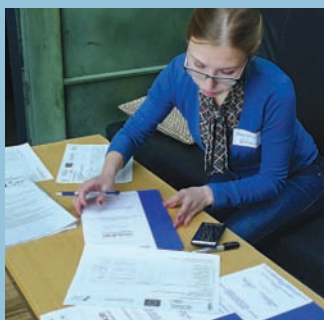
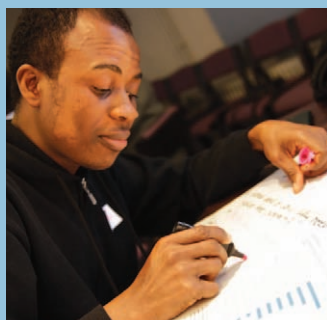
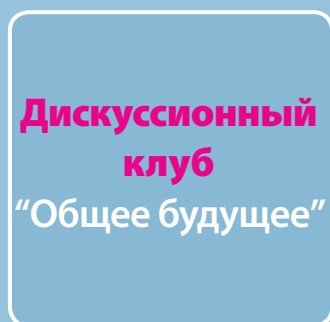


# Open Forums on Integration: Report on Recommendations by Third-Country Nationals regarding Estonia's Integration Policy



Praxis Center for Policy Studies

Institute of Baltic Studies

# Open Forums on Integration: Report on Recommendations by Third-Country Nationals regarding Estonia's Integration Policy



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Tallinn 2013

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# List of Abbreviations

|             |                                                                  |                    |                                                 |
|-------------|------------------------------------------------------------------|--------------------|-------------------------------------------------|
| <b>EE</b>   | Enterprise Estonia                                               | <b>MISA</b>        | Integration and Migration Foundation Our People |
| <b>TCN</b>  | Third-country Nationals and people with undetermined citizenship | <b>MoEC</b>        | Ministry of Economic Affairs and Communication  |
| <b>EU</b>   | European Union                                                   | <b>NGO</b>         | Non-governmental organization                   |
| <b>ERR</b>  | Estonian Public Broadcasting                                     | <b>PBB</b>         | Police and Border Guard Board                   |
| <b>MoES</b> | Ministry of Education and Science                                | <b>EISA</b>        | Estonian Information System's Authority         |
| <b>IBS</b>  | Institute of Baltic Studies                                      | <b>MoF</b>         | Ministry of Finance                             |
| <b>MoJ</b>  | Ministry of Justice                                              | <b>MoI</b>         | Ministry of the Interior                        |
| <b>MoC</b>  | Ministry of Culture                                              | <b>MoSA</b>        | Ministry of Social Affairs                      |
| <b>CMB</b>  | Citizenship and Migration Bureau                                 | <b>Russian IDA</b> | Russian language forums in Ida-Virumaa          |
| <b>NFCS</b> | National Foundation for Civil Society                            | <b>Russian TLN</b> | Russian language forums in Tallinn              |

## Introduction

From November 2012 until October 2013 Praxis Center for Policy Studies and Institute of Baltic Studies (IBS) implemented the project "National Debates on Integration for Third Country Nationals in Estonia". The main objective of the project was to include third country nationals and people with undetermined citizenship living in Estonia (TCN) in policy making processes in the field of integration policy in Estonia. The current publication provides an overview of six open forums and includes proposals formulated at these events for policy making in the field of integration.

Open forums took place in Narva, Kohtla-Järve, Tallinn and Tartu in March and April of 2013. In total, 130 people aged 18 and above who are permanent residents of Estonia and who do not hold citizenship from an EU member state or whose citizenship is undetermined participated in these events. Though both groups were mixed, more people who have been living in Estonia for an extended period of time participated in the forums held in Russian language (in Narva, Kohtla-Järve and twice in Tallinn), while newly arrived migrants who have settled in Estonia during the past five years were the majority in the English language forums (in Tartu and Tallinn). Participants could voice their opinions on seven topics in total: integration problems in education, integration in the labour market, accessibility to public services and

relevant information, involvement in the community and in decision-making processes, cultural diversity in Estonian society, learning Estonian language, and the regional particularity of Ida-Virumaa County in North-Eastern Estonia. Preliminary reports from all open forums and detailed proposals submitted at the events can be found on the project web page [www.etnoweb.ee/arutelud](http://www.etnoweb.ee/arutelud).

During the compilation of this report, the authors have borne two things in mind: firstly, the need to include the opinions of third country nationals living in Estonia in the drafting process of the Strategy of Integration and Social Cohesion in Estonia 2020, and secondly, the desire to introduce the public to the valuable experience of public involvement. This is why the



current report provides both the overview of the methodology in organizing open forums as well the submitted proposals by participants for promoting integration and social cohesion in Estonia. The report also includes comments and recommendations by analysts from Praxis and IBS based on their experiences in organizing open forums, and comparisons between the six debate days and integration policy target groups that participated in these events.



The current summary is mainly intended as a starting point for the drafting processes of the Strategy of Integration and Social Cohesion in Estonia 2020 (mainly the implementation plan) and can be used by implementing authorities as well as any other interested parties. As the objective of integration in Estonia is to have a cohesive society and to support the integration processes of residents that have not yet integrated, and as integration includes various policy areas, proposals target policy makers in several fields. At the same time, this report is intended for third country nationals, people with undetermined citizenship and open forum participants, to complement the first experiences gained at the open forums on participating in policy making processes. Participant proposals have been categorized and analysts have added their recommendations, background clarifications and comments to the proposals. In addition, the current publication provides an overview on the experiences with public consultations and involvement that hopefully will help foster involvement practices and further encourage including target groups that at first glance seem complicated to reach.

TCN is a target group that, for various reasons, is challenging to

engage in policy making processes.

Integration monitoring suggests that citizens of Russia and people with undetermined citizenship consider their social status in Estonian society the lowest. According to a study on values and behavioural patterns supporting citizens' initiative, Russian citizens are three times more likely to be critical of Estonian civil society and have the lowest number of people participating in activities initiated by citizens. In addition people with undetermined citizenship are least likely to hold the notion that the way a country develops depends on its people (incl. personal responsibility) or that they can influence society, and are least likely to feel that they are competent in politics. Project implementers hope that as a result of this first-time experience with public involvement on such a scale, the target group's knowledge about integration policy has increased and their general attitudes towards involvement and participation in policy making processes have improved.

The project was supported by the European Fund for the Integration of Third Country Nationals, Ministry of Culture and the Integration and Migration Foundation Our people. Thank you!

# 1. From Citizen's Panels to Open Forums

Chapter 1 gives an overview of Citizen's Panels as an involvement practice and explains how citizen's panels were implemented as a way of involving third country nationals in the drafting processes of the integration development plan. The description and the experience of using citizens panels in the current project provides information that can be used by organizations and experts working in the field of public involvement as well as researchers and students that study and analyse these practices.

The second part of the chapter includes proposals that were submitted by using the methodology of citizen's panels. This information is mainly targeted at the authors of the new Strategy of Integration and Social Cohesion Estonia 2020. Additionally it provides valuable information to implementing authorities, organizations that work on involving and supporting the participation of third country nationals, program and project managers and local governments with a majority of TCNs.

# 1.1. Citizen's Panel as a Method of Involvement

Nowadays citizen involvement is an integral part of the policy making process. Local governments, state authorities as well as governments ask the opinion of their citizens. In smaller communities, where the number of participants is fewer, this can be achieved through simple meetings. In larger communities good methods might include surveys or holding a series of events.<sup>1</sup>

At the same time policy making involves more than simply asking for people's opinions and listing potential problems. In policy making processes it is also important to find solutions, but traditional involvement practices rarely engage citizens in this stage. This makes people feel cheated, their opinions having been asked, but solutions to their problems not seeming their own. Such traditional involvement methods as meetings or surveys stop short of this solution finding phase, because a meeting for example might work very well as a sounding board for problems and complaints, but is not necessarily the best method for working out sustainable solutions.

The method of citizen's panels, on the other hand, lets policy makers implement involvement processes from start to finish: start by determining problems and attitudes, gather opinions and then move on to working out solutions. All this is done alongside and with the help of the relevant people. A citizen's panel might be gathered for any problem that a small group, community or the entire country needs to solve. This involvement method has been used during different times in various ways in many countries. In the UK, for example, local governments regularly use citizen's panels that might involve 500-3000 people per year. At the same time, to use another example from the UK, citizen involvement is often limited to participating in surveys.

In the current project the citizen's panels method used more closely resembles the methodology of the German plan-

ning cells (in German *die Planungszelle*) and the US citizens' juries.<sup>2</sup> Planning cells and citizens' juries may be considered the first complete participatory methods used in the world that developed independently and in parallel with each other in the 1970s. The main difference between these two participatory formats was the practical output: In Germany local governments used *die Planungszelle* to solve their political problems; in the US it was the civil society organizations that usually organized and implemented such events. There are no major differences between these two methods, as the main criteria includes creating a representative sample, having a deliberative process and organizing discussions. Depending on the name (citizen's panel, planning cell, citizens' jury), some differences might exist in the specific method.

As there is no single recognized method of organizing a citizen's panel, it often happens that during the process minor details of the well-known method are changed due to changing contexts, and this might result in yet another new method. Mostly these include revisions that alter the process so that it is best suited for the situation and context of specific countries or communities. One such example of organic development comes from Denmark where, based on the methodologies of citizens' juries and planning cells, a new participatory method called the consensus conference has been developed, which is very similar in context to citizen's panels. In Estonia the terms citizen's panel and citizen's forum have both been used, but due to societal events that took place last year, the most popular term used for this participatory method is the *People's Assembly* (*Rahvakogu* in Estonian).

Irrespective of the level- national, city, and local government or school-where the citizen's panel is implemented or potential differences in the title, it generally includes the following characteristics:



- \* A citizen's panel comprises randomly selected citizens who represent a cross-section of the involved community. The sample and the number of participants depend to a great degree on the topic and the scope of application, for example a national or local level panel will have a different number of participants and topics targeting the youth or adult populations.
- \* The selection of participants is a crucial aspect of a successful citizen's panel. The sample needs to be representative, because the objective is to determine the attitudes, opinions, needs and policy recommendations of a specific group. The general pool that this information applies to can be the entire population of a state, residents of a specific region or a narrow interest group defined by some other indicator. The same demographic indicators should apply to the participants as to the general pool so that the results of the panel would be applicable to all members of the same group. These demographic indicators include the age and sex, and if necessary also the level of education and nationality of the participants. For the current project citizenship was also one of the indicators.
- \* A citizen's panel creates a relatively free and comfortable environment for discussing different topics, analysing problems and looking for solutions.
- \* Very often a citizen's panel is preceded by a survey among the involved target group. Experts analyse the survey results, and based on that prepare the discussion topics, focus areas, questions etc. for the panel.
- \* In addition to citizens, the panel also brings together relevant experts that give an overview of the field and are able to answer the participants' questions.
- \* The panel generally meets over several days that in turn might be spread over a longer period of time, for example discussions take place during every other week or during one month. Citi-

zen's panels tend to be constant, for example turning into permanent consultative assemblies for local governments.

- \* The panel is organized by an impartial party that makes sure various requirements are met. It needs to be determined that the panel and decisions made by the panel are legitimate, meaning that citizens see them as important, relevant and credible.

A citizen's panel ends with a final report that details the process and generally includes policy recommendations that are presented to relevant official bodies or officials responsible for the subject matter.

A strong benefit of citizen's panels as a tool for public involvement is the fact that they allow all interested groups to participate and at the same time tackle complicated or very narrowly defined problems. Additionally this method of involvement motivates people to participate more actively in policy making processes and creates a better image of the government sector. As the discussions are not always open to everyone, but can at times be geared to specific target groups (in the current project, for example, only third country nationals, but can also be residents of one region), the presentation of the final report or policy recommendation is usually organized as a public event.

The citizen's panel is a method where the number of people directly involved is limited, but where the final results will presumably affect a large number of people. This has led to criticism that the method may not be truly representative, because there are concerns that a limited number of selected participants is not proportional to the potentially achieved influence. These concerns were also voiced during the day of deliberation of People's Assembly in 2013. Further, it takes considerable time and other resources (including constant communication with panel participants) to organize a panel. As with other methods of involvement, the main problem might turn out to be the lack of cooperation and communication between the panel organizers and policy makers. The latter might deem involvement necessary on paper, but might not take the proposals submitted during the panel into consideration in their subsequent actions.

## 1.2. The Organization of Open Forums on Integration Using the Methodology of Citizen's Panels

The project organizers for open forums on integration chose the methodology of citizen's panels as the most suitable for involving TCNs in the drafting process of the development plan for integration and social cohesion. Involvement using the panel was considered best for the following reason: this method has been developed for formulating an informed opinion on how decision-makers

might continue with the specific topic and approach more complicated and causally linked problems. Compared to usual roundtable discussions and group interviews, citizen's panels offer the advantage of diverse participants (this is the responsibility of the impartial organizer during the recruitment of participants) and balanced opinions, and the participants are also thoroughly informed about

<sup>1</sup> The Republic of Estonia has, for example, developed an electronic discussion system [www.osale.ee](http://www.osale.ee).

<sup>2</sup> Read more about the method (in Estonian): Institute of Baltic Studies (2012), „Noorte kodanike paneel: käsiraamat rakendajale”.

the discussion topics prior to the event. Additionally using the methodology of citizen's panels is a good way to spark a wider public debate on the topic.

Taking into consideration the time frame of the project and the fact that TCNs had limited previous experience with involvement, we used the more flexible version of the method which is more similar to citizen juries.<sup>3</sup> We created a citizen's panel that consisted of six groups: four Russian language groups and two English language ones. We planned to have 25 participants at each event, but the actual number of participants at events varied greatly. The smallest group included 9 people and the most successful event 38. The number of participants was greatly affected by the time that the event took place: discussions on Friday evening had the least number of people and the events on Saturday afternoon the greatest number of participants (both in Tallinn and in Kohtla-Järve). Altogether 168 TCNs participated at the citizen's panel. The participated at the open forum, filled in the survey prior to the event or revised the report on proposals that was issued after the forums.

Finding a suitable name for the citizen's panel was a whole separate issue. The method has value as it brings people together and creates a good environment for discussions and we also thoroughly studied the background of the target group looking at information from previous studies. The term *integration debates* (*lõimumisarutelud* in Estonian) works well in Estonian-language media and its meaning is clear to officials working in the field. Unfortunately it is not possible to translate this directly into Russian and English in a way that it has the same meaning for TCNs, rather it would alienate them. The best solution was to call the debates discussion clubs in Russian and that is why this term is used as a synonym for integration debates in the present

report. In Russian the panel is therefore called *дискуссионный клуб "Общее будущее"* and in English "*Shared Future*" *Open Forum*. This reference to club-like activities widens the opportunities for such presently created formats of involvement, allowing us to bring the same target group and same participants together again in the future.

In the planning phase of open forums for TCNs the goal was to follow the principle of target group representativeness in participant selection, but due to various limiting factors it was not always possible to recruit only based on gender, age and level of education. The main obstacle was the lack of a relevant database with contact details, and therefore the extensive network of third parties was used. This network involved local governments, regional bodies of state institutions, learning institutions, businesses, organizers of trainings and language courses, organizations that have implemented projects for the same target group over the past few years, experts and NGOs working with non-Estonian speakers. Furthermore, during the recruitment process it turned out to be very challenging to recruit TCNs living in Estonia to participate, mostly because of the passivity of the target group and at times also because of the negative attitudes of the TCNs towards involvement. In order to overcome these timid attitudes we focused more on the aspects of discussing various topics and finding solutions together, and not so much the aspect of integration policy. In order to achieve the desired number of participants we finally included all TCNs that expressed the desire to participate in the open forums.

60% of the project participants were women and 40% men, but the division based on citizenship is the most important factor of the sample (see Table 1). The division of open forum participants based on citizenship was the closest to the general pool among citizens of the Russian Federation. TCNs with other citizenship and US nation

**Table 1. Comparison of Open Forum Participants to the General Pool in Percentages**

| Citizenship              | Data from the Population Register (01.01.2013) | Participants of the survey prior to the forum (n = 140) | Forum participants (n = 118) | Participants of both the survey as well as the forum | The whole project in the first half of 2013 (n = 168) |
|--------------------------|------------------------------------------------|---------------------------------------------------------|------------------------------|------------------------------------------------------|-------------------------------------------------------|
| Russian Federation       | 48,3                                           | 37                                                      | 48                           | 44                                                   | 34                                                    |
| USA                      | 0,2                                            | 8                                                       | 7                            | 6                                                    | 10                                                    |
| Other non-EU citizenship | 4,7                                            | 35                                                      | 24                           | 31                                                   | 48                                                    |
| Undetermined citizenship | 46,8                                           | 20                                                      | 21                           | 19                                                   | 18                                                    |

<sup>3</sup> Also see: Unt, R., Uus, M., Ender, J. (2011). Kaasamine arengukava koostamisel. Vägivalla vähendamise arengukava 2011-2014 koostamise näitel. Juhtumiuuringu lõppraport. [http://www.praxis.ee/fileadmin/tarmo/Projektid/Valitsemine\\_ja\\_kodanike%C3%BChiskond/Vaegivalla\\_arengukava\\_loppraport.pdf](http://www.praxis.ee/fileadmin/tarmo/Projektid/Valitsemine_ja_kodanike%C3%BChiskond/Vaegivalla_arengukava_loppraport.pdf)

**Table 2. 2013 Open Forums and the Division of Topics**

| 22.03<br>Narva<br>(in Russian)              | 23.03<br>Kohtla-<br>Järve<br>(in Russian) | 23.03<br>Tallinn<br>(in Russian)                               | 28.03<br>Tallinn<br>(in Russian) | 28.03<br>Tartu<br>(in English) | 05.04<br>Tallinn<br>(in English) |
|---------------------------------------------|-------------------------------------------|----------------------------------------------------------------|----------------------------------|--------------------------------|----------------------------------|
| 1. Employment concerns                      |                                           |                                                                |                                  |                                |                                  |
| 2. Educational concerns                     |                                           |                                                                |                                  |                                |                                  |
| 3. Estonian language learning               |                                           | 4. Public services and availability of relevant information    |                                  |                                |                                  |
| 5. Regional particularity of<br>Ida-Virumaa |                                           | 6. Community and participation<br>in decision-making processes |                                  | 7. Multicultural Estonia       |                                  |

als were, so to say, overrepresented, and people with undetermined citizenship were underrepresented.

We amended the methodology of the citizen's panel according to the objective of the project and gave the participants the right to choose the discussion topics. As one of the goals was to provide information to the developers of the Strategy of Integration for Estonia 2020, we based our initial definition of topics largely on the problem issues mentioned in the strategy. It was, however, clear beforehand that it will not be possible to discuss all these topics during the 1-day open forums, and therefore as experts we chose 8 problem areas. Two of these- education and the labour market- play a huge role in the integration process and this is why we decided to approach these topics at every forum. Additionally, forum participants could choose online among the other 6 topics those they wanted to find solutions to. Table 2 gives an overview of all the discussion topics that were determined after 3 rounds: the preferences of open forums (in Russian and in English) held in Tallinn, in Tartu (in English) and Ida-Virumaa (in Russian) are presented. Altogether seven topics were discussed, only the topic of "Young people in Estonian society" was excluded. At each open forum 4 topics were discussed.

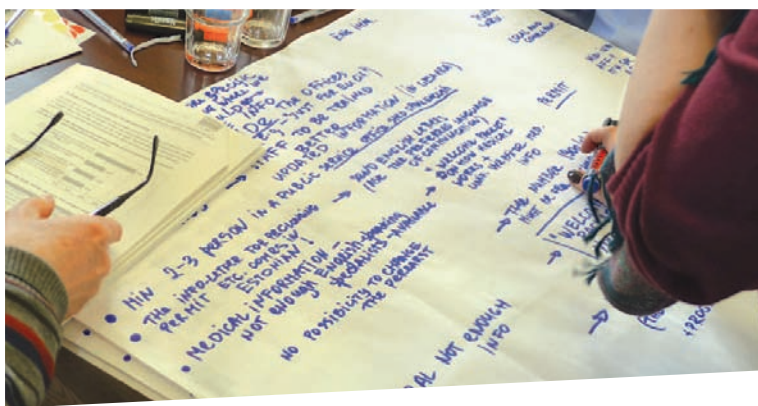
There were two discussion rounds at each meeting; on the first half of the day people talked about the issues of employment and education, and on the second half of the day about the other two previously selected topics. Participants were split voluntarily between two topics and seated around tables.

The uniqueness of the citizen's panel is that an informed discussion takes place and experts in the field also participate. When comparing different involvement methods and their implementation in Estonia, it is clear that the more informed the debate,

the more thorough and constructive its results. Altogether five integration experts participated at the preparatory phase and at the forums (up to three experts at each forum). They contributed to the initial wording of topics and problem areas and ensured that the debate would be informed. This means that experts firstly developed background materials for each topic (in Russian and in English) which were sent to pre-registered participants a few days prior to the forum. These background materials gave an overview of the project objectives, the four discussion topics, problems that are considered most critical regarding each topic and activities and developments in the field of integration so far. Secondly, experts introduced the topics at the forum. After that, during the discussions at the tables participants were able to ask experts more specific questions and this opportunity was heavily used. Additionally, experts compiled written summaries of the debates and commented-clarified if some proposals dealt with already existing activities and programs, thus giving participants additional information and the chance to clarify their proposals.

In addition to experts and the lead moderator we engaged volunteers for the role of table moderators.





Even though citizen's panels are usually 2-day events or even permanent people's assemblies that gather on a regular basis, this project was limited to one-day meetings. We decided to hold the open forums as 4.5 h events, two of which were held on a Saturday and the rest either on a Thursday or a Friday. We factored in a half an hour gathering time, where participants had a chance to once again familiarize themselves with the background materials, brochures on the settling in program and counselling services to newly arrived immigrants, and informational materials on acquiring Estonian citizenship provided by the Citizenship and Migration Bureau of the Police and Border Guard Board.

The event started with welcoming words from the lead moderator, after which, in two separate but identically set-up groups the participants heard expert introductions to the topic (overview of the problems, efforts taken so far). This was followed by 45-60 minute discussions at the tables. During the last 15-30 minutes tables presented their debate results and these were discussed by the whole group. Tables wrote their proposals and comments on large sheets of paper. After both discussion sessions all participants moved around the room and with colour stickers marked the proposal that they considered most vital and most in need of attention. There was a 30-45 minute lunch break between the two sessions in which participants could get to know each other better and question the experts.

Proposals from each open forum were compiled into separate reports that were sent to participants for additional comments. The goal of this final round of involvement was to give participants the chance to check and confirm whether all proposals that were presented at the forum had been written down and if anything else needed to be clarified.

In the current project a lot of attention was paid to communication aspects. On the one hand we wanted to inform the public and the target group about integration debates, and on the other hand it was important to be in constant

contact with forum participants. After the forums we now have two Facebook groups (one in Russian, one in English) where participants and project organizers post interesting links and news items that relate to topics that were discussed at the forums.

In order to make sure that the discussion of the citizen's panel accurately reflects the opinions of citizens, it is customary to appoint a neutral observer in the process, a so-called citizen rapporteur, who evaluates the organization of the debate. He/she has an important role in achieving the goals of the debates and therefore it cannot be a representative of the participants or project organizers. Their task is to observe the whole event (preparations, logistics, technical aspects), and establish whether participants had been sufficiently informed about the agenda and participant expectations. They also evaluate the background information provided to participants, this means both the materials sent to participants before the event as well as introductions by experts at the event (whether these were sufficient and understandable, did they promote debate) and the openness, independence and general atmosphere of the event.

Each citizen's rapporteur was given topics and observation questions that they followed during the entire project. Before the end of the open forum, the rapporteur made a five-minute presentation and gave an overview of the observations topic by topic. Based on the same topics all rapporteurs submitted a 2-page report after the debate.

## About the Open Forum- comments by citizen rapporteurs and table moderators

**23.03.2013, Kohtla-Järve (in Russian), rapporteur:** *It should be noted that preparatory work by the experts was well done, more specifically the presentation based on the results of the survey taken by participants before the event, and main problems categorized by topics. Additionally participants were given background information that could be used at the event, and even better, taken home with them to look at more thoroughly*

*and share with others. /.../ I especially want to remark on the opportunity to evaluate proposals made at other tables with colourful stickers. This direct feedback was very important to everyone, whose proposals got the most votes.*

**23.03.2013, Tallinn (in Russian), rapporteur:** *The atmosphere at the debates allowed participants to voice their opinions*

and views openly, directly and securely. It was surprising that almost all registered participants also came to the event (38) and almost half of them were men!

**23.03.2013, Tallinn (in Russian), table moderators:**

*\* I have experience of being a lead and table moderator at various events and I bet that the open forum was one of the more difficult ones. Why? Because the participants were very varied, for example at my table there was one top executive who works in investments and a floorwalker from a chain store. It was amazing that they had common problems, and people who otherwise would have never met had a chance to voice their opinions and complement each other. At the same time it should be noted that participants' knowledge about the topics that they were discussing was sometimes lacking. People don't know the facts or what has been done so far. But these events also tend to be a chance for people to let off steam. Let's hope that these relevant ideas reach decision-makers!*

*\* It was interesting that my table made two directly opposing suggestions: offer Estonian language courses only for a fee and, the opposite, pay people to attend the courses. /.../ I liked the idea of the citizen rapporteur. The rapporteur had been instructed beforehand, and additionally, at that event the rapporteur had a psychologist. She made sure that everything was fair and honest, that everyone had a chance to participate, that no one was trying to influence participants to think in a certain way. /.../ the discussed topics were so interesting to people that some continued the discussion even after everyone else had left, and participants at our table found each other on Facebook and continue their debates online. Great, if it turns into something real!*

*\* Of course, as probably everywhere, these so-called old problems clouded clear thinking and distracted from the debates, but not as much as was feared.*

**28.03.2013 Tartu (in English), rapporteur:** *As the debate was based on the topics and problems that were evident from the results of the survey held before the event, participants felt a direct connection to the background materials. The debate was very open, positive and relaxed; participants could choose their preferred topics for discussion.*

**28.03.2013 Tallinn (in Russian), rapporteur:** *The professionalism of the table moderator should be noted. In addition to the background materials he provided examples from everyday situations and gave the participants a chance to share their experiences. This made the topics easier to understand, made it less abstract and created an atmosphere where everyone felt comfortable to comment. /.../ every participant's individual contribution was recognized by a certificate of excellence. I think this was an important part of the program as it made every participant feel dignified and important.*

**05.04.2013 Tallinn (in English), rapporteur:** *Well organized and implemented debate, where about 20 English speaking third country nationals had a great opportunity to voice their opinions on how to develop integration processes in Estonia.*

**05.04.2013 Tallinn (in English), table moderators:**

*\* I was a moderator at a table that included the so-called old immigrants- as by accident everyone seated at the table had been living in Estonia for at least seven years or more. /.../ this event reminded me once again how many different immigrants with different needs we have, whose opinions should be taken into consideration during the development of the new integration strategy. /.../ I corrected my mistaken belief that this specific target group had already adapted to life here, or in other words had integrated well.*

*\* The open forum left me with a distinct feeling that there is still a lot that needs to be done. For most participants it is not their first year living in Estonia, so people knew exactly the topics and problems that need to be solved and made recommendations for it.*

*\* I think the best words to characterize integration debates are "constructive" and "focused". Mostly people participated very actively and what was most surprising to me, it seemed that everyone fit well together despite their different backgrounds and countries of origin. Due to this great cooperation the debate was targeted and energetic, and showed that wherever people come from, be it the USA, Israel, Nigeria, Columbia or Kyrgyzstan, the problems they encounter in Estonia are basically the same.*

## 2. Topic by Topic Recommendations by the Open Forum Participants

Chapter Two is the most important part of this report. It describes the experiences of third country nationals living in Estonia, who participated at the forums and their recommendations for solving the main problems mostly through the development plan for Integration and Social Cohesion in Estonia 2020.

There is a different subchapter on each discussion topic, so that the reader can easily find the issue that interests them the most. As the topics are interrelated, debates that focused for example on the labour market or education also touched upon tolerance and problems connected to learning Estonian. Also, the Estonian Unemployment Insurance Fund provides a public service, but at the debates

these services were discussed together with labour market issues. Therefore it is important to keep in mind that at the following topic summaries we have placed the recommendations under the topic they fit best. This is why the recommendations on education submitted by the participants of the English language forum in Tartu are located in the labour market bloc, as they deal with the limited opportunities for foreign students to participate in the Estonian labour market. The problems and solutions related to Estonian language learning voiced at the forums focusing on employment and education (as an employment issue) can be found under the theme Estonian language learning, even though initially only two Russian language groups (out of all six) in Ida-Virumaa discussed this topic. Where necessary, references to other discussion topics have been added.

Each following subchapter includes expert summaries on how the problems and solutions emerged at each debate. Experts have also compared different groups, commented on participants' recommendations and selected the most important proposals for each focus area in integration policy. Finally recommendations made by TCNs are also presented. Integration debates by TCNs in the current project confirmed the experiences of similar debates held previously that people find it easier to talk about problems that they face living in Estonia. It is also somewhat easier to say whom these problems affect, meaning who should be included in the target group. What is more difficult, however, is to establish what kind of activities and programs are needed in order to solve these problems and which institutions (or people themselves) should be responsible for implementing such activities. Finding solutions and submitting proposals was made easier because of the method- the entire citizen's panel focused on verbalizing suggestions. When participants continued to talk about their worries and negative experiences or praised a new language learning portal or call for proposals, the table moderator directed them to express and write down recommendations related to that.

## When reading recommendations by TCNs in Tables 1-6, please remember the following aspects:

- \* None of the recommendations have been excluded. Some similar recommendations from different forums have been presented as one.
- \* Recommendations are listed problem by problem, starting with the suggestion that received the highest support in each problem area.
- \* Each suggestion references its origin: either forums in Tallinn or in Ida-Virumaa held in Russian (marked either as Russian TLN or Russian IDA) or forums in Tallinn and Tartu held in English (English). With each topic Russian language and English language groups in Tallinn and Ida-Virumaa valued different aspects and this division allows us to look at recommendations for the implementation plan of the Strategy for Integration and Social Cohesion based on these three target groups.
- \* With each suggestion we have also marked who are affected by it (beneficiaries) and who should implement it. We had less time at the forums to assign responsibility. On the one hand it was not very clear to participants which public institution is responsible for which specific topic and what are the legal limits to the powers of the Parliament, government, different ministries and public bodies, and on the other hand there was not enough time during the forums to educate people in this field. Therefore the table columns "To whom?" and "Who?" are mainly edited by analysts from Praxis and IBS taking into consideration the intended target groups, measures and implementing bodies of the development plan on Integration and Social Cohesion Estonia 2020.
- \* As the debates focused on the experiences and real needs of TCNs living in Estonia, the recommendations are not limited to the field of integration only. Social cohesion and integration are horizontal issues and touch upon all policy areas, and the experts have therefore added references to each suggestion bloc about which policy area the recommendations refer to.



## 2.1. Recommendations on Improving Employment Opportunities

These recommendations provide input to the planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that primarily support the integration processes of newly arrived immigrants and non-integrated permanent residents.

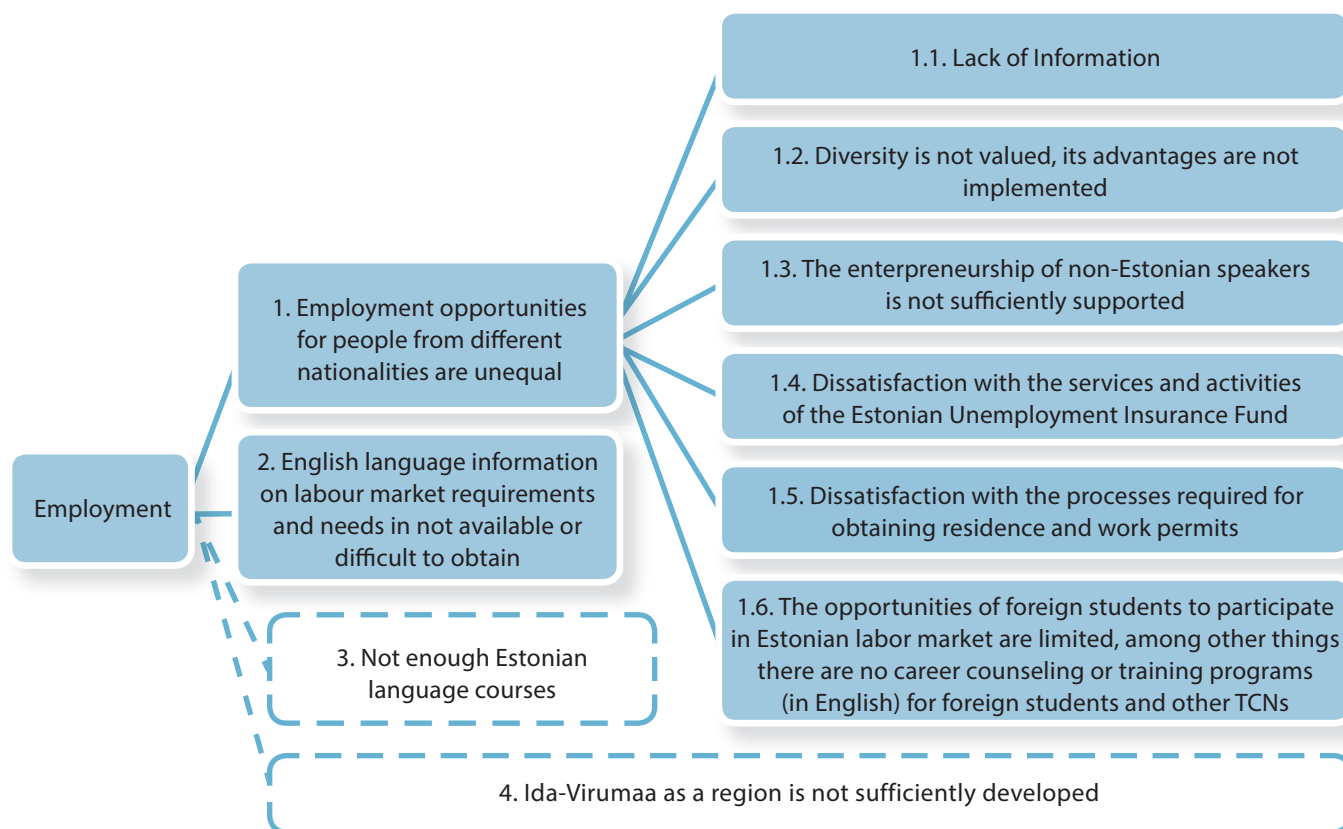
Employment-related problems, needs and solutions were discussed in all the six open forums (four forums in Russian and two forums in English). At the events we asked for feedback on actions to date and briefly listed programs, activities and changes over the last few years. During the discussions based on participants' experiences and formation of solutions the topic was divided into subcategories and as a result we were able to group the submitted ideas into following problems (see Figure 1)

The lack of Estonian language courses was one of the main problems mentioned in the employment bloc. For clarity reasons and in order to look at recommendations from all forums related to Estonian language learning together, in the current report this problem area and recommendations are addressed in the subchapter *Recommendations on how to improve areas related to education*. Figure 1 also shows how under the topic *regional particularity of Ida-Virumaa* one of the key-

words was unemployment as the hindrance to regional development. Recommendations referring to this problem are listed in the subchapter *Recommendations on the regional particularity and development of Ida-Virumaa*. It should, however, be noted that in the field of labour market and employment residents, companies, institutions and NGOs of Ida-Virumaa are definitely the among main target groups.

During the debates participants shared experiences on current activities and programs and offered solutions to problems in this field. According to both Russian language and English language groups the main challenge is the unequal chance for people from different nationalities to find work in Estonia. Additionally regardless of their background participants discussed the quality and availability of Estonian language courses. Employment issues of TCNs are closely related to the need for developing public services and lack of information on legal requirements.

All recommendations on labour market issues are listed in Annex 1 problem by problem starting with the suggestion that received the greatest support and the ideas submitted in Russian and English language forums are shown separately.



**Figure 1. Problems that emerged during the discussions on employment issues**

## In the area of employment the following recommendations in the field of integration gained the highest support from participants.

### 1 Simplify the processes for obtaining and extending residence, work and study permits.

The majority of feedback on labour market issues in English language forums dealt with permits and related application processes. Every step of the way immigrants tend to sense that they are a burden on society, considered unnecessary and not expected to enrich Estonian society.

The application and extension of residence, work and study permits are regulated in Aliens Act, the draft amendments of which were, at the time of preparing the current report, being discussed by Parliament. The plan is to adopt several long-awaited amendments that TCNs who participated at the open forums also focused on and offered as suggestions. These include combining residence and work permits, simplifying the procedure for issuing work permits for immigrants who have completed higher education in Estonia and extending the residence permit issued for studies in Estonia by six months after studies have been completed.

One of the problems that emerged as a result of the discussions was the quality of services offered for newly arrived immigrants and foreign residents living in Estonia: the main issue is how to implement the legally created flexibility and whether in reality it actually reaches newly arrived immigrants. Therefore the content of this proposal is to develop the quality of the service, meaning improve its availability, the competences of officials for solving different cases, the language skills of officials and also enhance communication with newly arrived immigrants and TCNs (e.g. providing welcome and informational materials during the initial meeting, implementing a system of providing information in advance or having newsletters) etc.

### 2 Make the work of the Estonian Unemployment Insurance Fund more effective regard-



ing services offered for the unemployed: in-service trainings, entrepreneurial trainings, Estonian language courses and assistance in finding work.

The content of this proposal is the need to develop the accessibility and quality of services offered by the Unemployment Insurance Fund, focusing on TCNs, their particular needs, lack of Estonian skills and access to information. This suggestion arose from discussions held in Russian and especially visible was the participants' dissatisfaction with the work done by the Ida-Virumaa department of the Unemployment Insurance Fund. Therefore this proposal points to the need to better check the work and efficiency of different departments of the agency and, where necessary, develop services that correspond to regional needs in order to achieve considerably lower and permanent unemployment levels locally, **primarily in Ida-Virumaa**.

Various other opinions, comments and recommendations regarding the labour market were also collected at the open forums that are useful for policy-makers to know, but very difficult to implement in the coming years. For example, in relation to language policy, the Russian language group in Tallinn made a suggestion **on the work of the Language Inspectorate: change the role and activities of the inspectorate from the policy of penalizing to educating**. The suggestion for the Language Inspectorate was not to view problems in labels of levels, but actual language skills and through its activities help the situation. In developed economies there is no reason to divide people into categories, instead it is necessary to work and for that people need to speak the language, and this is something everybody understands. The English language groups, however, stressed that for top specialists and employees of international companies arriving to Estonia, learning Estonian is more of a choice, not an obligation. These groups made a suggestion to **relax the language policy**: lose the requirement to acquire category B1 when applying for long-term residence permit, because on a daily basis A2 level of Estonian is sufficient (in cases where the job does not require the ability to work in Estonian). Nevertheless, TCNs in the English language groups agreed that the level of B1 is justified when applying for Estonian citizenship.

The forum group in Ida-Virumaa was, in its proposals, probably most demanding on the state. It was for example considered necessary to alleviate inequalities in the labour market and **apply minimum quotas for non-Estonian workers** in order to involve more people over 50 in public offices and local governments (primarily in Tallinn and Ida-Virumaa). This should also include non-Estonian citizens who could work in the public sector with an employment contract.

When finding solutions to employment issues, it was considered necessary to implement measures that promote active engagement of Russian-speaking residents (including TCNs) in community activities. Both the English- and Russian language groups made a suggestion to create opportunities for **dual citizenship**.

## 2.2. Recommendations on Improving Education

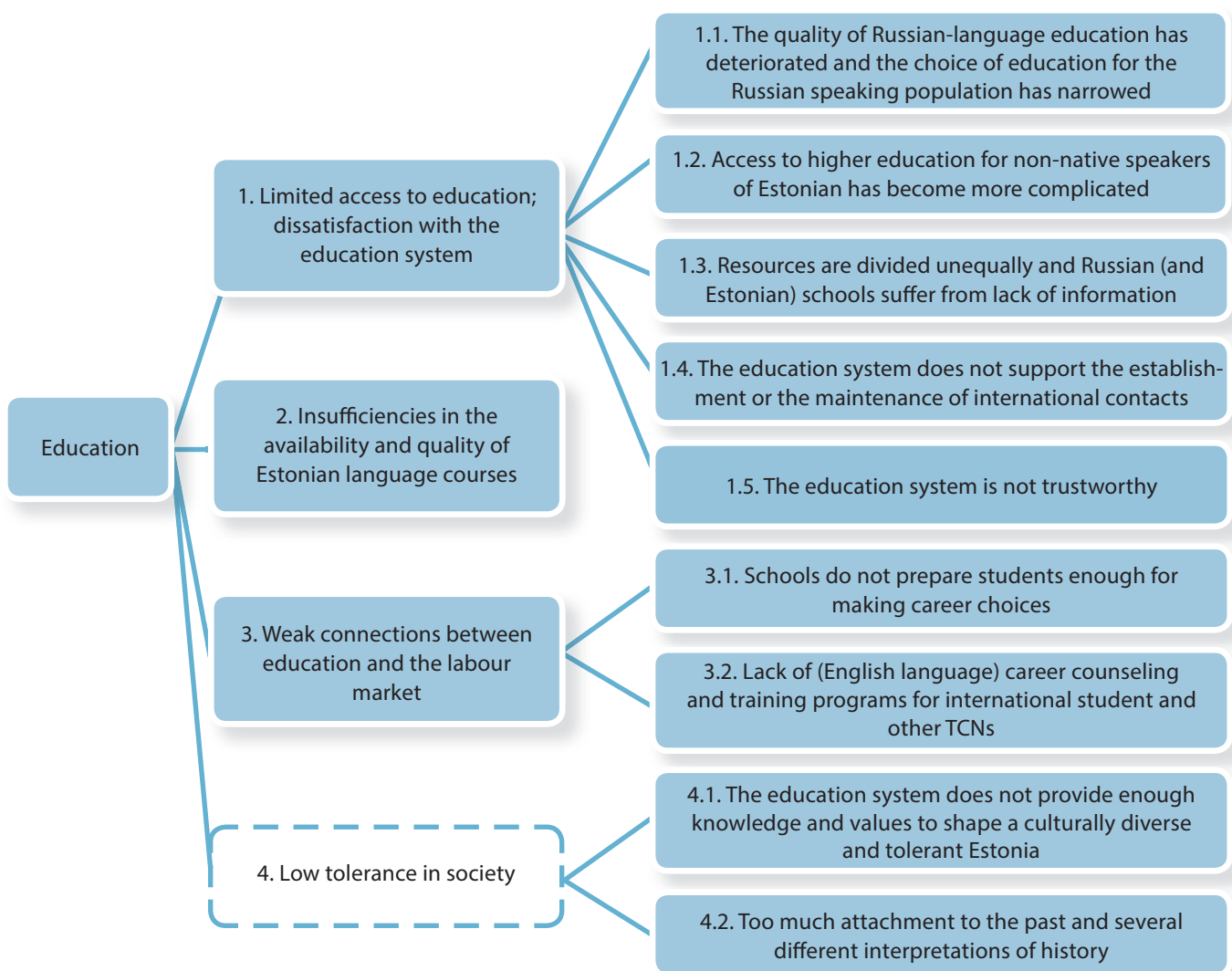
These recommendations apply to all planned measures in the development plan for Integration and Social Cohesion Estonia 2020, targeting the whole of society as well as people who have not yet integrated.

Topics related to the field of education were discussed at all six open forums. During the discussions and formation of recommendations various subcategories emerged and recommendations made by participants can be divided into the following core concerns (See Figure 2).

During education-related discussions labour market and tolerance issues, presented in other chapters of the current report, were also examined. Several problem areas and solutions are horizontal, meaning that they impact several fields, for example during debates about education it became clear that international students have limited opportunities to participate in the Estonian

labour market (see Subchapter on Employment, Figure 1, Problem 1.6). Low tolerance in society towards different ethnic groups, incl. insufficient contacts and limited bilateral integration, was also mentioned and this topic is discussed in more detail in the subchapter on multicultural Estonia (see Figure 7).

This subchapter on education discusses the role of educational institutions in solving these problems and primarily looks at proposals targeting institutions connected to the field of education. Annex 2, however, lists recommendations on improving the situation of learning Estonian, because the availability and quality of language courses and questions regarding language levels falls under the Ministry of Education and Science (MoES). Annex 2 also includes those proposals from discussions on tolerance that directly refer to education (e.g. the request that history be taught and interpreted in a more neutral way from now on).



**Figure 2. Problems that emerged during the discussions on education**



At the debates participants offered various solutions to education-related problems. All recommendations are presented in Annex 2 problem by problem starting with the suggestion that gained the most support and listing proposals from Russian- and English language groups separately.

## On the topic of education the following recommendations gained the widest support.

- 1 Continue improving the quality of Estonian teaching and the results of the upper secondary school reform** by improving the current methodology, offering more efficient trainings for teachers, developing better learning materials and offering them more widely.
- 2 Empower residents (especially young people) by promoting knowledge and values that shape a culturally diverse and tolerant society in Estonia.** This can be done by offering relevant knowledge more actively at schools, and organizing more joint events in Estonian-Russian-English where young people and adults alike can directly interact with each other.
- 3 Create better career counselling services for newly arrived immigrants, incl. promote cooperation between universities and companies and enhance support services offered to newly arrived immigrants.**

There was quite a noticeable difference between Russian- and English language groups regarding education topics.

Both Russian language groups in Tallinn and in Ida-Virumaa voiced major concerns regarding the quality of Estonian language teaching and the transition to implementing Estonian as the language of instruction in all upper secondary schools. Lack of competent personnel (for example participants deemed it necessary to train teachers that are neutral in their attitudes) and low quality of teaching methods (that are based on old traditions and norms) were seen as the root causes. Language learning and teaching of Estonian

has also been the focal point of previous integration plans and activities, but despite this participants still bring out clear development opportunities in this field.

The second main concern for all Russian language groups was the understanding that quality education should be available in Estonian and Russian. It was clear from the participants' comments that it is their fear and experience that if more attention is paid to learning Estonian, the in-depth knowledge in each subject is less important. These factors lead to a clear understanding that forum participants see the transition of using Estonian as the language of instruction as something that worsens the quality

of education in Russian and limits educational choices (especially for people of Russian origin). Nevertheless, the participants did not suggest cancelling the transition, but wanted to improve the situation regarding teacher-training and teaching methods.

It was interesting that Russian language groups in Tallinn voiced noticeable concern about and made a variety of recommendations on improving the communication between Estonian and Russian young people. None of the other groups stressed this concern quite so vocally. The groups in Tallinn also made more recommendations on promoting contacts among young people, by creating joint nurseries, kindergartens and mixed classrooms.

Primarily MoES but also local governments were seen as the main institutions that should solve educational problems and implement suggested recommendations. At the same time participants also sensed their personal responsibility and that of their families very clearly and saw a role for NGOs in the process.

**In English language groups** the central problems related to education were tolerance and cultural diversity. According to participants these are the aspects that the education system needs to focus on more. Even though this topic was also touched upon by the Russian language group in Tallinn (emphasis on human rights), tolerance was mainly stressed by English language groups. The promotion of tolerance and cultural diversity have been the priorities of integration activities for years, and this has been evaluated through integration monitoring, Estonian human development reports as well as other studies. Nonetheless participants saw shortcomings and development opportunities related to this field. Even though the lack of tolerance, bilateral integration and contacts were largely mentioned at the forums when discussing society as a whole, solving these issues partly rests on the education system.

The second main point of discussion in the English language groups (less in Russian language groups) was international students studying in Estonian universities. English language groups in

Tallinn and Tartu listed residence permits ending at the same time as the conclusion of studies as one of the main problems, and saw it as a great hindrance to looking for and finding work in Estonia. Here it needs to be mentioned that this problem has already been addressed in the amendments to the Aliens Act. On September 1, 2013 the following amendments came into force: the temporary residence permit for study extended for the final year of study can be issued in a way that is valid until six months after the studies have been completed (§ 170 par 3): an alien with a temporary residence permit issued for study may work without a work permit on the condition that it does not interfere with the studies (§ 175).

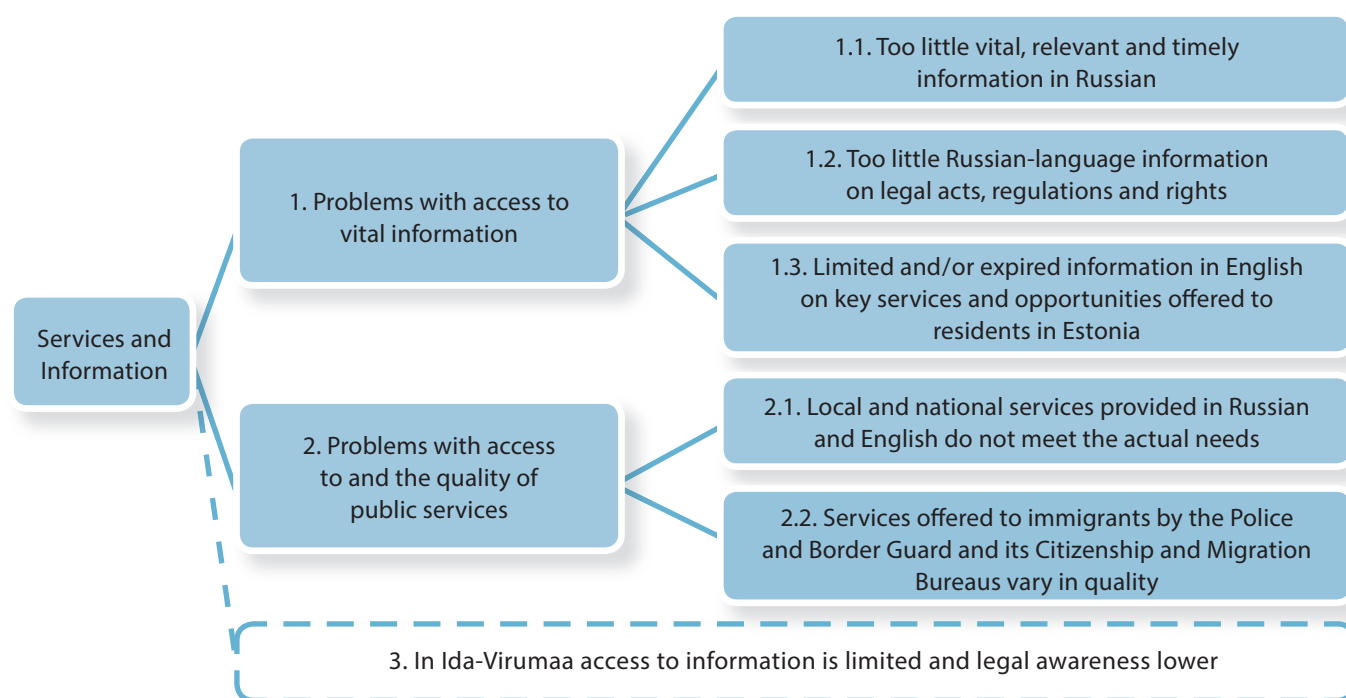
Another problem connected to international students and their study that applies to all newly-arrived immigrants, is the lack of support services and structures. Even though this topic has been become prominent over the past few years (predominantly initiated by employers in Estonia), only a few support services are currently offered. Nevertheless the state has started to pay more attention to this topic, and so it is highly likely that during the next few years changes for the better will take place (meaning a developed system of support services).

## 2.3. Recommendations on Improving Public Services and Access to Relevant Information

These recommendations provide input to planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that primarily support the integration processes of newly arrived immigrants and non-integrated permanent residents. The main message is the continued problem with access to vital and relevant information, and this is probably increased by the limited integration of non-integrated people into the information society and limited information finding skills. This is why public services offered in Estonia are not available to permanent residents with limited language skills and newly arrived immigrants.

This topic was discussed four times: In Russian language groups (March 23 and 28 in Tallinn) and English language groups (March 28 in Tartu and April 5 in Tallinn). During discussions and the formation of solutions the topic was divided into subcategories and as a result we have grouped the submitted ideas into following problems (look at Figure 3).

During the debates participants offered various solutions to these problems. The table in annex 3 lists all recommendations by TCNs problem by problem with initial comments on who need these activities and who should be responsible for the implementation.



**Figure 3. Problems that emerged during the discussions on issues related to public services and access to relevant information**

Access to necessary, relevant and timely information is a problem for TCNs that was mentioned at all the open forums. Needs and proposals for activities for solving this problem, however, go beyond the scope of the development plan for integration. **Making information available to non-integrated residents with limited Estonian skills requires that all state authorities and local governments contribute.**

Better access to information for those who need would also improve access to public services. There are, however, services that should systematically become more client-oriented based on the specific needs of TCNs and newly arrived immigrants.

### **In the field of public services and access to relevant information the following recommendations gained the most support.**

- 1 Improve and make more consistent the quality of services offered to immigrants by Citizenship and Migration Bureaus of PBB. For starters there should be a so-called welcome package for newly arrived people to Estonia created with the involvement of state authorities that provide services and information to newly arrived immigrants to the process.** One of the problems for newly arrived immigrants (and also foreigners who have lived in Estonia longer) is that it is difficult to find necessary information and talk with officials is only on a formal basis. This proposal focuses on the wish to maximize the first meeting with the official when applying for the Estonian residence permit, obtain necessary information and be added to information networks necessary and relevant to the applicant.
- 2 Set the goals for improving access to Russian language information for Russian-speaking residents incl. TCNs and Estonian citizens with limited Estonian-language skills.** Information from public sector authorities must be immediately available to the entire population in an identical manner. Fulfilling this goal needs cooperation among ministries and state authorities, meaning that it cannot be limited to measures and activities in integration policy only, but the process needs to be centrally coordinated and continuously implemented. The current situation, where information on ministries' webpages is only partly provided in Russian, is only contributing to misinformation, the spread of myths and misunderstandings among Russian language residents regarding their obligations, rights and opportunities, as well as the organization of services. All safety related information, such as package leaflets for medicines, warnings, leaflets for household cleaning products, campaigns by the Estonian Rescue Board and other informational materials should be translated into Russian. There should be Russian language information channels on healthcare and education. All organizations should themselves translate their information into Russian based on the needs of the region, the wider the share of Russian-speakers, the more information in Russian should be provided.
- 3 Translate Estonian legal acts into Russian and publish them in the State Herald (*Riigi Teataja*).** CNs need information on Estonian laws. Since unofficial translations are widespread, but tend to cause misunderstandings, and official translations are only accessible through payment, TCNs do not know about their legal rights and opportunities offered to people in Estonia, for example free of charge legal counselling by the state. It should however be mentioned that translating legal acts into Russian is most beneficial to public officials and service providers who interact with Russian-speaking inhabitants directly. TCNs themselves need to be offered more legal assistance and counselling on various topics.<sup>4</sup>

## **2.4. Recommendations on Participation in Estonian Society and Decision-Making Processes**

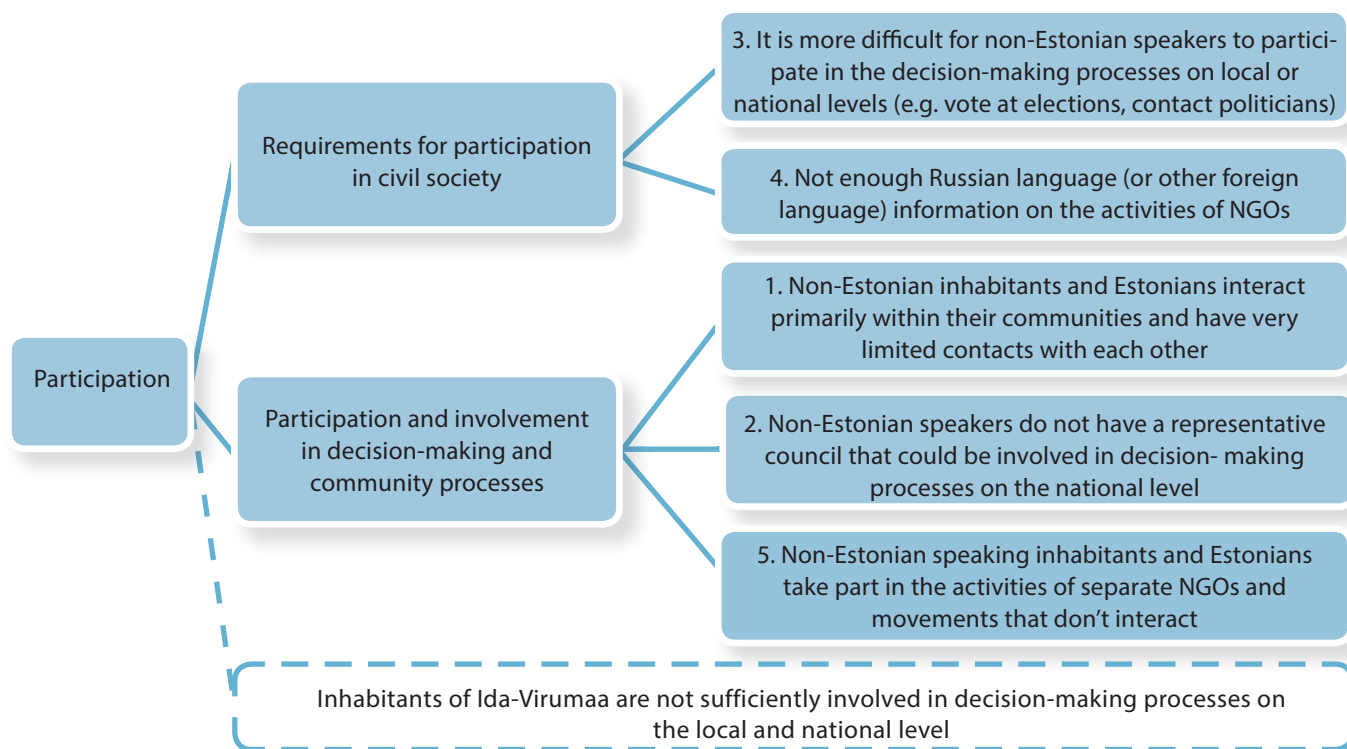
These recommendations provide input to planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that primarily support social cohesion and target Estonian society as a whole. The main message is the linking and bridging of communities.

This topic was discussed in Russian language open forums in Tallinn on March 23 and 28. The two major issues that emerged out of the debates were prerequisites necessary for participating in society and decision-making processes (e.g. contacts among participants, disappearing language and attitude barriers) and participation opportunities. Shared infosphere (1) where the same information

<sup>4</sup> See also Praxis opinion on translating Estonian legal acts into Russian: <http://mottehommik.praxis.ee/oigusaktide-vene-keelde-tolkimist/>.

is provided to Estonian and Russian speakers and prejudice against everything different, especially against non-Estonians is combated and growth of civic participation of non-Estonians (2) with the help of state institutions, local governments and NGOs are seen as long-term goals.

During the debates and formation of solutions the topic was divided into subcategories and as a result we have grouped the submitted ideas into following problems (see Figure 4). These have been listed according to how many participants regarded the problem as critical, the topic marked with 1 is considered most important and 5 the least important.



**Figure 4. Problems that emerged during the discussions on participation in society and decision-making processes**

Discussions offered various solutions to these problems. Apart from the objective of supporting the development of a shared info-sphere, which is an important aspect of this field, but was the main topic of the previous subchapter of this report titled Recommendations on improving public services and access to relevant information, then all other recommendations on participation in society and decision-making processes are presented in Annex 4.

### In the field of participation in society and decision-making processes the following recommendations gained the most support.

**1 Develop programs and endorse projects that encourage common activities of people from different nationalities and different social groups based on common interests and the implementation of ideas that bring society closer together.** Participants felt it was necessary that civic participation of non-Estonian speakers would grow with the support of state authorities and NGOs. Recommendations included finding support measures that engage Estonians in supporting the integration of minorities, for

example through active, professional, national and regional NGOs; the need to focus on all young people through better contacts with schools, youth workers, interest club advisors etc.)

Other recommendations that gained the most support in forums on this topic fall under the category of education. Participants at the Russian language forums mentioned that in order to support community-wide mutual interaction between non-Estonian and Estonian speakers, more mixed kindergartens with multilingual teachers are needed (and not separate kindergartens based on language of instruction), as is the implementation of educational practices that support integration at schools, value diversity and support young people in interacting and cooperating with their peers from different nationalities. The rest of the recommendations are presented in Annex 4, where the most important recommendations are listed first under each problem.

During the forums on participation in society and decision-making processes one rather extreme suggestion on how to involve non-Estonians in policy-making was also made. Non-Estonian citizens who have been living in Estonia for an extended period of time

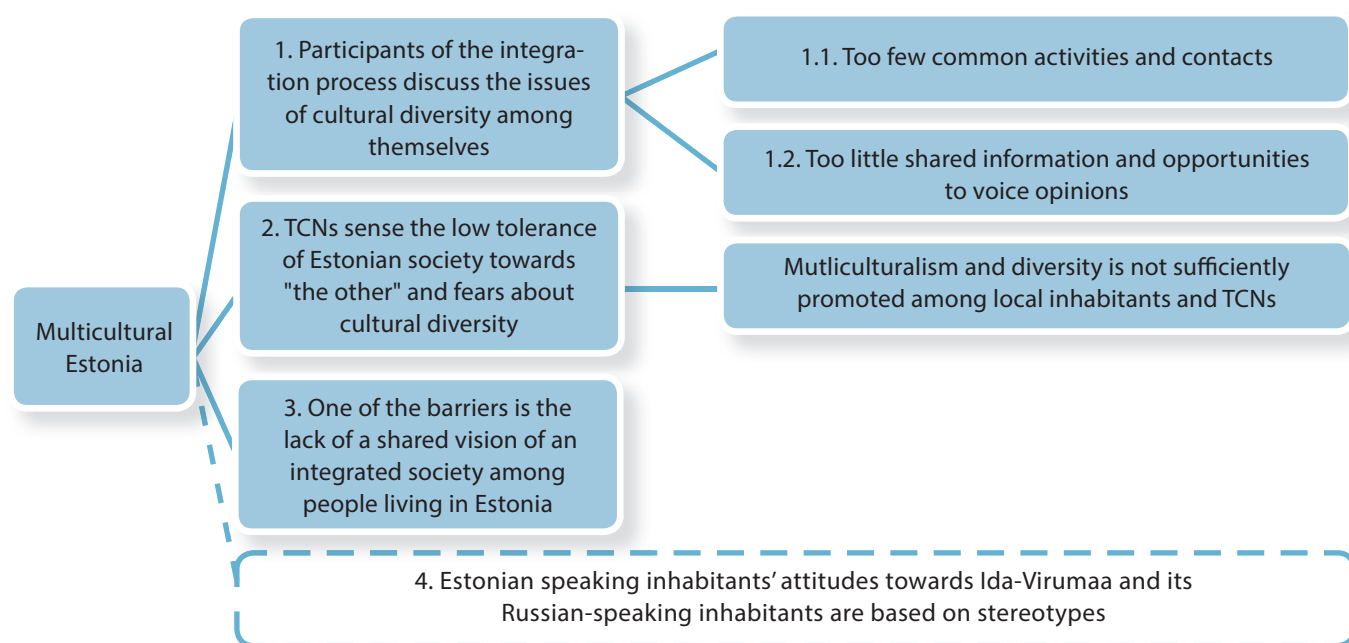
should be allowed to vote in Parliamentary elections. The same suggestion was also made in the Russian language discussion group in Ida-Virumaa, when the topic of regional particularity and development of Ida-Virumaa was discussed. Citizens of other countries living

in Estonia can participate in local government elections, but letting them vote in Parliamentary elections is not in line with the Constitution of Estonia and practices of other countries.

## 2.5. Recommendations on Improving Cultural Diversity in Estonia

These recommendations provide input to planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that support social cohesion and target Estonian society as a whole. The main message is the need to bring together people from different backgrounds, incl. involving natives through necessary measures.

The topic of multicultural Estonia was chosen for discussion by English language participants in Tartu and Tallinn. During the debates and formation of solutions the topic was divided into subcategories and as a result we have grouped the submitted ideas into following problems (see Figure 5).



**Figure 5. Problems that emerged during the discussion on cultural diversity in Estonia**

Even though topics on cultural diversity and tolerance promotion were also discussed by Russian language groups, it was one of the focal points that the English language groups wanted to share their ideas on. The topic was discussed by Russian language groups mainly in relation to education (promoting multicultural education through schools).

Cultural diversity is related to labour market issues, where the shared understanding of all participants was that the main problem is the

unequal access to the labour market. Participants thought that diversity wasn't valued in Estonia and employers and organizations alike didn't know how to use its benefits. Recommendations listed in this report under the topic of Employment (see subchapter 2.1) supplement the current topic.

During the discussions participants offered numerous solutions to the problems of diversity that are listed in Annex 5.

## Regarding multiculturalism in Estonia the following recommendations gained the most support.

- 1 Increase the number of planned and implemented programs and activities that bring together different nationalities (incl. newly-arrived immigrants).** Both Russian- and English language groups expressed the wish to have more community-linking activities. In order to achieve that it is important to counsel and train less experienced NGOs and offer them support services (in cooperation with National Foundation for Civil Society-NFCS), and actively inform target groups using relevant channels about such joint programs. Events similar to the open forums on integration were given as examples of potential joint activities.
- 2 Promote multicultural education at all levels of the education system and organize social campaigns that promote diversity through positive examples.** With this objective, the education system was considered most important, but participants also stressed that integration should be introduced in a positive manner, so that the Estonian public would accept the ideas of integration and social cohesion. As a generalization, participants noted that value-based education needs to be improved.

When discussing cultural diversity, English language groups in Tallinn and Tartu worried most about low tolerance towards newly arrived immigrants and foreigners in general. Participants from both groups repeatedly described how they had experienced discrimination and exclusion by the locals. Solutions for increasing and promoting tolerance included organizing joint programs and activities for different ethnic groups together with the locals. Joint discussions similar to open forums were thought to be a very efficient method for bring together groups and communities that have

limited prior interaction. Discussions on issues that interest everyone create contacts and offer pleasant experiences of cooperation with different groups.

Participants in Tartu stressed that the lead role in combatting fears of multiculturalism should be taken by universities, and student networks and organizations. During the similar discussion in Tallinn the importance of joint events and open discussions with wider media coverage was stressed, as was creating and promoting positive images about foreigners (this could be coordination by MoC, MoES and MISA). Participants in Tallinn also mentioned that all parties of integration need to acknowledge the fact that it is not possible to teach their children to respect other people in a country that does not respect a segment of its population simply because they do not speak the official language.

When participants talked about how to reduce fears about diversity, the recommendation was to put more stress on explaining what integration is, what its short-term and explicit objectives are and what is the central idea. Even though awareness-raising on this topic has been quite extensive over the years, it is clear that newly arrived immigrants in particular sense a lack of visibility about the topic, and foreigners have very limited knowledge about this issue and lack opportunities to make their voices heard.

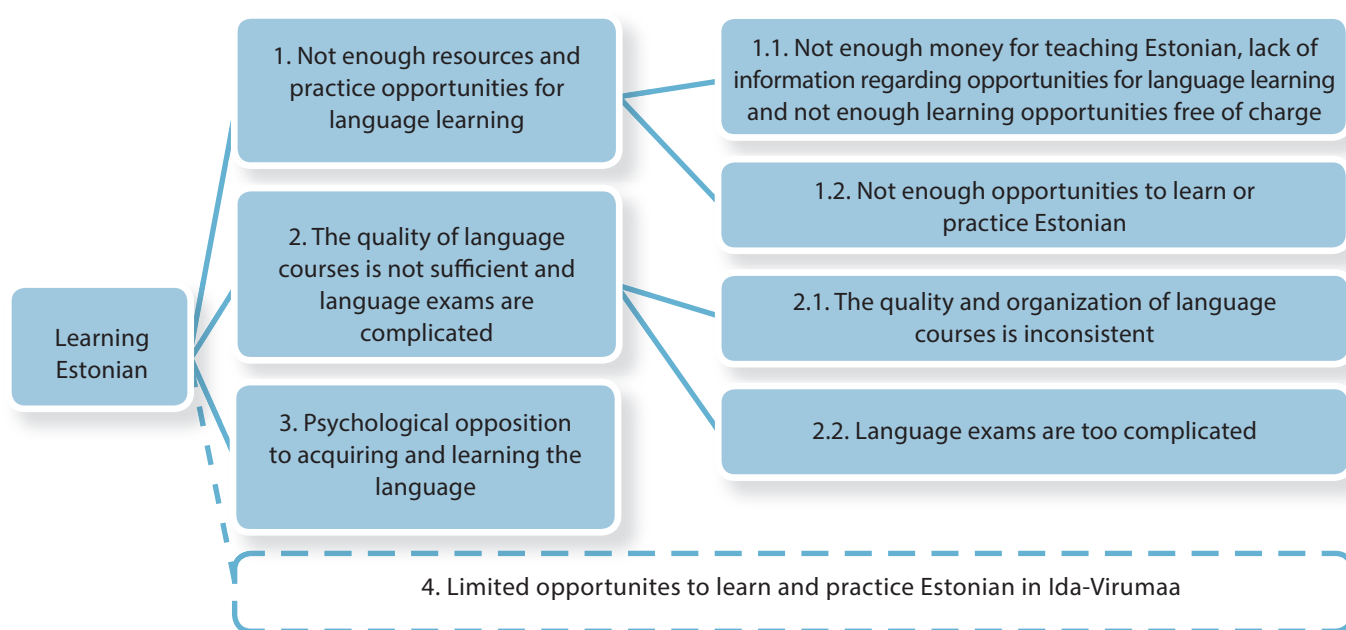
One suggestion was to limit the use of the word *tolerance* in development plans and strategies. Instead the term *respect* should be used which, according to participants, better entails equality between different communities. The same concern was raised by Russian language groups in Ida-Virumaa (during discussions on other topics). The main implementer or promoter of these changes was seen as MoC. Additionally, English language groups noted that integration activities should be more visible among different target groups, and that shared understanding about the main terms on integration could be improved.



## 2.6. Recommendations on Improving Estonian-Language teaching and skills

These recommendations provide input to planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that primarily support the integration processes of newly arrived immigrants and non-integrated permanent residents. In the draft version of the development plan for integration (as of May 2013) the focus in Estonian language learning is on activities that support the use of Estonian, whereas forum participants continuously stressed the need to improve the availability and quality of Estonian language courses.

Language and learning was chosen as the main topic for discussion by Russian language participants in Narva and Kohtla-Järve. During the debates and formation of solutions the topic was divided into subcategories and as a result we have grouped the submitted ideas into following problems (see Figure 6).



**Figure 6. Problems that emerged during the discussions on teaching and improving Estonian language skills**

Learning Estonian was chosen as the main debate topic only by Russian language groups in Ida-Virumaa. This does not mean that groups in Tallinn or Tartu were not interested in the topic, but based on the survey participants at these groups preferred other topics as main issues for discussion. Additionally, the topic of language learning was actively discussed during debates on education and labour market issues, which were the main topics in all open forums.

During the discussions participants offered various solutions to problems related to learning Estonian. These are all presented in Annex 6.

**Regarding learning Estonian and improving language skills the following recommendations gained the most support.**

**1 Share and disseminate more information about (free of charge) courses for Estonian language and simplify access to free of charge courses when possible.** In Ida-Virumaa language learning was one of the main topics for discussion and in Tallinn and Tartu it was briefly discussed under questions on education, but the central problem in all these forums remained the same. People not having enough money to attend sufficient language courses to attain the necessary level of Estonian and not having information on free of charge opportunities for learning Estonian. There were a limited number of people who thought paying for courses was only natural and suggested that free of charge courses be terminated altogether in order to motivate learners more. The majority of TCNs, who discussed these topics, however, are not ready to pay for language courses; this change would

**2 Improve the quality and efficiency of Estonian language courses, incl. systematically check the organization of courses, teaching methodologies and teacher training, and develop a system of state-commissioned education under uniform conditions that would guarantee the quality of Estonian language teaching. Increase the opportunities to study and/or practice Estonian in Estonian-language environments.**

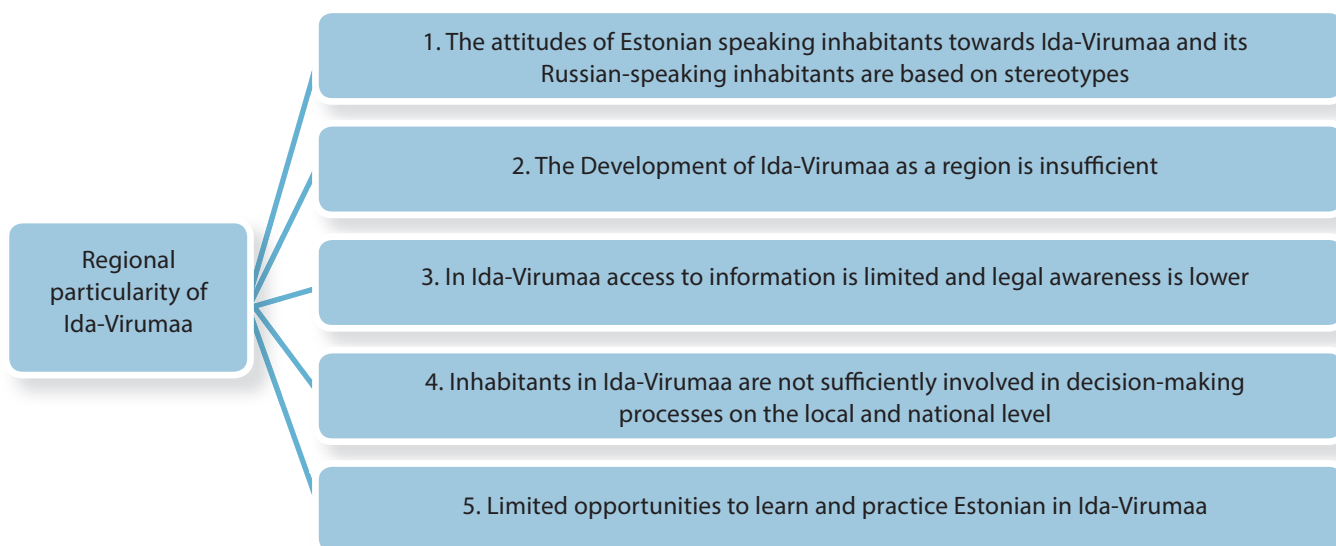


At the forums there was also a question on the functions of the Language Inspectorate, because this authority is viewed as an organ of punishment. Dissatisfaction with the Inspectorate has been one of the problem areas in previous studies and debates on integration as well. Based on the discussions held during the current project it is safe to say that the activities of the Language Inspectorate are attributed to the whole of Estonia and interpreted in a way that the state does not value Russian-speaking inhabitants (e.g. more materials are translated into English than into Russian). The spread of this understanding creates disappointment among Russian language inhabitants and makes them feel that they are excluded from a society that in turn does not motivate them to learn or use Estonian. During the forums in Ida-Virumaa it was clear that due to the current language

On the topic of language learning there were no major differences between the forum groups in Kohtla-Järve and Narva. Both forums stated that in addition to issues related to language learning, another problem is that the number of Russian language classes in schools has decreased considerably and Russian speaking inhabitants feel that it is very important to preserve their mother tongue. Another major concern is the transition to implementing Estonian as the language of instruction in all upper secondary schools (Also see chapter 2.2) as people's attitudes towards this change continue to differ. Firstly, the transition is feared to lower the quality of teaching (i.e. inadequate or lacking teacher training; increasing the number of classes in certain subjects while decreasing the number of other classes). Secondly, the transition is seen as a threat to the right to receive one's education in mother tongue in general. The loss /lowered quality of education in mother tongue creates fears, insecurities and confusion in Russian speaking population, because it is not very clear what this transition will bring, why it is being implemented and how it will affect the children. Fears include Russian identity being replaced with Estonian identity, but also that children will suffer from this partial reform and as adults will not be able to correctly write or speak neither in Estonian nor Russian. Based on the forums in Kohtla-Järve and Narva we can say that myths about language learning (and other aspects) are widespread. For example the mistaken beliefs that in Western Europe everything is free of charge, local languages can be learned for an extended period of time and information is provided in all possible languages are common. Identifying and contradicting such myths more clearly could be one of the cornerstones of the new development plan.

These recommendations provide input to planned measures in the development plan for Integration and Social Cohesion Estonia 2020 that primarily support the integration processes of newly arrived immigrants and non-integrated permanent residents. The main message is the need to address inhabitants of Ida-Virumaa as a

Regional particularity of Ida-Virumaa was chosen as the main topic by Russian language participants in Narva and Kohtla-Järve. During



**Figure 7. Problems that emerged during the discussions on the regional particularity of Ida-Virumaa**

the debates and formation of solutions the topic was divided into subcategories and as a result we have grouped the submitted ideas into following problems (see Figure 7).

During the discussions participants offered various solutions to the problems. All recommendations on the regional particularity and development of Ida-Virumaa are presented in Annex 7. It should be noted that several problem areas are horizontal and include various policy fields.

### Regarding the regional particularity and development of Ida-Virumaa the following recommendations gained the widest support.

- 1 Implement special measures to promote development in Ida-Virumaa.** Due to regional particularity and problems of Ida-Virumaa there are stereotypes in Estonian society about the region and its inhabitants. Estonians avoid the region and this could be changed if the region had specific development goals. It is recommended to set aside resources for the development of the region in order to lessen negative attitudes. Public media should introduce life and opportunities in Ida-Virumaa and local journalists could take the lead..
- 2 Increase learning and practice opportunities for Estonian language in Ida-Virumaa region. To achieve this, local governments in Ida-Virumaa should cooperate more closely with government authorities, MISA and NGOs.** Compared to other regions in Estonia there are fewer chances for learning and practicing Estonian in Ida-Virumaa. Language learning has been one of the central themes in Estonian integration policy and various measures have been implemented since the start of the policy, but local people still consider this topic of vital importance

**3 Improving access to information remains one of the central concerns. This includes relevant daily information (e.g. safety info) as well as information regarding public services and legal acts (info about people's rights, obligations and opportunities with the objective of promoting legal awareness especially among young people).**

Topics regarding regional particularity of Ida-Virumaa coincided to a certain extent with other thematic blocks including education and employment that had already been discussed at other forums.

Specific worries about Ida-Virumaa as a region referred to how Estonian speakers feel about Russian speaking inhabitants, especially considering stereotypes about Ida-Virumaa. The idea that the reputation of Ida-Virumaa compared to other regions is very low was expressed both at forums in Kohtla-Järve and Narva. Outside the region little is known about the real problems in Ida-Virumaa, and therefore unjustified stereotypes about the region and its inhabitants exist. This is a major barrier to integration. The recommendation of the participants was to organize more joint events for Estonian and Russian speakers. Currently there is a lack of such occasions and this would allow for people to interact. Additionally the media should introduce the situation and regional characteristics of Ida-Virumaa more. MISA was seen as having a major role in supporting joint events through various projects and measures. Additionally participants noted that the issue of how much incentive is shown locally always remains. Another suggestion was to offer local journalists scholarships to cover issues related to Ida-Virumaa more actively and in a systematic way in the national media. In order to change attitudes towards the region, participants also saw a great role for local people themselves, i.e. it was not always assumed that it should only be the state that works on improving the situation.

# 3. What is Integration? Excerpts from the Survey Results

In addition to determining which thematic areas are preferred for discussion by participants, the survey was also used to study participants' attitudes and opinions about other areas regarding integration. The objective was to gather background information on participants' level of knowledge about integration policy, its measures and activities and what they consider an integrated society.

140 participants that registered for open forums also took the survey. 97 people answered the survey in Russian and 43 in English (this corresponds to 80% of TCNs and 20% of people with undetermined citizenship). Survey results present people's attitudes and level of knowledge before the forums. It is important to note that in Russian language groups there were slightly more people that registered and took the survey, but did not attend the open forum. Survey results of English language groups more accurately express the attitudes of people that attended the forums and submitted solutions. What should be kept in mind, however, is that the current results cannot be generalized to all TCNs in Estonia as the objective was to determine only the attitudes and opinions of forum participants. Despite the lack of data that can be generalised we consider the current results significant indicators of what should be taken into consideration in formulating the development plan for integration.

Survey results show that **only a few respondents were aware of Estonian integration plans or strategies. There were no major differences between Russian and English language groups**, in both instances around 65-70% of the respondents never having heard of any integration plan that has been developed or is in the process of development. Some differences occurred in the geographical division of Russian language groups. Forum participants in Kohtla-Järve and Narva were best informed about integration plans (58% of the respondents had never heard of any such plan) and least informed were respondents from Russian language groups in Tallinn (70% of respondents had never heard of any such plan). People were best informed about the currently devised development plan Estonia 2020, and secondly about Estonian Integration Strategy 2008-2013. While 19% of participants from Kohtla-Järve and Narva had heard about Estonian Integration Strategy 2000-2007 (the average of Russian language groups was 12%), only 2% of the respondents (1 person) from English language groups were aware of such a document. So with a modest level of generalizability we can say that **forum participants from Ida-Virumaa were somewhat more aware than Russian language participants from Tallinn. Russian language groups as a whole were slightly better informed about integration plans than participants of English language groups.**

Participants also had relatively limited experiences with events and activities regarding integration. In this regard there existed more noticeable differences between English and Russian language groups:

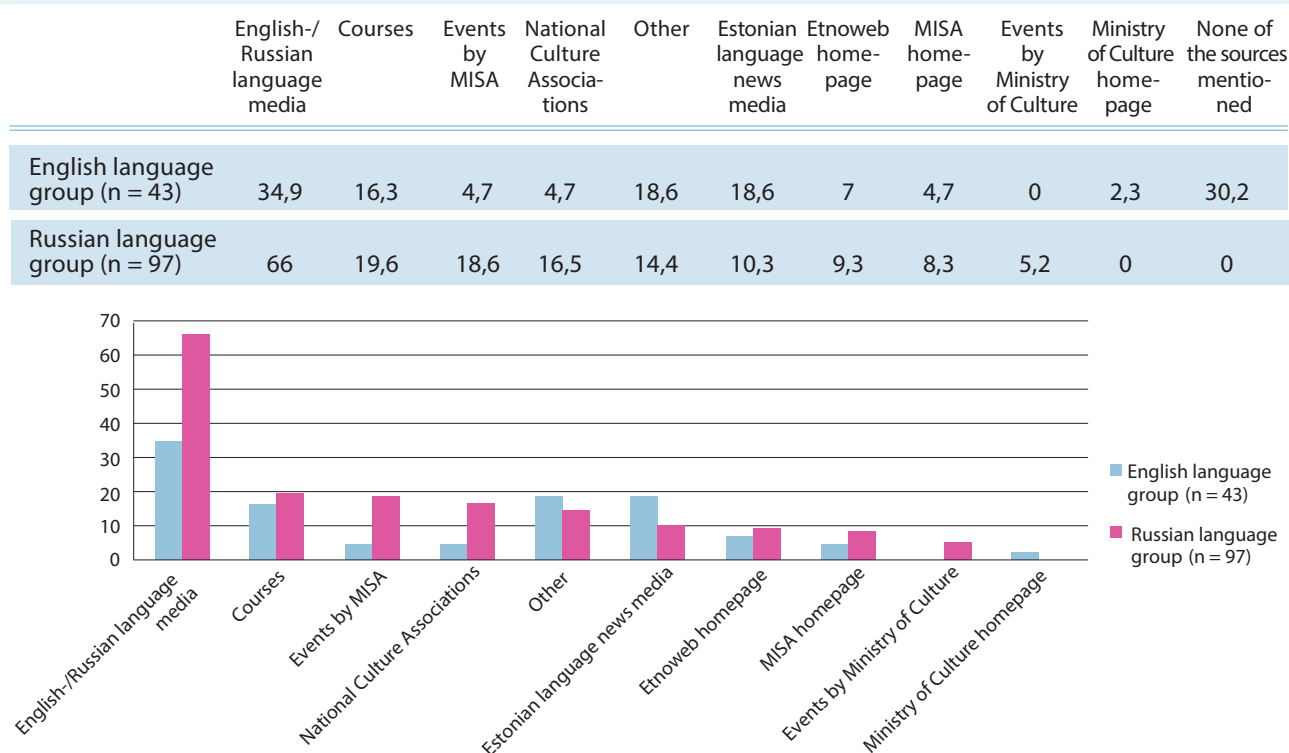
While 19% of respondents from English language groups had participated in some kind of integration activity, among Russian language respondents the number was almost two times higher (34%). There were no major differences among separate Russian language groups. Among those who marked that they had taken part in activities, the majority had attended an Estonian language course, participated in the adaptation program for new immigrants or been to a cultural event.

Additionally we asked participants which media channels they used to get information on integration. The main channel through which people receive information on integration is Russian language media for Russian speaking participants (66%) and English language news media for English speaking participants (35%). Additionally, survey results show that when comparing Russian and English speaking groups, in addition to differences in media coverage, major differences exist in sources for getting information. For example only 4% of respondents (2 people) in English speaking groups had been informed about integration topics through events organized by MISA, whereas in Russian language groups this number was somewhat higher- 19% (18 people). Almost no one looked for information on integration from the MoC website (1 respondent out of 140). On the other hand a slightly bigger distinction occurs regarding the web page etnoweb.ee. For example participants in Ida-Virumaa forums have received information through the web page on 2% of the occasions (1 person), whereas among Russian speaking participants in Tallinn the number

The project "National Debates on Integration for Third-Country Nationals" reached the following third country nationals and people with undetermined citizenship living in Estonia:

- \* Those, whose level of knowledge about integration strategies, measures and activities was previously limited;
- \* Those, who had up to then seldom participated at events and activities organized in the framework of integration plans;
- \* Those, who had never participated in or contributed to the process of developing the Strategy of Integration.

There was a consensus that **integration means that all members of society are offered the same opportunities**. Main keywords for describing integrated society were respect (of other languages, cultures, nationalities/races) and mutual understanding, equal opportunities (not dependent upon language or citizenship), also diversity and diversity promotion.



**Figure 8. Sources for information on integration**

was noticeably higher- 15% (14 people). Due to the limited sample we cannot make any significant conclusions based on this data, but none the less the survey results show the main channels used for access to information (See Figure 8).

As the underlying questions in all strategies developed over the years have been what integration means and what an integrated society looks like, we also asked this in our survey. We asked the **participants that registered for forums about their opinions on what an integrated society looks like**. There were no regional or language based differences in responses. Most commonly respondents marked that **integration means offering equal opportunities for everybody**. English language groups tended to put more stress on diversity and Russian groups focused more on respect towards a person (incl. the person's culture and ethnic background). Here is a quote from one of the participants, *"Differences in culture and mentality have to be taken into consideration where people are concerned. People with Russian origin have to respect the people and laws of the country where they live, but these laws should not discriminate against Russian speakers."* **Among all participants there was a shared understanding that in an integrated society everyone has sufficient access to information and (equal) opportunities to operate in various languages.**

Unlike English language groups, respondents of the Russian speaking groups tended to note more often that in a well-integrated society there should not be problems in linking two communities or bridging existing ethnic and national divides, which many consider to be the main problems in Estonia at the moment. One of the respondents characterized an integrated society as something where there are *joint kindergartens and schools; society, where there is*

*no separation between Estonians and Russians*. One English language respondent commented that there is no point in looking for a perfect definition of a well-integrated society; instead we should look for a model that just works, even if it is not perfect, using Finland and Canada as examples of such societies. Other answers provided included that a *well-integrated society is the kind of society where integration is not an issue*.

Viewpoints on integrated societies also touch upon the **topic of terminology used in the field of integration**. In the survey we asked the participants if in their view problems with the terminology and how it is used are an issue. Around 70% of the respondents in English speaking groups said that there were no problems with the terminology and in general how the topic is approached is understandable and acceptable. Responses from the Russian speaking groups were exactly the opposite as 70% of the respondents feel that problems exist. In English speaking groups people's different backgrounds and the fact that up to now integration has basically meant learning Estonian were given as reasons for different interpretations of the topic. Russian speaking groups also pointed out the different interpretations of the term among Estonians and Russians and the fact that integration has been equated to learning Estonian. Very often respondents pointed out the negative meanings that the terms *integration* and *immigrant-background* hold for Russian speakers. A quote from one of the participants, *"[The expression] 'person with an immigrant-background' does not exist! If a person was born in Estonia, but one of his parents was born in another country, we cannot call him an immigrant. But where is their homeland?"* Groups in both languages mentioned the similarity between the terms *integration* and *assimilation* and noted that in Estonian society the terms are often seen as synonyms.

# 4. General Recommendations on the Development and Implementation of the Strategy for Integration and Social Cohesion

The main objective of the project was to submit recommendations formulated by third country nationals and people with undetermined citizenship that participated in open forums to the developers of the strategy of integration and social cohesion. Chapter 5, however, presents additional proposals to the developers and imple-

menters of the Strategy of Integration and Social Cohesion Estonia 2020 submitted by project organizers and experts in the field of integration. These are horizontal positions that are based on differentiating between the needs of various target groups and the experience of engaging third country nationals living in Estonia.

## 4.1. General Recommendations on the Development of the Strategy on Integration Based on Feedback from the Forums

Open forums were organized following the format of citizen's panels. This method requires that before the discussion participants are provided background information about the topic. At the open forums the lead moderator or the expert made the initial presentation in which participants were informed about the current objectives, and main problems and causes in the field of integration. Participants were also given an overview of the activities carried out in the framework of the strategy on integration over recent years.

One of the biggest discoveries for the organizers regarding open forums was the fact that the TCNs who participated were not aware of the activities and opportunities available in the development plan for integration (trainings, webpages, studies, support and info materials, helplines, opportunities to participate in the process of developing the strategy etc.). Among six forums there were only a limited number of people who had prior experience with integration activities and these examples tended to be rather negative. For example, videos on cultural diversity are simply stacked in schools because teachers do not know how to use them and the videos have no connections to other study materials or curricula. People were also not aware of the web portal [www.eesti.ee](http://www.eesti.ee) that over recent years has been developed to become the main channel for interaction between the state and its citizens. Participants did not know where to receive information on training facilities that offer Estonian language courses for different levels based on Russian or

English. Familiarity with the adaptation programme for new immigrants was low and only a few people had participated in the programme.

Based on this the project implementers make the following recommendations.

\* Starting from the most general, our recommendation is that by 2020 national financing of the activities in the field of integration be based on the theory of change. This requires very clear objectives that take into consideration which changes in society we want to achieve via integration policy and connected fields. Only if we have a clear understanding of this can we choose the appropriate measures and activities that are most likely to achieve the desired result and promote development. Regarding TCNs as one of the target groups of the development plan for integration, it is recommended that an intra-ministerial survey is conducted to determine what the objectives of integrating and supporting TCNs in Estonian society is. What is the added value that TCNs provide for Estonia and Estonia to TCNs? Based on these answers more specific programs and activities can be implemented. It is also important to coordinate the evaluation of specific targets, from collecting information of the results and analyses of financed projects to evaluating the entire program.<sup>5</sup>

<sup>5</sup> See additional materials developed upon request by the Ministry of Culture (in Estonian): Uus, M. (2013). Lõimumisvaldkonna sotsiaal-majanduslik panus ühiskonnas. Taustainfo. Praxis: Tallinn. [http://www.praxis.ee/fileadmin/tarmo/Projektid/Valitsemine\\_ja\\_kodanike%C3%BCChiskond/Eesti\\_loimumiskava/Vteemaleht\\_MaiUus.pdf](http://www.praxis.ee/fileadmin/tarmo/Projektid/Valitsemine_ja_kodanike%C3%BCChiskond/Eesti_loimumiskava/Vteemaleht_MaiUus.pdf).



kept in mind. The only topic for discussion that was not chosen by participants from Ida-Virumaa was participation and community; they also made the smallest number of recommendations on NGOs and communities. Therefore we recommend that trainings on participation and involvement are organized for people in Ida-Virumaa and that the region is included in the development processes of larger development plans. In cooperation with the governing area of the Minister for Regional Affairs and NFCS specific measures that take into consideration the characteristics of local community, and support civic activism and NGOs need to be developed.

\* The underlying cognition from the open forums was that the information on activities and opportunities in the field of integration that might be necessary for the target groups has not reached TCNs. For example, some recommendations were made on initiatives that have already been in operation for years. Therefore a new communication plan for the strategy of integration and separate plans for reaching complex target groups (e.g. TCNs) need to be developed. The experience of organizing forums on integration confirmed that a significant part of Russian speaking TCNs do not receive information through the Internet or mass media. In communication with Russian speaking TCNs direct contacts need to be used, which in turn means that there is a need to determine who the contact persons are (employers, trainers, counsellors, local government officials etc.) and cooperate with them; also more resources are needed for communication activities. This increases the potential effect of integration activities. If the target group is not aware of the available benefits, then these benefits neither work nor solve the problems of the target group or support the process of their integration into Estonian society.

\* Comparisons between different open forums show that Russian language groups in Narva and Kohtla-Järve were most critical towards steps taken so far and existing opportunities. Results from the forums with participants from Ida-Virumaa tended to consist of demands to the state rather than recommendations on constructive solutions. In Ida-Virumaa naturalized citizens were most interested in participating at the forums on integration, but unfortunately were not able to participate in all the events due to project criteria set by donors. During the recruitment process of the project we received important feedback that the so-called former TCNs (current Estonian citizens) also need to be systematically approached and engaged. Based on that it is our recommendation that Ida-Virumaa be given special priority in the field of integration. When determining target groups of the development plan, in addition to TCNs, Russian speaking Estonian citizens and people who have gained citizenship during the past five years also have to be

\* One of the positive conclusions from the forums is that even though the state (and different institutions) is seen as the implementer of activities, in all a considerable role was also seen for communities, citizen initiatives and NGOs. According to participants public sector organizations do not need to provide all necessary services or translate and facilitate all the information. There was even a suggestion that local governments could use TCNs as freelance translators and interpreters, i.e. people were open to more flexible solutions in cooperation with other sectors. For this reason it is our recommendation to involve NGOs in the development and implementation of the strategy in order to jointly work out more flexible programs and agree on the possible and necessary support activities the state can provide to NGOs that are in contact with TCNs.

\* One of the important starting points for open forums was to talk about problems and needs relevant in daily life, not about integration and neither policies nor politics in this field. Therefore many of the problems and recommendations that emerged do not fall under the scope of the development plan for Integration Estonia 2020. Several recommendations refer to other policy areas such as education or migration, legal acts, economic policy, regional policy, labour and social policy and personnel management by the state. This is why the strategy for integration should initiate such horizontal intra-institutional cooperation and coordination mechanisms that guarantee intra-institutional division of work and responsibility in service provision for less integrated people.

## 4.2. Recommendations on the Implementation of Projects Supporting the Development Plan for Integration

The first comment deals with **the target group** of the project. Due to the requirements of the European Integration Fund the target group of the current project is third country nationals incl. people with undetermined citizenship living in Estonia. In addition to the passivity of TCNs one of the main problems during recruitment was how to explain to EU citizens, including people who had recently been granted Estonian citizenship, but are not ethnic Estonians, why the organizers cannot allow them to participate in forums. There are most likely various reasons for this.

- \* During the development of the integration process in addition to TCNs, the so-called former TCNs, i.e. naturalized Estonian citizens, remain an equally important target group. Results of integration monitoring show that those who have recently become Estonian citizens have most need of the experience of public involvement such as participating in similar open forums.

- \* Secondly the current project and the concurrent process of developing the strategy for integration were not sufficiently linked (content-wise) in order to direct interested followers to participate in other discussions organized by the MoC. People who did not qualify as the target group set by the project funders, were directed to look for information on the webpage of the development plan for integration [www.integratsioon.ee](http://www.integratsioon.ee) and submit their recommendations there. During direct communication with people project organizers sensed that there is considerably more desire and readiness in society to participate in such debates than was possible in the current project. As not everyone was allowed to participate, many were left feeling hurt and commenting, "Why was I even given Estonian citizenship if Russian citizens are preferred over me?"

- \* Integration needs for foreigners from EU member states living in Estonia are not very different from TCNs. The main issues and problems for these two groups are

similar as is the need to receive more information and be more engaged. Therefore it created resentment in some EU citizens that were interested in participating as they did not understand why EU funds are used more for non-citizens than citizens.

Based on these experiences it is the recommendation of the project team to support projects that bring together TCNs, EU and Estonians citizens on a larger scale, especially considering the objective of integrating TCNs into Estonian society and infosphere, improving contacts and breaking barriers between different groups in society. If such joint projects and measures are not possible with the help of the planned Asylum, Migration and Integration Fund (AMIF), other sources for financing need to be determined. For example we recommend that during the next implementation period of the EU Structural Funds, the share and volume of the support by the European Social Fund in the field of integration is increased in relation to AMIF.

The second comment refers to **specific targets by the funder** regarding the **number of participants**. The call for proposals for the project on national debates on integration prescribed a rather large minimum number of participants, 150 people, even though there is no prior information on such large scale projects for TCNs. For similar involvement projects targeting TCNs in the future we recommend that in order to evaluate the success of a specific project most accurately more detailed information is provided. It is helpful to the project implementers when planning and implementing project activities to have background information on the reasons for the specific number of expected participants (prior



<sup>6</sup> Matt, J., Uus, M., Hinsberg, H., Kaarna, R., Aps, J. (2013). Ühenduste rahastamise juhendmaterjal. Tallinn: Poliitikauuringute Keskus Praxis. <https://www.siseministeerium.ee/public/juhendmaterjal13032013.pdf>.

projects, studies, share of the total population etc.). This kind of background information and explanations would provide the project applicant with the first necessary clues in developing the best strategies for action.

The first comment refers to the **technical criteria of the call for proposals**. Regarding TCNs as a target group that is challenging to reach, with similar calls for proposal in the future the particularity of NGOs as potential implementers should be taken into consideration. Technical criteria regarding eligible and ineligible activities might determine the end result. The experience from focus groups organized for TCNs shows that their participation is higher if it is known beforehand that participants will be given a small present or gift certificate (this measure is used by many polling companies and universities). If it is previously known that the target group is prone to erratic behaviour and socially less well off than the average, it is useful to think through and make motivational measures available for the target group eligible. The same objective could be achieved by allowing self-financing, contributions in kind (such as volunteers) and sponsorship.

Therefore it is our recommendation that for the implementation of AMIF, European Social Fund and other external instruments in Estonia, the guidelines for the call for proposals are discussed in great detail so that under self-financing it would be possible to show contributions in kind, such as volunteer work. The majority of program activities are implemented by NGOs that have the advantage of flexibility due to the involvement of volunteers and utilization of other contributions in kind (such as the provision of free venues and gifts from sponsors). Forbidding the use of such resources is not line with the development of civil society in Estonia, it creates barriers for launching innovative projects, activities and solutions for solving the problems or meeting the needs of the target group. Research on TCNs shows that they receive information through direct contacts and their peers, which means that conscious use of such information in planning communication activities requires the use of networks by civil society organizations and flexible cooperation with the target groups. Disallowing contributions in kind creates barriers to developing methods on how to better inform TCNs. This suggestion

is supported by the handbook on regulating the financing of NGOs in Estonia<sup>6</sup> that was published in March 2013. This handbook takes into consideration the current situation in Estonia and is meant to assist funders in developing their programs.

As **one of the key questions in improving the efficacy and success of the development plan is the awareness of target groups**, the following comments mainly refer to communication aspects.

- \* Project and program funders should pay separate attention to the communication activities of each project. For more important projects the guidelines should separately foresee budgetary means and activities for communication, for example determine the share of the budget that could be used for communication or require that a communication expert or adviser be part of the project team.
- \* In cooperation with the MoC, MISA and Mol develop methods on how to guarantee implementers of large-scale projects targeting TCNs, newly-arrived immigrants and EU citizens living in Estonia access to contact details of such target groups. One option would be for Mol or MISA to create certain support services that allow direct mailing or provide clarity regarding the use of data (which organizations and under which conditions could be provided data and what agreements are necessary regarding the use of such data).
- \* Prior studies in the field of integration provide copious amounts of information on the information channels used by target groups. Program developers and implementation authorities should collect this information and develop (in cooperation with implementers and experts of previous projects if necessary) efficient targeted communication strategies for critical target groups that take more effort to reach. In addition awareness studies among critical target groups should be planned and held at regular intervals in order to determine awareness levels regarding different activities, programs, trainings, services, info materials, web pages and helplines in the development plan for integration. Such feedback would allow implementation authorities to better plan and implement their communication activities and involve NGOs, businesses and other public sector institutions in providing information.



# ANNEX 1. All Recommendations on Employment

## 1. People of different nationalities do not have equal opportunities when it comes to finding employment

### 1.1. Lack of information

- |                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                            |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| 1.1.1. <b>The English-speaking group</b> suggested providing people with information in English about opportunities (resources and support services, such as courses, Estonian language learning materials, websites, etc.) and about where to turn for more detailed information. Create a web platform for discussing immigration issues. | For whom? Residents who don't speak Estonian, incl. TCNs, new immigrants<br>By whom? The government, Mol, PBB                              |
| 1.1.2. On the topic of employment, <b>the Russian-speaking group from Ida-Virumaa</b> suggested translating current Estonian laws into Russian and making them available for everyone. Regardless of whether the translation is official or not, its mere existence would be of significant help to these residents in clarifying matters.  | For whom? Residents who don't speak Estonian, incl. TCNs, new immigrants<br>By whom? Parliament, MOJ, local governments (especially Narva) |

### 1.2. Diversity is not valued, there is no know-how on how to use its advantages

- |                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.2.1. Among the Russian speaking groups in Tallinn, the opinion that the "wrong" family name reduces chances of finding work was expressed. There could be an option to withhold submitting a name during the first round of applying for work in companies or through recruitment sites.                                                                                          | For whom? Residents who don't speak Estonian, incl. TCNs<br>By whom? MoEC, recruitment sites, work exchange                                                                                    |
| 1.2.2. <b>The Russian speaking groups in Ida-Virumaa and Tallinn</b> suggested putting in place minimum quotas in state institutions and local governments for residents not of Estonian ethnicity, and, in fact, this should also include those who are not citizens – they could work not according to the public sector employment laws, but be employed as contractual workers. | For whom? Residents who don't speak Estonian, incl. TCNs<br>By whom? The government, the Parliament, the municipalities of larger cities and towns in the counties of Harjumaa and Ida-Virumaa |

#### English

- |                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                      |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.2.3. Develop methods to help accept diversity. It is important not only to focus on creating jobs, but to also introduce a multicultural way of thinking to the existing private businesses and state institutions. This can be done by demonstrating the benefits, among them economic ones, that diversity creates in an organisation (see Project Guidelines for the Diversity Enriches programme). Estonian businesses should have more liberal and global strategies. | For whom? The whole society, Estonian businesses<br>By whom? The government, MoEC, Enterprise Estonia, businesses and related umbrella organisations |
| 1.2.4. NGOs that deal with unemployment issues should also be trained to work with immigrants. Existing networks and ideas should be applied more effectively.                                                                                                                                                                                                                                                                                                               | For whom? Unemployed TCNs, new immigrants<br>By whom? NGOs, NFCS, the minister for regional affairs, Unemployment Insurance Fund                     |
| 1.2.5. Develop a better social climate, where people would feel that they are necessary. To create a better strategy for integrating (highly trained) specialists into Estonian society.                                                                                                                                                                                                                                                                                     | For whom? New immigrants, (highly trained) specialists<br>By whom? The Parliament, the government, Mol, MoEC, businesses                             |

### 1.3. 1.3. Business initiative among the non-Estonian speaking population is not supported enough

- |                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.3.1. The English language group that gathered in Tartu suggested facilitating cooperation between local governments and universities, to encourage new immigrants to start businesses in Estonia and successful ones to remain there. Courses on how to start a business, etc., should be available in English as well. | For whom? New immigrants, international students<br>By whom? MoES, universities, businesses, business unions, NGOs that promote entrepreneurship and businesses                                                                     |
| <b>Russian IDA</b>                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                     |
| 1.3.2. To support the entrepreneurship of citizens. Citizens can either start small businesses or start with non-profit activities.                                                                                                                                                                                       | For whom? The residents of Ida-Virumaa<br>By whom? Funders of civil society organisations; funders and operators of open calls that deal with the objectives of integrating non-Estonian speaking population (Mol, NFCS, MISA, MoC) |

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| 1.3.3. | Local governments could develop infrastructure and promote entrepreneurship by offering benefits and support services for those who create jobs in the area. The role of local governments as information mediators could be greater and work more efficiently. The local governments are expected to give people information about their rights, in case of problems offer solutions, etc. | For whom? The 50+ population, especially in Ida-Virumaa<br>By whom? The local governments, the Narva municipality |
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| 1.3.4. | To simplify the conditions set for start-up capital when setting up businesses. | For whom? Residents of Ida-Virumaa<br>By whom? MoEC, EE |
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| 1.3.5. | To employ those who are in care of the state in social institutions, for example, involving prisoners in community service work. | For whom? Residents of Ida-Virumaa<br>By whom? MoSA, UIF, MOJ, social enterprises |
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#### Russian TLN

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| 1.3.6. | Supporting civic initiative, especially when it involves activities or hobbies of those over 50, to make or keep them active, to encourage them to initiate and participate in civil society organisations. | For whom? Those over 50<br>By whom? Local governments |
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| 1.3.7. | Tax breaks for new businesses, especially youth entrepreneurship (social entrepreneurship). | For whom? Business minded non-Estonian speaking residents, especially young people<br>By whom? EE |
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| 1.3.8. | Stability and better conditions for foreign investors, to create stimuli and conditions for expanding to the Russian market. For selling products, as well as for investing in Estonian economy. | For whom? The whole society<br>By whom? MoEC, Mol, EE |
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#### 1.4. Dissatisfaction with the services and the results of the activities of the Estonian Unemployment Insurance Fund (UIF)

*Policy area: active labour market policy, social security*

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| 1.4.1. | <b>The English speaking</b> groups found that UIF should offer more counselling services on CV writing and finding retraining opportunities. The UIF departments should also work with NGOs and foundations (for example, in Tartu: Tartu Science Park, Centre for Creative Industries, etc.) | From whom? TCNs, new immigrants<br>By whom? UIF |
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#### Russian IDA

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| 1.4.2. | UIF job postings (information board, website) should also be available in Russian. An example of inefficiency: it is absurd that when a Russian language posting comes in, a Russian native speaker who works for UIF translates it into Estonian, and then the posting is put up on the information board, following which people have to translate it into Russian themselves, to get a good overview of what it is about. | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF |
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| 1.4.3. | UIF board has to make the Ida-Virumaa department work efficiently. UIF has to be responsible for its activities (training courses) and how resources are applied. The quality of the work and the transparency of UIF in Ida-Virumaa needs efficient monitoring, as well as a results-based system, which would guarantee an improvement of the quality of the services provided. In addition, independent commissions made up of residents should be formed to monitor the work of UIF. They would continuously gather anonymous feedback to evaluate client satisfaction and collect suggestions. | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF office in Ida-Virumaa, local governments, the State Audit Office |
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#### Russian TLN

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| 1.4.4. | The further education offered and mediated by UIF should be more in accordance with real life, the actual labour market needs in different areas, and projected future needs. | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF, MoEC, local governments |
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| 1.4.5. | Give the unemployed, especially new immigrants, more and better information about job offers, services, training courses (topics, prerequisites, times, etc.). Job offers on the Russian language part of UIF site should also be in Russian. | For whom? The unemployed in Ida-Virumaa, new immigrants<br>By whom? UIF, Tallinn municipality, city district governments |
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| 1.4.6. | Create instances within UIF that deal with narrowed down groups of the unemployed. More attention should go to the long-term unemployed. Also, TCNs should receive special attention – services should be developed for them in cooperation with local governments and NGOs. | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF, local governments, NGOs |
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| 1.4.7.                                                                                                                                                                                                                           | Improve the skills and competencies of those who train the unemployed, as well as caseworkers, and apply a more efficient quality control to their work. It is necessary to improve their skill level and professional competency, as well as their image (currently, they are seen as having a negative attitude towards job-seekers).                                                                                                                                                                                                                                                                                                                    | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF, MISA                                                                                                                                                 |
| 1.4.8.                                                                                                                                                                                                                           | 1.4.8. Offer more support services, for example, medical check-ups, help from legal experts and psychologists.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | For whom? The unemployed in Ida-Virumaa<br>By whom? UIF                                                                                                                                                       |
| <b>1.5. Dissatisfaction with the processes of applying for residence and work permits</b><br><i>Policy area: secure Estonia; a competitive economic environment</i>                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                               |
| <b>English</b>                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                               |
| 1.5.1.                                                                                                                                                                                                                           | Simplify the process of renewing residence permits (as well as work and study permits), shorten it and reduce the bureaucracy involved. Depart from the service design principle in taking in immigrants and counselling them. If EU directives were applied, it should allow for more flexible ways of issuing and renewing residence permits, in order to cut down on red tape.                                                                                                                                                                                                                                                                          | For whom? TCNs<br>By whom? Parliament, the government, Mol                                                                                                                                                    |
| 1.5.2.                                                                                                                                                                                                                           | The amount of paperwork should be reduced. When a person comes to Estonia to look for work, they tell him that he needs a work permit. When he goes to apply for a work permit, he is told that he needs a job.                                                                                                                                                                                                                                                                                                                                                                                                                                            | For whom? The TCNs<br>By whom? The Parliament, the government, Mol                                                                                                                                            |
| 1.5.3.                                                                                                                                                                                                                           | New ways of thinking should be applied and successful ideas from elsewhere should be copied to attract new immigrants to Estonia and to have them work here.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | For whom? Foreign (highly trained) specialists, international students<br>By whom? The Parliament, the government, Mol, MoEC, MoES, businesses and universities                                               |
| 1.5.4.                                                                                                                                                                                                                           | Extend the residence permit given to students, so that it would be valid 6 months after the end of their studies (or programme).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | For whom? International students, incl. TCNs, new immigrants<br>By whom? The government, Mol, PBB                                                                                                             |
| 1.5.5.                                                                                                                                                                                                                           | English should be the primary communication language with the Police and Border-Guard Board, as well as with the immigration office.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | For whom? TCNs, working age immigrants and their families<br>By whom? Mol, PBB, CMB.                                                                                                                          |
| 1.5.6.                                                                                                                                                                                                                           | The integration process should be simplified – after 5 years of working, people should be offered the opportunity to obtain a long-term residence permit.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | For whom? Working age immigrants<br>By whom? The Parliament, the government, Mol                                                                                                                              |
| <b>Russian TLN</b>                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                               |
| 1.5.7.                                                                                                                                                                                                                           | Reduce the amount of problems related to applying for and obtaining residence permits in Estonia. This affects especially those who have lived in Estonia for an extended period without documents or, oppositely, have just arrived. Give more information and more targeted information, improve the trustworthiness of officials and their openness towards sharing information and solving cases in a friendly way, not delay processing documents without reason and withhold information. They should provide more support and advice on necessary documents and procedures – again, the service should be designed from the client's point of view. | For whom? Those who have lived in Estonia for an extended period without documents or those who have just arrived in Estonia<br>By whom? The Parliament, the citizenship and migration department of Mol, PBB |
| <b>1.6. Limited opportunities for international students to participate in the labour market, whereas there is no (English language) career counselling and training programs for foreign students and other TCNs in Estonia</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                               |
| 1.6.1.                                                                                                                                                                                                                           | <b>The English and Russian TLN</b> groups suggested lobbying to support the adoption of a law that would allow working part-time. This could involve international students, as well as universities and third sector organisations. There could be a change in the legislation to allow working part-time during studies and for one year after graduation.                                                                                                                                                                                                                                                                                               | For whom? New immigrants with study permits, TCNs, international students<br>By whom? NGOs; foreign students; universities; the Parliament, the government, Mol                                               |
| <b>English</b>                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                               |
| 1.6.2.                                                                                                                                                                                                                           | In cooperation with universities, social services and support systems should be offered to international students. The goal of the state (and its universities) should be to integrate students into society in a way that would make them want to stay in Estonia. Universities and ministries should arrive at a common objective on what international students are needed for in the first place and what is desired from them. Tutoring programmes could also cover the social sphere and be more pro active, with social integration being one of the objectives as well.                                                                            | For whom? New immigrants with study permits, international students<br>By whom? Universities; Mol; MoES                                                                                                       |

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| 1.6.3. | Training and courses in universities should also be available in English, for example, in the field of IT. Summer university programmes should be expanded to also target foreigners residing in Estonia year-round and necessary courses could be offered to them in this context. | For whom? TCNs<br>By whom? Universities |
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## 2. Information in English on the demands and needs of the labour market is either unavailable or difficult to find

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| 2.1. | The state of Estonia should make accessible some guidelines or information about the movement of the labour market in Estonia. For example, if dentist or mechanics are especially in demand either now or in the near future, this should be information that is part of a counselling process. Knowing what the state needs now and in the future will help young people decide on what direction to take. | For whom? TCNs, new immigrants, international students<br>By whom? MoEC, UIF, the government, larger municipalities |
| 2.2. | Updated information should be available in English without delay and not when it's too late.                                                                                                                                                                                                                                                                                                                 | For whom? TCNs, new immigrants<br>By whom? MoEC, UIF, the government, larger municipalities                         |

# ANNEX 2. All Recommendations on Education

## 1. Complicated access to education, dissatisfaction with the educational system

### 1.1. The quality of Russian language education has worsened and the choice of education for the Russian speaking population has narrowed

#### Russian TLN and Russian IDA

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| 1.1.1. | Obtaining a free education in one's mother tongue is seen as problematic. A bilingual education should encompass all stages – from kindergartens to universities, and it should be left up to the discretion of each individual, which language to choose for education. The idea was repeatedly expressed that the pressure to transition to Estonian is seen as too rigid of a factor, and people want as much flexibility as possible, when it comes to how far they want to progress with Estonian. | For whom? Estonian-speaking students of all ages in Estonia<br>By whom? MoES, universities (pedagogical training); the Parliament |
| 1.1.2. | Quality education should be available in both Estonian and Russian (there should be a choice). Quality education with internship possibilities could lead to a guarantee of employment.                                                                                                                                                                                                                                                                                                                 | For whom? Russian speaking unemployed persons (35+)<br>By whom? MoES, educational institutions, family                            |
| 1.1.3. | It would be beneficial to all parties, if curricula in Estonian schools would also give an attractive overview of Russian culture and literature, incl. drawing more attention to the tradition and roots of one's ethnic group. It is worth considering, whether the materials used for teaching the history of Estonian-Russian relations could possibly be made more neutral.                                                                                                                        | For whom? Students of all ages, in Russian and Estonian schools<br>By whom? MoES                                                  |
| 1.1.4. | University graduates could have the obligation to teach in basic and secondary schools in Narva. The same should apply to the graduates of, for example, the police academy, graduates of law and other faculties.                                                                                                                                                                                                                                                                                      | For whom? Youth; adults, who want further education<br>By whom? MoES; universities; Parliament                                    |

### 1.2. Access to higher education has become more complicated for young people who do not speak Estonian as their mother tongue.

*This situation forces Russian youth to turn to Russian universities, but upon returning to Estonia, they are faced with either non-recognition of their obtained education or noncompliance with the needs of the local labour market.*

#### Russian TLN and Russian IDA

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| 1.2.1. | The quality of teaching Estonian (in schools) should continually be improved, because it would provide for better access to higher education. | For whom? People who don't speak Estonian as a native language<br>By whom? MoES; local governments |
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#### English: Tartu

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| 1.2.2. | University studies could be divided into two main stages:<br>(1) I-II year: main courses in English, parallel to Estonian language courses;<br>(2) II-... year: more courses added in Estonian | For whom? Foreign students, who don't speak Estonian<br>By whom? Universities |
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### 1.3. Resources are not divided equally Russian (and Estonian) schools are not informed enough

#### Russian TLN

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| 1.3.1. The financing of Estonian and Russian schools is unequal, however, it could be more balanced and consider the additional tasks at Russian schools (for example, teaching Estonian).                       | For whom? Russian language schools<br>By whom? The government; Parliament                                                                                |
| 1.3.2. To improve the dissemination of information, to give additional information on education opportunities, language learning opportunities, but also about rights to Estonian and Russian speaking students. | For whom? The youth, especially those finishing basic education, immigrants and their children<br>By whom? MoES, the families themselves, the mass media |

### 1.4. The educational system does not support the establishment or the maintenance of international contacts

#### Russian TLN and Russian IDA

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| 1.4.1. It was expressed that Estonian schools may not always be ready to (and in some cases did not want to) accept Russian speaking children, which makes the segregation of youth from different ethnic backgrounds persistent. The opportunities for ethnic Russian children to study in Estonian schools should be equal to those of ethnic Estonian children. In order to improve the situation, existing methodology needs to be amended and additional training for teachers should be provided. | For whom? Children and youths of different ethnic backgrounds<br>By whom? Schools; MoES; MISA; universities                        |
| 1.4.2. In curricula, more attention should be geared towards establishing contacts between different schools. Additionally, (for example, in cooperation with civil society organisations) more roundtables should be organised in schools, where both Estonian and Russian students participate.                                                                                                                                                                                                       | For whom? Children and youths of different ethnic backgrounds<br>By whom? Schools, MoES, civil education NGOs, youth organisations |
| 1.4.3. More Estonian-Russian joint events, where people could have contact and direct interaction (theatre performances, festivals). The events could take place at the initiative of MISA and MoC, in cooperation with theatres, museums, NGOs and cultural establishments.                                                                                                                                                                                                                            | For whom? All Estonian residents especially children and youths<br>By whom? MISA; MoC; NGOs                                        |
| 1.4.4. Develop the opportunity for students of Russian schools to study in Estonian schools for one month to a year, and vice versa. That could include going to another city and living in another family within an integration programme or just an exchange, with the student living in their own home. At the moment, exchanges are possible with almost any foreign country, but not a neighbouring school.                                                                                        | For whom? Estonian students<br>By whom? MoES, local governments                                                                    |

### 1.5. The education system is not trusted

#### Russian TLN

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| 1.5.1. One of the problems that was pointed out was the parents' distrust towards schools and teachers. A suggestion was to create a monitoring centre: one that would solve problems, as well as check solutions and their quality, financing, attitudes towards children, i.e. would be like an ombudsman or a mediator. For the centre to be neutral, independent organisations could be involved. | For whom? Parents, schools<br>By whom? Independent organisations, NGOs, MoES |
| 1.5.2. One perceived problem is that schools and teachers don't trust the MoES, whose activities aren't always transparent. To solve this, it was suggested that the MoES could improve the transparency of its actions and include schools and teachers more in policy making, as well as putting together programs and activities.                                                                  | For whom? MoES<br>By whom? Independent organisations, NGOs                   |

### 2. Insufficiencies in the accessibility and quality of Estonian language courses

*Additionally, in the theme paper on the particularities of Ida-Virumaa there are recommendations pertaining to the teaching of Estonian language courses. Below are recommendations from a labour market discussion that dealt with the subject of language courses in the Russian and English speaking groups, also from Tallinn.*

#### Russian TLN and Russian IDA

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| 2.1. There are shortcomings in the teaching of Estonian language, caused by a lack of human resources, teaching quality problems and the high price of language courses. One possible solution is to apply an adequate transition time to inculcate education in the Estonian language. At the end of basic education, passing the exams could automatically give a B1 or B2 language level certification. | For whom? Youth; adults who want language training<br>By whom? MoES; families; kindergartens and basic education, universities; Parliament |
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| 2.2.                              | Curricula could include a more gradual approach to (Estonian) language immersion; more attention should be given to teaching Estonian already in kindergartens.                                                                                                                                                                                                                                                                                                                                                                                                                      | For whom? The Russian speaking population, especially children and youth<br>By whom? MoES                                                                                                                       |
| 2.3.                              | The methods used for teaching Estonian in schools are not always sufficiently good and often times there is a lack of adequately trained teachers, meaning that there are many employees whose work may not be very efficient. A better psychological preparation would help improve the situation, as would the dissemination of higher quality methods, all geared towards a more neutral attitude on the part of the employees.                                                                                                                                                   | For whom? The Russian speaking population, especially children and youth<br>By whom? MoES; families; kindergartens and basic education, universities                                                            |
| 2.4.                              | Often times, in education people try to make do with antiquated rubber stamp solutions. What is needed is the development and application of new methods and courses that would support the increase of social cohesion, analytical capabilities and empathy: for example, logics and psychology should be mandatory already in high school.                                                                                                                                                                                                                                         | For whom? The Russian speaking population, especially children and youth<br>By whom? MoES                                                                                                                       |
| 2.5.                              | More emphasis should be put on the preparation of professional kindergarten teachers.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | For whom? Everyone, especially children and youth<br>By whom? Local governments                                                                                                                                 |
| <b>Russian TLN</b>                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                 |
| 2.6.                              | Continue organizing intensive Estonian language courses (eight hours per day). Those who register could be offered a minimum wage for the duration of the course (i.e. eight hours per day Estonian language courses, during which the learners are paid a minimum salary for the time they are not getting a salary from work as in some other Western countries).                                                                                                                                                                                                                  | For whom? Residents who don't speak Estonian, especially those who have been in Estonia since before 1992<br>By whom? MoES, MoSA, the language inspectorate, UIF                                                |
| 2.7.                              | According to participants, the criteria of the language exams are harsher than is necessary to comply with EU directives. A possible solution would be to relax the criteria in Estonia, utilise new teaching methods and develop better materials. Language lessons from the very basic level should be available. As positive examples, participants pointed out systems such as Babbel, Rosetta Stone, English First, and other language learning systems that are working well in other countries. The suggestion was to buy their licenses or add a language to these programs. | For whom? Estonian language course participants, incl. TCNs<br>By whom? MOES, Innove Foundation                                                                                                                 |
| 2.8.                              | There are too few free Estonian language courses; free Russian courses for Estonians are non-existent. The state should offer more free, flexibly scheduled differently themed courses for varying levels and with varying intensities. The main emphasis should be on spoken language. New courses should start more often, for example, every three months, not six.                                                                                                                                                                                                               | For whom? All of Estonia, especially those who don't speak Estonian<br>By whom? MoES, MoSA, the language inspectorate, UIF, training institutions                                                               |
| 2.9.                              | It would be useful to consider a differentiated approach to the basic level of Estonian language learning for vocational purposes, depending on the field. There could be courses in Estonian that are specialised according to a profession or a specific field (medical workers, teachers, marketing, etc.).                                                                                                                                                                                                                                                                       | For whom? The population that has not been integrated or has to a very small degree<br>By whom? MoES, the language inspectorate, training organisations                                                         |
| 2.10.                             | Specialised language classes could be offered in vocational schools and the programs could also be open to others, who are not enrolled in the schools.                                                                                                                                                                                                                                                                                                                                                                                                                              | For whom? Residents who don't speak Estonian, especially those 40+<br>By whom? MOES                                                                                                                             |
| 2.11.                             | Information in Russian about any kind of free courses across Estonia is lacking. The suggestion is to create a website or an information system that would include information about courses in Russian that are organised by universities and vocational schools, private schools, and language schools.                                                                                                                                                                                                                                                                            | For whom? Residents who don't speak Estonian, those who have not been integrated or have been to a very small degree<br>By whom? UIF, MoES, MoSA, state and local government portals, institutions of education |
| <b>English: Tallinn and Tartu</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                 |
| 2.12.                             | There was positive feedback for the 0-A2 level language e-learning environment <a href="http://www.keeleklikk.ee">www.keeleklikk.ee</a> . The suggestion was to continue developing this platform for more advanced levels as well, especially B1. Also, information about this website should be given to all who are applying for a residence permit for the first time.                                                                                                                                                                                                           | For whom? All residents who do not speak Estonian, incl. those who haven't been integrated and new immigrants<br>By whom? MoES, Innove Foundation                                                               |
| 2.13.                             | Make free Estonian language courses available to English speaking people as well.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | For whom? New immigrants, highly specialised TCNs<br>By whom? The government, MoSA, MoES, Innove Foundation, MISA                                                                                               |

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| 2.14.                                                                                                                             | The price of language courses should be more affordable (incl. for the English speaking target groups). There should be more hours in the courses and the continuing courses should be more tightly and consistently related to the previous levels. The hours should also be more flexible.                                                                                                                               | For whom? New immigrants, those who want to stay in Estonia longer, those who would benefit the country, such as highly specialised TCNs<br>By whom? MoES; MoI          |
| 2.15.                                                                                                                             | To compile and disseminate more Estonian language textbooks and other study materials that are English language-based.                                                                                                                                                                                                                                                                                                     | For whom? Residents who don't speak Estonian, new immigrants<br>By whom? MoES, Innove, specialists of learning methods                                                  |
| 2.16.                                                                                                                             | Make Estonian language courses that are English language-based more practical and content-driven.                                                                                                                                                                                                                                                                                                                          | For whom? Residents who don't speak Estonian, new immigrants<br>By whom? MoES, Innove, specialists of learning methods, language schools, trainers                      |
| <b>3. Weak connections between education and the labour market</b>                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| <b>3.1. Schools don't prepare students enough for making choices on potential professions</b>                                     |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| <b>Russian TLN</b>                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| 3.1.1.                                                                                                                            | It would be useful to have curricula include a course on the choice of careers (psychology, sociology, etc.). This could be developed for the curricula by MoES and universities, as well as schools themselves. Parent involvement committees at schools could also be included.                                                                                                                                          | For whom? All of Estonia, especially children and youth<br>By whom? The schools themselves; parent involvement committees; MoES; universities                           |
| 3.1.2.                                                                                                                            | The basics of vocational studies could/should be started already earlier in school.                                                                                                                                                                                                                                                                                                                                        | For whom? Students from 8th grade up<br>By whom? MoES                                                                                                                   |
| <b>3.2. There is no (English language) career counselling and training programs for international students and TCNs</b>           |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| <b>English: Tallinn and Tartu</b>                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| 3.2.1.                                                                                                                            | Create better career counselling services for new immigrants, create a more open system. Improve guidance counselling systems at universities.                                                                                                                                                                                                                                                                             | For whom? New immigrants with study permits, international students<br>By whom? MoES, university                                                                        |
| 3.2.2.                                                                                                                            | Foster more cooperation between education institutions and businesses. The programming heads of universities/faculties/institutes would benefit from more active cooperation with the private sector, to offer more internship opportunities, so that young specialists who have come to Estonia could get experience and contacts on the local labour market. Internships could be a part of the academic support system. | For whom? New immigrants with study permits, international students<br>By whom? MoES, universities, international and exchange student coordinators, the private sector |
| 3.2.3.                                                                                                                            | Suggestion to develop so-called work-study programmes. Also, develop opportunities for international students to obtain internships and later work at companies, i.e. create contacts with potential employers already during studies.                                                                                                                                                                                     | For whom? New immigrants with study permits, international students<br>By whom? MoES, MoEC, universities, student organisations                                         |
| <b>4. Low tolerance in society</b>                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| <b>4.1. The educational system does not impart enough knowledge and values to shape a culturally diverse and tolerant Estonia</b> |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| <b>Russian TLN</b>                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| 4.1.1.                                                                                                                            | More emphasis should be put on teaching human rights issues, since teaching children in their first years at school to respect different ethnic groups would foster the development of tolerance.                                                                                                                                                                                                                          | For whom? The whole of Estonia, especially youth and families<br>By whom? MoES; local government; media, families                                                       |
| <b>English: Tallinn and Tartu</b>                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                         |
| 4.1.2.                                                                                                                            | It would be beneficial to turn more attention in curricula to tolerance in Estonian schools (teaching tolerance, lessons on tolerance in schools; develop a course to increase tolerance). This would also help change the attitudes of the youth and families towards other ethnicities.                                                                                                                                  | For whom? All of Estonia<br>By whom? Parliament, MoES; local governments, the media; families, MoC, MISA                                                                |
| 4.1.3.                                                                                                                            | There should be additional training for kindergarten and schoolteachers on the topics of multiculturalism and cultural diversity.                                                                                                                                                                                                                                                                                          | For whom? Teachers, children and parents<br>By whom? MoES, universities                                                                                                 |

#### 4.2. There is too much attachment to the past and history is interpreted differently

##### Russian TLN and Russian IDA

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| 4.2.1. Too often the past is referred to and people are very much attached to it – conflict resolution should be taught already during the earliest school years.                                                                                                                                            | For whom? All Estonian residents<br>By whom? MoES, MoC, schools                                                                                        |
| 4.2.2. People should arrive at a common, objective understanding on historical facts, know and, first and foremost, understand the point of view of the other side, to go forward without biased interpretations. Something to consider is organising public discussions and school programmes on the topic. | For whom? All of Estonia: incl. students in schools and universities, adults<br>By whom? MoES, ERR, academic workers at universities, NGOs, MoC (MISA) |

## ANNEX 3. All Recommendations on Access to Public Services and Relevant Information

### 1. Problems with access to relevant information

#### 1.1. Too little information in Russian on things necessary for daily life and life in general

##### Russian TLN

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| 1.1.1. The Russian population's legal and social literacy needs to be improved; for that they need operational information in Russian and Estonian.<br>This includes:<br>* Creating Russian language information channels (medicine and education), translating the main websites/info channels into Russian. All organisations/institutions should take care of translating themselves, depending on the needs of the region (the more Russian speaking inhabitants, the more Russian language information there should be).<br>* Information related to safety issues should be translated into Russian, for example, information leaflets for medications, warnings, information on household chemicals, etc.<br>* Official and local mass media channels should have identical information in Estonian and Russian, not a reduced amount in Russian, especially concerning the social sphere. | For whom? The Russian speaking population<br>By whom? Parliament, the government, MoJ, state institutions (MoSA, UIF, Social Insurance Board) and local governments                                   |
| 1.1.2. Have advertisement introducing opportunities in the social sphere (for example, a new helpline in Russian was launched that gives information about employment and education opportunities) and publish more information in Russian concerning the social sphere (state institutions, cooperation with the media, with local governments). Billboards or posters could be put up with the most useful websites and phone numbers.                                                                                                                                                                                                                                                                                                                                                                                                                                                          | For whom? The Russian population that hasn't integrated<br>By whom? The public broadcasting board, MoC state institutions in their own field and about their own services, local governments and NGOs |
| 1.1.3. The websites of cities should have information in Russian about the activities of all civil society organisations.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | For whom? The Russian population that hasn't integrated<br>By whom? Local governments                                                                                                                 |
| 1.1.4. Create a Russian language state owned television channel, have Russian subtitles on Estonian channels. <i>Commercial channels should advertise and give guidelines on how to use subtitles for digital TV.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | For whom? The Russian population that hasn't integrated<br>By whom? The public broadcasting board, MoC                                                                                                |
| 1.1.5. Have TV and radio shows about youth who are or have been working abroad. What's it like there? Is it really better?                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | For whom? The whole Estonian society<br>By whom? MoC, MISA, ERR, commercial channels                                                                                                                  |

#### 1.2. Too little information in Russian about legal acts, regulations and rights

## Russian TLN

1.2.1. Laws are not understandable and the websites of state institutions haven't been translated entirely to get more comprehensive information. Proposal to create a website (and advertise it widely) that has the official translations of laws and their amendments. Or the already existing State Herald (Riigi Teataja) should also be published in Russian and it should be updated in a timely manner. The organisation of translating laws into English and how translations are published on the main page of Riigiteataja.ee should be used as the basis.

For whom? The Russian speaking population and TCNs

By whom? The government, MoJ, state institutions with their own websites and legislation that is in their administrative area; local governments

1.2.2. A lack of information in Russian. Organise monthly seminars on new laws, opportunities and amendments.

## 1.3. Insufficient and/or often times outdated information in English on the main services and opportunities offered to Estonian residents

### English

1.3.1. Taking into account the general lack of primary information, the suggestion was to develop a "welcome package". When a person obtains a permit (residence, work, study – whatever the first one is), he or she gets material with the most important information. The most important topics brought up were: information on how the medical system and social security work, where to obtain information, is there a general website with medical information and a list of GPs who offer services in English; information about the insurance system and insurance companies; Estonian language courses; using the eesti.ee state portal. Employers could aid in disseminating this primary information, if they were given these packages. Also, information about language courses.

For whom? New immigrants

By whom? Mol and PBB, MISA, Innove, MoJ and EISA

1.3.2. Information in Estonian media channels could have subtitles (for example, Estonian films, historical programmes). For starters, some ERR programmes (for example, the evening news AK, the morning show, Ringvaade) could be translated into English (subtitles) and uploaded with limited delay.

For whom? New immigrants

By whom? The public broadcasting board, MoC

1.3.3. Start compiling an electronic bulletin to inform people of updates in English language information. It could be done at the initiative of the Citizenship and Migration Office – all recipients of residential permits could be included in the mailing list or all immigrants could be offered the option of receiving the bulletin OR through a previously described website that would gather important information in English.

For whom? New immigrants

By whom? Mol and PBB, MoJ and EISA

## 2. Problems with the accessibility and quality of public services

### 2.1. Local and state services are not offered enough in Russian and English, considering the demand

2.1.1. **Russian TLN:** Since there are not enough employees to offer services in Russian, specialists could be taught Russian.

For whom? New immigrants, Russian speaking TCNs

2.1.2. **Russian and English TLN:** Information about residence permits should be public, transparent and comprehensible for the target group as well, not only for the employees of the immigration office. If the permit application system can't be simplified (criteria, process of application, etc.), then efforts could be made to explain the system for the clients in a way that every person could find the information that pertains to them from the general criteria.

By whom? State institutions, especially UIF and PBB (regional) departments, Mol

2.1.3. **Russian TLN:** Reinstate the death benefit in Tallinn

For whom? Residents of Tallinn

By whom? Tallinn municipality

2.1.4. To solve the specific problem of a lack of legal knowledge, there should be lawyers specialised in immigration problems, a helpline or a website. The first instance of contact should also be noted in the "welcome package".

For whom? New immigrants, TCNs

By whom? State institutions in cooperation with the Estonian bar association and other specialised unions

2.1.5. The public sector should be able to use volunteers as much as the non-profit sector. Creating a volunteer programme for teaching languages in English and general support for navigating the systems could lead to two results: 1. It would supplement language courses. The courses are often times organised in a way that missing one or two courses means falling behind in the whole course. External private support in studies (can also be done in groups) would help fill in the gaps. 2. It will create a stronger link between the government and the citizens. Even if these volunteers won't become state officials later, those who have been well trained during the

For whom? New immigrants

By whom? State institutions, local governments

volunteering period will help minimize the gap between the government and the people, which is quite a big problem at the moment (see for example, People's Assembly Rahvakogu). This approach would enable to use more translators to translate information from the local governments into English in a larger capacity and more often. There should be cooperation with volunteers, the possibility for additional work could be offered to foreigners who speak Estonian, etc.

- 2.1.6. The information helpline 1900 (East Tallinn Central Hospital) should be free of charge and information should be available there in English.

For whom? New immigrants  
By whom? The board of the ETCH, Tallinn municipality, local governments, other hospitals

- 2.1.7. The bureaucracy related to insurance should be simplified; health insurance is acknowledged only in Estonia. There should be more possibilities and choices.

For whom? New immigrants, TCNs  
By whom? The government, the Social Security Board, insurance companies

- 2.1.8. Real estate websites should be available in English and should encourage people to rent rooms or apartments to responsible foreigners (this would also help Estonian families to better understand cultural diversity). This is not a public service, rather a private sector service, but in the area of integration, this is an initiative that could be supported, either by suggesting it to businesses or to create a project for it.

For whom? Foreigners  
By whom? The private sector, local governments; MISA

## **2.2. The quality of services rendered by the Police and Border-Guard Board and its Citizenship and Migration Bureau (CMB) is erratic**

### **English**

- 2.2.1. Improve the quality of services provided by the PBB and harmonise that of the Citizenship and Migration Board offices. That includes:

- \* Employees of the CMB should be better trained: they should be aware of the newest information in the area of migration, since changes in criteria and the way services are organised are frequent.
- \* The practical language skills of the CMB employees should be tested better, since there are frequent contacts with service agents who are not capable of helping in English, which means that matters are delayed. Also, at least 2-3 people in the Bureau's service office should speak English.
- \* TCNs and English speakers should have better access to information outside and inside of various migration service offices (information boards, signs pointing in necessary directions, information on the website on whether an office services new immigrants, in English, etc.). There are too many different functions and it is difficult to understand, where TCNs should go.
- \* The CMB's bulletins and informational letters should be in English. It would be better to ask a first-time residential permit (or the kind) applicant what his or her language preference is, to know what language the CMB should use in future correspondence.

For whom? New immigrants, TCNs  
By whom? MoI, PBB, CMB and its offices

# ANNEX 4. All Recommendations on Participation in Society

## 1. Residents who don't speak Estonian and Estonians communicate mostly with people in their own communities and there is little contact

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|------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.1. | Education on integration and socio-psychological approaches are needed for both sides, minorities as well as the majority, since right now the need to bring these sides closer to each other is not acknowledged.                                                                                                                                                                                                                                                                                                                 | For whom? All Estonian residents<br>By whom? MoES, MISA                                                                                                                 |
| 1.2. | Expand mixed kindergartens, where there are teachers who speak both languages, where play methods appropriate for mixed groups are used. This will create a prerequisite for future communication between the communities; it will provide primary contacts.                                                                                                                                                                                                                                                                       | For whom? All Estonian residents<br>By whom? MoES                                                                                                                       |
| 1.3. | State institutions, businesses, as well as NGOs should organise events and projects to bring together those who don't speak Estonian with Estonians. Especially good would be to organize and support events that are geared towards bringing together the youth of different ethnicities and to bring common ideas that support the society to life. Common undertakings bring people together and the younger these people are the more likely it is future communication and common participation in the society will continue. | For whom? All Estonian residents, especially the youth<br>By whom? Programme funders, educational institutions, media channels, NGOs                                    |
| 1.4. | In decision-making procedures or when putting together strategies, common working groups should be formed, to enable direct communication between different sectors and people of different ethnicities. The organisers of the working groups have to do a lot of preliminary work to find the best work methods in order for the culturally diverse groups to be able to work together.                                                                                                                                           | For whom? All Estonian residents<br>By whom? Institutions that apply the integration strategy, regional and specialised umbrella organisations, local governments, NGOs |
| 1.5. | Developing the political literacy of society. Here being informed has to be mentioned again. People need more explanations, not a rewrite of history. People need an understanding of the whole, not of a fractured society.                                                                                                                                                                                                                                                                                                       | For whom? All Estonian residents<br>By whom? MoES and educational institutions, media channels, advocacy organisations, politicians and officials                       |
| 1.6. | Continue with the language immersion programs in families and camps, these should be supplemented and expanded for different target groups. It is important to involve not only children, but adults as well. All who wish should be allowed to participate, not just noncitizens, because among the smaller minorities of new immigrants and citizens there are those, who do not speak Estonian.                                                                                                                                 | For whom? All Estonian residents, those who don't speak Estonian and Estonians who speak little Russian<br>By whom? MoES, MISA, trainers/ teachers, NGOs                |

## 2. Residents who don't speak Estonian don't have a representative body that participates in decision making processes on the state level

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| 2.1. | Create an organisation or union, where minority interests would be represented and protected, and which would mediate relations between the state and the Russian speaking community. | For whom? Minorities<br>By whom? Minority representatives, NGOs |
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## 3. Residents who don't speak Estonian have more difficulties participating in local or state decision-making processes (for example, when voting or contacting a politician)

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| 3.1. | State officials, parliament members, and NGOs should include non-Estonians in politics and policy making. People have lost the motivation to participate and faith in the fact that they can change anything. There should be more talk about how anyone's active participation can bring about results – this would get more people to act. Possibilities for participation and actively providing feedback should be created, so that inclusion would not just be a formality. | For whom? The Russian speaking population, new immigrants<br>By whom? State officials, parliament members, local governments and NGOs |
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| 3.2. | Have the objective of creating an open society in Estonia. Create public reception spaces (for local governments, MPs, political parties), where any Estonian resident could turn, regardless of their nationality. These spaces could have mediators between the state and the people: officials would listen to orally expressed concerns in Russian and, if needed, help Russian-speaking people with written documents and requests for information, translate the answers into Russian. Also, this would be a place to get information on various issues and make recommendations on how to improve the situation. (As an example, see the Rahvakogu website and discussion day). | For whom? The Russian population of Estonia<br>By whom? The Parliament, political parties, local governments, ministries and other state institutions |
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| 3.3. | Simplify the process of obtaining citizenship in Estonia, so that long-term Estonian residents could participate in parliamentary elections. Or give people with a long-term residence permit the right to also elect Riigikogu. | For whom? TCNs, stateless persons<br>By whom? The government, the Parliament, political parties |
|------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|

#### 4. **There isn't enough information in Russian (or any other foreign language) about the activities of NGOs**

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|------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 4.1. | What's important is the activity of those who are responsible, to show readiness for integration and joining the society. The results of active efforts should be made public; the need for these activities and their benefit as well as for change needs to be acknowledged. In order for a wider public to be aware of activities in the field of integration, the mass media needs to be presented with more information. | For whom? The Russian speaking population<br>By whom? Representatives of Russian language NGOs, Russian speaking activists in NGOs and programmes, local governments, NGO financiers, media channels |
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| 4.2. | Organising public events in at least two languages requires the support of the state and local governments. If at least ten people who don't speak Estonian register for an event, the state should provide an interpreter and, where needed, the necessary technology (headsets, audio transmission equipment, etc.). Even if the event isn't of great social importance, the value lies in including those who have been without information so far. | For whom? The Russian population<br>By whom? State institutions, local governments, NGOs |
|------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|

#### 5. **People who don't speak Estonian and Estonians participate in different organisations and movements that are not related to each other**

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| 5.1. | What's important is supporting NGOs based on interests, not based on ethnic principles. People should be brought together based on common interests, not separated/preferred according to ethnicities. | For whom? All residents of Estonia<br>By whom? MoC, funders of NGOs and foundations, MISA, local governments |
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| 5.2. | In order to improve insufficient language skills, develop and apply community education. This means creating agencies, where both Russians and Estonians who want to learn languages from native speakers can turn, as opposed to learning from teachers. The role of the state would be to facilitate contacts and the motivation and rewarding of these community teachers. | For whom? All residents of Estonia, especially pre-schoolers, the youth and pensioners<br>By whom? funders of NGOs and foundations, Innove, UIF, MISA |
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# ANNEX 5. All Recommendations on Multicultural Estonia

## 1. The different parties of the integration process discuss cultural diversity issues separately

### 1.1. Too few common activities and contacts

#### English: Tallinn and Tartu

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| 1.1.1. There should be more frequent common programmes and activities for different ethnic groups, as well as common discussions on topics such as the current integration debates. Common events and projects should be open to everyone, so that they could get to know other cultures.                                                                            | For whom? All Estonian residents<br>By whom? MoC (MISA), MoES, the media, NGOs, third sector funders (foundations)              |
| 1.1.2. When it comes to community sporting events, more proactive approach could be shown in offering the chance to participate to people of different nationalities, races, linguistic backgrounds. For that, English language advertising could be developed, as well as improving the ability of contact persons to communicate and share information in English. | For whom? Foreigners<br>By whom? MoC, private sector, NGOs, local governments, county governments                               |
| 1.1.3. Establish a student society or union for local as well as long term international students (who will be studying in Estonia for longer than a year).                                                                                                                                                                                                          | For whom? Students at Estonian universities, incl. international students<br>By whom? Universities, student organisations, NGOs |
| 1.1.4. Facilitate contacts with people outside of Tallinn – for example, through carrying out programmes that would include people from the countryside, something akin to Estonian language camps and family stay programmes for Russian speaking youths.                                                                                                           | For whom? Estonians and newly arrived immigrants<br>By whom? Local governments, MoC, MISA                                       |

### 1.2. Too little common information and too few opportunities to voice opinions

#### English: Tallinn and Tartu

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|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------|
| 1.2.1. New immigrants need to be offered more systematic information about Estonian culture than they have been so far.                                                                                    | For whom? New immigrants<br>By whom? Ministries: Mol (incl. PBB), MoC        |
| 1.2.2. Estonian TV channels would benefit if their shows would be available to new immigrants in their own languages (for example, dubbing in most common languages) or if they had subtitles in Estonian. | For whom? New immigrants adults, students)<br>By whom? MoC, MoES, businesses |
| 1.2.3. It is important to have a channel (for new immigrants), which could be used as a medium for them to voice their opinions on Estonia.                                                                | For whom? Foreigners<br>By whom? MoC (MISA), NGOs, private sector, media     |

## 2. TCNs perceive a low tolerance in Estonia towards those who are different (ethnically and religiously), as well as fear of cultural diversity Diversity and multiculturalism is promoted very among locals and TCNs alike

#### English: Tallinn and Tartu

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| 2.1. It is necessary to have multicultural education at all educational levels. All institutions of education should be multicultural and follow, if only as a matter of principle, a mind-set that values cultural diversity. This can be solved through developing multicultural programs (which would include foreigners as well, meant for both Estonians and foreigners) and through offering more international cultural events. For example, the University of Tartu could cooperate with local schools and NGOs, but also the Erasmus Student Network as the point of contact for international students could offer schools or the general public workshops with foreigners. International students could be included in developing and applying programmes that promote tolerance. | For whom? All Estonian residents<br>By whom? MoES, KM, universities, schools, NGOs and student organisations (for example, the Erasmus network) |
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| 2.2. | A positive image of foreigners in today's Estonia is incomplete. To remedy that, there could be more campaigns that would communicate positive messages and examples. For example, give the youth more frequent contacts with foreigners or allow adults to see foreigners in shows on the topic of culture, etc.                                                                                                   | For whom? All Estonian residents, especially rural ones<br>By whom? The media, NGOs, volunteers; MoC (MISA)                               |
| 2.3. | It is necessary to do away with the "enemy" stereotype: systematically make TV shows and reality shows with representatives of different ethnicities who live in Estonia.                                                                                                                                                                                                                                           | For whom? The whole Estonian society<br>By whom? MoC, MISA, ERR board, commercial channels                                                |
| 2.4. | Locals should be offered a wide variety of materials on cultural diversity (for example, entertainment films and art shows through state media channels). For example, the ETV monthly night film programme could have a focal theme: Spain in January, France in February, South Korea in March, etc. In addition, efforts could be made to offer additional materials through cinemas, TV programmes, books, etc. | For whom? Estonian youths and adults (incl. local and foreign students), foreigners<br>By whom? MoC (MISA), MoES, local governments, NGOs |
| 2.5. | When possible, favour the creation of places of worship (for example, mosques).                                                                                                                                                                                                                                                                                                                                     | For whom? New immigrants and all foreigners<br>By whom? NGOs, Mol, KM                                                                     |
| 2.6. | Since there is a danger that some foreigners could be ostracised, distanced from locals and form closed communities, university dormitories could house local and foreign students together, so that spatial segregation is not fostered.                                                                                                                                                                           | For whom? Students in Estonian universities, incl. international students<br>By whom? Universities                                        |

### 3. An obstacle is the lack of a unified vision on an integrated society among Estonian residents

#### English: Tallinn and Tartu

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|------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
| 3.1. | It is important to alleviate the concern of some Estonians on the goals of integration, and there should be more awareness raised about the activities that are done for promoting integration. There could be state-wide campaigns in the media, on billboards/posters, schools, etc., so people would accept the idea of integration. The suggestion is to "promote" integration in a positive light. | For whom? All Estonian residents<br>By whom? Ministries, NGOs, institutions of education, the private sector |
| 3.2. | Use of the word "tolerance" in development plans and strategies, and opt instead for the word "respect", i.e. a term that contains more the idea of equality. This would be useful to take into account when drawing up new strategies and plans.                                                                                                                                                       | For whom? All Estonian residents<br>By whom? KM and other ministries, those who draft strategies and plans   |

# ANNEX 6. All Recommendations on Learning Estonian

## 1. Not enough resources and practice opportunities are available for learning the language

### 1.1. There is not enough money for language learning, not enough information about learning opportunities and not enough free learning opportunities

#### Russian IDA

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|--------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.1.1  | If at all possible, learning Estonian should be free of charge (for example, for those over 50 or with a disability) or at least less expensive. The state, local governments and businesses could help employees take language courses and pay for them. When courses are passed successfully, it could involve a reward, for example, bonuses that could be used for further studies. | For whom? All residents who don't speak Estonian<br>By whom? The government and local governments; schools and kindergartens; businesses                   |
| 1.1.2. | Information on language courses should be more accessible.                                                                                                                                                                                                                                                                                                                              | For whom? All residents who don't speak Estonian<br>By whom? The government; MoES; schools, universities, vocational schools; local governments; MoC; MISA |
| 1.1.3. | Make the Estonian language learning system more flexible:<br>B1 - free, courses are paid for not after the successful completion, but before the start;<br>B2, C1 – shared financial responsibility (60% - state, 40% - learner)                                                                                                                                                        | For whom? All residents who don't speak Estonian<br>By whom? MoES and the government; organisations that deal with teaching Estonian                       |

### 1.2. There are not enough opportunities to learn and/or practice Estonian

#### Russian IDA

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| 1.2.1. | If possible, expand the beginning of learning Estonian to phases as early as possible: preschool and first grades. These lessons could be based on creating mixed kindergarten groups and classes.                                                                                                                                | For whom? Youth, children, adults disabled people<br>By whom? MoES, kindergartens, schools                                                            |
| 1.2.2. | Inviting Estonian groups (classes) to visit Russian ones and vice versa should be practiced and promoted, so that there would be a mutual introduction to each other's cultures and languages.                                                                                                                                    | For whom? Youth, children, adults, disabled people<br>By whom? Schools, MISA, MoES                                                                    |
| 1.2.3. | Even more expand the opportunities for learning Estonian: hobby centres, clubs, etc. One possibility would be to increase the number of unions and clubs, so that the opportunities to practice Estonian would be more diverse.                                                                                                   | For whom? Youth, children, adults, disabled people<br>By whom? MISA; local governments; NGOs; MoC, MoES                                               |
| 1.2.4. | Create better conditions to learn Estonian for people with disabilities.                                                                                                                                                                                                                                                          | For whom? People with disabilities<br>By whom? MISA, local governments, MoES                                                                          |
| 1.2.5. | After passing a language course, there should be more opportunities for language immersion in an Estonian environment. One possibility would be for local governments to organise language immersion and promote the opportunities of adults for spending time in an Estonian-speaking environment (internships and integration). | For whom? The whole Russian-speaking population (the employed, unemployed, children, pensioners, 40+, etc.)<br>By whom? Local governments, MoES, NGOs |

## 2. The quality of language courses is not sufficient and language exams are difficult

### 2.1. The level of quality and organisation of language courses is uneven

#### Russian IDA

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| 2.1.1. | Estonian language teachers should have specialised education (andragogy and philology) and their methodological preparedness could be better. There could be an organisation (for example, the language inspectorate) that would monitor the teaching and examinations (how good is the quality of teaching, the methods, etc.) | For whom? People who take Estonian lessons<br>By whom? MoES; language inspectorate |
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| 2.1.2. | The trainers (courses) should also be responsible for how their groups perform at exams (for example, tying the level of performance to salaries and bonuses). This would motivate the trainers and make them financially responsible for whether learners pass exams or not. | For whom? Trainers<br>By whom? MoES; businesses/trainers; NGOs                                |
| 2.1.3. | Instead of the sometimes ineffective language courses, it would be beneficial to foster the activities and networks of language clubs that would allow learning the language and culture from native speakers.                                                                | For whom? Those who take Estonian courses<br>By whom? Local governments, MISA, NGOs           |
| 2.1.4. | Before admission to courses and division into groups, there should be a language test and the methods should be more differentiated according to the applicant (age, previous learning experience, etc.).                                                                     | For whom? Those who take Estonian courses<br>By whom? MoES; businesses/trainers; universities |

## 2.2. Language exams are too difficult

### Russian IDA

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|--------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|
| 2.2.1. | If possible, review and revise the criteria for language level exams. The exam criteria could be lowered, first and foremost for the citizenship test and the C1 level test.                          | For whom? The whole working age population that doesn't speak Estonian<br>By whom? The government, MoES |
| 2.2.2. | Exam questions could be made easier.                                                                                                                                                                  | For whom? The population that doesn't speak Estonian<br>By whom? The government, MoES                   |
| 2.2.3. | The methodology of exams needs correcting and redundancies in the exam should be eliminated (for example, omit questions that deal with the details of how an internal combustion engine works, etc.) | For whom? All who are learning Estonian<br>By whom? MoES                                                |

## 3. There is a psychological barrier against learning the language

### Russian IDA

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| 3.1. | The perceived problems around language learning make people lose the desire to learn the language and create a barrier against it. Motivation could be raised by offering free language learning to all, improving the quality of textbooks and teaching (i.e. the methodology), also promoting language learning better, with a more positive message among the target groups. | For whom? The population that doesn't speak Estonian and Estonian language learners<br>By whom? The government; MoES; schools, universities and vocational schools; families (through changing mind-sets) |
| 3.2. | The higher level exams are seen as a penal device, which fosters unequal competition towards non-Estonians, so lowering the criteria for these exams should be considered.                                                                                                                                                                                                      | For whom? The population that doesn't speak Estonian<br>By whom? The government, MoES                                                                                                                     |
| 3.3. | The language inspectorate is occasionally a mechanism for pressuring people and, as such, creates opposition. It would be beneficial to change the function of the language inspectorate (to be more productive) and alleviate the method of enforcing fines.                                                                                                                   | For whom? The language inspectorate<br>By whom? MoES; language inspectorate                                                                                                                               |
| 3.4. | The education system could work in a way that when graduating, students wouldn't have to pass level exams. This would allow Estonian to be used in parallel, not as the "other language".                                                                                                                                                                                       | For whom? Students<br>By whom? Parliament, MoES                                                                                                                                                           |
| 3.5. | Curricula should be modified and continually developed so that they would foster integration bilaterally in the Estonian society and so they would allow a child to develop in their own native language.                                                                                                                                                                       | For whom? The population that doesn't speak Estonian (incl. students)<br>By whom? MoES, MISA, MoC, local governments                                                                                      |

# ANNEX 7. All Recommendations on the Regional Particularity and Development of Ida-Virumaa

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| <b>1. The attitudes of Estonian-speaking residents towards Ida-Virumaa and its Russian-speaking residents are based on stereotypes</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                  |
| 1.1.                                                                                                                                   | Since little is known about the situation in Ida-Virumaa and stereotypes are widespread, cultural integration in society is not bilateral. Authors in Ida-Virumaa could also publish stories in Estonian language media about the problems of the Russian-speaking population in the area. This could be financed through stipends or done during internships in Estonian publications. In bringing to light the challenges and developments in Ida-Virumaa, more should be written for the Estonian-speaking (and/or English-speaking) target groups. | For whom? Residents who speak Estonian (and other languages)<br>By whom? MoC or MISA scholarship; local journalists              |
| 1.2.                                                                                                                                   | There could be more local Estonian-Russian common events, where people have the opportunity to directly communicate and relate (for example, theatre shows, festivals).                                                                                                                                                                                                                                                                                                                                                                                | For whom? All of Estonia<br>By whom? MoC and MISA in cooperation with theatres, museums, and other cultural establishments; NGOs |
| 1.3.                                                                                                                                   | It would be beneficial to change curricula in Estonian schools so that they would give an attractive overview of Russian culture and literature. It would be also good to review materials that teach historical relations between Estonia and Russia. This would also help alleviate the stereotyping towards the Russian-speaking population of Ida-Virumaa.                                                                                                                                                                                         | For whom? All of Estonia<br>By whom? MoC, MISA, MoES                                                                             |
| <b>2. Ida-Virumaa as a region has not developed sufficiently</b>                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                  |
| 2.1.                                                                                                                                   | The actual application of the 2010 development plan for Ida-Virumaa should be checked and monitored, since currently it is seen as just a formality both by the government as well as the county government of Ida-Virumaa.                                                                                                                                                                                                                                                                                                                            | For whom? Residents of Ida-Virumaa<br>By whom? The government, Ida-Viru County government                                        |
| 2.2.                                                                                                                                   | The economic policy for Ida-Virumaa needs corrections: i.e. additional investments geared towards establishing businesses (not so much focussing on the transfer of the Estonian Academy of Security Sciences or the Prisons Department to Ida-Virumaa).                                                                                                                                                                                                                                                                                               | For whom? Residents of Ida-Virumaa, local businesses and employers<br>By whom? MoEC, Minister of Regions                         |
| 2.3.                                                                                                                                   | One problem is the cultural vacuum in Ida-Virumaa, which increases the identity crisis among the Russian-speaking population, lowers their self-confidence and, in the end, creates marginalisation and disappointment in the Estonian state. For this, continuing and expanded efforts should be made to promote (cultural) events in Ida-Virumaa, in cooperation with various parties.                                                                                                                                                               | For whom? Residents of Ida-Virumaa<br>By whom? Schools; local governments; MoC; Ida-Viru County government; NGOs                 |
| 2.4.                                                                                                                                   | There is a need for the development of a new foundation or a furthering of existing ones to support private entrepreneurship.                                                                                                                                                                                                                                                                                                                                                                                                                          | For whom? Residents of Ida-Virumaa, local businesses and employers<br>By whom? MoF, MoEC and local governments                   |
| <b>3. Information access is limited and legal literacy is lower in Ida-Virumaa</b>                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                  |
| 3.1.                                                                                                                                   | Schools should focus more on learning legal matters as early as possible: what are people's rights, what is the constitution like, where to obtain information about different questions, etc.                                                                                                                                                                                                                                                                                                                                                         | For whom? Residents of Ida-Virumaa; students<br>By whom? Schools; NGOs; families                                                 |
| <b>4. The residents of Ida-Virumaa are not included enough in decision-making processes both on the regional and the state level</b>   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                  |

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| 4.1. | To improve the low level of inclusion, there needs to be an organisation for residents of Ida-Virumaa that would enable the Russian-speaking population to perceive less ignoring on the level of state politics. | For whom? Residents of Ida-Virumaa<br>By whom? Local governments; Ida-Viru County government; NGOs; MoC and MISA |
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## 5. There are not enough opportunities in Ida-Virumaa to learn and practice Estonian

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|------|----------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
| 5.1. | Opportunities for learning Estonian need to be expanded, and this is where local governments can offer additional choices. | For whom? Residents of Ida-Virumaa; those learning Estonian<br>By whom? Local governments, NGOs |
|------|----------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|

|      |                                                            |                                                                                                       |
|------|------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|
| 5.2. | Opportunities for practicing languages should be expanded. | For whom? Residents of Ida-Virumaa; those learning Estonian<br>By whom? MISA; NGOs; local governments |
|------|------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|

