

**THE ORGANIZATION
OF
PUBLIC INSTRUCTION
IN
ESTONIA**

TALLINN, 1932

**PUBLISHED BY THE MINISTRY OF PUBLIC INSTRUCTION
AND SOCIAL WELFARE**

Spetsiaalne fond

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Contents.

Chapter	Page
1. Preliminary Historical Sketch	5
2. The Estonian Educational System	7
3. The Elementary Schools of Estonia	8
4. The Secondary Schools of Estonia	19
5. Vocational Education in Estonia	24
6. New Educational Methods in Estonia	28
7. Supervision of Teaching	33
8. The Preparation and Qualification of Teachers	34
9. The Teaching Personnel	36
10. The Economic and Legal Position of Teachers	37
11. Higher Education in Estonia	41
12. Total Expenditure on Schools in Estonia	42
13. Adult Education in Estonia	43
14. Administration of Education in Estonia	43

1. Preliminary Historical Sketch.

Owing to the fact that the Russian régime under the last Czars aimed at Russianizing the national minorities of the Empire, the Estonian schools (i.e., the schools using Estonian as the language of instruction) appeared to be doomed at the beginning of the present century. One of the most promising means of Russianization was a radical reorganization of the educational life of the State. This is why in 1887 the use of the Estonian language was prohibited in all schools, including the primary stages of elementary education. Only for purposes of religious instruction and (exclusively in elementary schools) in lessons specially assigned for the teaching of the mother tongue, Estonian was permitted. All vernacular readers and text-books were replaced by Russian books unintelligible to the pupils, and the curricula were remodelled so as to exclude all instruction relating to the home country, the Russian language, Russian history and geography being introduced instead. What is more, in many schools the pupils were required to avoid using their own language on the school premises even in their private talk. The local Inspectors of Schools — all of them Russians — were authorized to dismiss teachers of Estonian nationality, replacing them by Russians ignorant of the language of their pupils.

There were still a few private schools whose language of instruction was German or Estonian, yet even those had to adopt Russian. It is by no means surprising that this unreasonable educational policy should have led to an almost immediate increase of illiteracy. The proportion of Estonian recruits able to read and write, which in 1886, the beginning of the period of Russianization, had been 98 per cent., declined by 1901 to 80 per cent. During the same period, the number of pupils, teachers and schools likewise diminished in consequence of the slovenly supervision of school attendance.

The Russian revolution of 1905 brought some improvement, though not much. The mother tongue was raised to the status of

a legitimate medium of instruction only in so far as the first two years of the elementary school course were concerned. A decree issued in 1906 permitted the opening of private schools giving instruction in Estonian, but these were to be granted neither rights nor State or communal subsidies.

Despite these drawbacks, the chance thus offered was not thrown away. In the course of a few years about ten such private schools were opened, some of them, it is true, teaching in Estonian but all of them paying due attention to the native language and literature and employing Estonians as teachers. The importance of these educational establishments was very considerable, for they helped to counteract the influence the Russianizing movement had on the growing generation. Moreover, these schools saved many teachers from being forced to seek employment in Russia. The mere existence of these institutions encouraged the writers of Estonian text-books and stimulated the interest of the public in the cause of a national education, thus paving the way towards the creation of a complete system of Estonian schools, which long-expected event took place immediately after the great revolution of March 1917.

The Russian Provisional Government having acknowledged the autonomy of the Border Provinces, the local Government of Estonia, loyally supported by the Estonian teachers, set about the task of developing a national school system. Although the Provisional Government did not at first view these plans with great favour, restricting the use of the native language to elementary schools, steps were taken to introduce Estonian into the secondary schools as well. The short-lived Communist government (Nov. 1917 — 24th Feb., 1918) put no obstacles in the way of these preparatory arrangements.

The difficulties created by the German military occupation (24th Feb. — 11th Nov., 1918) were much more serious. The German authorities, who intended to Germanize the Estonian population in 25 years, immediately enforced new curricula modelled on those used in Prussian schools. The elementary schools were still allowed to use Estonian as the principal language, but the study of German was made obligatory from the very first day at school. Many of the more independent and national-minded teachers were dismissed and persons less obnoxious from the German point of view were appointed as their successors.

The collapse of the German Empire put an end to this policy (Nov. 1918). The German troops had to withdraw from the country. Since that time the organization of the Estonian school has been carried out systematically. During the whole Estonian period, the State has been working indefatigably at this task. The present

pamphlet is intended to give a brief outline of the developments observable in the external structure as well as in the internal activities of the school system in the independent Republic of Estonia.

2. The Estonian Educational System.

When the moment arrived to build up a school system suited to the needs of the nation, it was obvious at once that everything had to be done afresh. The Russian educational system with its numerous unco-ordinated types of schools offered no acceptable models. All the more liberal-minded workers in the educational field, including the teachers, were agreed upon the need for a system of free non-sectarian public schools, bound together by one common purpose and working for the same national ends, as well as upon the principle that all citizens should receive an identical primary education. They desired a straight-line system of schools from the kindergarten through the university. These ideas formed the basis of the two most important laws relating to education — the Public Elementary Schools Law and the Secondary Schools Law.

The Estonian unified school system is based on the elementary school, the course of which lasts six years, and is calculated to enable all pupils to continue their education until they get to the top of the educational ladder, provided their intelligence, energy and interests are adequate. Even poverty can hardly be regarded as a very serious handicap to education in Estonia. The unified system smoothes the way from each educational stage to the next one. At the same time sufficient attention is paid to the need of specialization in accordance with individual abilities and inclinations. Young persons who have completed a six years' course in an elementary school may pass on to a secondary or a vocational school, or continue their education in a supplementary school. Entrance tests have to be passed only where the number of free places is inadequate.

On their completing the first two classes of a secondary school which is the second step of the unified system, pupils are offered a chance of further specialization, the higher classes of secondary schools being divided into parallel sections (humanistic, commercial, home-economics, technical, horticultural and agricultural ones, and sections laying special stress on social work). In the smaller towns, however, as well as in the country, the number of such sections is necessarily rather limited, being often confined to one or two. Those who complete any section are admitted to the University.

The vocational schools — nearly all of them accessible to persons coming from elementary schools — fall into a number of types, the most important of which are: schools of agriculture, of trades, of domestic economy, technical and nautical schools. A secondary school certificate is required for certain establishments of vocational instruction, such as the higher professional institutes, the Teachers' Institute at Tallinn, etc.

The schools for defective children, the reformatory schools, the schools for the deaf and dumb and for the blind stand apart from the unified system.

3. The Elementary Schools of Estonia.

ENFORCEMENT OF SCHOOL ATTENDANCE.

In accordance with the Public Elementary Schools Law passed by the Constituent Assembly on 7th May, 1920, six years' attendance at school is obligatory to all children since 1st January, 1930. At present a new Elementary Schools Law (passed by the Diet on 2d June, 1931), differing only in minor details from the previous one, regulates the organization of elementary education. School attendance is obligatory from the autumn term by the beginning of which the child concerned has completed its eighth year, until the end of the public elementary school course. Pupils who fail to progress through the school at the expected rate have to continue school attendance until they are sixteen years old. Children may be permitted to do their studies at home or in private schools under the supervision of the local educational authorities. For defective children and juvenile delinquents, who are not admitted to public elementary schools, special schools are available.

It is the duty of the local communities to make sure that every child having attained the necessary age receives an elementary education. The regularity of school attendance is supervised by the principals and teachers as well as by the Care Committees of schools, who are to take every possible step to prevent children from staying away from school. The Care Committees are entitled to impose fines on those parents whose children do not comply with the law. If fines prove ineffectual, the parents may be legally prosecuted by the local School Board controlling the school in question. In extreme cases the justice may commit a child to the care of some other family or send it to a truant school at the expense of the parents or guardians. Formerly the fining of parents had to be resorted to very frequently, particularly in spring and autumn when many of the rural children were needed as shepherds, but lately conditions have much improved.

In 1928/29 about three per cent. of the rural children falling under the provisions of the compulsory school law failed to attend school; in the towns, the corresponding figure was less than one per cent. The reasons for irregular attendance were prolonged illness, physical defects, feeble-mindedness, etc. In a number of instances, however, non-attendance was due to opposition on the part of the parents or to employment of the children, which cases were definite infringements of the law.

NUMBER OF PUPILS IN ELEMENTARY SCHOOLS.

During the hard war years, the birth-rate in Estonia showed a steady decrease, attaining its minimum in 1919 (18.456 births)¹⁾. The next minimum was reached in 1927 (19.715 births). This caused a corresponding fall in the number of children bound to attend school. Between 1923 and 1927, this was felt especially in the junior classes. In the senior classes, the decline in the enrolment lasted for a few more years. The minimum enrolment was attained in 1928/29. Since then things have been changing for the better.

In 1922/23	the number of pupils in elementary schools was	121.888
„ 1928/29	„ „ „ „ „ „ „ „	92.839
„ 1930/31	„ „ „ „ „ „ „ „	105.414

It should be mentioned that most of the Estonian elementary schools are co-educational. Only in some larger town schools there are parallel classes for boys and for girls, and to some private elementary schools pupils of one sex only are admitted.

THE SYSTEM OF SCHOOLS.

The system of public elementary schools, which is indispensable for the enforcement of general school attendance, is regulated by raising or diminishing the number of schools and classes as well as the number of pupils in each class.

According to the present Public Elementary Schools Law, 40 is the normal number of pupils allowed to work simultaneously in one room (the maximum being fifty). This applies to cases in which the number of standards working together is one or two. If three or four standards work together, the maximum number of children in one room is forty. The number of standards accommodated in one room may not exceed four.

The official statistics show that in 1930/1 there were 1221 cases in which only pupils belonging to the same standard worked together. In 1345 cases, two standards worked in the same room.

¹⁾ The population of Estonia is 1.120.000.

625 classes accommodated pupils of three, 136 classes pupils of four standards. In 18 exceptional cases five and in 6 cases six different standards had to work together. The regrettable need of accommodating more than one standard in one room is felt quite especially in the rural schools. The total number of pupils and the average number of pupils per room in 1929/30 and 1930/1 were as follows:

	Total number	Average number per room
1929/30	97.979	26.9 (32 in the towns; 26 in the country)
1930/31	105.414	31.5 (34 in the towns; 31 in the country).

The minimum is twenty pupils per room, classes of fifteen pupils being permitted only in exceptional cases. In secluded country districts surrounded by woods or marshes and on small islands, classes have to be opened as soon as there are at least fifteen children of the requisite age.

A clearer idea of the network of schools is given by the following figures:

	Number of elementary schools					
	In towns	In the country	Total number	Private schools	School area in sq. km.	Average radius of school area in km.
In 1924/5	148	1242	1390	55	37	3.4
In 1929/30	137	1155	1292	29	41.1	3.6

For those pupils whose homes are at a distance of more than 3 km from the school, the authorities concerned are obliged to provide dormitories and board. At present this, however, is sometimes made difficult by the lack of suitable accommodations.

SCHOOL BUILDINGS.

Ill-fitted and small school houses have so far been the greatest obstacle in the way of a full enforcement of the compulsory school law and have made it difficult to organize school life in a desirable manner. In the report for 1928/29 of the School Department of the Ministry of Public Instruction and Social Welfare, 411 school buildings, i.e. 30 per cent. of the total number, are mentioned as inadequate. To replace these by new houses is the duty of the local communities.

Since most of the poorer houses are situated in the country where the districts representing a taxing area are too small and the funds available for the maintenance of a good school too slight, a special fund for the erection of school buildings was created in 1922 and is added to every year by grants from the State Treasury. In the educational year 1929, 30, kr. 300.000¹⁾ was contributed for this purpose. The local communities are also granted long term

¹⁾ 1 \$ = 3.80 kroons.

credits for the erection or rebuilding of school houses. Owing to such support, 137 schools have been built or repaired during the period of Independence, but much yet remains to be done.

In the towns, the elementary school buildings may, on the whole, be described as satisfactory. Positively modern, large and well-designed houses are found in the larger towns, Tallinn and Tartu, e.g. those of the 21st and 17th elementary schools in Tallinn, of the 5th elementary school in Tartu, etc. The first of these schools was built in 1923, the expenses (including school equipment, furniture, etc.) amounting to kr. 500,000. This school contains eighteen ordinary classrooms as well as a number of special classes for singing, drawing, natural history, and manual trades.

A special regulation issued by the Ministry of Public Instruction regarding the requirements for new elementary school buildings enacts that the site of the latter shall be sanitary and sufficiently remote from places and establishments liable to hinder the school work or to bring the children in touch with undesirable aspects of life (e.g. noisy streets, market places, gaols, barracks). The windows of the classrooms are not allowed to face northwards. In a school with five or six classes there should be:

- 1) an adequate number of classrooms;
- 2) a room for instruction in manual training;
- 3) a gymnasium; in the country it need not be provided with heating apparatus;
- 4) a teachers' room containing the teaching supplies and the library;
- 5) the principal's office, to be used also by the school physician;
- 6) rooms for the school-servant, whose kitchen may be used by the pupils for cooking and, if possible, also for taking their meals;
- 7) lavatories;
- 8) a cloak-room;
- 9) if necessary, lodgings for the teaching staff.

Dormitories for pupils are provided only where this is absolutely indispensable, e. g. in rural districts where the remoteness of the childrens' homes forces them to stay at school the whole week.

The classrooms are to satisfy the following requirements: the square dimensions of a room should be at least $1-1\frac{1}{2}$ sq. m. per pupil, the air space 3—4 cb. m. per pupil, the height at least 3 m., the light coefficient at least .14. The minimum dimensions of the recreation rooms are fixed at .4 sq. m. per pupil, the air space of the dormitories at 7 cb. m. per pupil. The gymnasiums of rural school buildings should preferably be designed in such a way as to be fit to be used as real community centres for different rural civic organizations. In many cases former manor houses

abandoned after the agrarian reform in 1919 have been partly rebuilt for school purposes and are used by rural schools.

The area to be reserved for playgrounds and gardens is at least one hectare per school, the minimum area to be used for playgrounds being 1200 sq. m. Hitherto very little interest was taken in school gardens, but lately their importance both from an aesthetic and from a practical point of view has come to be fully appreciated. People are realizing that gardens not only adorn the immediate neighbourhood of a school but also offer excellent opportunities for practical instruction, e. g. in natural history, and that lessons on gardening are a highly desirable occupation for rural children.

TEACHING SUPPLIES, LIBRARIES.

The Ministry of Public Instruction, recognizing the importance of teaching supplies, issued in 1921 a list of means of instruction to be procured by all authorities maintaining schools. This list has been revised and supplemented several times.

In 1929, 215 schools (16 per cent.) were adequately provided with teaching supplies, 724 schools (54 per cent.) only just satisfactorily, and 411 schools (30 per cent.) unsatisfactorily. The last figure is identical with the number of unsatisfactory school buildings. About 2 per cent. of the total expenditure of elementary schools was spent on teaching supplies and books. Those schools where the principals, the teachers and maintaining authorities have consistently paid sufficient heed to the acquisition of teaching supplies, are well provided with means of instruction.

Enterprising teachers often try to cope with the lack of the necessary instruments and collections by making or collecting themselves what they need, and frequently their home-made apparatus proves very practical and helpful. At summer courses and in teachers' seminaries, much importance is attributed to the fostering of self-help in these matters, since practice has shown such instruction to be eminently useful.

Both the local School Boards and the Ministry of Public Instruction have made it a regular practice to supply school libraries with important educational works which otherwise might escape the attention of the managing authorities.

The expenses on school apparatus and books in elementary schools in 1929/30 were as follows:

	Kroons	Per cent. of school budget.
In towns	43.490	2.1
In the country	114.288	2.0

Out of this amount, 25—30 per cent. was spent on books.

COST OF MAINTAINING ELEMENTARY SCHOOLS.

The elementary schools are maintained by the State and the local communities. Up to 1928/29, the State paid 50 per cent. of the teachers' salaries; since 1928/29, between 80 and 90 per cent. is paid by the State. The rest is defrayed by the municipal and communal authorities, the former paying 20 per cent. and the latter 10 per cent. of the total cost. All remaining expenses fall to the local communities. Furthermore, the State budget provides for special grants in order to supply the poorer children with books, clothing, shoes, etc. (in 1929/30, kr. 250.000). In 1929/30, the total amount expended on the support of needy children was kr. 315.434.

The total expenses on elementary schools were: in 1928/29, kr. 7.373.517; in 1929/30, kr. 7.921.713, out of which amount about 70 per cent. was paid as salaries for the teaching staff. The average amount spent on each pupil was kr. 79,43 in 1928/29, and kr. 80,85 in 1929/30.

MANAGEMENT OF PUBLIC ELEMENTARY SCHOOLS.

The managing authorities of a public elementary school are: (1) the Principal, (2) the Teachers' Council, and (3) the Care Committee.

(1). The Principal manages the educational and economical affairs of his school, is responsible for the regularity of the school work and for the upkeep of the school property. He presents all questions relating to the school for discussion to the Teachers' Council and to the Care Committee; he has to keep a list of absent pupils and to go into the causes of their absence, in which matter he has to be assisted in every possible way by the teachers; he also has to supervise the school boarding house (if any) as well as to keep a school chronicle. He is entitled to call teachers to order; to relieve them, if necessary, of their duties for a period not exceeding three days; to engage and dismiss school servants.

The Principal must be fully qualified as an elementary school teacher and have had at least three years' teaching experience. If the school has more than ten classes, an Assistant Principal is appointed.

(2). The Teachers' Council includes the whole teaching staff, the medical officer, one delegate from the Care Committee, and one representative of the parents.

The Teachers' Council discusses and decides all questions pertaining to education and instruction; decides what educational methods to adopt; lays down the school-regulations; specifies the work of individual teachers; determines the books and other means of instruction to be employed, admits pupils, records the general

progress of the pupils, and considers their promotion. One of the most important tasks of the Teachers' Council is the drawing up of a detailed scheme of work at the beginning of the educational year.

(3). The Care Committee consists of representatives of the local municipalities and of the parents (two to four, according to the size of the school), the Principal, the medical officer, and delegates of persons contributing a subsidy amounting to at least one-fifth of the maintenance expenses (stationery and educational supplies, wages of school servants, fuel, light, and repairs). The teachers may be present at the meetings of the Care Committee, being entitled to speak but not to vote.

The duties of the Care Committee relate in particular to the material welfare of the school. The Committee further sees to it that the pupils attend school regularly and imposes fines for inexcusable absence, notifying the parents. It regulates and improves the food and hygienic conditions of the pupils, provides needy pupils with clothing, shoes, books and everything they need to carry on their studies, using for this purpose grants from the State and the local community, and devises ways of improving the financial situation of the school. It controls the school movables and immovables as well as the school budget, taking care that the provisions of the latter are properly observed.

Delegates of the Care Committee may attend school lessons and offer criticisms at Committee meetings. One representative of the Committee has to be present at the election of the Principal and of the teachers, but without being entitled to vote. The Care Committee may also recommend such steps as the introduction of new subjects of instruction, the opening of new classes, etc.

(4). Meetings of the children's parents are convoked at least twice a year to bring about closer co-operation between the school and the family. At these meetings, delegates to the Care Committee and to the Pedagogical Council are elected, problems of education and instruction discussed and the parents' desires made known to the two last-mentioned bodies. The teachers usually explain at these meetings the problems and policies of the present-day school and try to interest the parents in matters of school reform — an important point, since innovations are too often met with distrust unless their importance is brought home very clearly. Even the introduction of such matters as drawing, home lore¹⁾, school excursions, games, etc., was at first misinterpreted by many parents. At present such misconceptions have been almost entirely obviated, except in a few country schools where the contact between the school and the family is not yet as close as might be desired.

¹⁾ General information regarding home life, occupational life, the home town and its neighbourhood, elementary nature studies, etc.

MORAL AND SOCIAL DEVELOPMENT OF THE CHILDREN.

The central aim of the Estonian elementary school is the development of the character of the children. This is why the activities of the teaching staff are to be directed towards stimulating not merely the intellectual growth of the pupils but also the formation of a clear, wholesome outlook on life, so as to mould the children into efficient citizens. This involves the task of enlightening the children as to their social duties. While aiming at the preservation and fostering of the individualities of the pupils, the teachers are to encourage and strengthen their determination to serve their country and promote the welfare of the community as whose democratic members they are to regard themselves. These ideals have to be inculcated during working and recreation hours, at school as well as out of school. The whole life of the school has to be directed towards the realization of this aim, and all teachers have to regard it as their highest duty to contribute to the attainment of this ultimate object.

These ideas have found definite formulation in the curricula officially prescribed for public elementary schools. The Teachers' Council appoints class teachers — always members of the regular teaching staff — whose duty it is to instruct the children in the principles described as well as in the ways of putting these principles into practice.

STRUGGLE AGAINST INFERIOR LITERATURE AND UNSUITABLE CINEMA PICTURES.

The worst enemies of the school are external influences difficult to neutralize. It is only indirectly that the moral stamina of the children can be developed, by rousing in them the desire for moral cleanliness and gentlemanly conduct, and by providing them with valuable literature and with reasonable methods of recreation satisfying their youthful vitality.

The cinema with its sensational films has done much to undermine the character of the children of to-day, particularly in the towns, whereas the rural pupils have so far remained comparatively unaffected by the contagion. By a special decision of the Ministry of Public Instruction and Social Welfare, children below the age of sixteen are therefore allowed to attend only those moving pictures that are specially licensed for them. The schools are encouraged to show films of an educational and scientific nature as often as possible.

SCHOOL DISCIPLINE.

According to the Public Elementary Schools Law, only those forms of punishment may be used that are compatible with the ideal of democratic education. The infliction of corporal punishment — all forms of it, not merely caning — is regarded as inconsistent

with sound educational principles. A similar attitude prevails with regard to „keeping-in“, to collective punishment if the actual offender cannot be found, to excessive, humiliating censure, etc. The general tendency is to replace punishment by persuasion and moral guidance whenever this proves feasible.

SYLLABUS.

The syllabus has been modified many times and cannot yet be said to have been definitely fixed. The greatest fluctuations occurred in the teaching of foreign languages. To begin with, two foreign languages were taught, one from the third and another one from the fifth class onwards. Practical experience showed, however, that this was too much, so that in 1923 the second foreign language was abandoned, and the teaching of the remaining foreign language was deferred to the fourth class. To-day a foreign language is taught only in the fifth and sixth classes.

The curriculum does not specify what language has to be taught, as even regarding the secondary schools no ultimate decision respecting the choice of foreign languages has been made. It is natural that the elementary schools should take that language which holds the first place in the secondary schools, and at the present time that place is mostly held by German, with English as a good second.

Although it is difficult to find educational justification for the inclusion of a foreign language in the elementary school curriculum, the urgent demands of many parents anxious to send their children to secondary schools have induced the educational authorities to sanction the present state of affairs, which is definitely a compromise.

Time-table of Elementary Schools

(the figures given in parenthesis relate to country schools)

SUBJECTS	C L A S S E S						Total
	I	II	III	IV	V	VI	
1. The mother tongue	8 less.	8 less.	8 less.	7(8) l.	5(6) l.	5(6) l.	41(44) l.
2. Religious and moral instruction	2 „	2 „	2 „	2 „	1 „	1 „	10 „
3. Home lore	3 „	3 „	4 „	—	—	—	10 „
4. Mathematics	5 „	5 „	5 „	6(5) „	4(5) „	4(5) „	29(30) „
5. Natural science and hygiene	—	—	—	3 „	3 „	3 „	9 „
6. Geography	—	—	—	2 „	2 „	2 „	6 „
7. History and civics	—	—	—	2 „	2 „	2 „	6 „
8. Foreign languages	—	—	—	—	5 „	5 „	10 „
9. Drawing	2 „	2 „	2 „	2 „	1 „	1 „	10 „
10. Manual training	2 „	2 „	2 „	2 „	4(2) „	4(2) „	16(12) „
11. Singing	2 „	2 „	2 „	2 „	2 „	2 „	12 „
12. Physical training	2 „	2 „	2 „	2 „	1 „	1 „	10 „
Total	26 less.	26 less.	27 less.	30 less.	30 less.	30 less.	169 lessons

In the schools of the national minorities, this plan is modified owing to the fact that a larger number of lessons is assigned to the teaching of Estonian as the official language of the State. Religious instruction is optional both for teachers and for pupils.

TECHNICAL ORGANIZATION OF THE SCHOOL WORK.

In the town schools a separate room is almost invariably provided for the pupils of each standard. In most of the rural schools, on the contrary, children of two, three, or even four different standards work together in one class which is divided into a corresponding number of sections, so that teachers have mostly to deal with two or three sections simultaneously (cf. p. 9).

In the towns, the morning session starts at 8 a.m. In the country, where the children usually have to walk several kilometres, the session begins at 9 a. m. during the winter months. The duration of the lessons is 45 to 50 minutes. All the work is done before dinner time (i. e. before 2 or 3 p. m.). The recess between lessons is 5—10 minutes. The third lesson is followed by a longer interval of about 20—30 minutes in order to enable the children to take lunch. In the town schools, hot milk and tea are supplied, whereas in the country the children mostly have to bring their meals from home.

Only a few years ago several town schools had to work in two shifts owing to the lack of suitable accommodations, so that the rooms were occupied from early in the morning till late at night. The erection of new school houses has almost done away with this unsatisfactory arrangement, and nowadays only a very few elementary schools lack premises of their own.

In the town schools the educational year lasts from 1st September till 31st May, in the country from the beginning of October till the second half of May, the total number of school days being in the latter case at least 180. Since many town children of the poorer classes find employment as shepherds on farms, there are in the towns a few special schools where the educational year is the same as in the country. The difference between the town and the country educational year is partly made up by the shortening of all vacations except the summer vacation in the country schools. Thus, the latter have no autumn holiday (2—3 days at the end of October), and their Christmas and Easter holidays are 3—6 days shorter than in the towns.

EVALUATION OF EDUCATIONAL ATTAINMENTS.

The attainments and conduct of pupils are reported to the parents at the end of each half-year. There are three marks to show the standing in each subject: h (h ä ä) = „good“, r (r a h u l d a v)

= "satisfactory", and *n* (*n* *ö* *r* *k*) = "inferior". The identical marks are used in evaluating the pupils' conduct and application; all cases of absence are stated in the reports. Recently a few schools have adopted the practice of filling in forms recording the physical development of their pupils as well as their principal mental characteristics (their power of observation, their memory, imagination, intelligence, intellectual perseverance, initiative, emotional character, etc.). As such records have not been standardized, their contents vary very considerably, particularly if they contain psychological data.

At the instance of the Association of District Inspectors of Schools, in recent years a number of scholastic tests in different subjects were administered to elementary school pupils all over the Republic: in 1927, in mathematics, in 1928, in the native language, in 1929, in science, in 1931, in history, and in 1932, in German (as a foreign language). The movement in favour of such school tests has not yet met with universal approval but their importance is gradually being realized by the teachers.

The promotion from lower to higher classes depends on the educational attainments and general development of the children. Examinations and compulsory summer tasks have been abolished. If a pupil's work is unsatisfactory in one or two subjects, he may yet be promoted, provided the Pedagogical Council find that his attainments are likely to improve in the next class — otherwise he is left in the same class for another year. If a pupil of a final class is found to fall below the expected standard in one subject, he may be given a supplementary task to be carried out in twelve months' time, during which period no attendance at school is required. If he is considered at the expiration of this term to satisfy his examiners, a certificate is awarded.

SCHOLASTIC ATTAINMENTS OF PUPILS.

The attainments in elementary schools have been noticeably improving for the last few years both in town and in contry districts. The exact data are as follows:

	Promoted without any further task	Not promoted	Given additional tasks (sixth class)
1922/23	72.5 per cent.	15.6 per cent.	11.9 per cent.
1929/30	83.1 per cent.	14.8 per cent.	2.1 per cent.
1930/31	83.8 per cent.	15.3 per cent.	.9 per cent.

SUPPLEMENTARY SCHOOLS.

Supplementary schools or classes are founded for pupils who have finished the course of a six-year elementary school in order to give them vocational instruction. Such schools or classes some-

times deal with one profession only, but frequently they contain several parallel sections for instruction in agriculture, gardening, bee-keeping, poultry-farming, fishery, as well as in building, electrical engineering, book-keeping, domestic economy, sewing, etc. The non-vocational subjects taught are: the native language, citizenship, education, economical geography, mathematics, hygiene, drawing, singing, and physical training.

Furthermore, supplementary schools with a general curriculum may be opened, corresponding, on the whole, to the lower stage of a secondary school, or else laying particular emphasis on some special subject taught in secondary schools, e. g. on some foreign language.

At present these supplementary schools and classes are optional. They are managed by the local communities, with the sole exception of the supplementary school attached to the Tallinn Teachers' Institute, which is managed by the State. Instruction is, as a rule, gratuitous, but with the consent of the Ministry of Public Instruction and Social Welfare fees may be charged.

The duration of such courses is 1—2 years, some of them working five or six, and some three or four days a week. The members of the staff must have specialized as supplementary school teachers or must possess an elementary, secondary or professional school teacher's certificate, in addition to which they must have passed a special course of instruction in supplementary school teaching.

The number of supplementary schools and classes, which at first grew very rapidly, has been decreasing during the last years.

	Number of schools or classes	Number of pupils
1924/25	14	410
1929/30	82	2154
1930/31	65	1988
1931/32	56	1872

Only a few of these are independent schools, most of them being attached to elementary schools as supplementary classes and being financially merged in them. Hence it is impossible to make an accurate estimate of the expenses connected with these classes. Most of these schools or classes work six days a week (80 per cent. in 1930/31).

4. The Secondary Schools of Estonia.

TYPES AND NUMBER OF SECONDARY SCHOOLS.

The Estonian Secondary School forms the second stage of the unified system. It aims at producing educated citizens and at

preparing pupils for universities and other institutions of higher education.

The Secondary Schools which are officially recognized and maintained by the State or by the local communities are called Public Secondary Schools. In 1931/32 there were in Estonia 36 public secondary schools with 264 classes, enrolling 8266 pupils in all.

Besides the public secondary schools there existed at the same time a good many private secondary schools: (1) 8 schools with the rights of public schools as regards both pupils and teachers (55 classes and 1875 pupils); (2) 6 schools with the same rights as regards their pupils only (44 classes, 995 pupils); (3) 19 schools without such rights (58 classes, 849 pupils).

Private schools which have been given the rights of public schools belong to the official system, the salaries of their teachers being paid by the State according to the same scale as in public schools. Otherwise, private secondary schools fall under a special law.

The following table enumerates the different types of secondary schools (with the exception of private schools with no rights and of professional secondary schools):

	Number of schools	Number of classes
Humanistic secondary schools	17	101
Modern secondary schools	1	3
Secondary schools with humanistic and modern sections	12	96
Secondary schools with humanistic and home-economics sections	8	73
Secondary schools with humanistic and commercial sections	5	43
Secondary schools with humanistic, modern and technical sections	1	15
Commercial secondary schools	3	25
Secondary schools with social work sections	1	5
Secondary schools with agricultural and horticultural sections	2	10
Total	50	373

Despite this considerable variety of types, the creation of new types is contemplated from time to time. The most frequent category is the humanistic gymnasium, either in its pure form or in combination with modern, home-economics and commercial sections.

The course of a gymnasium, which lasts five years, is divided into two stages. During the first two years, the curriculum is the same for all sections, specialization beginning in the third class and continuing for three years.

Of the secondary schools belonging to the official network, 27 are co-educational and 23 admit pupils of one sex only. The latter type is found only in towns.

The Tallinn College, maintained by the Tallinn University Extension Society, deserves separate mention, being a co-educational secondary school with a modern and a humanistic section, whose object is the extension of secondary education to persons prevented either by their age or by their calling from attending ordinary secondary schools. Instruction is therefore given in the evening hours. The programme of a normal secondary school has to be mastered in three years, certificates conferring all the ordinary rights being issued to pupils who pass the requisite examinations at the end of the course. In 1930/31 the Tallinn College enrolled 540 pupils.

ENROLMENT.

In 1930/31 the number of pupils in secondary schools totalled 14.409 (as compared with 14.886 in 1929/30). In 1931, a few secondary schools were abolished, in correspondence with the reduction of the number of elementary schools in 1930. During the first years of the period of Independence the over-generous educational policy of the State had led to the opening of more schools than the Republic could well afford to maintain. Moreover, the proportion of persons with a secondary education was growing abnormally large. The number of pupils in secondary schools culminated in 1924/25, when it reached 17.730, i. e. 1.5 per cent. of the total population (the corresponding percentage for England being .95, that for Switzerland, 1.1). Since that year, the reduction of secondary schools became an urgent problem. It was argued that vocational schools would afford greater social and economical advantages, seeing that the average secondary school prepared for no profession in particular and therefore was bound to produce a dangerous surplus of people with a merely general education. The solution of the difficulty seemed to be in the closing of part of the schools and in the institution of competitive entrance tests.

In 1927, the closing of individual classes and sections, and in certain cases even of whole schools, had already begun. In 1928/29, the number of classes (including private secondary schools) was still 555, and that of pupils above 15.000. Since then, further reductions have been carried out, which policy is to be pursued until the number of pupils decreases to about 10.000.

SCHOOL BUILDINGS AND EQUIPMENT.

The secondary schools are generally better housed and furnished than elementary schools, especially in the towns. Most of

the schools existed already before the Great War and were sufficiently well equipped, so that what most of all needed supplementing was their Estonian libraries. The condition of the new secondary schools in small towns and boroughs is considerably worse. Their buildings and equipment sometimes leave comparatively much to be desired. The expenses on books and teaching supplies make, on an average, 3—4 per cent. of the total expenditure.

COST OF MAINTAINING SECONDARY SCHOOLS.

The State Secondary schools (there are two of them — one at Haapsalu, another one at Petseri) are entirely maintained by the State Treasury Department. In those of the remaining secondary schools that belong to the official system, 80 per cent. of the salaries is defrayed by the State, and the rest by the local governments or by the persons or institutions receiving the school fees. The latter also pay all other expenses.

The fees in public secondary schools amount to kr. 40—70 annually; in private schools they are higher. Part of the needier pupils (20 per cent. of the total number at the outside) are exempted from paying fees, and special grants are provided for them in the State budget.

In 1928/29 the total amount spent on secondary schools was kr. 2.687.626. Out of this sum, kr. 1.302.590, i.e. 48·5 per cent. of the total expenses, was paid by the State for teachers' salaries. On the whole, 65 per cent. of the total amount was spent on salaries for the teaching staff. The returns from school fees in 1928/29 made kr. 827.447, while the subsidies to needy pupils during the same period amounted to kr. 132.728. The average expenses on each pupil made kr. 173, i.e. approximately 2·2 times as much as in the elementary schools.

Since 1931, the authorities maintaining secondary schools pay one-fifth of the salaries, which has naturally led to a corresponding rise of fees.

CURRICULA.

The curricula of the Estonian secondary schools were not fixed officially until 1930. They were revised repeatedly, lastly in 1930, when manual training (in boys' schools) and singing (except choral singing) were omitted. Most of the optional subjects (cf. section on teachers' seminaries) were also cancelled, except religion, of which the number of lessons was increased.

By fixing the curricula, it was hoped to co-ordinate and stabilize the work of the secondary schools. The only essential problem in this connection that is still pending solution is that of the first foreign language. The teachers of Estonia are divided into two

groups, one preferring English, the other German. Practical reasons, especially the scarcity of competent English teachers, have so far led to a considerable predominance of German. It is for the Diet to arrive at a final decision in the matter.

The following table indicates the number of weekly hours allotted to each subject in humanistic and agricultural secondary schools (the differing data for the latter type are given in parenthesis).

	C l a s s e s					Total
	I	II	III	IV	V	
The native language	6	4	3	4(3)	4(3)	21(19)
Mathematics	4	4	3(2)	2	2	15(14)
Natural science and hygiene	3	3(5)	4(5)	4	2	16(19)
Geography and cosmography	2	2	2	—	1	7(7)
History (and civics)	2	2	2	3(2)	3	12(11)
Civics and economics	—	—	—	—	2(0)	2(0)
(Agricultural economics)	—	—	—	0(2)	0(2)	0(4)
Philosophical propaedeutics	—	—	—	2(0)	2	4(2)
First foreign language	6	4	4(3)	4(3)	3	21(19)
Second foreign language	—	4(0)	4(0)	4(0)	4(0)	16(0)
Third foreign language	—	—	4(0)	3(0)	3(0)	10(0)
Drawing and sketching	2	2	—	—	—	4(4)
Physical training	2	2	2	2	2	10(10)
Religion	2	2	2	2	2	10(10)
Military training for boys, manual training for girls	1	1	1	1	1	5(5)
Singing, choral singing	2					2(2)
(Cattle breeding and cultivation of plants)	—	—	0(4)	0(3)	0(4)	0(11)
Mechanics for boys	—	—	0(1)	0(1)	0(2)	0(4)
(Horticulture)	—	—	0(2)	0(2)	—	0(4)
(Geodesy for boys)	—	—	—	0(2)	0(2)	0(4)
(Domestic economy for girls)	—	—	0(2)	0(4)	0(4)	0(10)
(Manual training for boys)	—	0(2)	0(2)	0(2)	—	0(6)
(Manual training for girls)	0(2)	0(1)	0(1)	—	—	0(4)
	30	30	31	31	31	155

ORGANIZATION OF SECONDARY SCHOOLS.

The administration of a secondary school is in the hands of a Principal, who is helped by an Assistant Principal if the school has at least ten independent classes. Part of the duties of administration fall also to the Teachers' Council, the Care Committee, and the Parents' Committee.

The management of each class is entrusted by the Teachers' Council to a class-teacher who is generally responsible for the conduct and work of his pupils, acting as intermediary between the

pupils, the teachers, the Principal and the parents. The pupils make their desires and needs known to him as to their immediate authority, it being his duty to arrive as far as possible at an independent solution of all the difficulties that may arise. He controls the regularity of school attendance in his class, goes into the behaviour and attainments, the characters, intellectual abilities and interests of the pupils in his charge, keeps in touch with their families and observes their life out of school. He is also required to take part in the supervision of the school rooms and, by rotation, to look after the conduct of pupils at theatrical and cinema performances. He sees to it that no pupil is excessively burdened with work and that the apportioning of school tasks is reasonable. All these duties are carried out as part of the teacher's official work, without any special remuneration.

In the matter of school marks and promotion, secondary schools are subject to the same regulations as elementary schools. Autumnal supplementary examinations are not prohibited, but neither are they recommended. No pupil is to be re-examined in more than two subjects. In the top class, written tests prescribed by the Ministry of Public Instruction and Social Welfare are administered nearly every year, but the awarding of certificates need not be made entirely dependent on the results of such tests. A certificate may likewise be issued if a pupil's attainments in one minor subject are unsatisfactory but his general intelligence and standing are good.

EDUCATIONAL ATTAINMENTS.

In this respect, matters are steadily improving. The senior classes work better than the junior ones but this is due to the gradual elimination of the backward pupils. The percentage of pupils promoted regularly from the first class to the last is not very large (30—40 per cent.).

	Promoted without any additional task	Not promoted	Promoted with additional examinations
1922/23	63·5 per cent.	9·2 per cent.	27·3 per cent.
1929/30	69·3 per cent.	11·0 per cent.	19·7 per cent.
1930/31	69·5 per cent.	9·4 per cent.	21·1 per cent.

5. Vocational Education in Estonia.

The following schools and categories of schools fall under this head:

- (1) The State School of Art and Industry in Tallinn;
- (2) The Technical School in Tallinn;
- (3) Industrial schools: vocational schools for women, schools of industry and handicraft, schools for apprentices, preparatory workshops in factories;

- (4) Economic schools, e.g. trade and housekeeping schools;
- (5) Nautical schools;
- (6) The school for Marine Engineers in Tallinn;
- (7) Shorter courses in various industrial and economic branches (duration one to two years);
- (8) Agricultural schools.

AIMS PURSUED BY VOCATIONAL SCHOOLS.

The object of all vocational schools is identical in so far as all aim at supplying their pupils with sufficient theoretical knowledge and practical skill in some vocational branch. Most vocational schools are intended for pupils with an elementary education, but even pupils with secondary school certificates are given suitable practical training in certain schools, especially in vocational schools for women.

One of the benefits derived from these schools is their counteracting the present wide-spread tendency to neglect vocational practice for the sake of general education — a tendency which fills the secondary schools and the University to the point of overflowing and leaves many young people in Estonia stranded with no employment at all.

The organization of vocational schools made great headway in 1924/25 when the danger of an “educated proletariat” made itself acutely felt. At present the point of saturation with establishments of this kind has been nearly reached. It has even proved necessary to close some of them, e.g. a number of nautical schools (in 1931).

The teachers’ salaries in all vocational schools belonging to the official system, no matter whether public or private, are paid by the State.

NUMBER OF VOCATIONAL SCHOOLS AND OF THEIR PUPILS.

	Schools 1930/31	Pupils 1930/31
1. The Tallinn Teachers’ Institute	1	109
2. Teachers’ Seminaries	3	511
3. The Tallinn Technical School	1	217
4. The State School of Art and Industry.	1	271
5. Industrial schools	9	792
6. Professional schools for women	12	865
7. Schools for apprentices	7	1002
8. Nautical schools	3	84
9. Schools for marine engineers	1	125
10. Commercial schools.	5	638

11. Co-operative schools	2	101
12. Courses (commercial, industrial, educational)	6	168
13. Schools of fishery	2	22
14. Preparatory workshops	4	65
		4970
	57	

The total amount spent on the above-mentioned professional schools in 1929/30 was kr. 714.399 (the Technical College in Tallinn is not included, as its expenditure for that year was classed with that of secondary schools).

ORGANIZATION OF VOCATIONAL SCHOOLS.

The Teachers' Institutes in Tallinn and Tartu are State schools, like the former teachers' seminaries. The former prepare teachers for elementary and supplementary schools and teachers for secondary and vocational schools in subjects for which no academical qualification is required. Both men and women are admitted provided they have completed a secondary school. The course of instruction lasts two years, and no fees are charged.

The teachers' seminaries, which prepared elementary school teachers, admitted persons who had completed an elementary school. The course of instruction, which was free of charge, lasted six years. Those who have completed a seminary are admitted as university students.

The Tallinn Technical School, also a State school, prepares assistant engineers, and arranges special courses for the preparation of lower-grade technical assistants. The course lasts five or six years, the first two years dealing with general instruction, and the rest being devoted to special training in one of the following subjects: mechanics, electrotechnics, architecture, geodesy.

The State School of Art and Industry provides general artistic education as well as practical training in various branches of handicraft and industry. It also gives expert advice to persons dealing with applied art. The course of instruction falls into three stages: (1) a general preparatory course (2 years); (2) a practical course in the workshops of the school (3 years), and (3) a supplementary course (1 year) intended for more or less independent practical activity showing the general attainments of the pupils and testing their ability to produce technically and artistically competent work. A master's certificate is awarded after at least two years' practical experience outside the school.

The two higher courses include sections for decorative painting, metal work, sculpture, ceramics, textile industry, graphic arts, typography and leatherwork. New sections are opened as

need may be at the instance of the Ministry of Public Instruction and Social Welfare.

The remaining industrial schools were from the very start in touch with the demands of actual life, being largely dependent on orders from outside. They may even be said to have made too many concessions to the momentary requirements of the market. This, however, is being obviated by the attention paid nowadays to the need of securing a thorough knowledge of basic methods. A further improvement is the fact that the making of many articles hitherto imported from abroad (various kinds of machinery, sporting outfits, children's toys, domestic furniture in a practical, simplified style, etc.) is being taught in our own schools. Some industrial schools produce export articles. The State School of Art and Industry continually adapts its instruction to the needs of our developing industry. A case in point is the recent opening of a section for ceramics, which industrial branch had been neglected for a long time, most of the better pottery used in Estonia until quite recently being foreign import.

The programmes of the Schools for Apprentices are adjusted to the different industrial branches taught by these schools and have been thoroughly remodelled under the supervision of the State authorities concerned.

The industrial schools for women worked at first on less practical lines than those for men, adhering too strictly to theoretical curricula designed without paying sufficient heed to practical life. This has been changed. From the second school year onwards, orders for external customers are carried out, which helps to vitalize the school atmosphere. Certain schools have attained a high standard in the making of underwear and clothes, in domestic economy, manual trades, weaving, and ceramics. Much is being done in the department of gardening — a branch formerly far too much neglected.

The commercial and trade schools are raising the efficiency of their pupils by introducing such new subjects as, e. g., practical office work. The results of their work have, on the whole, proved very satisfactory. One trade school has a special fishery class (at Pärnu).

The duration of the course of nautical schools is one to three years; there are special classes as well as preparatory ones providing general instruction. After completing the first class of a nautical school, pupils may pass examinations to qualify as merchant marine officers in the coasting trade. The second class prepares for qualification as captain of the coasting trade or as officer of distant navigation, the third class for qualification as captain of high seas. The educational year lasts from 15th October to 15th April.

The School of Marine Engineers, which is attached to the Tallinn Nautical School, is divided into a lower and a higher section, the former (duration two years) preparing third, and the latter (one year), second engineers. The educational year lasts 24 weeks.

6. New Educational Methods in Estonia.

The Activity School. Ever since the creation of the Estonian school system, the Activity School has been the principal aim of our educationalists. The child's spontaneous activity is regarded as the centre and starting-point of education, not merely in the sphere of intellectual but also in that of physical, especially manual, work. It is held that by resorting to various forms of manual activity all departments of scholastic work can be vitalized.

Activity Units. Experiments with activity units were first made seven years ago, and are growing in frequency every year. Especially the younger teachers seem to be taking to it, having received special instruction in the handling of this method. The results have been favourable throughout.

Concentration. The subject system has not been found to meet the needs of the elementary school. This is why concentration of subjects is advocated by the official curricula in all those schools where activity units have not yet been introduced. In each class kindred subjects (e.g. the mother tongue, civics and history; mathematics, natural science and geography; drawing, sketching, manual trades) are to be concentrated into connected groups, all subjects belonging to one group being taught by the same master.

In the secondary schools the subject system practically predominates but even there the principle of concentration is gaining ground. The teachers have by the beginning of each educational year to draw up schemes of work indicating in detail the subjects selected for treatment and the amount of time to be assigned for the treatment of these subjects in connection with other matters.

The Pedagogical Council co-ordinates these schemes in such a way as to give organic pattern and design to the work in each class.

Excursions. The Estonian school lays special emphasis on excursions, realizing the important part they play as object-lessons in natural science, geography, physics, etc. Head Masters are authorized to exempt pupils from their ordinary work for one day, if excursions are made, and the Boards of Education have power to prolong this period. The junior classes usually confine themselves to visiting the neighbourhood whereas the senior classes make trips to outlying parts of the State or even to the adjoining countries.

Subject Classes. Subject classes (laboratories) are no longer a novelty in Estonian secondary schools. Each classroom is adapted to the teaching of some one subject, such as the Estonian language, mathematics, history, natural science, drawing, etc. This makes it possible to supply the classrooms with better means of instruction (libraries, pictures, tables, technical apparatus, etc.) and to create the necessary atmosphere.

Individual Work. The last few years have witnessed the increasing popularity of individual work. The aim is approximately the same as that of the Dalton Plan: greater independence and spontaneity on the part of the pupils. Many details recall the Dalton Plan. Thus, assignments and subject classes (the latter are not regarded as indispensable to the junior forms) are outstanding characteristics of the method.

The method of individual work differs from the Dalton Plan in the following particulars: 1) each subject has its fixed place in the time table; 2) pupils belonging to one class work in the same laboratory, but they are allowed much independence and may choose their tasks.

As a step towards the method of individual work, "group work" has come into vogue in certain schools, although officially only the teachers' seminars included it in their curricula. The idea is that pupils should be allowed to concentrate on subjects they are interested in. Thus, special groups may be formed for the study of: 1) literature and history; 2) geography and natural science; 3) German and 4) English; 5) music; 6) sports, etc. The minimum number of members in each group is 15. Every pupil has to work at his own choice in some one group, so that each group consists of pupils belonging to several standards (usually to the three senior ones). All groups are to work simultaneously, so as to keep all pupils occupied.

The composition of such groups alone suffices to show that individual work is incompatible with traditional methods. There is no officially prescribed programme. The pupils choose their own themes. The teacher is to instruct them in the use of books of reference, authorities, apparatus, to show them how to approach a subject, how to map out their work, etc.

In so far as each class is transformed into a working community and as the classrooms are turned into "laboratories", the whole method is closely similar to the Dalton Plan. The principal difference from the latter is that the pupils are to confine themselves to working in one and the same group for several years without sharing at all in the work of other groups.

Speaking Practice. In order to avoid the almost exclusive concentration on written work which is one of the dangers of the

method just described, special speaking lessons are given from the fifth educational year onwards (two or three hours each month).

SOCIAL AND MORAL EDUCATION IN THE REFORMED SCHOOL.

The new school is fully aware of the influence which the school as a miniature society produces on the pupils' characters. This influence is brought to bear on young people when they work in a systematic, organized way at some enterprise common to all of them, or when they meet for the common discussion of some problem, etc.

1. Morning Meetings and Prayers. Morning prayers obligatory to those pupils who learn religion are held in all schools. At another kind of morning meeting the pupils gather in the great hall of the school to sing songs learnt in the singing lessons; in the intervals between the songs the children recite pieces of verse or prose appealing to their ethical sense. Musical solo recitals diversify these meetings where there happen to be musically gifted teachers or pupils. The duration of such meetings may not exceed 15 minutes.

2. Speech-days. Speech-days usually fall on the first school-day in autumn and on the last day before the summer vacation. Similar meetings are held in the course of the educational year to commemorate important cultural and political events in the life of the nation (e.g. on the local day of deliverance from the Communist Rule, on Independence Day, on the birthdays of certain distinguished Estonian authors and artists, etc.). The programmes of such meetings include addresses (usually delivered by members of the teaching staff, but sometimes also by pupils), poetry readings, songs, musical recitals, patriotic choral songs, etc.

3. Morning and Evening Meetings for Recitals, Theatricals, etc., are held in many schools in order to intensify the contact between the school and the family. Such meetings mostly take place towards the end of the ordinary school-hours, or in towns at times also during the evening hours. The programme consists of simple theatricals, readings, songs, games, dances. None of the items are extracurricular. The effect aimed at by these meetings is the feeling of happy intimacy created by the friendly meeting of parents, teachers and children, as well as the stimulus given to the pupils' scholastic efforts. Three or four such meetings every year is an ample average.

4. Singing Lessons common to the whole school produce a similar effect. The best songs learnt in the ordinary lessons are selected for rehearsal. 15—20 minutes a week is enough for this purpose. 10—12 popular songs suitable for singing at gatherings in or out of school is about all that needs thus to be taught. In the

secondary schools, where there are no singing lessons, the only substitute for this kind of lesson is choral singing, even though only part of the pupils are admitted to the school choir.

5. School Parties. Nearly all schools get up Christmas parties with Christmas trees and small presents for the pupils, usually in co-operation with the parents. On such occasions, theatrical performances for children, poetry recitals, choral songs, etc. afford ample opportunity for self-activity to the pupils.

The anniversaries of secondary schools are usually celebrated by school-fêtes.

6. School Exhibitions. As a successful expedient for dispelling the distrust with which some parents still view the present experimenting with new educational methods, school exhibitions are arranged every year, mostly by each school separately, but sometimes also by several combined. The interest which both pupils and teachers take in such exhibitions is considerable, and their frequency is growing. The exhibits represent all departments of school work, not merely drawing, sketching and manual trades.

TEMPERANCE WORK IN THE ELEMENTARY SCHOOL.

The Estonian school attaches much value to bringing home to the children the importance of temperance. The teachers of moral science, of the mother tongue and of natural science give much attention to this topic. One of the best ways of popularizing the temperance movement is the encouragement of the pupils' own temperance societies. Once or twice a week meetings, usually presided over by a teacher, are held in order to discuss the temperance problem from the children's own point of view. In order to intensify and organize the temperance work in school circles, a special Committee for the Propagation of Temperance among Pupils affiliated to the Estonian Teachers' League was founded in 1928. This Committee arranges special Temperance Festivals every year at the beginning of May. Two hours of the regular school-time are reserved for addresses and speeches on temperance, delivered partly by teachers and partly by pupils. In the evening, games, songs and recitals help to create a festal atmosphere. Another feature of the Temperance Societies is the so-called "Mothers' Days", also held in May — festivals in honour of maternal love and devotion.

The Committee awards annual prizes for the best essays dealing with Temperance. The prizes consist of books but each competitor is given a memorial leaflet. The number of competitors is growing every year. In 1930 it was 6320 (covering 223 schools). The Committee has its organ, a periodical providing advice and instruction for teachers interested in temperance work.

The number of pupils' temperance societies is constantly increasing. In 1928/29 there were 358 such societies with a total membership of 14,584. That there is a similar tendency among the teachers is proved by the successful activity of the independent Teachers' Temperance League, a society for the promotion of temperance among young people.

SELF-GOVERNMENT.

Self-government is a comparatively novel feature in Estonian schools, but it has found many advocates, and the following forms of it are especially favoured.

In the simplest cases, meetings of pupils are arranged for the discussion of matters in which their own initiative is quite particularly needed. Bodies of representatives led by a Head Boy or Girl are elected to act for the young people on the lines prescribed by the general meetings.

Often, however, the type of self-government is more elaborate, involving self-management in each class. The representatives of all classes combined constitute the Pupil's Council.

School self-government is always to be based on definite regulations approved by the Teachers' Council. It has to be taken into account that the advice and guidance offered by teachers are, as a rule, welcomed, provided they are given in a friendly, informal spirit. The pupils' representatives are permitted to co-operate in the drawing up of the school regulations (which, however, have always to be submitted to the Teachers' Council for ultimate acceptance or rejection). The representatives are responsible for the proper observance of the regulations; they conduct study circles, arrange discussion meetings, etc.

In the elementary schools there is little opportunity for self-government, and accordingly little has been done in the matter. In the junior classes the children elect a head boy or girl as well as an assistant. The senior classes sometimes have a fuller apparatus of representatives. The head boy's or girl's principal duty is to see to it that order and tidiness are maintained in the class, and to preside over the class meetings (in the senior classes). These meetings discuss all sorts of matters relating to the internal life of the class, such as the foundation of discussion groups, the reading of papers, the arrangement of school journeys, etc. Another function of the head boy or girl or of the body of representatives is the settling of minor conflicts and misunderstandings among the pupils of the class concerned.

It has, however, to be emphasized that, on the whole, self-government in the elementary school is in an initial stage.

CIRCLES, SOCIETIES.

The organization and management of societies and study circles belongs to the duties of the school self-government where such a one exists. All secondary schools have study circles and societies, these being the sole means of self-education in those schools where there is no self-government. The usual pursuits of pupils' circles and societies are literature, science, temperance, chess, music, co-operative work, Red Cross work, etc. The school authorities do their best to stimulate the initiative of the pupils.

7. Supervision of Teaching.

The supervision of teaching is based on a special law of 10th July, 1931. The elementary and supplementary schools are supervised by District Inspectors of Schools and by the Superintendents of the local School Boards.

The duties of the District Inspectors of Schools are as follows: To advise teachers as to ways and methods of instruction and education; to go into educational problems and to propose methods of solving them; to find means of increasing the efficiency of school work; to convoke teachers' meetings for the discussion of educational innovations and improvements.

Principals and teachers are to supply the local District Inspector with the information he may need for his inquiries, and the maintaining authorities to provide him with materials relating to the economical and financial situation of the school in their charge. District Inspectors of Schools are entitled to call the attention of the school staff to defects in their educational activities, suggesting ways of amending such defects; similarly, they are authorized to inform the maintaining authorities of any cases of economical mismanagement they may have noticed.

A District Inspector of Schools must have graduated from a university or from some equivalent institution; he must have qualified as teacher and have had at least five years' educational experience.

The District Inspectors of Schools belong to the staff of the municipalities concerned and are members of the local School Boards. The total number of such officials in Estonia is 23, i.e. approximately one for each 54 schools.

The supervision of secondary and vocational schools is in the hands of three Inspectors of Public Instruction who are members of the School Department of the Ministry of Public Instruction and Social Welfare (cf. p. 33). Their duties are closely analogous to those of District Inspectors of Schools.

8. The Preparation and Qualification of Teachers.

The predominant type of institution for the preparation of elementary school teachers was, until quite recently, the six-year Teachers' Seminary, to enter which one was required to have completed an elementary school. The curriculum included subjects of general educational importance, approximately as taught in secondary schools, as well as a number of special pedagogical subjects: theory of education, general methods of teaching, methods of teaching individual subjects, and teaching practice. Much emphasis was laid on such subjects as singing, music, drawing, and manual training, which are indispensable to teachers in elementary schools. Girls were also instructed in domestic economy and boys in gardening and bee-keeping. No fees were charged. Needy pupils were subsidized by the State, which also defrayed all the maintaining expenses of seminaries (about kr. 70.000 annually per seminary).

A feature peculiar to Estonian seminaries was that their curriculum comprized the whole programme of secondary schools, so that students who had completed a seminary were admitted to the University. At the same time the curriculum included all the professional instruction needed by elementary school teachers.

The requisite teaching experience was gained in the experimental elementary schools attached to the seminaries, where particular stress was laid on up-to-date, adequate educational methods. Pupils of seminaries had, however, also to visit ordinary elementary schools in order to acquaint themselves with the conditions prevailing there.

The organization of the Estonian seminaries showed many local idiosyncrasies, no strict uniformity having been aimed at. The teaching of general subjects was modelled on the practice of secondary schools, whereas the specifically educational part of the programme differed to some extent from seminary to seminary.

The Estonian seminaries did, on the whole, satisfy the demands of the elementary schools. In 1930, it was decided to reduce the number of seminaries, partly owing to the shortage of vacant teachers' posts, and partly owing to the economic advantages of preparing elementary school teachers in Teachers' Institutes resembling the one in Tallinn. It was also taken into consideration that the latter type makes it possible to keep the number of teachers more definitely within desirable limits.

In 1931/32 there still existed three seminaries with 12 classes, enrolling 382 pupils. These have, however, been closed, and the Teachers' Institutes are to carry out their functions in future. Nevertheless, the fact that a large proportion of the present elementary

school teachers of Estonia were educated in seminaries makes it desirable to dwell on the way pupils of seminaries proceeded to qualify after receiving their school certificate. They had to sit for an examination before a Body of Examiners consisting of the Principal of the seminary (as Chairman), the teachers concerned, one representative of the Ministry of Public Instruction and Social Welfare, and at least one District Inspector of Schools appointed by the Ministry. After passing the examination, a candidate for a teacher's post had to acquire two years' teaching experience in some elementary school, during which time he had to give at least 25 per cent. of the normal number of lessons prescribed for a full-time teacher. He usually worked in schools already provided with a full staff, in which case he either received no compensation at all or was paid from funds specially assigned for this purpose in the State budget. He was subject to the supervision and direction of the local District Inspector of Schools, who had to judge the quality of his work and was entitled, if necessary, to appoint the Principal or some other experienced member of the teaching staff as adviser to the candidate.

Towards the end of each educational year, the seminary arranged courses for those candidates whose time of probation was nearing its end, to discuss problems that might have arisen in the course of the probationary period. Each candidate was expected to submit a written report on his work. After the completion of the courses, the Body of Examiners decided whether the candidates' qualification was satisfactory.

An educational establishment of a kindred nature is the Tallinn Teachers' Institute. Its aim is to prepare teachers for elementary and supplementary schools, as well as for secondary and vocational schools in subjects for which no academical education is required (e.g. teachers of manual training). The Teachers' Institute is, like the seminaries, maintained by the State, charges no fees, and offers state subsidies to efficient needy pupils.

The course of instruction, which lasts two years, includes general subjects, educational methods, practical training, etc. There are special sections (an elementary school teachers' section, sections for gardening, handicraft, etc.).

Persons who have completed an ordinary secondary school are admitted without any entrance examination, whereas those who have completed the course of an agricultural secondary school or a three years' course at an industrial or economic school, having had at least one year's practical experience in their special subject, may be admitted after passing certain supplementary examinations.

The number of students in the Tallinn Teachers' Institute varies according to the number of teachers needed by the State. The maximum number allowed to attend lectures at one time is

fifty, whereas the number of students in a practical class may not exceed twenty-five.

The requirements after the completion of the course of the Institute are the same as those applying to pupils of the former seminaries.

A similar Teachers' Institute has just been founded in Tartu to replace the Teachers' Seminary in that town.

Candidates for posts as teachers in secondary schools qualify in a manner analogous to that applying to elementary school teachers, except that: (1) the Body of Examiners is attached to the University of Tartu or to some other higher educational institution; (2) all members of the Body of Examiners are appointed by the Ministry of Public Instruction and Social Welfare; (3) teachers of scientific (as distinguished from technical) subjects must have graduated from the University of Tartu or from some equivalent educational establishment, in addition to which they must also have worked creditably in the Teachers' Training Class of the University, or have obtained sufficient pedagogical training in some other manner approved by the Ministry of Public Instruction and Social Welfare; (4) the Body of Examiners charges each candidate with a special educational trial task; (5) each candidate's teaching activities are supervised by a District Inspector of Schools; (6) the courses for candidates approaching the end of their term of probation are arranged at the University of Tartu or at some other institution for higher education.

9. The Teaching Personnel.

ELEMENTARY SCHOOLS.

The teaching personnel in the elementary schools of Estonia is rather heterogeneous. Most of the teachers were educated in Russian schools. During the first years of the Republic of Estonia there was a rapid increase in the number of uncertificated teachers. For the benefit of these, summer courses with examinations conferring the official qualification as elementary school teacher were arranged in 1919/21. The last courses for teachers who had qualified according to the Russian School Law were instituted in 1929/30. Those teachers who completed these courses were granted rights equivalent to those of teachers educated in teachers' seminaries.

As the seminaries did not at first produce a sufficient supply of teachers, such short qualifying courses were an indispensable makeshift, but at present they have been abolished, along with the educational sections of the gymnasiums in Kuresaare, Pärnu, Viljandi, etc., which had similar functions to perform. All these institutions and courses have now been replaced by Teachers' Institutes.

For the further education of teachers already qualified as well as in particular for the propagation of new educational methods, summer courses are instituted every year by the Ministry of Public Instruction and Social Welfare in collaboration with the Estonian Teachers' Association, the expenses being defrayed by the Ministry.

The following statistical data respecting Estonian elementary school teachers are worth consideration:

	Men	Women	Total	Unqualified
1923/24	2203	2307	4510	1049
1929/30	1950	2206	4156	386
1930/31	1857	2089	3946	349

This shows that the percentage of unqualified teachers in 1930/31 had decreased to 9 as compared with 23 per cent. in 1923/24.

SECONDARY SCHOOLS.

In 1929/30 the total number of teachers in secondary schools (seminaries excepted) was 1338; 44 per cent. of these taught in one school only, 56 per cent. working in more than one school as visiting teachers. The latter category is so numerous because the number of lessons in certain subjects, such as drawing, singing, physical training, is too small to warrant the appointment of full-time teachers.

At the same time, 58 per cent. of the total number were fully qualified, 42 per cent. lacking official qualification. The latter proportion, which is abnormally large, is to be accounted for by the rapid growth of the number of secondary schools during the independence of Estonia, whereas the training of teachers has been lagging behind. Short-time courses at the University of Tartu (in 1922/23) helped to cope with the difficulty, the persons completing these courses being awarded certificates as secondary school substitute teachers.

It was only in 1925 that definite regulations concerning the preparation and qualification of secondary school teachers at the University of Tartu were elaborated. In the course of the last few years, fully qualified teachers with University diplomas have been steadily pouring into Estonian schools, but there is still a shortage of qualified teachers of such subjects as the Estonian language and foreign languages.

10. The Economic and Legal Position of Teachers.

According to the Teachers' Salaries Law passed on 1st April, 1928, a teacher's salary depends on his education, on the number of years that he has been engaged in teaching, and on the type of the school.

Second-grade salaries are paid to qualified elementary school teachers who have received no academical education. An academical diploma entails the right of receiving a first-grade salary. After every three years of experience, up to the twelfth year, the salaries are raised according to an officially established scale.

**SCALE OF ELEMENTARY SCHOOL TEACHERS' SALARIES
PER MONTH.**

Second Grade	Initial Salary	3 years	6 years	9 years	12 years
	kroons	kroons	kroons	kroons	kroons
Teacher	90	100	110	120	130
Principal of a school with less than six classes . . .	100	110	120	130	140
Principal of a school with six classes or more . . .	110	120	130	140	155
First Grade					
Teacher	120	130	140	155	170
Principal of a school with less than six classes . . .	140	155	170	185	200
Principal of a school with six classes or more . . .	170	185	200	220	240

In rural elementary schools, Principals are provided by the maintaining authorities with a flat, heating and lighting, for which 10 per cent. of their salaries is deducted. To each rural elementary school a small farm must be attached. There must also be a garden for the teaching staff. The school farm is given on lease to the Principal for personal use, or, if he declines to keep it, to some other member of the teaching staff. Teachers are entitled to the tenure by lease of at least 20 ares (.45 acres) of garden ground.

The number of teachers in elementary schools is equal to that of classes. The teaching staff divide between themselves the work and all lessons. The Principal's specific duties are regarded as equivalent to two weekly lessons per class.

In town schools the normal number of lessons given by a teacher is 28; it may be reduced to 26, if, the number of teachers being equal to that of classes, there are less than 28 lessons per teacher according to the curriculum.

**SCALE OF SALARIES APPLYING TO FULLY QUALIFIED AND
ACADEMICALLY TRAINED SECONDARY SCHOOL TEACHERS.**

Secondary school with less than 6 classes	Initial Salary	3 years	6 years	9 years	12 years
	kroons	kroons	kroons	kroons	kroons
Principal	170	185	200	220	240
Teacher	140	155	170	185	200
Principal	185	200	220	240	260
Assistant Principal	170	185	200	220	240

The normal number of lessons given by a teacher in a secondary school is 25. Principals and Assistant Principals give two lessons less per class. However, the total number of lessons given by a Principal may not fall below one-third of the normal number, and an Assistant Principal must give at least 12 lessons a week. The managing authorities supply the Principal with a flat, lighting and heating, for which a deduction from his salary not exceeding 10 per cent. is made.

In the supplementary schools the normal number of lessons is 28. Teachers in vocational and special schools and teachers of special subjects in supplementary schools give 25 lessons a week. In the Teachers' Institutes and the Tallinn Technical College the corresponding number is 20. The same number of lessons applies also to teachers of special subjects in nautical and vocational schools who have to supervise vacation work. Additional lessons, but not more than 15 per cent. of the normal number, may be given with the permission of the local School Board. Any further lessons must be authorized by the Ministry of Public Instruction and Social Welfare. No pay is accorded for such lessons during summer vacations. Over and above the regular salary, teachers in public or authorized schools giving at least 50 per cent. of the normal number of lessons are paid a certain additional amount for each member of their families, and teachers as well as their families receive medical assistance on the same lines as State officials.

The legal position of teachers is fixed by the Teachers' Service Act, according to which there are the following official categories of teachers:

- 1) Regular teachers — those who are qualified and give at least fifty per cent. of the normal weekly number of lessons either in one or in several schools;
- 2) Extraordinary teachers — those who are qualified but give less than the foregoing number of lessons;
- 3) Candidates for teachers' posts who have passed the qualifying examinations after completing a former seminary, a Teacher's Institute, the University, or some other educational institution officially authorized to prepare teachers, but who have not yet completed their term of probation;
- 4) Substitute teachers — unqualified.

Teachers in State schools are State officials, teachers in schools maintained by municipalities are municipal officials. Both these categories as well as teachers in authorized private schools are pensioned on the same lines as State officials. Teachers are required to be Estonian citizens, to have mastered the Estonian language, to be at least 20 years old and to have passed a medical examination.

Teachers and Principals of schools other than State schools are elected by the municipal authorities, or, at the instance of the latter, by the local School Boards, where such exist. The following per-

sons are entitled to be present at elections, with the right of speaking but not of voting: 1) at elections of teachers, the Principal of the school, and at the election of a Principal, a representative of the Teachers' Council; 2) a representative of the Care Committee of the school.

Teachers thus elected are registered as follows: teachers of elementary and supplementary schools, at the local (rural or town) School Boards, and teachers of secondary and vocational schools, at the Ministry of Public Instruction and Social Welfare. Teachers of schools maintained by the State are proposed by the Principal, subject to the approval or disapproval of the Ministry.

Regular teachers are registered for an indefinite period, candidates for teachers' posts until the end of their probation period, extraordinary and substitute teachers till the end of the educational year. Teachers belonging to the last two categories must be given notice by 1st July, otherwise they remain in office for another year. If at the latest three weeks before the beginning of the autumn term no legally elected candidate is proposed for registration, then the registering authorities are entitled to appoint a teacher until the end of the educational year. Teachers appointed for the first time are sworn in.

The Teachers' Service Act demands that all educational work should be politically unbiassed and tolerant in matters of religious or national conviction. The activities and personal conduct of teachers, both in and out of school, have to conform to the high responsibilities of their calling. Teachers need special permission for accepting any additional posts. They may, however, work in organizations that have no pecuniary profit in view, or belong to leading and controlling bodies of co-operative enterprises. All participation in commercial undertakings is prohibited.

A teacher may be temporarily dismissed by the registering authorities if he is legally prosecuted for an offence that may involve the loss of his right to teach, or if the nature of the offence makes it undesirable that he should work in his school pending the decision of the Court. The Ministry of Public Instruction and Social Welfare may dismiss any teacher whose work, having been controlled three times in the course of two successive educational years, has been found to be unsatisfactory. The Government of the Republic is entitled to discharge a teacher if his activity has been proved to be contrary to the interests of the State.

A teacher is pensioned off: 1) on his attaining the age of sixty-five, 2) subject to his own decision after twenty-five years' service if he is at least sixty years old; 3) if his health does not permit him to do any further work.

Unemployed teachers may be registered at the Ministry of Public Instruction and Social Welfare and are then as a rule given

preference before other candidates for vacant posts, although the local School Boards may also appoint teachers not thus registered.

II. Higher Education in Estonia.

A. THE UNIVERSITY OF TARTU.

Founded in 1632, the University was temporarily closed during the Great Northern War (1700—1721), and re-opened in 1802. It became an Estonian university in 1918 and works according to a special law passed by the Diet on 18th June, 1925.

The University of Tartu has the following faculties: 1) a Faculty of Law (with a section of economics); 2) a Medical Faculty with sections of pharmacology and physical training; 3) a Faculty of Philosophy; 4) a Faculty of Agriculture with a section of forestry; 5) a Faculty of Science; 6) a Veterinary Faculty, and 7) a Faculty of Theology.

In 1930/31 the University had 3495 students.

The Tercentenary celebrations of the University in June 1932 attracted a number of distinguished visitors from all parts of the globe and provided an opportunity for summing up the work done in the course of the last fourteen years. The University has succeeded in laying a solid basis for the scientific study of the home country in all its aspects as well as in furnishing a great number of young people with the knowledge and training needed for successful professional work. It has also established itself as our principal source of intellectual culture and as the most important cultural intermediary between the West and Estonia.

B. THE HIGHER TECHNICAL COLLEGE AT TALLINN.

The College was founded as a private establishment in 1918 and is maintained by the State since 1920, working according to a special law. Owing to the present surplus of persons with a technical education, the Government of the Republic have decided to close the College by 1933. The problem how technical education shall be provided in future is under consideration.

C. THE TALLINN CONSERVATOIRE.

The Conservatoire is a private higher school of music and theatrical art aiming also at the dissemination of musical and theatrical culture among the masses of the people. Persons who have completed the Conservatoire may qualify as singing and music masters in secondary schools.

In 1930/31 the Conservatoire had 433 students. There exist also a private higher school of music in Tartu and four other, provincial private schools of music.

D. THE TARTU SCHOOL OF FINE ARTS "PALLAS".

"Pallas" is a higher school of fine arts, with a six-year course: one year in the preparatory class, four years in special studios, and one year in a "master-studio". Those who have completed the whole course are qualified to teach art in secondary schools, provided they have passed a qualifying examination before a Board of Examiners partly appointed by the Ministry. In 1930/31 there were 113 pupils in the school.

12. Total Expenditure on Schools in Estonia.

In the budget of the Republic of Estonia for 1929/30, kr. 8,368,862, i.e. one-tenth of the whole State budget, was assigned to the Ministry of Public Instruction and Social Welfare for the maintenance of educational establishments. Out of that amount, the Ministry spent:

on elementary and supplementary schools	kr. 4,404,372, i.e. 53·5 per cent.
on secondary schools and teachers' seminaries	„ 1,532,618, „ 18·6 „ „
on the University of Tartu	„ 1,247,350, „ 15·2 „ „
on the Higher Technical College at Tallinn	„ 152,736, „ 1·9 „ „
on vocational schools (approximately).	„ 887,700, „ 10·8 „ „
Total	kr. 8,224,776, i.e. 100 per cent.

Apart from these grants, the local governments, societies and persons maintaining schools contributed 44 per cent. of the total maintaining cost of elementary schools and 48 per cent. of the total amount spent on secondary schools.

The total expenditure was as follows (1929/30):

Elementary and supplementary schools	kr. 7,921,713, i.e. 60 per cent.
Secondary schools and teachers' seminaries	„ 2,986,817, „ 22·6 „ „
The University of Tartu	„ 1,247,350, „ 9·5 „ „
The Higher Technical College at Tallinn	„ 152,736, „ 1·2 „ „
Vocational schools ¹⁾	„ 887,700, „ 6·7 „ „
Total	kr. 13,196,316, i.e. 100 per cent.

¹⁾ The amounts contributed by the managing authorities of vocational schools have not been ascertained. It may be presumed that they are not very considerable.

Attention should be called to the relatively large proportion of the expenses on secondary and higher schools, e.g. as compared with the expenditure in London:

	Estonia	London ¹⁾
Elementary schools	60 per cent.	69 per cent.
Secondary and higher schools (incl. University).	32.1 „ „	12.2 „ „
Vocational schools (seminaries excepted)	7.9 „ „	18.6 „ „

13. Adult Education in Estonia.

The promotion of adult education pertains partly to the Ministry of Public Instruction and Social Welfare, and partly to the local governments, as well as to the Boards of Education of the National Minorities, these official authorities being effectively assisted by various educational and cultural organizations (the Estonian Educational League, the Estonian Temperance League, the Association of Estonian Young People, the Central Society for the Promotion of Estonian Home Industry, etc.). The chief means of disseminating adult education are: (1) public libraries; (2) People's Universities (7 in towns, 3 in the country); (3) periodical systematic courses dealing with general and vocational subjects, singing, music, art, sports, etc.; (4) short courses, lectures; (5) societies, clubs, circles and libraries.

An important part is played by the so-called "People's Houses" — centres of educational and cultural work outside the school, providing accommodation for libraries, reading rooms, study circles, meetings, courses, and lectures, as well as facilities for theatrical and musical performances and physical training. Each People's House must be provided with a ground for games and sports.

People's Houses, though aided by the State, are founded and managed by the municipalities and private associations.

14. Administration of Education in Estonia.

The organization of education as well as the supervision and promotion of the intellectual, social and physical progress of the nation pertain to the Ministry of Public Instruction and Social Welfare. At the head of the Ministry are a Minister who is a member of the Government of the Republic, and an Assistant Minister.

That section of the Ministry which controls public education and instruction falls into the following departments:

¹⁾ The London Education Service. Fundamental Statistics 1928/29.

1) The School Department managed by a Director and further comprising the following leading members: an Assistant Director, three Inspectors of Public Instruction and one Secretary of Elementary Schools.

The School Department has the following functions: to promote elementary, secondary and vocational education, to organize and supervise the systems of public elementary, supplementary, secondary and professional schools and public libraries; to consider matters relating to education and instruction; to organize extra-school educational activities; to control the local School Boards. All Schools in the State, save the University of Tartu, the Higher Technical College at Tallinn, the schools of art, certain special schools, such as the Police School and military schools, and all schools of agriculture, are under the direction of the School Department.

2. The Department of Arts and Science, controlled by a Director. The functions of this department consist in the promotion of higher education, learning, art and letters, in the control of art institutions, schools of art, museums, archives, and archaeology, and in the management of the so-called Culture Fund. The Culture Fund, which is regularly provided for in the State budget, was founded for the purpose of fostering the departments of cultural life enumerated in the present paragraph.

3. The Office of the Ministry of Public Instruction and Social Welfare, managed by a General Secretary and an Accountant-General.

The control of local education is in the hands of the rural and town School Boards, which consist of: the Chairman of the Board, one or more District Inspectors of Schools, and a Secretary. The Chairman of the Board and the District Inspectors of Schools inspect and control schools on the lines prescribed by the Ministry of Public Instruction and Social Welfare.

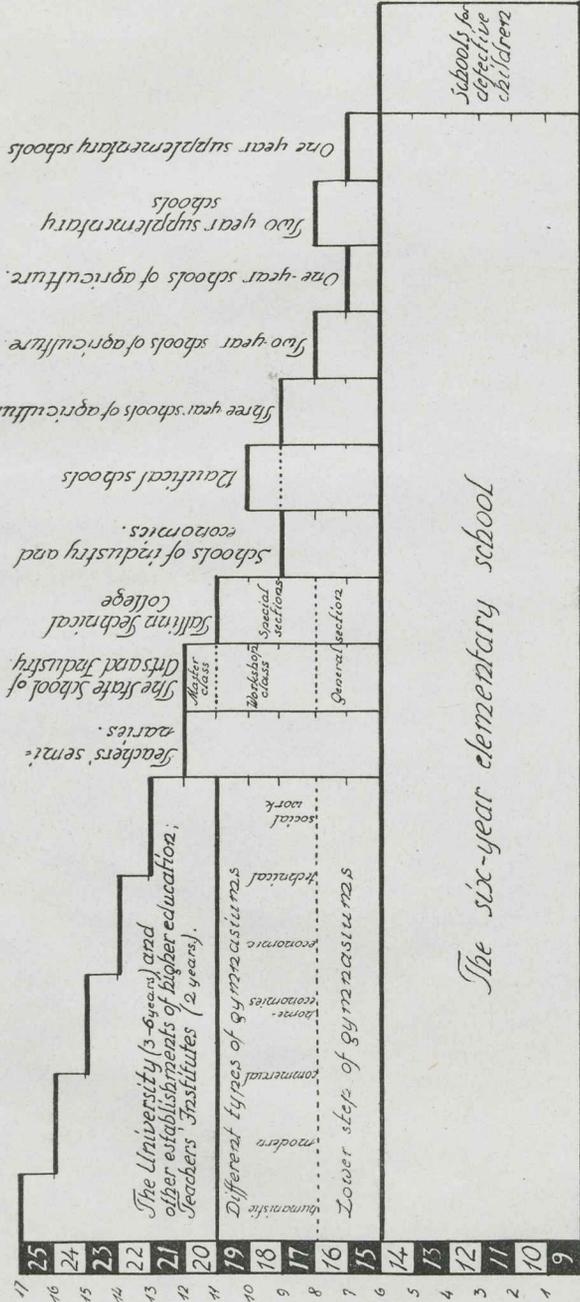
The schools of the national minorities are supervised by special Boards of Education; in these schools, instruction is given in the mother tongue. The fact that in the Estonian elementary and secondary schools the proportion of non-Estonian pupils is only one per cent., shows that the national minorities are well provided with educational facilities. There were in 1931/32, 14 secondary schools with German as the language of instruction, out of which number 3 were public schools. In the same year, the number of Russian secondary schools was 7 (including 4 public schools). There were also 2 secondary schools for Jews, 1 for Swedes and 1 for Latvians.

The Germans and Jews of Estonia have made full use of the provisions of the Cultural Autonomy Act; they have their own

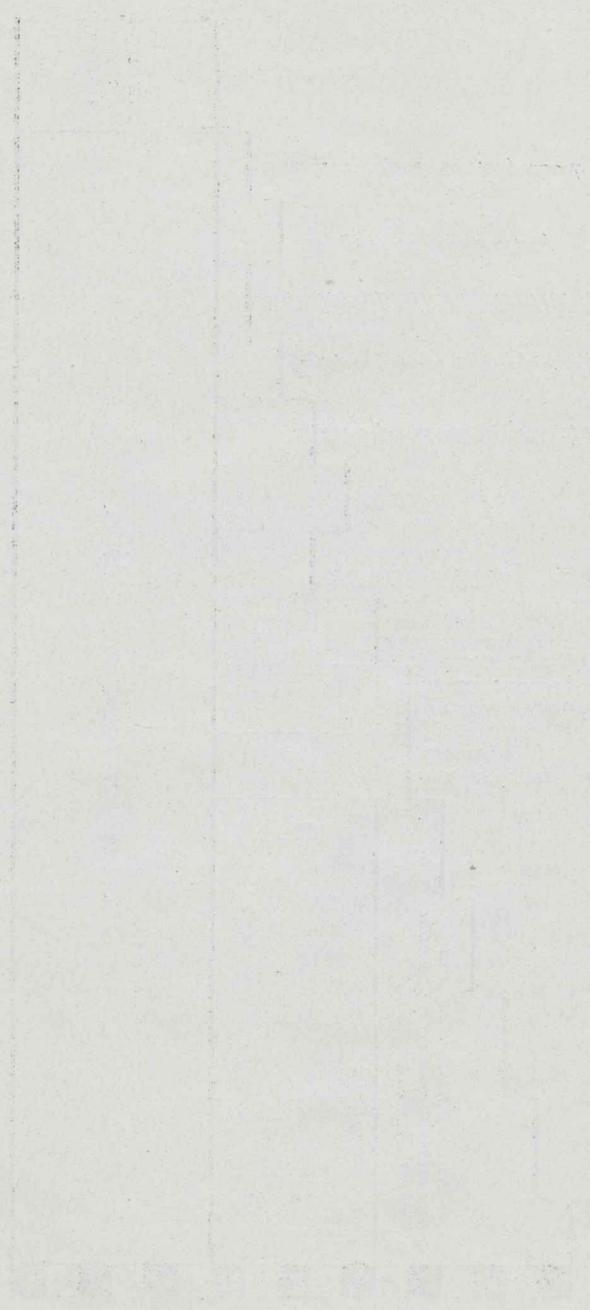
District Inspectors of Schools. The control of the educational life of the Russian and Swedish minorities is carried out by National Secretaries belonging to the staff of the Ministry of Public Instruction and Social Welfare.

Although the period of Independence has witnessed much progress in the educational life of Estonia, much yet remains to be done. Both the economic well-being and the internal organization of our schools present a number of problems not very easy to solve. However, since the fruits of educational work are always rather slow in ripening, there is no reason for feeling unduly pessimistic as to the future: the actual achievements have justified all reasonable hopes.

The Estonian school-system



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