



Baltic Agenda 21- Education
WG III

**Report C:
National/regional institutions and networks**

**Report D:
“Individual” institutions**

Estonia

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Introduction

Current report was compiled in the framework of the Working Group III (WGIII) on non-formal education at the Baltic Agenda 21 Education sector activities.

The report is part of the fulfilment of the Report C and D outlined by the management of WGIII. Parts A and B on legal status of non-formal education in Estonia has been compiled by Mrs Anne Kivinukk, REC-Estonia.

Current report comprises three principle parts: 1) overview of the Estonian adult education system, 2) overview of adult education organisations and 3) presentation of the results obtained via the questionnaire initially prepared by the WG III and analysis of the responses received on the status and needs for adult training on the environment and sustainable development (SD).

The report was prepared with the financial assistance from the state budget provided via the Association of Estonian Adult Educators ANDRAS.

1. Overview of the adult education in Estonia (source: EURIDICE National Dossier on the Education System of Estonia, 1999)

1.1. Population

The population size of the Estonian Republic is 1.445 580 people (1999).

Population by age groups (%) is the following:

Age group	On 1 January, 1998	On 1 January, 1999
0-14	19%	19%
15-64	67%	67%
65-	14%	14%

Population and labour force (population aged 15-74, per 1,000)

Year	Sex	Population	Labour force	Employed	Unemployed	Persons not in labour force	Labour force rate	Unemployment rate
1998	Women	587	339	310	29	248	57.7%	8.6%
	Men	515	372	333	39	144	72.1%	10.4%
	Total	1102	711	643	68	392	64.5%	9.6%
1999	Women	587	334	300	34	253	56.9%	10.2%
	Men	515	362	315	47	154	70.2%	13.0%
	Total	1,102	696	615	81	407	63.1%	11.7%

1.2. General Structure of the Education System

The system of education contains of two sub-systems:

- 1) education that is formed on the basis of tasks and levels;
- 2) educational institutions as organisations for the realisation of the goals of education.

The state and the local authorities provide everybody the conditions for fulfilment of compulsory school attendance and continuous learning on the conditions and by the procedures established by legal acts. On the territory of Estonia, the state ensures the study of the Estonian language and Estonian-based education. The Republic of Estonia ensures the study of the Estonian language in all non-Estonian public educational institutions as well as in non-Estonian study groups. The organisation of the education system and the state education standard provide everybody the opportunity to move from one level of education to the next. The financial management of the educational institution is separated from the educational instruction and supervision. The acquisition of secondary education in public educational institutions is free of charge.

The following study forms are used in educational institutions: full-time and distance study, external study and individual study. Other forms are also allowed. The study form is determined by the statutes of the institution. In the management of the education system, decentralisation is accepted as the point of departure. In the management of educational institutions, responsibility, collegial decision-making and social control are unified.

1.3. Adult education

1.3.1. Historical Overview

The societies established in the period of national awakening in the 19th century could be considered to be the beginning of adult education in Estonia. The societies offered non-formal education, generally in the form of lectures; the main topics were connected with agriculture and the history of Estonia. In 1896, the first courses for adults were organised by the Estonian Charitable Society of St Petersburg. The goal of the courses was to prepare people for passing the final examinations in upper-secondary school. The idea of folk universities ("üliskool"), proposed at the beginning of the 20th century, did not eventuate at the time. The first folk universities were opened, however, in the 1920s, and in the 1930s the numbers increased rapidly. An institution of research into methods for hobby school instruction was established in 1973. In Soviet Estonia, hobby schools provided personal development and kept people socially active. After compulsory general education was established (1970s), the importance of evening and distance learning institutions increased. The curricula of these institutions were simplified, but this was not reflected in the graduation certificate.

1.3.2. Specific Legislative Framework

The current legislation (Adult Education Act) provides the conditions for life-long learning and regulates adult training in institutions at various levels. The Hobby School Act regulates the

activities of a hobby school. No definition of adult education is given in current legislation, only adult training is defined.

1.3.3. Decision-Making Bodies, Financing

According to the Adult Education Act, the general co-ordination of adult education is carried out by the Ministry of Education. An adult education institution is independent in the organisation of its study activities, choosing study forms, curricula and study methods, also in the use of resources, within the boundaries established by law.

Adult education is managed by the following institutions:

The Government of the Republic:

- 1) approves national priorities in adult education
- 2) on the basis of the priorities, establishes the resources in the draft of the state budget
- 3) establishes the National Adult Education Council and approves its statutes.

The National Adult Education Council is an advisory body of the Government of the Republic that:

- 1) advises the Government of the Republic in issues concerning adult education
- 2) advises the Government of the Republic in composition of the draft of the State Budget within the scope of resources for adult education
- 3) identifies national priorities in adult education
- 4) evaluates the use of resources for adult education from the state budget.

The chairman of the National Adult Education Council is the Minister of Education who appoints the assistant chairman from amongst the members of the Council. The Ministry of Education provides the technical service for the National Adult Education Council.

Local authorities:

- 1) provide persons who are residents of the territory of the local authority an opportunity for the acquisition of basic and secondary education, and support work-related and non-formal education, if necessary, in co-operation with other local governments
- 2) support the training of the unemployed, job-seekers, other persons in a socially insecure position, and people with special needs.

In 1994, the Adult Training Council was established by the Ministry of Education, and this was reorganised as the National Adult Education Council in autumn 1998.

Local initiatives are also currently quite successful, and these are supported by international co-operation. The projects are mainly related to teacher training and updating curricula and equipment. The Ministry of Education prepares the legislation concerning adult education, and organises project competitions, in co-operation with the National Adult Education Council and NGOs, for the allocation of resources from the state budget.

Part-time (evening or distance learning) courses in upper-secondary schools, vocational education institutions ("kutseõppeasutus") and higher education institutions are free for participants as long as the institution is not privately owned.

The Government of the Republic establishes the conditions and procedures for the application for adult education resources from the national budget.

In addition the activities mentioned above, the following are also financed from the state budget:

- 1) Estonian language teaching for non-Estonians
- 2) professional associations which organise training in law or management (generally 2-3 day seminars)
- 3) long-term (more than 56 hours) courses in the national priority areas or for target groups, approved by the National Adult Education Council.

The following national priority areas have been proposed:

1. small enterprise training (enterprises with 1-3 people) in the counties, aimed at preserving agriculture and the rural population, and in correspondence with the priorities of regional development;
2. training for improving the communication skills of risk groups and increasing coping capacity in the labour market;
3. multi-aspect training for adult education trainers;
4. continuing the 1999 priority programmes, particularly in the area of participation democracy and civics;
5. activities of study circles.

The state hobby schools are financed from the state budget, according to norms established by the Ministry of Education, and from other sources. A municipal hobby school is financed from the local government budget and from other sources.

These other sources include: 1) course fee, set by the founder of the institution and which partially covers study fees; 2) foundations; 3) donations made by enterprises and persons; 4) services offered by the institution which are in accordance with the main activities fixed in the statutes of the institution.

1.3.4. Organisations and Institutions

According to Adult Education act, adult education institutions are state and municipal institutions, private schools that have teaching licences, private or public legal entities if training adults is an activity listed in their statutes, and entrepreneurs.

1.3.4. General Upper Secondary Schools for Adult Students

The acquisition of secondary education in evening or distance form, or the completion of school as an external student, is permitted for persons who have graduated from basic school ("põhikool"). The procedures for studying in evening or distance form in a basic or upper-secondary school have been established by an ordinance issued by the Minister of Education. Adults may acquire general education in evening or distance form at basic or upper-secondary school. The evening and distance forms of studies are determined, through a decision by the local authorities, at an applicable school founded by the local authorities, or in an applicable department of a full-time upper-secondary school.

1.3.5. Vocational Education Institutions for Adult Students (evening and correspondence courses)

Almost all vocational education institutions (["kutseõppeasutus"]) also offer some courses for adults. In general, a vocational education institution organises work-related training of adults in the areas that they teach, according to the curricula, in the form of courses and individual study. In the case of the existence of the applicable equipment and teachers, instruction may also be organised in other areas and curricula.

1.3.6. Open Universities

Most of the public universities (["ülikool"]) and state higher applied education institutions offer adult training. The study is organised in the form of evening and distance studies. In general, open universities have no admission examinations. At state applied higher education institutions (["rakenduskõrgkool"]), higher education institutions, and universities, in-service training may also be organised outside formal education.

1.3.7. Adult education institutions

In-service training may be organised by institutions, which have either been established for that purpose only or for other purposes (e.g. large companies may have their own training centres). In addition to the courses mentioned above, adult training may be organised in the form of various courses of short or long duration. The courses are not oriented to the acquisition of formal education, but some higher education institutions recognise the training completed there as a subject providing credit points. A large proportion of such courses are foreign language study.

In hobby schools, studies are organised as follows. A variety of study forms and methods are in use, including lessons, training courses, presentations, exhibitions, competitions, study tours, camps etc. The basic document for the study is the curriculum that determines: 1) goals of the study and its duration; 2) requirements for admission and completion of studies; 3) list of subjects and study activities together with general characteristics of the content and amount; 4) options for making choices in subjects and activities; 5) requirements for completing parts of the study, and graduating from the school. The study is organised and carried out in accordance with the curriculum and the timetable, which are approved by the director of the school. If an applicable formal framework curriculum exists, the hobby school curriculum corresponds to this. The framework curricula for art and music schools must permit the future acquisition of a professional education in these areas. The Ministry of Education approves the framework curricula. For graduation from a music, sports or art school, a student must fulfil all the requirements set by the curriculum or by a state regulated normative. The graduate student is issued a certificate. A similar certificate may be issued by other hobby schools that work according to curricula approved by the Ministry of Education, or a state-regulated normative.

1.4. National Adult Education Council

The National Adult Education Council has the right to

- 1) make proposals to the Government of the Republic in issues concerning adult education;

- 2) to receive the information required from national and local authorities;
- 3) to form expert commissions and working groups.

The Council has a chairman, with the following tasks:

- 1) managing the work of the Council;
- 2) managing the meetings of the Council. The Council elects a deputy chairman and a secretary. Council meetings take place when necessary but not less frequently than twice annually. The secretary of the Council informs the members and sends out the documents at least 7 days before the meeting takes place. The Council has a quorum if at least half the members attend, including the chairman (deputy chairman). If there is no quorum, the chairman convenes a new meeting in two weeks. The Council approves decisions with an open vote. The secretary minutes the decisions and sends copies to the members within one week. The chairman signs the minutes.

1.4.1. Training

According to the data from the Estonian Labour Market Survey (carried out by the Estonian Statistical Office in 1998, 37 900 persons, or 5.9% of employed persons, or 6.3% of employees, attended work-related training courses. The courses mostly took place at a training enterprise, in a training centre or in another institution (56.9%). Next was training in the workplace (23.4%), followed by: at a general education institution, a vocational training institution or at a higher education institution. Generally, the employer (55.3% of the total and 75% of the work-related courses) paid for the courses, as well as the course-taker (30.7% of the total and 15.8% of the work-related courses). 27.0% of the courses were of a duration of less than one week, 24.1% lasted three months to one year, 20.7% lasted one to three months.

36% of the persons surveyed were interested in in-service training, the number of persons who could be interested was 38%, and 26% were not interested. Direct interest was divided as follows: work-related training 28%, hobby school 14%, languages 13%. Only 9% were interested in computer training.

In the opinion of those surveyed, the following training activities should be particularly developed: work-related training (54%), training for the unemployed (44%) and training for coping in everyday life (27%). Activities should be extended in the following areas: law (41%), computer studies (47%), study of the national language (45%), study of foreign languages (42%), management of an enterprise (28%), psychological self-advancement and coping with everyday life (both 27%) and business training (26%). Activities such as farming, bookkeeping, health studies, domestic studies and handicraft were seen as being of lesser importance.

Training was more accessible to people who were better off; but at the same time, it is the people less well off financially who pay for the courses themselves. Persons who have previously attended a course are more likely to attend another course. 46% of the persons surveyed were not aware of the opportunity to reduce their income tax by claiming for their training costs, and only 21% of those surveyed have used the opportunity.

Concerning the necessity of training, it should be noted that, in the opinion of employers, it is those personality characteristics that are related to independent decision-making and understanding the goals of the action that should be developed.

According to employers, employees need training on legislation in order to understand their elementary rights, the tax system, etc. Interviews with the employees themselves show that they have not recognised the need for such training and were more interested in advancing purely practical skills, hoping for a future salary rise, or in studying for a new (economically more attractive) profession in order to find a new, more profitable job.

Concerning attitudes to education, they were as follows on the basis of the 1997 adult education survey: people fully agree that work-related in-service training should be free for employees (67%); people believe that education is much more valued in Estonia today, compared to the Soviet period (40%); work-related training is useful for mostly young people (40%), training is primarily needed by the unemployed (33%). 45% agrees that an employee with extensive work experience does not need any in-service training.

The youth of Estonia has recognised the concept of life-long learning and the opportunities to unite work and studies. Whereas 5.8% of students planned to continue studies while working in 1992, 16.6% were planning it in 1997.

1.4.2. Co-Operation in Adult Education

Local initiative is proving currently to be quite successful, frequently supported by international co-operation. The projects are mostly connected to teacher training and modernisation of the curricula, also with modernisation of the support systems (computer hardware and software).

Projects connected to research in adult education: research in adult education has been carried out by the AEAE ANDRAS, mentioned above, the Ministry of Education, the National Adult Education Council, the Estonian Statistical Office, some universities ["*ülikool*"] and counties. In general, the researchers concentrate on researching the relationship between education and the labour market, also on compiling a forecast of the need for labour in the future, with the goal of determining the types and volumes of in-service training and retraining.

1.5. Adult Training Levels

In accordance with the Adult Education Act (RT I 1993, 74, 1054 and amendments), the training is divided as follows, depending on the goal:

- 1) formal level training (*tasemekoolitus*)**
- 2) work-related or non-formal training (*töö-alane koolitus*)**
- 3) in-formal training (*vabahariduslik koolitus*)**

Non-formal and in-formal education form *continuing education*.

Formal level training permits the acquisition of basic or secondary education in evening, distance or external forms, also allows application for an academic degree. A diploma proves the acquisition of formal level training.

Work-related training or non-formal training permits the acquisition of advanced vocational, professional or occupational knowledge, skills and experiences, also retraining either at the workplace or at an educational institution. The acquisition of work-related training is proved by a certificate or a report.

In-formal training permits self-advancement of personality, creativity, initiative and a sense of social responsibility, also to increase the amount of knowledge, skills and abilities which is useful for everyday life. Study is carried out in the form of courses, study circles or any other form suitable for students.

1.5.1. General Adult Education

In the evening form of schooling at a basic or upper secondary school ("gümnaasium"), study takes place mainly in lessons, but the number of study days and lessons per week is fewer, and the amount of independent study is greater than in full-time study. Studying in the distance form of schooling at a basic or upper-secondary school is in general through the independent activity of a student. Study is organised as group with individual consultations and tests.

The curriculum for evening and distance basic schools ("põhikool") and upper-secondary schools does not contain physical education or manual training, and these subjects do not show on the certificate. The study of elective courses takes place in upper-secondary school.

In evening studies, basic or general secondary education may also be acquired subject by subject. After completion of the subject curriculum, the student sits for the subject final examination and on passing is issued a subject report.

The duration of the study period in evening and distance study is 36 study weeks; the holidays are in winter (Christmas holidays), in spring (spring holidays) and after the end of the study period in summer (summer holidays). Study may also take place on one day on the weekend. In the evening form, study takes place 3-4 days a week. The weekly study load is 24 hours which includes the time for passing tests. In distance form, the study takes place on 2-3 days a week. If there is more than 10 students in the group, the number of hours for group consultations may be 14 hours in grades 10-11, and 15 hours in grade 12. In a group with less than 10 students, there is an allocation for consultations of 1 hour a week per student, and for students with hearing or visual disabilities - 3 hours a week. In distance learning, 31 tests have to be passed in grades 10-11 and 33 in grade 12. Passing tests takes place outside consultation time. In prisons, evening and distance study is applied in accordance with the daily schedule of the institution.

In the evening and distance learning forms of schooling at a basic or upper-secondary school, evaluation is carried out through tests or by summarised evaluation. In the evening form, students are evaluated by tests after having covered the subject matter, and these are held in the form chosen by the teacher (written test, oral examination, paper etc). The summary marks for each subject in basic school are in turn summarised for the annual marks. A summarised mark for a semester in a basic school, and for a course in an upper-secondary school, is given if a student has fulfilled all the study tasks that undergo evaluation in that course. The number of tests per subject is determined in the school curriculum, depending on the number of courses in an upper-secondary school. A test is generally a combination of written and oral. A student of the distant study form is allowed to sit for tests if he or she has carried out the required practical and laboratory tests in the subject. The results of these are taken into consideration in the evaluation. One-third of the class hour per student is allocated to tests. The content and number of the tests are determined in the curricula for basic and upper-secondary schools, and the results are written on the individual student card. All students who have passed these tests are permitted to sit for the final examination, and on passing to receive a subject certificate.

1.5.2. Vocational Adult Education and Training

The most common form of study is a course - a study cycle on a certain topic that is determined by the curriculum and has a duration of no less than 3 study days. Depending on their goal, the courses are divided into vocational courses, courses that offer acquisition of a new profession, and retraining courses. A course for the acquisition of a new profession is a long-term course (more than 56 hours) and a certificate is issued after the completion of the corresponding curriculum and passing the examinations, and presenting the final paper. An in-service training course is a course for advancing the knowledge, skills and experiences that have been acquired while working in a profession. The basis of the course is the curriculum. The curriculum and budget for the course is based on an 8-hour study day. A report is issued after the completed studies in in-service training.

The school compiles a curriculum for every study organised for adults. The curriculum takes into consideration the opinions and proposals of the school council, the professional council of the study area (or, if the council has not yet been established, the main employer of the area), as well as the main subscriber for the course.

The school registers the curricula for the courses and individual studies at the Ministry of Education if: 1. a report is to be issued to the student which proves preparation for, or provides access to a certain profession or occupation; 2. The school wishes to introduce a new area of study.

In general, individual training is carried out in a complicated profession, where the required knowledge, skills and experiences are acquired in practical work undertaken together with the vocational trainer. A vocational trainer has 3-4 students to train. The particularity of the curriculum of individual study is the acquisition of knowledge, skills and experiences in practical work. Individual training may be held with the goal of the acquisition of a new profession, or as in-service training.

A certificate proves study according to the curriculum of individual study leading to the acquisition of a new profession, passing the examinations and approval of the final paper. A report testifies to individual training carried out with the goal of in-service training.

Study may be organised as study days, or cycles, in series. If the duration of a real study day is less than the accounted study day, the lessons presented in the curriculum are divided between a larger number of days, but the full duration of studies must not exceed 6 months. If there is a basic subscriber for the study, also if there are subscribers who have not previously paid for study, a contract is signed by the school. The contract includes the conditions of the agreement between the partners, the rights and duties, also the bases for financing. The budget of the study is added to the contract. In the budget, the following must be included: salaries - 1. the salaries of the staff for this study; the amount which is determined in the agreement between the school and the main subscriber; 2. social tax of the salaries; 3. study fees (for study materials, equipment etc, and depreciation); 4. tuition fees (heat, electricity, water, cleaning, rent); 5. the resources for financing development plans of the school and upgrading facilities, in accordance with a decision by the school council. The expenditures for study per student are calculated in each study for adults.

The following documents concerning adult training are held at the school: 1. student register; 2. study diary; 3. a register for certificates and reports. The opening and closure of each study is approved by a decree issued by the director of the school.

1.5.3. Higher education for Adults

In the case of distance study courses, adult students pass the diploma, bachelor, master's or doctoral course and receive the applicable diploma. In Open University, there is the opportunity to participate in a course that is based on a certain curriculum, or to study only one or more subjects of interest to the student. After a certain period (which in general is longer than in full-time studies), the students of the Open University may receive an academic or professional degree, on the condition that they have passed all courses and work set by the curriculum. The Open Universities also offer short-term work-related training.

1.6. Adults in the regular education system

1999-2000	Evening and correspondence	Their share of all students	Evening	Correspondence
Basic education	1238	0,7%	967	271
Upper secondary general	5121	15,8%	3106	2015
Vocational education total	3656	11,8%	1681	1975
Higher education	10347	20,9%	4644	5693
- Vocational higher	884	27,9%	534	340
- Diploma courses	6491	39,4%	3223	3268
- Bachelor courses	2643	10,5%	887	1756
- Master courses	321	9,3%		321
- Doctor courses	8	0,6%		8

There is no data available on the number and share of adults in non-formal education system.

2. Continuing adult education organisations

Three legal acts need to be addressed in this context. The Act on Adult Education (RT I 1993, 74, 1054 and amendments), Act on Foundations (RT I 1995, 92, 1604 and amendments) and Act on Non-profit Associations (RT I 1996, 42, 811 and amendments). Both, the non-profit associations (*mitte-tulundusühing*) and foundations (*sibtasutus*) by their legal status (see Box 1 and Box 2 below) can be regarded as non-profit organisations. But it does not necessarily mean that they are all non-governmental organisations. Also the state and municipalities can found a foundation. It is, however, unlikely that the state or municipality founds a non-profit association, which by law is a membership organisation.

Box 1. Foundations Act (RT* I 1995, 92, 1604)

§ 1. Definition of foundation

- (1) A foundation is a legal person in private law which has no members and which is established to administer and use assets to achieve the objectives specified in its articles of association.
- (2) The passive legal capacity of a foundation commences as of entry in the non-profit associations and foundations register (register) and terminates as of deletion from the register.
- (3) Transformation of a foundation into a legal person of a different class is prohibited.

§ 2. Restrictions on activities

- (1) Restrictions on the economic activities of foundations may be provided by law.
- (2) A foundation shall not grant loans to or secure the loans of founders or members of the management board or supervisory board of the foundation, or of persons with an equivalent economic interest, unless otherwise provided by law.
- (3) A foundation may use its income only to achieve the objectives specified in its articles of association.
- (4) A foundation shall not be a partner of a general partnership or a general partner of a limited partnership or manage a general partnership or limited partnership.

Box 2. Non-profit Associations Act (RT I 1996, 42, 811; consolidated text RT I 1998, 96, 1515)

§ 1. Definition

- (1) A non-profit association is a voluntary association of persons the objective or main activity of which shall not be the earning of income from economic activity.
- (2) The income of a non-profit association may be used only to achieve the objectives specified in its articles of association. A

non-profit association shall not distribute profits among its members.

- (3) Exceptions for foundation, activities and dissolution of particular classes of non-profit associations may be provided by law.
- (4) Transformation of a non-profit association into a legal person of a different class is prohibited.

There are five types of companies (profit organisations) by law (Box 3). All types can also provide adult education, if this is their primary activities, stated in the statute of the organisation, and they are holding a valid training licence.

Box 3. Commercial Code (RT I 1995, 26/28, 355; consolidated text RT I 1998, 91/93, 1500)

§ 2. Classification of companies

- (1) A company is a general partnership, limited partnership, private limited company, public limited company or commercial association. Other companies may also be prescribed by law.
-

It is estimated that there are more than 30,000 non-profit organisations registered in Estonia, but there is no official data publicly available on that. There are various databases which collect and provide data on NGOs, but there none of them is an exhaustive one.

So, in Estonian case, the term “NGO” means rather different organisations by legal and financing status, depending on the founder and share of financial support provided by the state. This is why, in this study a general term “**organisation**” is used, which covers all state, municipal, and private organisations apart from the share of state financing they may receive, unless stated otherwise. The organisations described in this study are those providing adult training, either 1) formal level training (*tasemekoolitus*), 2) work-related or non-formal training (*tööalane koolitus*) or 3) in-formal training (*vababariduslik koolitus*).

Such organisations have an important role in the development of adult education, organising international co-operation and training trainers for adult education, also in methodological counselling.

The major adult educating organisations are:

1. Association of Estonian Adult Educators ANDRAS, established in 1991, is responsible for initial application review in the following fields:

Long-term courses in fields that are considered to be of national importance; in this case, the salaries of teachers are covered by state funding. The national priority areas were the following:

- · participation democracy and civics
- · Estonia's integration with the EU
- · adult education teachers' training
- · preservation of national identity and national culture
- · influence of home on education
- · other topics which have a regional development importance.

2. Estonian Popular Adult Education League (EPEAL) (est. 1994) is responsible for the project applications where the salaries of adult popular education organisations staff are funded from the State Budget.

3. Estonian Society of Study Circles (est. 1994) is responsible for project competitions concerning the activities of study circles (study related to priority areas).

Other NGOs include the Estonian Popular Adult Education League Non-Formal Education Teachers' Association (est. 1992) and the Open Education Association (est. 1991).

Proposals from organisations are submitted to ANDRAS and EPEAL. Both organisations have a contract with Ministry of Education. An expert group is established to review the proposals. The group comprises a representative from MoEdu, vocational school, EPEAL, AEAE and private sector.

Other procedures for financing adult education are as follows:

Retraining the unemployed and job-seekers is commissioned and paid by the Ministry of Social Affairs. This may also be funded by local governments from their own budgets.

Work-related training of adults is generally financed by the employer, but resources can be provided by the local government, or by the employee.

The resources for work-related training of civil servants are allocated in the state budget, at 2-4% of the annual salary fund. For teachers whose salaries are covered from the state budget, the resources for work-related training are allocated in the state budget, at a minimum 3% of the annual salary fund.

For the work-related training of the officials in local government, resources are allocated in their own local budget.

Non-formal education is paid for by the person or entity participating in it. In order to support non-formal education, resources may be allocated from the state or local government budget. Only the salaries of staff and management of those adult education institutions with a teaching permit are funded by the state via the Ministry of Education.

For long-term perspective, the National Adult Education Council has recommended the consideration of the following factors in deciding on the financing of proposals:

- socio-economical development for the country (on a national and regional level)
- requirements for attitudes and readiness of the people
- preconditions for ensuring the competitiveness of Estonia on the world market, for co-operation between education and the labour market, for joining the EU, for training quality workers
- preconditions for forming a democratic society
- preconditions for integration of non-Estonians
- *preconditions for guaranteeing sustainable development*
- preconditions for increasing the educational influence of the family; for people with special needs and the elderly to be able to cope.

So, sustainable development is identified as one of the priority issues in adult education.

In addition to the specialised organisations on adult training, there are a number of organisations which along with other activities (training for other age groups, or project-driven organisations etc.) also provide training for adults.

In the following chapter the survey conducted among the organisations which also provide adult training and specifically on environmental and sustainable development issues is described.

3. The Questionnaire

3.1. Identification of respondents

Three sources for identification of potential addresses were used. The register of organisations having training licences kept at the Ministry of Education, contains 154 organisations having a valid training licence due April 2001. The database of environmental organisations kept at the REC-Estonia, comprising contact information on 352 organisations, and the database of Estonian non-profit associations and foundations <http://www.ngonet.ee>, which contains

references to 786 non-profit organisations, 15 foundations and 6 local representatives of international organisations.

A selection was made on the basis of subjective judgement, which organisations to address. The criteria for selection were: organisations which were likely to provide training and organisations which are likely to provide training either on environment or sustainable development. 375 organisations were first identified, but later in the screening process the number of addressees was decreased to 274. The list of addressees and respondents is given in Annex 1.

3.2. Methodology

Two questionnaires (C and D parts) were compiled separately. The questionnaire was first translated from English to Estonian and adapted. The questionnaire was transformed into an Excel file with two spread sheets, one for organisations operating all over the country or regionally (Part C) and the other for individual organisations (Part D) (see Annex 2). The typology of organisations described in the English version of the questionnaire was amended since the legal status of Estonian NGOs differs from the typology provided. The following typology was used:

1. state and public organisations: primarily or partly financed by the state
2. municipal organisations: primarily or partly financed by the municipality
3. private organisation: non-profit or profit organisation
 - 3.1. non-profit organisation: membership organisation or foundation
 - 3.2. profit organisations: limited liability company or limited company

Thereafter the identification of addressees was started. Three sources were used: 1) register of organisations having training licences (154 organisations due April 2001), 2) database of environmental organisations at REC-Estonia (352 organisations), and 3) database of Estonian non-profit organisations and foundations <http://www.ngonet.ee>, (786 non-profit organisations, 15 foundations and 6 local representatives of international organisations). Finally, 274 organisations were identified and the questionnaire was disseminated to them via e-mail or ordinary mail services.

The questionnaire was accompanied by a introductory letter, explaining the background and objectives of the survey. Both documents were sent out in two subsequent days 27-28 March 2001. The response was expected by 9 April.

The first responses were received on 2 April, the last ones arrived only on 20 April. A few clarifications for the filling in the questionnaire was asked via e-mail and phone. Extra efforts were made to pursue the addressees to respond to the questionnaire, sending a reminder to all addressees on 10 April.

Whereas no additional information had come in after 20 April, the analysis was started thereafter. Some of the respondents had regarded the questionnaire difficult to understand and fill in. They would have liked to be explained in detail, what was meant by terms “training and projects on environment and sustainable development” etc.

Below, the results of the analysis are described.

3.3. Results and discussion

3.3.1. Received responses

Means of delivery of the questionnaire/ No of addressees-respondents	Questionnaires sent out	Questionnaires received
1. Via e-mail	195	25
2. Via ordinary mail	79	6
Total no of actual addressees:	274	31
%	100	11.3

The return rate of responses was 11.3%, which has to be regarded as a very low rate. While contacting some of the addressees, their response was that “we do not deal with environmental/SD issues”, “ we do not provide environment/SD-related training” etc. The low rate of returns reflects the actual situation , where the number of organisations which organise adult trainings on environmental /SD issues is small.

3.3.2. Legal status and types of respondents

See also the list of respondents (Annex 1).

a. Scope of activities of respondents

24 respondents had indicated their scope of work. Most of them (16) were classified as local organisations, whereas 8 organisations could be regarded as country-wide organisations.

Type of Organisation	All-country umbrella organisation, with regional /local offices	All-country organisation without regional/local offices	Local organisation
No of organisations responded	0	8	16

B. LEGAL STATUS AND ADMINISTRATION OF RESPONDENTS

25 respondents out of 31 had indicated their legal status.

Legal status	State and public organisation	Municipal organisation	Private organisations			Total
			Membership organisation	Foundation	Profit organisation	
No of organisations responded	5	2	8	7	3	25

3.3.3. Availability of the training licence

10 out of 20 respondents informed to have a valid training licence, 9 respondents did not have a licence and 1 organisation claimed to be in a process of application for the licence.

According to the law, any organisation being a private organisation and providing training more than 120 hours a year needs to have a training licence. The training licence is issued by the Ministry of Education, and corresponding register is kept at the ministry as well.

3.3.4. Type of adult training provided

Type of training	No of respondents		
Formal Level Training	1		2
In-formal Training	7		
Work-related Training	5	4	

As depicted in the table, there are 4 organisations which provide both non-formal and work-related trainings, and 2 organisations which provide all three types of trainings. The rest of the respondents provide either of the three types. In addition, there was one respondent claiming to provide formal level education and work-related training.

3.3.5. Availability of goals and activity plans on SD and environment

Majority of respondents claimed to have plans on environmental and sustainable development and related issues:

Issue	Yes / No of respondents	No/ No of respondents
Sustainable development (SD)	10	2
Environmental issues	12	1
Other issues supporting SD	6	2

3.3.6. Training courses and projects on SD and environmental issues

Only a few organisations had specified what kind of courses they provide. According to those who had specified, the majority of respondents provide courses and projects both on environmental and SD issues:

Courses/projects on:	No of respondents	
SD	1	9
Environmental issues	3	
<i>No courses on SD or environmental issues conducted</i>	8	

It is somehow remarkable, that 8 respondents did not provide such training yet, but expressed their interest to start.

A variety of activities, both training courses and projects related to the environmental issues and sustainable development was described by the respondents:

The main training topics indicated by the respondents were:

- biodynamic/organic agriculture
- apiculture

- rural tourism
- support to land management
- local food
- waste management
- introduction of EU agri-environmental scheme
- plant protection
- environmental protection
- healthy lifestyles
- forest protection
- a- day-out: walking in the woods
- lectures on natural history
- distant training on modern environment
- green thinking
- day of student scientists of the county
- studio on plant painting
- organising international conference on “Human development and economic growth”
- training of local administrators (leadership training)
- the Baltic Sea
- protected areas
- training on management of NGOs
- info days on environmental policy
- sustainable consumer habits
- School Agenda 21
- studies on environmental problems
- raising environmental awareness
- EU approximation and the environment
- Aarhus convention and access to environmental information
- role of the third sector in the society and decision making
- optimising energy consumption
- raising awareness on energy use
- developing energy saving plan
- management of environmental investment projects
- environmental management , ISO 14000
- cleaner technologies
- environmental policy and law

The main target groups of trainings were identified, such as:

- farmers, agricultural producers
- local people
- local administrators
- members of the organisation
- forest managers
- scouts
- biology teachers of local schools
- pupils and students
- NGOs

- local government officials
- university staff and students
- environmental specialists of local governments

3.3.7. Main limiting factors to providing training on SD and environmental issues

Limiting factor	Very important	Relatively important	Relatively unimportant
Lack of relevant guidebooks and other materials	1	5	7
Lack of money	12	4	0
Lack of experts/lecturers	1	7	5
Lack of request for such trainings	7	4	3
These topics does not correspond to the profile of the organisation	1	0	9
There are no limiting factors	1	0	0

The main limiting factors indicated by the respondents was the lack of money to provide such trainings. The next factors identified were the lack of request or interest for such topics. Somewhat interestingly the respondents regarded the availability of materials on SD and environment sufficient. Also, the availability of experts and lecturers to conduct such trainings was not regarded as a limiting factor.

3.3.8. Share of trainings on SD and the environment

The share of trainings on SD and the environment in relation to the overall trainings, was ranging from 0% up to 100%. Among 9 respondents, who provided their data, the share was 0% (1 respondent), 1-5% (3 respondents), 6-20% (2), 70% (2) and 100% (1).

3.3.9. Share of publications on SD and the environment

Only six responses were received. The share of publications (e.g. working papers, booklets, training materials) on SD and the environment among the general output varied from 1-20% up to 100% depending on the orientation of the training and the organisation. If the main subjects of training was the environment or issues related to sustainable development, the amount of relevant publications was bigger as well.

3.3.10. Share of permanent staff to participate in the trainings on SD and the environment organised by other organisations

Seven responses were given, among which the participation of permanent staff in training courses organised by other organisations was ranging from 0% (1 respondent), up to 10% of people (2), 30-35% (2), 50% (1) and 90% (1).

3.4. Conclusions

1. The term “NGO” in legal terms in Estonia is not an unified group of organisations, but may comprise a variety of organisations founded in the frame of the Act on Foundations and Act on Non-profit Associations, as well by the Commercial Code, which regulates the profit organisations. NGO may mean an organisation, which is not exclusively founded by the state and which is financed by the state less than 50% of total annual turnover.
2. There are no NGOs whose income largely relies on the state financing. Private NGOs are mainly project-based organisations, which makes them vulnerable to long-term sustainability and whose activities are thus largely market-driven.
3. The NGOs community in Estonia is only about to develop and expand, the niche, functions and management will be refined in the coming years.
4. Further to the somewhat amorphous situation, where the NGOs are searching for the niche for their organisations, competing for the finances etc., adult training on sustainable development and the environment is still carried out by some of the NGOs and is expected to be expanded in the coming years.
5. However, trainings on sustainable development and the environment are not systematic. Such trainings for adults take place occasionally and are mainly project-driven. There are only some organisations, whose main activity is to carry out training on the environment and sustainable development.
6. According to the respondents to the questionnaire the main limiting factor was the lack of money to provide such trainings. The next limiting factors identified were the lack of request for such trainings or interest for such topics. Somewhat interestingly the respondents regarded the availability of materials on SD and environment sufficient. Also, the availability of experts and lecturers to conduct such trainings was not regarded as a limiting factor.

The role and activities of organisations providing adult training on environmental and SD issues need to be further analysed. This report touched only very limited part of it.

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List of Abbreviations

SD	- sustainable development
NGO	- non-governmental organisation
MoEdu	- Ministry of Education
MoE	- Ministry of Environment
EPAEL	- Estonian Popular Adult Education League
AEAE	- Association of Estonian Adult Educators

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Annex 1. List of addressees and respondents

Annex 2. Example of the Questionnaire