Statistical Office of Estonia, 2004.

Table 17. Childcare institutions based on language and share of children

<b>Language</b>	<b>Total number</b>			<b>Share (%)</b>		
	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Childcare institutions</b>						
<b>Estonian</b>	493	469	467	79.0	78.7	78.4
<b>Russian</b>	81	79	78	13.0	13.3	13.1
<b>Estonian/Russian</b>	48	46	50	7.7	7.7	8.4
<b>Total</b>	<b>622</b>	<b>594</b>	<b>595</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Number of children</b>						
<b>Estonian-medium</b>	38 003	37 582	38 392	76.1	75.6	74.8
<b>Russian-medium</b>	11 889	11 985	12 899	23.8	24.3	25.1
<b>Total</b>	<b>49892</b>	<b>49567</b>	<b>51291</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

According to data from 2004, the share of Russian children in Estonian-medium groups was 7%. The given figure reflects the preferences of non-Estonian speaking parents when choosing a kindergarten and the desire to integrate their children better into the Estonian society rather than the lack of places in Russian-medium kindergartens.<sup>58</sup> Moreover, the share of Russian children in Estonian-medium kindergartens has grown on a regular basis.

The following have been brought out among the tasks and activities supporting the state integration programme's objective in the field of education according to which a basic school graduate is socially competent and has medium-level knowledge of the Estonian language: *guaranteeing the systematic development of Estonian language training in pre-school education, supported by the development of child-care institutions as the centres of regional language training; developing the environment of Estonian language teaching and developing teaching methodologies.*

According to the Pre-school Child Care Institutions Act, the requirement to teach Estonian in Russian-medium childcare institutions entered into force as of autumn, 2000.

Early language immersion programme reached Russian-medium kindergartens in 2004, when the first 9 kindergartens joined the programme. By 2005 the early language immersion programme had reached the total of 17 Russian-medium kindergartens. The action plans in the state integration programme anticipate the early language immersion programme reaching 20 Russian-medium kindergartens by 2007.

The survey conducted among Russian kindergartens' Estonian language teachers drew attention to several drawbacks in Estonian language training, incl. inadequate training of Estonian language teachers and lack of good language teaching materials for pre-school education. As concluded from survey results, most help was required in case of teaching methodologies and materials.<sup>59</sup>

<sup>58</sup> Estonian Statistics 8/ 2004. Statistical Office of Estonia, 2004.

<sup>59</sup> Aire Ranne. *Teaching Estonian as the second language in kindergartens in 2002. 2002/2003.*

### Project execution and achieved results

The project was carried out by Narva College. Since project activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from August 23, 2004 – December 31, 2005), the interim results of the project are used to give the evaluation.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31. 08. 2005)</i></b>
Developing and carrying out an in-service training project for the methodology of teaching Estonian as the second language for the Estonian teachers in kindergartens	In-service training project for the Estonian teachers, teaching Estonian as the second language, has been compiled
150 teachers teaching Estonian as the second language have had in-service training in Estonian language teaching and have received a certificate	150 teachers have had in-service training in Estonian language teaching and have received a certificate
150 kindergarten teachers developed Estonian-language teaching methodology materials during the training; 5 sets of Estonian-language teaching methodology material for teaching Estonian as a second language in Russian-medium kindergarten published	The teaching materials have been developed and are being prepared for publishing.

The current project can be seen as a successful continuance to the project “Training order for creating the basis in pre-school childcare institutions for teaching Estonian as the second language and training” commissioned by Non-Estonians’ Integration Foundation and carried out by Narva College in 2004. The objective of the project was creating methodology and basis for teaching Estonian as a second language in pre-school childcare institutions and developing a training plan for Estonian language teachers as well as compiling the necessary teaching materials.<sup>60</sup> Thus, the current in-service training project was able to rely on teachers trained within the frames of the earlier project and the developed training materials, which enable to continue training for the corresponding target groups also in the future.

The need for training in Estonian language teaching is also reflected in the target group’s interest in the current in-service training programme, seen from the active registering for the training. Training groups were formed in Narva (2 groups), Tallinn (2 groups) and Tartu (1 group). Taking into consideration that as of 2004 there was a total of 128 kindergartens in Estonia with Russian-medium groups (see above), the project theoretically included at least one teacher from each kindergarten (the total of 150 kindergarten teachers participated in in-service training). According to project facilitators and experts in the field, the project has managed to cover to a great extent the needs associated with teaching Estonian in Russian-medium kindergartens in Ida-Virumaa but to a lesser extent the corresponding needs of kindergartens in Tallinn. The current in-service training programme did not really include the Russian kindergarten teachers from other regions because due to their small numbers, forming of separate training groups was not justified.

Thus, in carrying out project activities and putting together in-service training groups the risks associated with guaranteeing the necessary participation rate of the target group has successfully been managed. Participation of target group representatives has been guaranteed by signing agreements and cooperating with kindergarten principals.

<sup>60</sup> For more information see <http://www.meis.ee/est/haridus>

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Based on the expectations of the target group, the emphasis of the current in-service training has been to give practical skills and knowledge. Among other things, the training programme has included conducting a training lesson and observation, which would support the later application of acquired knowledge and skills in teaching. From the aspect of conducting the project it is also important to bring out the cooperation of kindergartens with the early language immersion programme.

According to those conducting the project, the different Estonian language proficiency levels of target group representatives and experience with teaching Estonian have complicated carrying out the training. Therefore it is necessary to take into consideration the Estonian language proficiency of participants as well as experience in teaching Estonian when compiling training groups in case of similar in-service training programmes in the future in order to have groups where participants' language proficiency and training level is similar. This training has also brought to attention the need for in-service training among kindergarten teachers.

The implementation of Estonian language teaching materials published within the frames of the project is presumably promoted by direct involvement of Estonian language teachers from Russian-medium kindergartens, as the potential users of teaching materials, in the developing of the corresponding teaching materials.

The factor that might decrease the efficiency of current project activities, i.e. the improvement of Estonian language teaching in Russian-medium kindergartens, is the different means and resources of kindergartens in different areas (e.g. Ida-Virumaa vs. Tallinn), i.e. the conditions for implementing the acquired knowledge and skills. Therefore it is important to take into consideration the existing possibilities and conditions of kindergartens when preparing in-service training and if necessary, support harmonizing kindergartens' language training opportunities and conditions.

#### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable.

Taking into consideration the interest of the target group towards the current in-service training on teaching Estonian on one hand and on the other hand, the existence of teaching materials, training programmes and trained teachers, the organising of corresponding in-service training would be justified.

To evaluate project efficiency, incl. the implementation of knowledge and skills acquired during in-service training and the developed teaching materials, it would be recommended to carry out observations of Estonian lessons in kindergartens after training.

Taking into consideration the inadequate Estonian language proficiency of teachers from non-Estonian kindergartens, which also became evident during the course of the current training project, it is also necessary to offer teachers opportunities and conditions to improve their knowledge of Estonian, which is the primary prerequisite for teaching Estonian as the second language.

In the situation where Russian-speaking parents prefer sending their children to Estonian-medium kindergartens whenever possible, as a result of which the share of Russian speaking children in Estonian-medium kindergarten groups increases, attention should not be paid only to teachers in Russian-medium kindergartens but rather to teachers in Estonian-medium kindergartens who must

on a daily basis deal with children with different language and cultural backgrounds and problems that may arise in a multi-cultural kindergarten group. As a result of this, there is a need to train kindergarten teachers working in a multicultural environment, similarly to schoolteachers. Therefore, one of the possible continued activities of Phare projects would be to include kindergarten teachers, working in multicultural kindergarten groups where there are children with different language and cultural backgrounds, in the training programme for teachers working in a multicultural environment (component 2).

### **In conclusion**

Within the frames of the current Phare programme, the language training of different target groups and teaching in Estonian has been supported through different activities. But the issue is not only the volume and immediate output of conducted activities, i.e. how many people received Estonian language training and/or training on teaching Estonian, but in the general efficiency and impact of activities, incl. the quality of acquired language proficiency and knowledge, future implementation and stability, also the impact on the successfulness of non-Estonian speaking people and their education and work-related prospects.

This issue is raised among the adult non-Estonian speaking population, where the Estonian language training that takes place during language courses is often not supported by other activities associated with learning and/or using Estonian, which is why the obtained skills tend to be forgotten if not practiced. Depending on the field and occupation as well as region (e.g. predominantly Russian-speaking environment of Ida-Virumaa vs. other regions in Estonia), employed non-Estonian's work-related contact with Estonian can be very different. Therefore it is necessary to deal with creating prerequisites and conditions supporting and promoting the increase in opportunities to use and practice Estonian and through that, the longevity of official language skills, simultaneously with offering Estonian language training.

## **Activities aimed at supporting subject teaching in Estonian**

### **Background and needs**

The basis of activities within the frames of Phare 2003 programme aimed at supporting subject teaching in Estonian are the general objectives of the state integration programme's sub-programme "Education", according to which it must be ensured that non-Estonian speaking *basic school graduates are socially competent and have medium-level knowledge of the Estonian language and secondary school graduates have the Estonian language knowledge necessary for everyday life and work & are capable of studying in Estonian.*

Phare programme activities support more specifically the following in the 2004-2007 action plans of the sub-programme "Education" – *creating the necessary conditions to begin transition to subject-teaching in Estonian in Russian-medium schools in 2007 in the extent specified in legislation.*

The reason for replacing activities aimed at supporting the teaching of Estonian as the second language, included in earlier Phare support programmes, with activities supporting subject-teaching in Estonian in the Phare 2003 programme is primarily the planned transition to subject teaching in Estonian in Russian-medium gymnasiums in 2007, which raises the question, how ready and prepared are the Russian-medium schools, including students and teachers, for subject teaching in Estonian.

Activities directly supporting subject teaching in Estonian included in the Phare 2003 programme:

- in-service training for subject teachers in general education schools (comp. 2);



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- developing study materials supporting subject teaching in Estonian in basic schools (comp. 3);
  - exchange programmes to Estonian-medium vocational schools supporting the Estonian language training and professional practice opportunities for teachers and students of non-Estonian vocational schools (comp. 4).

Due to the situation where teachers must teach in classes where there are students with different language and cultural backgrounds, the so-called second line of activities supported under the activities in this field is training for teachers working in a multi-cultural environment, incl.:

- Development of training programmes directed to teachers teaching in Estonian in a multicultural environment (comp. 1.1);
- Developing and carrying out the teachers' in-service training programme "Teaching in multicultural classes" (comp. 2).

Subject teaching in Estonian is carried out to a smaller or greater extent in most non-Estonian schools in Estonia and that in different levels. The extensive spread of the language immersion programme and the launching of the late language immersion programme have also supported implementing subject teaching in Estonian in Russian-medium schools.

On the level of schools, in principle the majority of non-Estonian schools' principals consider the implementation of subject teaching in Estonian necessary. According to the survey carried out by TNS Emor in 2004, 35% of all non-Estonian schools' principals considered subject teaching in Estonian in Russian-medium schools very necessary, 48% considered it rather necessary and 17% not necessary at all. There was a remarkable difference in evaluations based on if subject teaching in Estonian was being carried out in the specific school or not, whereas it was principals with experiences in subject teaching in Estonian who admitted its necessity.<sup>61</sup>

At the same time, only 8% of the interviewed principals were optimistic towards the planned Russian gymnasium reform and considered it necessary, almost two thirds were concerned about the reform plans even if they did consider it necessary and 29% had a negative attitude. 14% of the interviewed Russian gymnasium principals considered their school well prepared for the transition to subject teaching in Estonian, 55% said there were partially prepared and 31% - not prepared at all. The principals of Ida-Virumaa schools were the ones giving more critical evaluations to the readiness of their schools compared to other regions. More than half of the gymnasiums have prepared in several ways for the transition to subject teaching in Estonian, supporting primarily their students' Estonian language training opportunities.

From among the existing needs they brought out most frequently the teachers' need for additional Estonian language training, also the need for additional methodology and study materials for teaching subjects in Estonian, which was considered necessary by two thirds of Russian-medium gymnasium principals based on their own example.<sup>62</sup>

While the attitudes and perspectives of Russian-medium schools' management towards the general implementation of subject teaching in Estonian, i.e. not the specific reform plans, are generally favourable, on the population level the attitude of most non-Estonians towards implementing subject teaching in Estonian in Russian schools is critical or negative, even though in general it is considered necessary that the students of Russian-medium schools speak Estonian. According to the public opinion poll carried out in 2004, 95% of non-Estonians (aged 15-74) consider it necessary that all graduates of Russian-medium schools speak Estonian. At the same time, less than half, or 48% of non-Estonians consider it necessary to teach some subjects in Estonian (see table 18).<sup>63</sup>

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<sup>61</sup> *Subject teaching in Estonian in Russian medium schools: current situation and needs*. TNS Emor, 2004.

<sup>62</sup> *Subject teaching in Estonian in Russian medium schools: current situation and needs*. TNS Emor, 2004.

<sup>63</sup> *Public opinion in September*. Faktum, 2004.

Table 18. Evaluations to the necessity of subject teaching in Estonian and speaking Estonian

<b>How necessary do you consider the following:</b>	<b>Evaluation</b>	<b>Estonians</b>	<b>Non-Estonians</b>
<b>All graduates of Russian-medium schools speak Estonian</b>	<i>Very necessary</i>	60%	47%
	<i>Rather necessary</i>	35%	48%
	<i>Rather unnecessary or not necessary at all</i>	4%	4%
<b>Some subjects in Russian schools are taught in Estonian</b>	<i>Very necessary</i>	36%	18%
	<i>Rather necessary</i>	43%	30%
	<i>Rather unnecessary or not necessary at all</i>	17%	48%

Based on the integration monitoring, implementing subject teaching in Estonian is not considered the most preferred way for learning Estonian. Among the given options of Estonian language training and subject teaching in Estonian, 61% of non-Estonians (aged 15-74) prefer increasing Estonian language training in Russian-medium schools but continuing with subject teaching in Russian. The total of approximately one third (32%) of non-Estonians support subject teaching in Estonian to a certain extent (see table 19).<sup>64</sup> The low support to subject teaching in Estonian among the non-Estonian speaking population is also explained by the concept that studying Estonian as the second language, is sufficient for learning Estonian whereas the parents' and students' evaluations to the quality of Estonian language training in non-Estonian schools have improved compared to the earlier period.<sup>65</sup>

Table 19. Non-Estonians' evaluations to possible options of Estonian language training and subject teaching in Estonian (%)

<b>Possible options to the transition of non-Estonian schools to subject teaching in Estonian</b>	<b>All non-Estonians</b>	<b>Non-Estonians aged 15-29</b>
<b><i>The number of Estonian language lessons should be increased but subjects should be taught only in Russian</i></b>	61%	64%
<b><i>Teaching some subjects in Estonian</i></b>	24%	24%
<b><i>Teaching more than half of the subjects in Estonian</i></b>	8%	8%
<b><i>Don't know</i></b>	7%	4%
<b><i>Total</i></b>	<b>100%</b>	<b>100%</b>

Thus, the attitudes and views of the non-Estonian speaking population towards Estonian language training and subject teaching in Estonian in Russian-medium schools are ambivalent, which can be related to doubts concerning the efficiency and applicability of subject teaching in Estonian in Russian-medium schools.

<sup>64</sup> *Integration monitoring 2005*. Institute of International and Social studies at Tallinn University. 2005.

<sup>65</sup> *Integration monitoring 2005*. Institute of International and Social studies at Tallinn University. 2005;

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## Development of teacher training in higher education institutions

### Project objectives and activities

According to the initial task, the general objective of the project is to *improve the efficiency and quality of higher education institutions' teacher training programmes in order to support the teaching of subjects in Estonian language to classes with a varied cultural mix and where there are students who do not speak Estonian fluently.*

The specific objective of the project is to develop teacher-training modules in 10 subjects, which are taught in basic schools (grades 6-9).

The project includes the following activities:

- analysis and development of teacher training methodologies and materials, development of teacher training modules in 10 subjects taught in basic school (grades 6-9);
- Pilot testing and evaluation of teacher training modules.

Project target groups are academic experts involved in the design and development of teachers' training programme; teachers teaching in basic schools, in Estonian language, to students belonging to a multicultural environment; university students in pedagogical subjects, who will become teachers in basic schools and basic school students with various levels of Estonian language proficiency.

### Factors justifying the need for this programme

According to the state integration programme, the task of Estonian schools is *to make the social development objectives and the cultural environment understandable to students from all nationalities, to expand people's understanding of other cultures, find and increase ways and forms of interaction between different ethnic groups.*

The objectives of the state integration programme's sub-programme "Education", according to which the graduate of basic school should be socially competent and have medium level knowledge of Estonian, also include the following tasks:

- *Raising a member of a multicultural society as a result of which the basic school graduate values his culture and shows interest towards other cultures and where students and teachers can solve inter-cultural communication problems.*
- *Training teachers and school management, as a result of which the skills of working in a multi-cultural school become an important part of teacher training.*

The results from the survey "Organising the network of general education schools", conducted by Praxis - the Centre for Policy Studies, show that among students studying in Estonian there are on the average 850-1100 students more than the number of students whose mother tongue is Estonian and among students studying in Russian. There are on a regular basis 750-1000 students less than the number of students whose mother tongue is Russian. These differences have increased each year, which refers to a trend where children whose mother tongue is Russian go

more and more to Estonian-medium schools.<sup>66</sup> As we can see from the comparison of student numbers in different stages of study, based on mother tongue and study language in 2003-2004, according to the data received from Ministry of Education and Research, the share of students whose mother tongue is Russian in Estonian-medium schools is the biggest in primary school (15%) and it decreases later, which also shows an increase in the aforementioned trend (see table 20).<sup>67</sup>

Table 20. Share of students with Russian mother tongue in Estonian-medium classes in 2003-2004

<b>Stage of study</b>	<b>Number of students with Russian mother tongue in Estonian-medium classes</b>	<b>% of students with Russian mother tongue among students studying in Estonian</b>
<b>I stage of study</b>	1317	15%
<b>II stage of study</b>	1201	11%
<b>III stage of study</b>	1016	6%
<b>IV stage of study</b>	483	5%

At the same time, within the context of a EU member state we can also predict an increase among children in Estonian-medium schools whose mother tongue is neither Estonian nor Russian. Taking these trends into consideration, it is important that teachers are prepared to work with a multilingual and –cultural student body.

#### Project execution and results

This project is carried out by Tallinn University and Tartu University. All project-related activities were completed at the time the progress report was compiled (project duration 20.02.2004 – 19.08.2005).

<b>Project objectives and expected results</b>	<b>Achieved results (31.08.2005)</b>
Developing 10 training modules in Estonian in regular and open learning format (incl. web based) in subjects taught in 6 - 9 grades of the basic schools	10 web-based teacher training modules have been developed in the following subjects: multicultural education, mathematics, geography, literature, biology, computer studies, music, home economics and handicrafts, history and social studies, available in web environments of Tartu and Tallinn Universities.
Creating a project team, supported by at least 10 subject field experts, trained and consolidated in two Estonian universities, specialised in the development of teachers' training materials focused on multicultural	A team of expert has been compiled. Cooperation and exchange of experiences between the employees of the two universities has improved and become more intense thanks to project activities.

<sup>66</sup> *Organising the network of general education schools*. Praxis, 2005.

<sup>67</sup> Source: *Organising the network of general education schools*. Praxis, 2005; Ministry of Education and Research

environment classes	
Teachers and university students belonging to the target group have participated in the testing of the 10 modules	Testing of training modules among target group has been carried out. Test results have been taken into consideration in developing the courses.
Improved capacity of higher education institutions to develop and offer interactive teacher training programmes	Experts of the two universities have exchanged experiences within the frames of the project. Technical experts are included in the project, advising and supporting the development and implementation of we solutions in teacher training programmes.
Increased awareness among teachers concerning the need for training in the field of teaching skills to teach in a multicultural environment and information about available training courses provided by the two universities	Universities have used different internal and external sources of information, incl. mass media and specialised print media, have been used to distribute information on the developed teacher training programmes.

As a result of the project, 10 web based training courses, each worth 2 credits, have been created for teachers who teach in Estonian / pedagogic students, teaching.

The course series "Subject teaching in a multicultural class" includes the following courses:

- 1) Multicultural education (2AP, TÜ)
- 2) Teaching history in a multicultural environment (2AP, TÜ)
- 3) Teaching biology in a multicultural environment (2 AP, TÜ)
- 4) Teaching geography in a multicultural environment (2 AP, TÜ)
- 5) Teaching mathematics in a multicultural environment (2 AP, TÜ)
- 6) Teaching computer studies in a multicultural class (2 AP, TLÜ)
- 7) Teaching literature in a multicultural class in basic school (2 AP, TLÜ)
- 8) Teaching music in a multicultural class in basic school (2 AP, TLÜ)
- 9) Teaching home economics and crafts in a multicultural class in basic school (2 AP, TLÜ)
- 10) Teaching social studies in a multicultural class in basic school (2 AP, TLÜ)

The developed courses belong in the group of elective subjects in teacher training, i.e. they can be taken as elective subjects by all university students studying full-time in Tallinn or Tartu University, enrolled in distance study in Tallinn University or Open University of Tartu University and teachers who want to take the corresponding courses. In addition to that, the universities will begin offering the courses as in-service training for teachers and education workers. The course on multicultural education is also included as a mandatory subject for students studying for the vocational master's degree in organisation of studies in Tartu University. Even though the university has based the developing of courses on the subject syllabus of the subjects in basic school, the created training modules are applicable (at least partially) also in other stages of study, incl. training of gymnasium level teachers. Since the courses are aimed at teachers and different employees in the field of education, they support the wider spread of knowledge and skills offered during the course and thus increase the efficiency and impact of project activities.

All courses are developed as web-based and include course introduction, study materials, a forum for discussions and presenting homework and directions on how to use the web based study environment. According to the evaluations of one of the authors of the courses, the developing of training modules in a virtual environment for teaching in a multicultural classroom helps teachers

get used to “not only the multitude of cultures but also didactic visions.”<sup>68</sup> Study materials contain illustrations and text, including pictures and video clips, which make the material attractive and informative. Various innovative and interactive training methods (discussions, role play, different active study methods) have been implemented in the in the developed teacher training courses, enriching subject teaching and helping to make the teaching of the subject more interesting for students, which should also support the learning of knowledge.

The term “multicultural” has been dealt with more widely within the frames of the courses than just from the ethnic-linguistic or racial aspect, including also religious, gender of sexual cultural differences. In addition to that, the integration of multiculturalism issues integrated in different subjects supports a wide approach and understanding of the whole scope of problems among teachers as well as students, helping also with raising the awareness of attitudes and changing them.

All courses have been pilot tested. The courses were evaluated by teachers from different parts of Estonia with practical work experience and experience in working in a multicultural class. The initial feedback to courses was predominantly positive.

A selection of comments given by testers to the courses, brought out in the interim report of the project:

- *Interesting exercises, made me think along. The material was interesting, intertwined with practical examples. [Course on multicultural education]*
- *Liked it when different people had different opinion. That gave an opportunity for lively discussion. Also liked reading the professional approaches of people with a wider outlook, it was very developing. [Course on biology]*
- *A new approach, i.e. all that e-learning enables you to choose the time you work on the subject. The differentiation of exercises is good and they make you think, not that you read the text and know the right answers. And I think that it is impossible to give totally wrong answers in case of such topics. [Course on geography]*

Due to the timing of project activities and developing of the courses, the testing period coincided with end of spring and beginning of summer (May-June, 2005), i.e. the end of the school year, when teachers are very occupied. Due to that the testing and the given feedback was not as thorough and comprehensive as the developers would have expected and considered necessary. Thus, in planning project activities and timing, the risks associated with teachers' schedules have not been taken into consideration enough.

Expert evaluations have been compiled for all courses, according to which the developed courses are in accordance with the project objectives. Similarly to the feedback from course testers, the expert evaluations to the courses are predominantly positive as well.

Excerpts from expert evaluations:

- *The varying methods are a very strong aspect of the course. The psychologically thought through and culture-sensitive approach of authors is also worth mentioning ... [...] In conclusion, I find that there is a good symbiosis of theoretical presentation of material and integration of diverse methodologies, which could serve as an example to other Phare training modules. (“Teaching history in a multicultural classroom”)*

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<sup>68</sup> Loone Ots “Multicultural classroom – opportunities in a virtual teaching environment.” *Õpetajate Leht* 10.06.2005.

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- *The course topic is relevant and in demand. Multiculturalism is a term that many teachers come into contact with already (for example non-Estonian speaking students in Estonian schools). In association with Estonia becoming a member of the European Union, the application of behaviour/teaching skills will expand significantly due to multicultural knowledge and its approaches. In the present-day Estonia there is a demand for knowledge, which would help teachers manage successfully in a multicultural classroom. From a reviewer's standpoint, this course gives a lot of very useful information to teachers. The presented study materials create a picture of main terms associated with multiculturalism; expand the understanding of what is multicultural education. ("Teaching history in a multicultural classroom")*

Higher education institutions have used or are planning on using several information sources aimed at the target group to spread information on the courses, incl. sources of information within the university - information systems, mailing lists, syllabus descriptions etc. In case of in-service training, informing of the courses in national and target group oriented newspapers, teachers' mailing list, direct advertising, web pages of open universities etc. can help/have helped. An introduction video was made during the course of the project and an article introducing project activities was published in the Teachers' Newspaper.<sup>69</sup> In addition to that, project activities have been presented at international education conferences. Since most of the publicity work dealing with project activities and results, i.e. the developed courses, does not fall within the activities and timeframe of the project, we are unable to evaluate more thoroughly its effectiveness, incl. target group representatives' awareness of the existence of the courses and training modules.

A team of experts from the two universities has been formed within the frames of the project, also including technical support experts whose tasks is to advise on developing and implementing the web solution of courses. The risks associated with the limited number of experts and the fact that they are extremely busy, have been managed successfully in creating the project team.

According to the evaluations of team members, the cooperation has been mutually motivating and inspiring, which is one of the indicators of project efficiency as well as an important prerequisite for possible continued activities in this field, incl. the improvement and further development of the already developed courses.<sup>70</sup> Project activities included cooperation and exchange of information between experts and team members when dealing with the issues of multiculturalism, subject didactics as well as implementing web-based studies. For several of the experts included in the project, this was the first opportunity to obtain e-learning related experiences and implement them. Even though the project's work organisation supported the exchange of information and experiences between experts in multiple ways (meetings, mailing list, web based exchange of materials), there could have been a presentation of prepared course materials in the form of a seminar during the work process, which would have allowed for additional exchange of experiences concerning the choice of study methods and materials used in the courses.

The possible continued activities in case of this project are the future development and improvement of developed courses, incl. their application to other stages of study and target groups. A possible future target group could also be the teachers in Estonian kindergartens, who must work with children from different language and cultural backgrounds in Estonian-medium kindergarten groups. One of the continued activities of the project is the development of a teachers' manual for carrying out future in-service training.

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<sup>69</sup> Loone Ots "Multicultural classroom – opportunities in a virtual teaching environment." *Õpetajate Leht* 10.06.2005.

<sup>70</sup> EU Phare project "Development of teacher training in higher education institutions" end seminar, August 18, 2005.

In evaluating the efficiency of project activities, we can bring out as one of the risks the lack of technical knowledge and means needed to participate in courses that are mainly web-based and in the form of distant learning courses (computer and Internet using skills, IT possibilities, availability and quality of the Internet connection etc.). Therefore it is important to guarantee the availability of technical support needed to take the course.

#### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Project objectives have been achieved within the frames of the activities.
- Project activities are sustainable.

Since there was no requirement of additional distribution of information among the target group(s) of the created courses within the frames of project activities, and communication aimed at target group(s) does not fall under project activities, it is not possible to evaluate the target group's increase in awareness concerning the importance of multicultural subject teaching and the existence of corresponding courses within the frames of this project. Since the future efficiency of the project, i.e. the passing of courses, depends largely on the target group's awareness of those courses, informing target groups of the courses also within the frames of additional seminars and information days should be taken into consideration.

#### **In-service training for teachers**

##### Project objective and activities

According to the initial tasks, the general objective of this project is to *train teachers in Estonian and Russian-medium schools to teach subjects in Russian-medium basic schools (grades 1-9) in the Estonian language and in Estonian-medium schools in classes with a varied cultural make-up and/or where there are students who are not fluent in Estonian.*

Project-related sub-objectives and activities include:

- Developing the methodology for in-service training of teachers working in a multicultural environment where students do not speak fluently the language of instruction;
- Development of a 35-credit point curriculum to re-train teachers in at least two priority subjects, delivering in-service training to 50 teachers and evaluating the training results;
- Development of a 4-credit point course "Teaching skills in multicultural environments", delivering in-service training to 100 teachers and evaluating the training results.

The target group of this project are subject teachers and teachers of Estonian as the second language in need of re-training, including class teachers of Estonian-medium schools, subject teachers of Estonian-medium and Russian-medium schools.

##### Factors justifying the need for the project

According to the state integration programme's action plans in the field of education for 2004-2007, it is necessary to *guarantee such conditions that in 2007 it would be possible to begin the transition to subject teaching in Estonian in the extent established in legislation, i.e. to the extent of 60% of the curriculum.*



The professional background and qualification of teachers in Russian-medium schools often relies on education obtained outside of Estonia and it might not correspond to the requirements set by the Estonian education system. Insufficient knowledge of the Estonian language is also a problem in case of teachers in Russian-medium schools, making it one of the main factors standing in the way of implementing subject teaching in Estonian.

Transition to partial subject teaching in Estonian in Russian-medium gymnasiums starting in 2007 and the general expansion of subject teaching in Estonian to Russian-medium schools will inevitably create a need for subject teachers with necessary training. Based on the study carried out in the autumn of 2004 by TNS Emor among Russian-medium schools, the heads of Russian-medium gymnasiums expect the most support for the in-service and re-training of existing subject teachers, that in case of the Estonian language as well as teaching methodology. Approximately one third (31%) of the Russian schools' subject teachers, currently teaching their subject or subjects only in Russian, interviewed during the course of the survey, were in principle prepared to teach in Estonian. The personal readiness to teach in Estonian is primarily reduced to the proficiency of Estonian and then, to psychological readiness and motivation.<sup>71</sup> Besides the teachers in Russian-medium schools, it is also the teachers in Estonian-medium schools (those who might in the future work as subject teachers in Russian medium schools) who need in-service and re-training.

The number of students in Estonian schools whose mother tongue is Russian is also on the increase, which means the forming of multicultural classes and a need for additional knowledge and professional skills required for teaching in a multicultural environment.

#### Project execution and results

The project was carried out by Narva College. Since project activities were not completed at the time progress evaluation was being compiled (duration of project activities is from August 23, 2004 – December 31, 2005), the interim results of the project are used to give the evaluation.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.08.2005)</i></b>
Developing a 35-credit-point curriculum for re-training subject teachers in two subject areas	A 40-credit-point curriculum for re-training has been developed in three basic school subject areas: history and civic studies, natural history and human studies, and natural history and geography.
Training 50 subject teachers from Estonian and Russian-medium schools based on the developed 35-credit-point curriculum	The training for approx. 50 subject teachers based on 40-credit-point curriculum is currently in progress.
Developing a 4-credit-point course module on "Teaching skills in a multicultural environment"	The 4-credit-point course "Teaching skills in a multicultural environment" has been developed
Training 100 subject teachers schools based on the developed 4-credit-point course	110 teachers have passed the developed 4-credit-point course.

#### Re-training course for subject teaching in Estonian

According to the proposition of the Ministry of Education and Research, obtaining additional qualification would have required taking the courses in the 40-credit-point curriculum within the frames of in-service training and this requirement would have entered into force by the end of the planned courses. Subsequently the 35-credit-point curriculum was replaced with the 40-credit-point curriculum.

<sup>71</sup> *Subject teaching in Estonian in Russian medium schools: current situation and needs.* TNS Emor, 2004.

Two groups have been put together within the frames of re-training, based on subject specifics:

- History and civic studies in basic school;
- Natural history and geography in basic school, and natural history and human studies in basic school.

In choosing the specific subjects, it was tried to predict, which will be taught in Estonian in Russian-medium gymnasiums as of 2007. Based on this, the choice of given subjects turned out to be justified.<sup>72</sup>

Target group's interest towards re-training courses turned out to be bigger than the defined number of participants and there has been additional interest towards the courses during the whole duration of those re-training courses, which reflects the target group's need for given training. But the target group's interest and readiness to participate has been decreased by the decision to carry out the re-training in Narva, taking into consideration the large share of people from Ida-Virumaa among those signing up for the courses. Since in the initial tasks of the project the suitability of location has been emphasized, in case of similar training projects it should be considered carrying out the courses in different locations, taking into consideration the participants' place of residence and possibility to participate.

To guarantee the target group's participation rate, the obligations of all parties of the project – training facilitator, participants or teachers and participants' employers or principals – were determined in the contract, incl. the school management's readiness and permission to allow the teacher to participate in the training to avoid participants' dropping out during the course of training. The signing of such agreements including the rights and obligations of all parties would also be justified in case of other training projects supported within the frames of Phare 2003.

Even though the prerequisite for participating in the courses is advanced level knowledge of Estonian, the experience has shown that the actual knowledge of Estonian among teachers does not necessarily meet the requirements. Also, a few subject teachers with medium-level proficiency of Estonian have been given the opportunity to participate in the courses. They will acquire the advanced level proficiency by the end of the course. The shortcomings in teachers' knowledge of the Estonian language refer to the additional need for teaching Estonian in the target group.

The application of knowledge and skills acquired during in-service training is supported by practical training in teaching the subject and observations, both of them being included in the course.

So far the feedback from participants has been positive and has confirmed the need for such training. A more thorough summary of participants' feedback will be compiled for the project activities' final report.

Since carrying out in-service training in bigger volumes than planned has also required more time, an application has been filed to extend project activities until January 15, 2006.

#### The course "Teaching skills in a multicultural environment"

The groups for multicultural in-service training were compiled in Narva (ca 50 participants), Tartu (ca 35 participants) and Tallinn (ca 35 participants). In addition to teachers, representatives of schools' managements participated in training. The interest towards this in-service training was

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<sup>72</sup> According to the project compiled by the Ministry of Education, the following five subjects will be taught in Estonian in gymnasiums: Estonian literature, social studies, history, geography and music.

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bigger than the defined number of participants, which refers among other things to the additional need for such training. The total of 110 teachers/school representatives have participated in the training.

The participants' feedback to training has been predominantly positive; they would expect more practical examples and basing them on the context of the current situation of education in Estonia.

Since the developed training and study materials will be there after the end of in-service training, it is justified to carry out the training repeatedly while taking into consideration the interest and need of the target group.

As a continued activity of this project, an application has been prepared to support the subject teaching in Estonian - "Supporting non-Estonian general education schools: developing study material for subject teachers' retraining and providing consultations to schools" (2006-2008), which would be funded by European Structural Funds and the state budget. The given project application also includes a more detailed counselling of non-Estonian schools and information concerning subject teaching in Estonian. The application requires training for special school-consultants to provide the consultations to schools.

### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable

Since the need for in-service training and retraining of subject teachers can be considered constant, then from the aspect of the project's sustainability it is important to continue with similar training projects and find funds to carry them out.

There is also no attitudinal support from the non-Estonian speaking population to implementing subject teaching in Estonian, which puts an emphasis the need for a clearer and more systematic information aimed at different target groups.

### **Development of additional Estonian-language study materials**

#### Project objectives and activities

According to the initial task, the objective of this project (component 3) is to develop 12 subject-related dictionaries for mandatory subjects (mathematics, geography, biology, chemistry, physics, history, human studies, music, art, physical education and handcrafts).

Each dictionary should contain the key terms of the corresponding subject with an Estonian definition/explanation (with illustrative materials if necessary) and also a translation of the term in to Russian. The objective of the explanatory dictionaries is to support subject teaching in Estonian in Russian basic schools, helping students and teachers to learn the subject-related vocabulary in Estonian and to work with subject literature and materials.

Project-related activities include:

- Developing, compiling, editing and printing 12 subject-related dictionaries (incl. mapping of core terms by subject based on the study materials and curriculum of the corresponding subject);
- Distributing 1000-2000 copies of each dictionary in Russian-medium basic schools;
- Organising at least two public events and publishing one newspaper article to inform subject teachers and the general public about the availability of the new dictionaries.

#### Factors justifying the need for the project

According to the state integration programme, the graduate of a Russian-medium basic school should have a medium-level command of Estonian in order to continue studies at gymnasium level.

The planned transition to partial subject teaching in Estonian in Russian gymnasiums as of 2007 also requires the graduates of basic school to be prepared for it, incl. a sufficient knowledge of Estonian. Since these dictionaries also include the subjects that will be taught in Estonian in Russian-medium schools, the developed study material directly supports the students' readiness during the transition to subject teaching in Estonian.

The need for the corresponding study materials is also confirmed by the results of the survey commissioned by the Ministry of Education and Research, carried out in TNS Emor in 2004. The survey mapped the situation of subject teaching in Estonian and evaluated the needs of Russian-medium schools, and according to the results - schools expect support in the form of materials and special methods for subject teaching in Estonian in addition to the existing in-service training and retraining of subject teachers. As seen from the survey results, some Russian-medium schools practice partial subject teaching in Estonian instead of teaching them fully in Estonian. They teach within the frames of the subject the basic terminology of the corresponding subject in Estonian although the class is in general taught in Russian. This form of study is seen as an alternative or a preparatory step to teaching subjects fully in Estonian. According to the evaluations of school managements and teachers, this form of study and the teaching of subject-related terminology in Estonian creates a need for bilingual textbooks, where part of the text or the core terms of the subject are in Russian as well as Estonian to save in such way the time spent on translating the vocabulary, and to improve the students' and teachers' subject-related knowledge and vocabulary in Estonian.<sup>73</sup> The developed explanatory subject vocabularies would help to fill that very role.

#### Project execution and achieved results

This project was carried out by Tartu University. Since project activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from August 30, 2004 – January 31, 2006), the interim results of the project are used to give the evaluation.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.08.2005)</i></b>
Preparing, compiling, editing and printing 12 subject dictionaries.	The 12 compiled and edited subject dictionaries have been presented to the subject commission at the National Examination and Qualification Centre. The printing of dictionaries is planned for September-November, 2005
Distributing subject dictionaries in Russian-medium basic schools	The corresponding activities are planned for December 2005 and January 2006
Organising at least two public events and	The corresponding activities are planned for

<sup>73</sup> Subject teaching in Estonian in Russian medium schools: current situation and needs. November-December 2004. TNS Emor.

publishing one newspaper article to inform subject teachers and the general public about the availability of the new dictionaries	December 2005 and January 2006
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A team of 20 experts and key experts with experience in compiling study materials has been put together to prepare and compile the dictionaries. Risks associated with the limited number and tight schedule of experts, described in the initial project tasks, were managed well when putting together the team and managing the work. To avoid a possible conflict of interest, the members of subject commissions at the National Examination and Qualification Centre, who are strong experts in subject fields, were initially excluded when experts were being chosen in the launching stages of the project. Removing them from the dictionaries' evaluation process allowed the corresponding experts to be included nevertheless.

The mapping of key terms based on the study materials was carried out in each subject and curriculum. The 12 subject dictionaries include the total of approximately 14 000 terms, i.e. the average of approximately 1166 per each term.

The preparing and compiling of dictionaries has been complicated in case of some subjects (e.g. physical education, handcrafts, music) due to the fact that the subjects lack subject materials and there is no previous experience in compiling a dictionary, which to rely on in compiling the current dictionaries.

Computer analysis has been used in compiling the dictionaries and this has enabled also to conduct a check of cross-references (e.g. add a note to terms used in the explanations, which have their own explanation in the dictionary), adding the main declinations of Estonian words etc.

In the stage of preparing and compiling the dictionaries, the work of the project team and exchange of information has been supported by seminars and training organised by the project facilitator, also by putting together a web page that contains all dictionary-related materials.

All dictionaries will undergo editing as well as a review. The reviewers are mainly subject teachers from Russian schools who have also been asked to evaluate the correspondence of the dictionary to project tasks. The reviewers' evaluations to dictionaries have been predominantly positive and approving, which allows to presume that the developed study materials will be well received by the target group.

A selection of reviewers' evaluations:

- *A huge task has been fulfilled, one beneficial to students as well as teachers who will learn or teach Geography in Estonian. The dictionary is especially necessary to students who will continue their studies in an Estonian-medium education establishment. [Review of the Geography dictionary]*
- *This dictionary promotes the using of textbooks in Estonian and helps to understand Physics texts. The dictionaries give the students and teachers of Russian-medium schools the means to study the subjects in Estonian. [Review of the Physics dictionary]*
- *A huge and credit-worthy job has been done for the benefit of Russian-medium basic school students by compiling this Biology dictionary. We will be expecting similar study materials also for Russian-medium gymnasium students. [Review of the Biology dictionary]*

Among the positive aspects, the reviews have brought out the main declinations accompanying the terms in Estonian, also the explanations that are well thought-through and understandable to the students. From the methodological aspect the dictionary developers and reviewers have brought out the glossary of Russian-Estonian terms in the end of the dictionary, which helps finding the Estonian explanation of the term. At the same time the main drawback is the inaccuracies in the Russian translations of terms.

Concerning the preparing and compiling of dictionaries, a drawback that can be brought out is the aspect that besides the editing and reviewing of dictionaries, there is no testing by teachers and students provided for in the project tasks. Therefore the using of dictionaries in studies has been tested only partially on the initiative of authors/compilers. At the same time, it would have been recommended to also include (at least a partial) a pilot testing of dictionaries similarly to other study material compiling-related projects carried out within the frames of Phare 2003-2006.

Another drawback could be the lack of the methodological handbook, i.e. how the dictionaries should and can be used in the studies. According to project tasks, the developers of dictionaries are not required to compile such a handbook and it could be compiled within the frames of this project only on the initiative of dictionary compilers and authors. It would have been recommended to include the requirement to compile such a handbook in the project activities.

In carrying out the project activities it has become evident that it is necessary to extend the activities by one month. On one hand, it is caused by increased workload associated with the computer analysis. On the other hand, the reason is the need to change the timing of the project. According to the time limit fixed in the project tasks, the distribution of dictionaries and informing the target group was planned for December 2005, which is an unsuitable time for the target group due to the end of semester and Christmas vacation. Therefore, distributing the dictionaries to schools, the events to inform about them and completing the project activities have been planned mainly for January, 2006.

#### Conclusions and propositions

- Project objectives and activities correspond to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable

The need and interest towards the developed study materials can be considered higher than the dictionaries' principles of distribution and the number of copies allow. Besides Russian-medium basic schools, the potential users of dictionaries could be for example vocational schools, where the graduates of basic schools may continue their education; also higher education establishments, who deal with teacher training and in-service training of subject teachers and within those frames these dictionaries could successfully be used as study materials. Thus there is an issue of increasing the dictionaries' distribution network and the number of copies. According to the dictionaries' authors/compilers and reviewers, there is a need for similar study materials in Estonian-medium schools as well as Russian-medium gymnasiums.

One of the possible continued activities of the project could be the publishing of these dictionaries on CD-ROM.

The planning of possible continued activities is supported by the fact that an experienced, effective and motivated expert team has been formed within the frames of the project and applying their experiences might be valuable in developing other study materials for Russian-medium schools.

### **Development of Estonian language skills within non-Estonian vocational schools**

#### Project objectives and activities

According to the initial tasks, the general objective of this project (component 4) is *to improve Estonian language training in vocational schools and through that increase the competitive ability of the graduates of vocational schools on the Estonian labor market.*

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The specific objectives of the project are:

- Formulating/developing the framework for the exchange and training programme for Estonian and non-Estonian vocational schools' teachers and students and developing a partnership between Estonian and Russian-medium vocational schools to carry out that programme.
- Carrying out the exchange and training programme for the teachers and students of Estonian and Russian-medium vocation schools, which would support the teachers' Estonian language training skills and the students' daily and professional Estonian proficiency.
- Developing, publishing and distribution of study materials (2 dictionaries).

The project-related activities include two sub-activities:

- Carrying out the teachers' and students' exchange programme between Russian and Estonian vocational schools, with the participation of at least 100 students and 30 teachers from 5 Russian-medium vocational schools;
- Developing, publishing and distributing two Estonian language study materials/dictionaries to vocational schools.

Project target groups are the students and (Estonian language) teachers of Estonian and Russian-medium vocational schools from different regions of Estonia (Tallinn and Harjumaa, North-East Estonia and South-East Estonia).

#### Factors justifying the need for the project

The following activities, associated with vocational schools, have been brought out among the activities and tasks supporting the objective of the state integration programme's field of education. According to that objective, young people with secondary education should speak enough Estonian to manage in everyday and work-related situations and be capable of continuing their studies in Estonian:

- creating the necessary conditions for studying Estonian and in Estonian in vocational schools;
- vocational schools' Russian-medium groups transitioning to teaching in Estonian (incl. developing and implementing in-depth Estonian language programmes in popular fields, incl. service, and teaching Estonian and Russian students together in Estonian-medium groups);
- developing cooperation between education establishments (incl. planning and carrying out the exchange programmes for students and teachers).

According to the Ministry of Education and Research, there was a total of 67 vocational schools in Estonia in 2004, including 12 Russian-medium vocational schools (18% of all vocational schools) and 18 bi-lingual vocational schools teaching in Estonian and Russian (27%) (see table 21). According to statistics on vocational education, only the number of Russian-medium vocational schools has decreased during last years.<sup>74</sup> This result reflects the trend where a partial transition to teaching in Estonian and/or merging with Estonian-medium groups is taking place in Russian-medium groups.

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<sup>74</sup> *Vocational education – facts and figures as of October 1, 2004.* Ministry of Education and Research. [www.hm.ee](http://www.hm.ee)

Table 21. Vocational education schools based on language in 2004/2005

<b>Language of vocational schools</b>	<b>Total number</b>	<b>Share %</b>
<b>Estonian</b>	37	55
<b>Russian</b>	12	18
<b>Estonian and Russian</b>	18	27
<b>Total</b>	<b>67</b>	<b>100%</b>

There was approximately 10 400 students in vocational schools' Russian-medium groups in 2004/2005 academic year, making up 35% of all vocational school students (see table 22). At the same time, the ratio of Estonian and Russian students in vocational schools has not changed significantly compared to the beginning of the 90ies.<sup>75</sup>

Table 22. Vocational schools' students based on language in 2004/ 2005

<b>Students based on language</b>	<b>Total number</b>	<b>Share %</b>
<b>Estonian</b>	19 523	65
<b>Russian</b>	10 392	35
<b>Total</b>	<b>29 915</b>	<b>100%</b>

The Estonian language proficiency of Russian-medium vocational schools' graduates can be seen as one part of their professional skills. Based on this aspect, the teaching of Estonian language in Russian-medium vocational schools has been merged with teaching career-specific Estonian to add to students' professional skills and knowledge also the corresponding proficiency in Estonian and through that, increase the competitive ability of non-Estonian vocational schools' graduates on the labour market – in the situation where the risk of remaining unemployed is on the whole higher among the non-Estonian speaking population, including the young people (caused by the higher unemployment indicators in Ida-Virumaa, among other things). The national curriculum requires 4 weeks of Estonian language training in Russian-medium vocational schools operating on the basis of basic education. This includes 1 week of career-specific Estonian language training.

In case of the non-Estonian speaking vocational school graduates, passing the Estonian language state exam is one of the prerequisites to graduating. At the same time, as we can see from the state language exam statistics, the state language exam results of non-Estonian speaking vocational school graduates are significantly lower to the state language exam results of non-Estonian speaking gymnasium graduates (see table 23).<sup>76</sup>

<sup>75</sup> Source: Ministry of Education and Research. [www.hm.ee](http://www.hm.ee)

<sup>76</sup> Source: National Examination and Qualification Centre. [www.rekk.ee](http://www.rekk.ee); *Implementation of the state programme "Integration in Estonian Society 2000-2007" in 2004*. Tallinn 2005.



Table 23. Average state language exam results in Russian-medium schools in 2002-2004

<b>School type</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Gymnasium</b>	69.18	73.69	73.89
<b>Vocational education</b>	38.32	42.08	50.65

According to the results of the survey conducted among Russian-medium vocational schools, mapping the development of vocational education,<sup>77</sup> the interest of vocational school students in learning Estonian can be considered relatively high. The majority of non-Estonian vocational schools' students (83%) also consider the learning of Estonian necessary.

The main problem associated with teaching Estonian in Russian-medium vocational schools can be considered to be the teachers' insufficient Estonian language proficiency, primarily among specialised subject teachers, the majority of whom considered their knowledge of Estonian rather poor. Almost three quarters of Estonian language teachers and 90% of subject teachers in Russian-medium vocational schools consider in-service Estonian language training necessary. At the same time, the survey results show that one fourth of the teachers, who were not teaching their subjects in Estonian at the time of the survey, were in principle prepared to do it.

According to survey results, the teachers and students of vocational schools consider the lack of Estonian speaking environment the biggest obstacle to learning Estonian.

#### Project execution and achieved results

The project was carried out by the Central-Estonian Development Centre. Since project-related activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from March 16, 2004 – December 31, 2005), the interim results of the project are used to give the evaluation.

<b>Project objectives and expected results</b>	<b>Achieved results (31.08.2005)</b>
Carrying out the teachers' and students' exchange programme between Russian and Estonian vocational schools, with the participation of at least 100 students and 30 teachers from 5 Russian-medium vocational schools.	An exchange and training programme has been carried out between 6 Estonian-medium and 6 Russian-medium vocational schools with the participation of 99 students and 31 teachers.
Developing, publishing and distributing two Estonian language study materials/dictionaries to vocational schools.	Expert teams have been formed to develop the dictionaries with previous experience in compiling Russian-Estonian dictionaries in the field of tourism /recreation and healthcare /medicine. The compiled dictionaries have been edited and reviewed and are prepared for printing.

The total of 12 schools have participated in the exchange programme of vocational schools' teachers and students, including 6 Estonian and 6 Russian-medium vocational schools. The larger number of schools participating in the project is caused primarily by the interest of Russian-medium vocational schools in participating in exchange programmes. The similarity of specialties has been

<sup>77</sup> *Development of vocational education in Russian vocational education institutions.* Faktum, 2004.

taken into consideration when choosing the schools, allowing the practicing of Estonian in the specific field.

The non-Estonian vocational schools included 5 from Northeast Estonia and 1 from Tallinn. Even though regional criteria was not a factor when choosing the schools, the majority of the schools included in the project were from Northeast Estonia. Vocational schools from Tallinn showed a rather modest interest in participating in the project. The representatives of schools gave the students' lack of interest as the reason. All Estonian-medium vocational schools were from outside Tallinn/Harjumaa and Northeast Estonia.

The risks associated with finding schools interested in the exchange programme have been managed successfully when recruiting target group representatives. According to the project facilitator's evaluations, it was complicated to find Estonian-medium vocational schools that would be willing doing their part in supporting the exchange programme for vocational schools' teachers and students.

Regarding the teachers and students of vocational schools, the strength of this project is the combining of Estonian language skills and professional practice. In preparing and carrying out this exchange programme, they have relied on the experiences from Estonian and Russian-medium vocational schools' student exchange, carried out within the frames of earlier integration projects, incl. the exchange project for teachers and students of vocational schools included in the III stage of Phare support system.

To evaluate the improvement in programme participators' language skills, special language tests have been carried out before and after the exchange programme in case of general language as well as career-specific vocabulary. Based on these results it is possible to evaluate the achievement of project objectives and the project's efficiency.

In case of the target group of non-Estonian vocational schools' teachers, the requirement of professional practice was included in the programme to increase the effectiveness of the exchange programme. Professional practice would help to reinforce the application of obtained knowledge and skills.

Collecting feedback from teachers and students has also been organised within the frames of the project, the results are reflected in the final report of project activities.

Taking into consideration the short duration of practical language training, it is important to guarantee in the frames of similar one-time language training projects that there are the necessary opportunities and conditions to assure the longevity of achieved results, i.e. the acquired language proficiency/improved language proficiency level. In case of this project, the teachers and students of non-Estonian vocational schools are mainly the inhabitants of North-Eastern Estonia and maintaining their Estonian language proficiency is more difficult due to the limited Estonian-speaking environment in the region. Therefore, supporting and promoting the contact and communication between schools and organising similar exchange programmes would also help to maintain the results achieved within the frames of this project.

The sustainability of project activities is also supported by the European Social Fund project "Extending subject teaching in Estonian to Russian-medium vocational schools" (2004-2007), which includes providing vocational schools with varied study materials and equipment for language training, offering teachers practical training in an Estonian speaking work environment and in-service training for teaching the career-specific language.<sup>78</sup>

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<sup>78</sup> More about the project at [www.meis.ee](http://www.meis.ee)

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Besides the immediate objectives of the project, it is important to bring out the following aspects as the additional achievements. In case of the Estonian speaking target group, the project activities have helped them to give up prejudice and negative stereotypes associated with the non-Estonian speaking population and it has promoted communication and cooperation between Estonian and non-Estonian speaking youth, which has continued even after the end of the exchange programme.

In case of students from non-Estonian vocational schools who participated in the exchange programme and who were mainly students from schools in Northeast Estonia, it is also just as important to bring out the increase in the awareness of education and work related mobile opportunities and the increase in motivation and self-confidence needed to continue their studies.

The other line of activities included in this component is the developing of subject dictionaries for Russian-medium vocational schools. Expert teams, with previous experience in creating Russian-Estonian dictionaries in the fields of tourism and vacation business; healthcare and social work, have been formed to develop the subject dictionaries. The choice of fields was based on the needs of vocational schools and the lack of dictionaries in the given fields.

The dictionaries of both subjects include at least 3000 career-specific terms with translations from Russian into Estonian and an index of Estonian terms. The compiled dictionaries have also been edited and reviewed. In supporting the subject teaching in Estonian, the compiling of Estonian-Estonian dictionaries might have been preferred in case of these dictionaries – for example like the explanatory subject dictionaries developed within the frames of the current Phare project for Russian-medium basic schools (see component 3). In this case, the base language of the dictionaries is still Russian.

Similarly to other Phare programme activities, the objective of which is to develop study materials, the limited time resource can be considered a factor complicating the project execution.

The planned number of copies is 500 for each dictionary, to be distributed in Russian-medium schools. Besides the Russian-medium vocational schools, other education establishments/schools providing education in the given field can be also seen as the potential users of those dictionaries, also the companies and organisations operating in the given field (e.g. companies operating in the field of tourism). Due to this it might be worth to consider increasing the number of copies and expanding the distribution network in continued projects or through public procurement.

### Conclusions and propositions

- Project objectives and activities correspond in general to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable

Supporting similar exchange programmes and continuance of contacts and communication between schools can be brought out as the continued activities of the project. Looking at language proficiency as one part of professional skills, it might be considered carrying out similar exchange programmes for the students of Estonian-medium vocational schools to create opportunities for practicing Russian and supporting language proficiency.

## **In conclusion**

Transition from supporting the teaching of Estonian as the second language to supporting subject teaching in Estonian marks a substantial change in the activities aimed at supporting the field of education in Phare programmes. The basis for implementing the given change is the planned transition to partial subject teaching in Estonian in Russian-medium schools as of 2007, which lacked detailed action plans when the current Phare 2003 programme was being compiled. Thus, the higher priority needs associated with the transition to subject teaching in Estonian have been estimated in choosing the given course of action and it has also been tried to offer corresponding solutions based on this.

Even though the Phare 2003 programme activities (incl. the retraining and in-service training of subject teachers and developing of study materials) is aimed at supporting subject teaching in Estonian primarily in basic school with the goal to prepare basic school graduates for the transition to subject teaching in Estonian, they also support directly or indirectly subject teaching in gymnasiums. At the same time, the needs associated with subject teaching in Estonian, especially the training of teachers, can be considered stable. It is necessary to create opportunities and conditions for the Estonian language training of subject teachers in Russian-medium schools simultaneously with training the teachers in the field of subject teaching in Estonian. Therefore it is important that the initiatives of Phare 2003 programme in this field are continued in the future.

The additional needs that have not been covered within the frames of the current Phare 2003 programme activities are associated with developing the attitudinal support of more significant stakeholder groups to the transition process and increasing the awareness concerning subject teaching in Estonian. This should also include students and parents in addition to the management and teachers of Russian-medium schools. We can also bring out the surveys concerning the results of subject teaching in Estonian, which would help determine the risks associated with bilingual teaching and manage them efficiently.

## **Activities aimed at supporting the language immersion programme**

### **Background and needs**

Developing the implementation of the language immersion methodology in teaching Estonian in Russian-medium schools in Estonia was initiated in 1999-2000 with the combined cooperation of the Estonian Ministry of Education, Finnish National Board of Education and the Canadian Government. The first early language immersion classes (grades 1-5) were opened in Russian-medium schools in 2000. Late language immersion programme (grades 6-9) was launched in Russian schools in 2003 and the same year the early language immersion was also taken to non-Estonian speaking kindergartens.

Non-Estonians' Integration Foundation's structural unit Language Immersion Centre manages the developing and carrying out of the language immersion programme. It was created by a cooperation contract signed between the Ministry of Education and Research and the Non-Estonians' Integration Foundation on January 16, 2001. The functions of the Language Immersion Centre include:

- training and advising of teachers, professors, kindergarten and school managers and education officials;

- development and publication of training materials;
- development and publication of teaching materials;
- co-ordination of research;
- exchange of experience with local and foreign partners;
- public relations.

Thus, the Language Immersion Centre has a central role and responsibility for managing, implementing, monitoring and development of the language immersion programme.

The implementation and development of the language immersion programme has so far been funded from the Estonian state budget as well as through different foreign aid programmes, incl. funding from the Canadian International Development Agency and Toronto District School Board, Finnish National Board of Education and Vaasa University, Council of Europe, Matra-KAP fund of the Dutch Embassy, and the European Union.

On the national level, the language immersion methodology has been recognised as one way for Estonian language training. The language immersion programme's development objectives are also determined in the state integration programme's action plans for 2000-2007, according to which one of the objectives in the field of education is *national expansion of the network of schools and kindergartens included in the language immersion programme so that by 2007 early language immersion would exist in 20 kindergartens and 7 schools and late language immersion – in 19 schools.*<sup>79</sup>

The aforementioned objectives had been partially achieved and also exceeded by the autumn of 2005: 11 schools and 17 kindergartens are included in the early language immersion programme and 20 schools in the late language immersion (language immersion classes will be opened in 2 schools in the autumn of 2006).<sup>80</sup> Extensive expansion of the language immersion programme took place in 2003-2005, incl. the implementation of early language immersion methodology in kindergartens and launching the late language immersion programme with the support of Phare 2003 programme (see table 24).

Table 24. Number of schools and kindergartens in the language immersion programme 2000-2005

<b>Language immersion programme</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>Total</b>
<b>Early language immersion</b>	4	3				4		11
<b>Late language immersion</b>				4	8	6	2	20
<b>Language immersion in kindergartens</b>				9		8		17
<b>Total</b>	<b>4</b>	<b>3</b>		<b>13</b>	<b>8</b>	<b>18</b>	<b>2</b>	<b>48</b>

<sup>79</sup> Action plans for the sub-programmes of the state programme "Integration in Estonian Society 2000-2007" for 2004-2007 (Changed version). approved by the Government of Estonia on April 14, 2005.

<sup>80</sup> Source: Language Immersion Centre. [www.kke.ee](http://www.kke.ee)

In case of the future development of the language immersion programme, we can bring out a list of factors that are the prerequisites and/or motivation for the future expansion of the programme, incl. the parents' and students' preferences in choosing education opportunities and interest towards the language immersion methodology; schools' need to find competitive advantages to guarantee the number of students in the situation where the number of non-Estonian speaking students on the whole is decreasing; and also the transition to partial subject teaching in Estonian in Russian-medium gymnasiums starting in 2007.<sup>81</sup>

According to the results of the survey carried out by TNS Emor in the autumn of 2004, evaluating the needs and mapping the situation of subject teaching in Estonian, the majority of schools who joined the language immersion programme planned on expanding the language immersion methodology in their schools. Approximately one third of Russian-medium schools who had not joined the programme at the time the survey was conducted, expressed their intention to do so. One third of them planned to join the early language immersion programme and two thirds, the late language immersion programme. The given results shows in general that the principals of Russian-medium schools consider the language immersion methodology efficient from the aspect of students' language and subject learning and the current language immersion programmes' implementation experience encourages to join the programme or expand it on the level of the school.<sup>82</sup>

As we can see from the research conducted in 2004 on the sustainability of the language immersion programme, a predominant share of the parents of students in schools that have joined the early language immersion programmes would prefer seeing their children continue their studies based on language immersion methodology after the end of the early language immersion programme. Among the interviewed parents, 94% in upper level basic school and 67% in gymnasium would prefer their children continuing their studies in a language immersion class, whereas in the gymnasium level the main alternative to continuing the studies in a language immersion class was continuing the studies in an Estonian-medium school. We can see similar preferences in the survey on the students' scores in an early and late language immersion programme and parents' evaluations.<sup>83</sup> This result in turn refers to the need to create a study and language environment corresponding to the needs of language immersion students in gymnasium level.<sup>84</sup>

Even though the feedback from the immediate stakeholder group of the language immersion programme expresses directly or indirectly the expectations towards the further expansion of the programme, there are no specific goals set for programme development on the national level after 2007. With the end of the current Phare 2003 programme in 2006, the foreign aid to language immersion programme will end as well and the further funding of the programme will come from the Estonian state budget.

The budget of the activities aimed to support the language immersion programme within the frames of the Phare 2003 programme makes up approximately one third of the total initial budget of the programme. The language immersion programme is supported through four lines of action; the

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<sup>81</sup> See: Hiie Asser. "Tendencies and conditions for the development of non-Estonian schools in Estonia." 2003. [www.hm.ee](http://www.hm.ee); Hiie Asser, Maire Küppar, Peeter Kolk. Survey of the scores of language immersion students and parents' evaluations. 2004/2005.

<sup>82</sup> *Subject teaching in Estonian in Russian-medium schools: current situation and needs.* TNS Emor, 2004.

<sup>83</sup> Peeter Mehisto, Hiie Asser. *Survey on the sustainability of the early language immersion programme.* 2004/2005. See also Hiie Asser, Maire Küppar, Peeter Kolk. Survey of the scores of language immersion students and parents' evaluations. 2004/2005.

<sup>84</sup> Peeter Mehisto, Hiie Asser. *Survey on the sustainability of the early language immersion programme.* 2004/2005.

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three of them are aimed directly at launching and implementing the late language immersion programme and one to support the future development of the whole language immersion programme:

- Component 6: developing a training programme and teaching materials for late language immersion schools.
- Component 7: procurement of IT equipment (computers and printers) and library materials for late language immersion schools.
- Component 8: technical assistance to language immersion programme, which includes:
  - a. Advisory support to manage and develop the language immersion programme, incl. developing a new management model for the Language Immersion Centre;
  - b. Developing the psychological support skills and knowledge in the late language immersion schools.

The need for the aforementioned activities is also justified by many circumstances and factors, which have also been brought out before and they have been looked at in greater detail in case of each component's activities.

This progress evaluation looks more closely at activities associated with components 6 and 8, and their efficiency.

Within the frames of component seven, 20 language immersion schools have been provided technical equipment (computers, printers) and library materials, basing it on the mapping of needs carried out in schools earlier. At the time the progress evaluation was being compiled, all the activities associated with this component had been completed.

### **Developing a training programme and teaching materials for late language immersion schools**

#### Project objective and activities

According to the initial task, the general objective of this project (component 6) is *to develop and implement an operational model of the late language immersion programme, which would be effective, affordable and expandable in the future. It should meet the needs of the non Estonian-speaking population supporting their integration into the political, social and economic life of the country.*

Specific objectives of the project are:

- developing the late language immersion training strategy, plan and programme for late language immersion schools;
- delivering and implementing late language immersion training in late language immersion schools;
- developing teaching materials for late language immersion schools;

- efficient management of the late language immersion programme on the level of schools, local government and the country;
- efficient management of knowledge associated with the late language immersion programme and making it available.

Project-related activities include:

- developing the late language immersion training strategy, plan and programme for late language immersion schools based on evaluation results of the training needs of staff in 15 new late language immersion schools;
- delivering and implementing late language immersion training in late language immersion schools, incl. late language immersion-specific methodology training to 80 subject teachers, carrying out teacher observations and giving feedback to 80 subject teachers;
- developing worksheets and their methodological guides in 8-10 subject areas for grades 7-8, testing the material in schools and preparing it for printing;
- training principals, vice-principals, school teams, representatives of local government and the Ministry of Education and Research in managing the late language immersion programme and methodology, incl.
  - 10-day training for 15 vice-principals and 10 school inspectors in the key elements of late language immersion methodology;
  - 10-day training for 15 school directors, 10 local government representatives and 5 Ministry of Education and Research representatives in late language immersion programme management;
  - 20-day training for 15 school teams in strategic planning of language immersion
- collecting and preserving the knowledge from training, planning and management activities in such a manner that it is easily accessible for future use.

Hence the project activities include different target groups within schools (school management, teachers) as well as outside (school inspectors, local government and public officials).

#### Factors justifying the need for the project

The state programme “Integration in Estonian society 2000-2007” has set action plans for 2004-2007 and the objectives are the expansion of the late language immersion programme to 19 schools by 2007. By the autumn of 2005, the total of 18 schools had joined the late language immersion programme and in two schools, language immersion classes should be opened in the autumn of 2006.

The need for the activities of the current project is justified by the launch of the late language immersion programme in 2003 and the multiple increase in the number of schools joining the programme during 2004-2005, which creates the need to actively and effectively involve the stakeholder groups within schools as well outside in the processes associated with carrying out the programme.



The need for the activities of the current project is also confirmed by the experiences from implementing the early language immersion programme. As we could see from the results of the survey carried out in 2004 on the sustainability of early language immersion, according to the evaluations of teachers, they do not have sufficient training to work as language immersion teachers. At the same time, teachers consider that training the most important success factor behind the implementing of the language immersion programme.<sup>85</sup> The existence of teaching materials is considered the third most important success factor after support from the Language Immersion Centre. Based on that, the training of teachers and other school staff as well as developing of teaching materials can be considered the primary needs when implementing the late language immersion programme.

Among the external factors brought out in survey results was the support of local government to programme implementation, the prerequisite to which was knowing and recognising the principles of language immersion methodology on the local government level.<sup>86</sup>

At the same time, the survey results show that the principals of schools in early language immersion programmes do not perceive fully the participation and impact of the local government and the Ministry of Education and Research in developing the language immersion programme and schools' awareness of this should be increased.<sup>87</sup>

#### Project execution and results

Since project-related activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from May 5, 2004 – December 31, 2005), the interim results of the project are used to give the evaluation.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.10.2005)</i></b>
Developing the late language immersion training strategy, plan and programme for late language immersion schools	Training needs of the staff in 16 new late language immersion schools have been evaluated. Based on this a training strategy, plan and programme has been compiled and approved. Improvement of the training strategy, plan and programme will continue according to established needs. Human resource development plan for schools has been compiled.
<p>Late language immersion training in different target groups:</p> <p>Delivering and implementing late language immersion training in late language immersion schools, incl. 40-day late language immersion-specific methodology training to 80 subject teachers, carrying out teacher observations and giving feedback to 80 subject teachers.</p> <p>Training principals, vice-principals, school teams, representatives of local government and</p>	<p>Training sessions have been carried out according to the training schedule:</p> <p>Teachers have received 28-day training. Teacher observations have been conducted in case of 80 subject teachers and they have received corresponding feedback.</p> <p>Principals and school inspectors have received 10-day training.</p> <p>Principals, officials from the local government</p>

<sup>85</sup> Peeter Mehisto, Hiie Asser. *Survey on the sustainability of the early language immersion programme.* 2004/2005.

<sup>86</sup> Ibid.

<sup>87</sup> Ibid.

the Ministry of Education and Research in managing the late language immersion programme and methodology.	and Ministry of Education and Research have received 8-day training. School teams have received 18-day training. Feedback has been collected from participants within the frames of training. Training sessions will continue to be carried out according to the fixed schedule. The first late language immersion conference has been carried out within the frames of training sessions and the second late language immersion conference is being prepared.
Developing teaching materials for late language immersion schools.	Teams have been formed to develop the worksheets in 10 subjects for grades 7-8. Worksheets (1000) in 10 subjects have been tested, edited and prepared for printing.
Late language immersion programme is well managed on the school, local as well as state level.	Training sessions for principals, officials of local government and Ministry of Education and Research have been carried about (see above). Such training sessions are still in progress.
Late language immersion related knowledge is well managed and available.	Knowledge management plan has been compiled and approved. It relies on knowledge collected from training sessions and management activities.

This project is one of the most complex projects in the Phare 2003 programme including a large number of activities, which is important to take into consideration when evaluating the results that have been achieved so far.

Based on the expansion of the late language immersion programme that took place, the late language immersion programme has been implemented in 16 new schools instead of the 15 schools required in the initial task. Of the 16 schools included in the training programme, 7 opened late language immersion classes in the autumn of 2004, in the other 9 schools the classes were opened only in the autumn of 2005.<sup>88</sup> Thus, in compiling and implementing the training programme one had to take into consideration the fact that more than half of the schools participating in the training programme lack experience in the practical implementation of the late language immersion programme.

From the standpoint of target groups included in the project, it is important that stakeholder groups within the schools (teachers, school management) as well as outside (officials of the local government and the Ministry of Education and Research) are included in the training programme. This is the prerequisite for successful implementation of the late language immersion programme on the different levels associated with project management.

Similarly to other Phare 2003 programme training projects, one of the risks of this project is associated with including target group representatives in project activities. Since participating in the training is voluntary, the participation of schools and their representatives often depends on the decisions and choices of the school's management. In preparing for the teacher training carried out

<sup>88</sup> Here we must distinguish between joining the language immersion programme and opening a language immersion class in the school. The school main join the programme earlier and open the language training class only the next academic year.

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within the frames of this project, problems were encountered with including teachers from schools in Narva. The problem was indeed solved with the cooperation of Narva city government and representatives of Language Immersion Centre and schools included in the late language immersion programme. Even though the mentioned risks were managed successfully and project facilitator has managed to ensure the required size of training groups, carrying out similar training projects would be easier if the obligations of schools that have joined the language immersion programme were determined more specifically when it comes to the implementation of the programme, and included programme-related training. This also applies in case of the psychological support training offered to late language immersion schools within the frames of component 8.

Within the frames of training, feedback has been gathered from target group representatives who have participated in the training. Unfortunately the summary of feedback was unavailable at the time the progress evaluation was being compiled. According to the project facilitator, the participants' feedback to training has been positive on the whole.

To evaluate training results, i.e. the implementation of transmitted knowledge and skills, teacher observations have been carried out and feedback has been given based on those observations.

The efficiency as well as sustainability of project activities is supported by the knowledge management plan compiled within the frames of the project, which is based also on knowledge gathered from different training sessions and management activities.

In addition to training different target groups of the late language immersion programme, this component also includes developing teaching materials - subject-related worksheets for grades 7-8 of late language immersion schools.

Taking into account the fact that the compilers of teaching materials are extremely busy due to the small number of experts, it is first of all important to appreciate that the necessary teams (compilers, language and context editors, artists, layout editors) were indeed formed within the frames of the project for the development of all 10 subject worksheets and the work of all teams was coordinated efficiently. Necessary training has been provided for the created teams within the frames of the project, which according to project facilitators has produced positive results in the sense of compiling teaching materials, finding methodological solutions and setting teaching objectives.

In the process of developing teaching materials, the worksheets were tested in schools, which gave the teaching material developers initial feedback from users and enabled them to better take into consideration teachers expectations of the created teaching materials.

Since the (further) development of worksheets after this project is the task of the Language Immersion Centre, the responsibility to develop and put to use the created teams, teaching material compilers and developers is largely on the Centre. From the aspect of the sustainability of project activities it is therefore important to bring out the fact that some of the current teaching material team members will continue working with the Language Immersion Centre to develop the worksheets for grade 9.

On the whole, the execution of project activities has been complicated to a certain extent by the limited resource of time. Additional limitations have in this case been set to carrying out varied activities due to the particularity of the target group, i.e. the need to take into consideration the workload of teachers and school staff and the whole timing of the academic year. Changes were made to the general schedule of activities during the course of the project, which required giving up

in part the logical sequence of project activities (e.g. evaluating training needs did not precede but took place simultaneously with the launching of activities). This shows that the project facilitator was not been able to take the time limitations into consideration enough when compiling the project and launching its activities. At the same time, it is important to bring out that regardless of the changes in the order of activities, there has been no need to extend project activities in case of this project, i.e. the project activities have been carried out within the frames of set timeframes.

### Conclusions and propositions

- Project objectives and activities correspond in general to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
- Project activities are sustainable.

When evaluating the achievement of project objectives, one must admit that the formulation of some sub-objectives of the project are not accurate based on project activities and achievement indicators brought out in initial tasks. The suggested achievement indicator for the management of late language immersion programme is the immediate output of activities (e.g. carrying out the training programme for a target group, number of target group representatives participating in the training etc.). But based on this it is not possible to evaluate directly the late language immersion programme's management quality on different levels brought out in the objective (on school, local government and state level). Therefore, when wording the sub-objectives of the project, one should rather base it on output indicators, not the expected impact of project activities (i.e. impact of training on project management quality), the proving of which requires separate evaluation basis and criteria, and that could rather be worded as the (long-term) overall objectives of the project.

### **Consultations to better manage and develop the language immersion programme**

#### Project objective and activities

According to the initial task, the general objective of this project (component 8, activity 1) is to *provide consulting services to the Ministry of Education of Research, Non-Estonians' Integration Foundation and Language Immersion Centre to support the managing and development of language immersion programmes.*

Specific objectives of the project are:

- To analyse the current situation of language immersion programme's management and based on current success factors and challenges to offer a solution for the management of language immersion programmes in the future to guarantee the sustainability of programmes and the support structures needed for implementation.
- To increase the Language Immersion Centre's capabilities in managing and developing the language immersion programme.

Project-related activities include:

- Mapping the current situation of language immersion programme's management together with making propositions for the future;

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- Developing a management model for language immersion programmes with an action plan for implementing the corresponding management model, which would include activities for developing and implementing modifications as well as evaluation of efficiency and supervising the implementation;
  - Specifying the role, field of responsibility, and strategic plan of the Language Immersion Centre.

#### Factors justifying the need for the project

There are many factors that justify the need for management-related consultations in case of language immersion programmes:

- During last few years the language immersion programme has expanded extensively, which has brought along a significant increase in the volume of activities coordinated by the centre (for more information see above, chapter 3.3.1).
- In the end of 2005, the cooperation contract between the Ministry of Education and Research and the Non-Estonians' Integration Foundation will come to an end. It regulates the coordination of language immersion programmes and the management of the Language Immersion Centre.
- The parties of the abovementioned cooperation contract lack a specific and well thought through vision concerning the coordination of language immersion programmes and the role and responsibility of the Language Immersion Centre after the end of the current state integration program in 2007.
- With the end of the EU Phare 2003 programme in 2006, the foreign aid to language immersion programmes, which has so far been a significant support to launching, implementing and developing the programmes, will come to an end too. The programme will be funded from the Estonian state budget, which means a decrease in total budget set aside for language immersion programmes compared to the situation so far.

These needs are reflected in the Language Immersion Centre's development strategy for 2004-2008, which includes the development of financing schemes to implement language immersion programmes, involving stakeholder groups in programme management, development and implementation; creating support systems to guarantee the functioning of the programme; developing the plan for centre's activities and organisation of work starting in 2008, which would determine the centre's role and functions in the system of education institutions and would also include a transition strategy to manage without foreign aid.<sup>89</sup>

According to the results of the survey on the sustainability of early language immersion programme, the principals as well as teachers of language immersion schools estimate that one of the main and most significant success factors of the language immersion programme is the management of the programme by the Language Immersion Centre and its support to schools, which has helped to ensure the successful development of the programme.<sup>90</sup> Therefore it is important that the Language Immersion Centre is capable to continue its role as a significant partner in supporting the schools.

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<sup>89</sup> See more: *Language Immersion Centre. Strategic plan for 2004-2008.* [www.kke.ee](http://www.kke.ee)

<sup>90</sup> *Survey on the sustainability of the early language immersion programme.* 2004/2005.

At the same time, the survey brings out the fact that the principals do not perceive fully the participation and impact of local government and the Ministry of Education and Research concerning the development of language immersion programme and they are not sufficiently aware of state investments into this programme.<sup>91</sup> This result refers to the need to specify the role of different parties in managing and developing the programme as well as make the cooperation of parties more efficient in implementing the language immersion programmes. Taking into consideration the workload accompanying programme development and an increase in the number of problems that require solutions, the survey authors recommend that the Language Immersion Centre develop standards for accrediting the language immersion programme and a plan for distribution of responsibilities together with schools and partners. A plan that would increase the role of schools and partners in implementing the programme.<sup>92</sup>

#### Project execution and results

Since project-related activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from May 2, 2005 – March 1, 2006), the interim results of the project are used to give the evaluation.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.10.2005)</i></b>
Mapping the current situation of language immersion programme's management	The analysis has been carried out and results are presented in the form of a report
Developing a management model for language immersion programmes, which would guarantee the sustainability of programmes and support structures necessary for implementation	Strategy and conditions necessary for the change processes have been determined. According to the evaluations of project facilitator, the objective is achievable by the end of the project.
Specifying the strategy and role of the Language Immersion Centre	Centre's role and activities in managing language immersion programmes has been analysed. Proposals have been made for changes in roles. According to the evaluations of project facilitator, the objective is achievable by the end of the project.
Increasing the capabilities of the Language Immersion centre to successfully achieve the objectives set for the centre by the Ministry of Education and Research	According to the evaluations of project facilitator, the objective is achievable through a more specific defining of roles and responsibility and developing action plans necessary for carrying out the changes.

This project includes activities that ensure the sustainability of language immersion programmes. The strategic needs associated with the development and management of language immersion programmes have been foreseen when planning the activities within the frames of Phare 2003 programme.

The fundamental change (the necessity of which is emphasised in the development of new management foundations of the language immersion programme and the Language Immersion Centre) is that while until now the language immersion programme has been managed based on the principles of project management and project-based financing, relying largely on foreign aid,

<sup>91</sup> Ibid.

<sup>92</sup> Ibid.

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then taking into consideration the increase in programme volume and the strategies of the Language Immersion Centre for 2004-2008, which is among other things based on the presumption that language immersion is an inseparable part of the Estonian education system, the language immersion programme should also be managed as an integrated part of the Estonian education system. This in turn requires the distribution of roles and responsibilities between the different parties involved in programme management and implementation, i.e. Ministry of Education and Research, Non-Estonians' Integration Foundation and Language Immersion Centre.

One of the important problems in developing the new language immersion programmes' management model is the lack of a regulative framework on state level - one that would determine the national objectives of the language immersion programme and that the compiling and/or implementation of the corresponding management model could be derived from. Deriving it from the development strategy of the Language Immersion Centre would not be sufficient. It is not regarded as a language immersion programme strategy on the national level and it is not supported directly by any action plans funded by the state. The state integration programme action plans for 2004-2007 include objectives for the expansion and development of the language immersion programme until 2007.<sup>93</sup> The fact that no state objectives have been set for language immersion program activities can be considered one of the risk factors concerning current project activities and implementation of the results.

### Conclusions and propositions

So far the project has been carried out according to the initial task and based on the interim results of the project, the project objectives can be considered achievable in the extent of activities described in the initial task. At the same time, one of the sub-objectives of the project cannot be considered neither accurate nor justifiable based on project activities. It can be considered problematic to evaluate to what extent *the ability of the Language Immersion Centre to achieve the objectives set for the centre by the Ministry of Education and Research has increased* as the result of this project. First of all, the wording of the objective includes a presumption that the objectives of the Language Immersion Centre are determined by the Ministry of Education and Research. Second of all, it is questionable that it would be possible to evaluate the achieving of this objective during the activities of the current project and the Phare 2003 project on the whole. Neither does the initial task of the project include specific indicators or basis, based on which one could evaluate the achieving of the given objective. Thus, a sub-objective of the current project could be *creating the conditions and preconditions to increase the capabilities of the Language Immersion Centre*.

### **Developing psychological support skills and knowledge in late language immersion schools**

#### Project objective and activities

According to the initial task, the overall objective of this project (component 8, activity 2) is *to increase the capability of managing and implementing the programme with the help of psychology-related training in late language immersion schools*.

Specific objectives of the project are:

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<sup>93</sup> According to the state integration programme's action plans for 2004-2007, one of the objectives in the field of education is national expansion of the network of schools and kindergartens included in the language immersion programme so that by 2007 early language immersion would exist in 20 kindergartens and 7 schools and late language immersion – in 19 schools.

- To determine personnel issues associated with implementing the late language immersion programme in schools that have joined the late language immersion programme, which require psychological support in order to be solved.
- To develop a training programme, which would ensure the efficiency of psychological support.

The project objective is to develop the psychological counselling related knowledge and practical skills of key people participating the change process. The key persons determined in the project fiche are people, who are capable of offering psychological counselling services at schools. Psychological counselling skills include for example:

- psychological counselling of management in developing and managing teamwork;
- psychological counselling of teachers in developing and managing teamwork;
- psychological counselling of teachers in steering the school-parent relations;
- using psychological counselling techniques in student counselling.

Project-related activities include:

- determining training needs and developing the training programme and materials;
- preparing the training, incl. informing and registering participants, putting together the groups;
- delivering training, incl. collecting feedback from participants.

Factors justifying the need for the project

The need for this activity or for psychological counselling and training is in general brought about by the implementation of the late language immersion programme and the accompanying change processes.

The need for psychological counselling skills in late language immersion schools is also demonstrated in the results of the survey on the sustainability of early language immersion, according to which an important success factor in implementing the early language immersion programme is developing a team of teachers and management that would introduce a good culture of cooperation on the school level, and manage risks associated with project introduction and development. Based on the determined success factors, the recommendations from the survey also mention the managing of changes and carrying out training in schools on taking into consideration students' special needs.<sup>94</sup>

Project execution and results

Since project-related activities were not completed at the time the progress evaluation was being compiled (duration of project activities is from May 2, 2005 – March 1, 2006), the interim results of the project are used to give the evaluation.

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<sup>94</sup> Peeter Mehisto, Hiie Asser. *Survey on the sustainability of the early language immersion programme.* 2004/2005.



<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.10.2005)</i></b>
Developing a training programme for key persons participating in the implementation of late language immersion programme based on the evaluation of training needs	The need for psychology-related training in late language immersion schools has been evaluated. Based on this, training programmes and materials have been compiled.
2-day training for up to 40 key persons from late language immersion schools	Two 2-day training sessions have been carried out in one training group, i.e. I and II training cycle. One 2-day training session, i.e. I cycle, has been carried out in the second training group. The total of 30 teachers or psychologists-social workers from late language immersion schools have participated in two training groups (Estonian group and Russian group). Feedback has been collected from participants.
Psychological support skills and knowledge of key persons have been accepted and implemented.	Homework was given to participants to implement the knowledge, based on which to carry out the evaluation of results. According to the project facilitator, the result is achievable through the continued or follow-up activities planned after the end of the II training cycle.
Schools' capability to manage the implementation of changes accompanying the introduction of late language immersion programme, has increased.	Training participants have received knowledge and skills to implement and manage the changes. According to the evaluations of the project facilitator, the result is partially achievable. Achieving the result fully would require continued and follow-up activities because schools' knowledge and attitude towards managing changes and the role of psychological support have not reached such a level in all schools, which would allow to evaluate the necessary changes and manage them successfully.

Similarly to late language immersion school training within the frames of component 6, one of the risks in this training project has been associated with involving target group representatives and meeting the required participation rates. 30 people from late language immersion schools, out of the estimated 40 participants, have signed up for the first two training groups. Due to the fact that participation in training is in principle voluntary, the training, and through that the efficient management and implementation of language immersion programmes, could be supported by determining more specifically the obligations of schools in the late language immersion programme, incl. in case of language immersion programme-related training.

Following the initial tasks of the project concerning the execution and content of this training needs have been estimated and feedback has been collected from schools' representatives who participated in training. We can see from the summary of feedback, collected after the first training circle of the first two groups, that even though in general the participants were very satisfied with the training, lecturer and training materials, the average evaluations to the extent the received information corresponded to participants' expectations and to the extent the obtained knowledge and ideas are applicable in daily life, were lower.

Based on participants' comments, they expected the training to be tied more to the context of the Estonian education system and the late language immersion programme (*deal more with issues associated with current problems; current situation in education and the future of schools, inc. the transition to education in Estonian*), and would have liked more practical examples and specific directions for operating on the school, class and parents' level (*students have problems; answers on how to specifically help children and parents; more examples from practical experience; would like more practical work; specific solutions and ideas, how to support children; visiting schools, a language immersion class*). They would also like training on how to deal with problem children and communicate with parents. Since the target group of the project includes schools that have relatively little or no experience with implementing the late language immersion programme (e.g. schools who opened a late language immersion class in 2005), it is understandable that participants' expectations are associated with very practical and clear directions concerning the offering of psychological support.

Taking into consideration the fact that the training materials were compiled based on the evaluation of training needs, we can assume that target group representatives' expectations differ somewhat from the determined needs or that the needs' evaluation results or target group expectations have not been taken into consideration enough when compiling the training material. If possible, the feedback collected based on the first training cycle should be taken into account when carrying out the second training cycle and corresponding amendments should be made in training materials. It is also possible that target group's expectations towards training and these topics are covered in the next stages of the training cycle.

Since one of the sub-objectives of the project is associated with accepting and implementing the skills and knowledge obtained at training, independent exercises have been included in the training programme to achieve this objective. Based on these exercises it is possible to evaluate the learning of knowledge and skills included in training. At the same time, the project objectives do not describe the basis or required activities, based on which it would be possible to evaluate the application of corresponding knowledge and skills after the training. Evaluating the efficiency of training concerning the obtained knowledge and skills would require additional post-training activities, e.g. carrying out observations and collecting feedback from late language immersion schools who participated in training. Therefore the given objective has not been formulated correctly based on the described activities and tasks.

When it comes to evaluating results, more questions are raised by the project's objective to increase schools' capabilities in carrying out and managing the changes associated with implementing the late language immersion programme. One prerequisite or influencing factor behind achieving this objective could be the practical application of knowledge and skills taught within the frames of the project, but their evaluation has not been included in the activities within the frames of the current project. In addition to that, the corresponding change, i.e. evaluating the increase in capability, would require fixing the basis and time limit of comparison, i.e. based on which indicators and compared to which time situation the achievement should be measured.

Thus, the achieving of this result cannot be evaluated uniformly within the frames of this project and it would require the planning of additional follow-up and/or continued activities, incl. the observing and evaluating of knowledge and skills obtained during the course of training.

### Conclusions and propositions

- Project objectives and activities correspond in general to the objectives and action plans of the state integration programme. The need for project activities is justified.

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- Project activities have been carried out according to initial tasks. Based on the achieved interim results, the ultimate goals of the project are achievable.
  - Project activities are sustainable.

Even though key persons at schools, who offer or are capable of offering psychological counselling services at school are determined as the target group of the project, we can presume that the distribution of roles concerning psychological counselling has not necessarily developed quite yet in schools that have joined the late language immersion programme. Therefore the meaning and choice of the so-called psychological counselling key person can be quite different by schools.

Taking into consideration the different levels of the need for psychological counselling – incl. counselling for management, teachers, students and parents – it would be justified in case of the current activity to look at the teams of late language immersion schools as a target group – for example, compared to the late language immersion schools' training project carried out within the frames of component 6.

Continued activities of this project could improve the existing training programme based on the feedback from participants and expanding the training target group, including a larger number of representatives on the level of one school.

To evaluate the effectiveness and impact of project activities, it is also recommended to plan possible follow-up or continued activities, incl. carrying out observations and collecting feedback in corresponding schools and including the given aspects in monitoring surveys on the implementation of the language immersion programme.

### **In conclusion**

Activities in Phare 2003 programme mean *wide-ranging support* to the whole language immersion programme, incl. the late language immersion programme. Programme activities include the important stakeholder groups associated with managing, implementing as well as developing the language immersion programme on school, local government as well as state level. Joining different activities to support language immersion programmes and involvement of different stakeholder groups helps to increase Phare programme's positive impact to the whole field.

In choosing specific lines of action, the critically important changes associated with managing and implementing the language immersion programme have been foreseen when compiling the Phare 2003 programme, and based on that, *strategic support* is offered to the future development of the programme, supporting the launching and implementation of the late language immersion programme as well as creating the necessary prerequisites and conditions needed to ensure the sustainability of the language immersion programme.

## Supporting the integration-related projects of non-profit associations and local governments

### Background and needs

The activities in this component of the Phare programme support the achieving of objectives in the state integration programme's sub-programme "Social Competence", inc. *participation of Estonian inhabitants in developing the social society regardless of their nationality and mother tongue and developing the integration-related cooperation between the third sector and state institutions* (incl. supporting non-profit associations promoting dialogue between Estonian and non-Estonians).

Non-profit associations as well as local governments are partners of key importance in achieving the objectives of the state integration programme and implementing the integration progresses in the Estonian society, incl. the activities of Phare 2003 programme.

As shown by the results of the survey conducted by survey company Faktum in 2004 among the local governments, they are aware of the importance of integration and it is dealt with separately mainly in those local governments where the non-Estonian speaking population makes up a large share of the total local population. Survey results also showed that integration-related issues are not a separate area in most local governments in Estonia and they are mainly dealt with within the frames of other functions associated with the management of local government.<sup>95</sup>

Even though the facilitators or partners in several activities financed through the Phare programme have been non-profit associations and/or local governments, this component stands out by the form of support, funding the integration-related initiatives of non-profit associations and local governments themselves.

### Project-related objectives, activities and achieved results

#### Project objectives and activities

According to the initial task, the general objective of this project (component 10) is *to support integration-related cooperation between non-profit associations, local governments and state institutions and promoting integration processes on the grass root level*.

The specific objective of the project is to finance up to 20 integration-related projects carried out by non-profit associations and/or local governments for the total amount of 00 000 EUR.

According to the application conditions, non-profit associations and local governments could apply for support for the following activities:

- Promoting cultural cooperation between Estonian and non-Estonian youth living in Estonia (meetings and exchange programmes for youth, creative and supportive activity, special theme and traditional events, etc.);
- Promoting the knowledge of the country (tours, training, compiling information materials, educational activities, etc.);

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<sup>95</sup> *Measures of Local Governments for the Integration of the Foreign Language Population and Ways of Gauging its Effectiveness*. Estonian Public Administration Institute, 2005.

- Promoting hobby education among non-Estonians living in Estonia (training, competitions, etc.);
- Supporting risk groups in the society (homeless/abandoned children) among Estonians and non-Estonians (activities in kindergartens, training, etc.).

#### Project execution and results

The projects were carried out by different non-profit associations and local governments from different parts of Estonia. The maximum duration set for project activities was 8 months and the deadline for project-related activities was April, 2005. All project-related activities had been completed at the time the progress evaluation was being compiled.

<b><i>Project objectives and expected results</i></b>	<b><i>Achieved results (31.08.2005)</i></b>
Funding up to 20 integration-related projects initiated by non-profit associations or local governments	The total of 11 integration-related projects of non-profit associations or local governments have been funded. All project-related activities of funded projects have been carried out and completed.

The total of 11 integration-related projects of non-profit associations or local governments were funded within the frames of the current Phare programme instead of the up to 20 projects set as an objective in initial tasks (see project descriptions in the appendix).

The final number of funded projects was formed based on the average amount in the submitted application, which turned out to be bigger than forecasted in the initial task.<sup>96</sup> Funding those projects to a smaller extent, which would have enabled supporting a large number of projects, would have meant risks to implementing the activities planned in the project application and achieving the set objectives. It was decided to support fewer projects within the frames of this component but to fund them to the extent of the applied amount. Funding the projects to the extent of the applied-for amount can be considered justifiable because it is a prerequisite to carrying out the supported projects in the planned volume and during the estimated time schedule.

Funded projects were mainly executed by non-profit associations (9 projects) and to a significantly smaller extent, by local governments (2 projects). At the same time, it is important to take into consideration the fact that local governments were involved in multiple non-profit associations' projects as co-financers, which is also an example of the development of integration-related partnerships and cooperation between non-profit associations and local governments. The involvement of local governments in the mentioned integration projects is also an important prerequisite to the sustainability of corresponding projects because for non-profit associations, the local governments are also partners of key importance in carrying out and funding the activities. Integration-related projects carried out within the frames of the current Phare programme thus helped to create and strengthen the cooperation ties between non-profit associations and local governments, which will enable non-profit associations to ask for the support of local governments also in their future activities. Local governments, as the co-financers of projects, were also included in solving various integration-related issues and problems, e.g. youth issues.

<sup>96</sup> The amount one could apply for was 3000 – 10 000 EUR, whereas the amount could not exceed 90% of the total project budget, i.e. the applicant was expected to co-fund project activities in the amount of 10% of the budget. The basis for the objective set in the initial task was the estimation according to which it was assumed that the average application will be for approximately 5 000 EUR, allowing to fund ca 20 integration projects (from the total budget of 100 000 EUR). Since the average applied-for amount turned out to be approx. 9 000 EUR, only 11 integration projects could be funded, chosen based on after ranking the applications.

The target groups of most funded projects were children and youth, incl. risk groups among children and youth (children from orphanages, young people with behavioural problems). The activities of several projects included Estonian as well as Russian speaking children and youth. As confirmed by the results from the integration monitoring in 2005, it is important in case of integration-related activities to pay attention not only to Russian but also Estonian youth and the development of their attitudes.<sup>97</sup> Common activities for Estonian and Russian speaking youth help to change attitudes on both sides and increase tolerance and readiness for cooperation between ethnic groups, which is also confirmed by the projects carried out within the frames of this Phare programme component. In many cases the contacts and communication between Estonian and Russian youth has continued even after the end of project activities. This is confirmed by project reports as well as immediate feedback from project facilitator.

Teachers were also the direct or indirect target groups in several projects, which helps to increase the impact of project activities among students and youth. Teacher training and providing different skills is a prerequisite for carrying out or continuing project activities in the future, including even more students. For example, during the course of one project the teachers were provided training on how to use career planning and business-related materials during their classes. On the other hand, the work of non-profit associations with the target groups of children and youth often requires good cooperation with schools and their managements. Through that they transmit information and establish contact with young people. The activities of the current Phare programme helped non-profit associations to also create cooperation ties with representatives of schools, which will support the initiative of possible youth projects in the future.

The direct or indirect objective of project activities was developing different social skills and competence, incl. supporting the initiative and enterprise of young people, creating cooperation networks for young people and adults, providing knowledge and skills needed to compile and carry out projects, introducing participation opportunities on the school and social level. Within the frames of one project, Russia-speaking youth were provided information about education and career opportunities (visiting the education fairs "Teeviit" and "Orientiir"), which supports the mobility of Russian youth and their equal opportunities with Estonian youth.

Through project activities the non-Estonian speaking children and youth, as well as adults were introduced to the Estonian culture, national traditions and customs, local nature and environment, the operating principles of local government and the state. Several projects gave the adults and young people from Ida-Virumaa opportunities to visit and get to know other Estonian regions. There were also projects that provided Estonians with the opportunity to get to know the Russian culture, customs and traditions.

Even though the main objective of funded projects was not Estonian language training, it was integrated in the activities of a large share of the project and combined with the development of other knowledge and skills (e.g. developing the Estonian language skills through getting environment-related information, learning Estonian traditions and customs, launching youth projects and through other such activities). Thereby the Russian-speaking children, youth and teachers were offered various opportunities for extracurricular Estonian language training and practice within the frames of project activities.

Even though most project facilitators had previous experience with carrying out projects, there were also non-profit associations among applicants, who partially lacked the necessary competence and capability to meet the requirements set to projects or to carry out the activities planned in the project application. Therefore, some projects were not carried out according to the objectives and activities initially determined in the project application (e.g. in case of one project they were unable to include the Estonian-speaking target group in project activities). Still, only a small share of

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<sup>97</sup> *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University. 2005.

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projects deviated from the initial application and all this does not change the efficiency and impact of the activities included in this component.

On the whole, the projects and activities can be considered sustainable, which is a prerequisite to the longevity of results:

- Various materials have been developed within the frames of projects (teaching materials, information materials); various training courses have been carried out; obtaining of various knowledge and skills has been supported, which enables to continue and repeat the already carried out activities in the future.
- Teacher training and the provided knowledge or information enable them to continue project activities or distribute information on the level of schools independently, thus involving an additional number of young people.
- The created cooperation network, e.g. between schools and youth groups, favour the initiating and carrying out of new projects. As seen in case of several funded projects, the conducted activities have grown into continued projects.
- Experience and positive feedback from project facilitators and participating target groups will in turn create the prerequisite and readiness to launch continued projects and participate in their activities.
- Cooperation experiences and established contacts will enable non-profit associations to apply for support to carry out their projects in the future as well and include local governments in dealing more actively with integration-related issues.

#### Conclusions and propositions

- Project objectives and activities correspond in general to the objectives and action plans of the state integration programme. The need for project activities is justified.
- Project activities have been carried out according to initial tasks.
- Project activities are sustainable.

Based on the project reports as well as immediate feedback, the projects that required the involvement of an Estonian target group encountered problems with establishing contacts with Estonian schools and raising interest among Estonian youth. This shows the need to continue the involvement of Estonian target groups in integration-related activities and raising the awareness of the importance of Estonians, as one of the parties in the integration process. The importance of this is emphasised also in the results and conclusions of the 2005 integration monitoring, according to which ethnic uneasiness and distance among the Estonian population, including youth, has increased rather than dropped.<sup>98</sup>

Project facilitators were also expected to inform and introduce their activities to either the immediate target groups or the general public. At the same time, as mentioned in project reports as well as immediate feedback, the media interest and readiness to report the corresponding issues and activities might not be sufficient. Therefore it might be good to consider providing publicity and communication related support in case of such projects, also from the Non-Estonians' Integration Foundation as the Phare programme coordinator.

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<sup>98</sup> *Integration Monitoring 2005*. Institute of International and Social studies at Tallinn University, 2005.

From the aspect of managing and carrying out the projects, it is also necessary to take into consideration in case of similar support projects that among those who receive funding, there might be non-profit associations or local governments who lack experience concerning projects that are carried out with the support of foreign aid. Therefore it is important that the Non-Estonians' Integration Foundation, as the coordinating unit, can provide the necessary support and timely information concerning project documentation and set requirements. Even though the Non-Estonians' Integration Foundation organises information days and training for potential applicants in similar cases, based on the current project we can bring out the additional needs concerning the providing of information and instructions.



# Appendix

## A Integration-related aid to non-profit associations and local governments

<b><i>Applicant organisation</i></b>	<b><i>Project</i></b>	<b><i>Project activities and target groups</i></b>
Science Centre AHHA Foundation	"AHHA – Science on wheels"	Compiling the Estonian and Russian worksheets for AHHA permanent exhibition and the exhibition "Common European Museum", opened in May, 2004; introduction events to teachers; compiling AHHA exhibition packages all over Estonia. <u>Target groups:</u> toddlers, students, teachers
Johannes Mihkelson Centre	"Common language through shared adventures"	Training through adventure for students; organisational training; creating and maintaining cooperation networks through the student councils of vocational schools <u>Target groups:</u> Students in grades 10 and 11 in Tartu general education schools and students of vocational schools
NGO Maria Children Home	"A Clearer Sky 2"	Carrying out activities of hobby education groups and common events with Estonian childcare institutions for Russian-speaking risk-group children in Tapa; visiting education and information fairs "Teeviit 2004" and "Orientiir 2005" <u>Target group:</u> Children in the Maria Children Home orphanage
Peipsi Centre for Transboundary Cooperation	"Activities promoting of Russian and Estonian speaking youth in Estonia"	Organising an ecology-cultural camp; computer class on European Union and Estonia; excursions to visit local sights and nature; publishing a collection of communicative trainings. <u>Target group:</u> teachers and students from grades 5-10 from Tartu Pushkin gymnasium and Tartu Mart Reiniku gymnasium; the indirect target group is local inhabitants in Peipsi lake area.
NGO Jaan Tõnisson Institute	"Promoting knowledge of Estonia among Russian-medium gymnasium students"	Visiting government agencies in Tallinn and local governments; seminars; practical project work; compiling study materials <u>Target group:</u> Students in senior grades and their teachers from Russian-medium schools of Ida-Virumaa.
Mäetaguse rural municipality government	"Sleeping beauty"	Performing an interactive and bilingual puppet show for Russian-speaking children with special needs and in orphanages in Ida-Virumaa based on the fairytale "Sleeping beauty" <u>Target group:</u> Ida-Virumaa children with special needs and children in orphanages, teachers
Lohusuu rural municipality government	"Bicultural Lohusuu"	Common cultural events for Estonian and non-Estonian speaking inhabitants of the rural municipality – visiting museums introducing Estonian folklore, lectures on national folklore; starting a handcraft group; forming a folk dance and folk song group;

		celebrating St. Martin's day and Easter together; organising a common concert; organising the exhibition "Bicultural Lohusuu" <u>Target group:</u> local Estonians and non-Estonians
Tartu Environmental Education Centre	"Discover Estonia"	Developing programmes supplementing school curriculum, inc. translating the materials of three programmes into Russian; compiling and printing information leaflets on programmes in Russian and Estonian; conducting seminars for teachers and organising programme-based training days for students. <u>Target group:</u> primary and basic school students in Estonian and Russian schools in Tartu and Tartu county; children on school trips to Tartu from different parts of Estonia; primary school teachers and basic schools' natural history teachers
Junior Achievement Development Fund	"Youth standing on their own feet!"	Training on education, practical experience and job opportunities among youth; introducing EU structures, institutions and programmes; training for teachers and consultants working with youth <u>Target group:</u> young people in regions with low employment rate or youth that is at risk of being unemployed
NGO Archaeology Centre	"Cultural historical map of Ida-Virumaa "	Promoting knowledge about Estonia and compiling folklore-oriented information materials to introduce Ida-Virumaa, incl. compiling a web based database of Ida-Virumaa folklore and a map of Ida-Virumaa, compiled based on the database and distributed on CDs. <u>Target groups:</u> General education schools, gymnasiums, museums, youth groups and local governments in Ida-Virumaa
Tähe Youth Club	"Through Estonian folklore to friendship"	Organising a folklore summer camp, a training cycle and social coping training cycle for young people at Tartu and Jõhvi Youth Centres; compiling the collection "Came, felt, experienced" completed by participants <u>Target group:</u> youth from Jõhvi and Tartu

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