

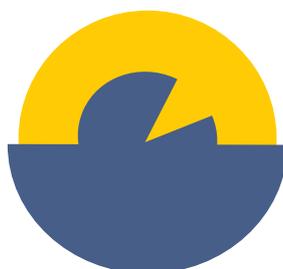
National Observatory of Estonia

**Modernisation of
Vocational Education and Training
in Estonia**

National Report

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Executive Summary

The 1990-s were a very important period in Estonian history, bringing along many changes in the society, economy and social sphere, which have induced the need to further reorganise and develop the vocational education and training (hereafter VET) system.

The objective of the VET system is to prepare skilled workers, who are competitive in the Estonian and European labour market.

Considering the objective, the VET system must be **attractive, flexible, accessible, relevant, efficient and of high quality**. In order to reach the objective it is necessary to:

- change the mentality and attitudes of the people according to the lifelong learning (LLL) principles;
- direct the society's, government's and employers' attention to the opportunities of the VET;
- support innovation in order to improve the training quality;
- increase the efficiency of VET institutions;
- optimise the use of available resources (teachers, time, money, buildings, equipment).

The results of the VET reform in 1996 – 2001:

In 1996 – 2001, social agreement was reached on the ways to reorganise VET: constructive dialogue between the trainers and the social partners started, the legislation was developed, the conditions were created for directing the development according to the changes in the society and the labour market, for using the available resources more effectively, and for developing study programmes and the VET schools' personnel.

<i>Legal framework</i>	VET Concept, 1998 The Vocational Education Institutions Act, 1998, 2001 The General Principles of the VET programme, 1998, 2000 The Professions Act, 2000 Action Plan for Developing Estonian VET System in 2001 – 2004”, 2001 “Õpi-Eesti” (<i>Learning Estonia</i>), 2001
<i>Opportunities/ access</i>	Number of students has increased by ~ 25% since 1993 (30,872 students in 2000/01 academic year); more learning opportunities for the adults and people with special needs; state support to the private VET institutions since 1999
<i>Content of VET</i>	VET component increased in programmes; shorter compulsory learning period in the studies after basic education; VET at different education levels
<i>Vocational secondary education</i>	...after basic education (min. 120 weeks; 1 academic year = 40 weeks) VET-related training 50%, general education subjects 50 weeks of the total volume of programme; ...after general secondary education (40 – 120 weeks) VET-related training 85%, general education subjects 6 weeks of the total volume of programme;
<i>Vocational higher education</i>	(120 – 160 weeks) VET-related training 75% (incl. 35% for practical training) of the total volume of programme;
<i>Modular study</i>	In 1996, in the frames of the Phare VET reform project, 13 pilot schools started to develop modular programmes, which allow the students more choices in both specialisation and organisation of studies; the principle of the modular programmes is that broad general knowledge and skills in the vocational field are acquired, so that after graduation, it is possible to quickly specialise and to adapt to the changes on the labour market (continuous/complementary or retraining)
<i>National employee qualification system</i>	Since 1998 there are working 12 vocational councils at the Estonian Chamber of Commerce and Industry; In August 2001 was established Estonian Qualification Authority, which will continue to carry on the work with vocational reform.

	By the end of 2001, 215 vocational qualifications had been confirmed;
<i>Cooperation</i>	<p>At national level, in Estonia, cooperation between employers, professional unions, trade unions, employee unions, higher education institutions and VET experts; on 18.Dec.2000, an agreement on common action in preparing labour force with the necessary qualification was signed by the Ministry of Education, the Ministry of Economic Affairs, the Ministry of Social Affairs, Estonian Confederation of Employers and Industry, Estonian Chamber of Commerce and Industry and the Estonian Central Association of Trade Unions</p> <p>At international level, cooperation in programme development, teacher/director training, upgrading of the study technical base, student exchange. In the worldwide skills Olympics EuroSkills-98 the hairdressers and construction finishers earned bronze medals.</p>
<i>Programme development</i>	<p>In 1996 – 1998, complementary training of programme developers in 13 pilot schools; continued in 1999 in 24 satellite schools; in 1995 – 1999 cooperation with Irish, Danish and Finnish programme developers;</p> <p>In 2000, all school programmes were modular, and 30% of the school programmes met the requirements of the respective vocational standard.</p> <p>In 2000, started the development of VET field programmes in business, construction, health, forestry, catering and personal service fields, based on the vocational standards and practical experimenting. In Dec. 2001, 14 programmes were delivered to the Estonian Examination and Qualification Centre, to be finalised according to the same principles and format. First 4 programmes will be presented for approval in April 2002.</p> <p>Creating the conditions for the gymnasium students for basic vocational training: in 1995 – 1999 a model was developed in the frames of the Estonian Business Education Programme, Estonian-Danish cooperation</p>
<i>The qualification requirements of the directors and teachers of the VET schools</i>	<p>In 1999, the qualification requirements of the directors and teachers of the VET schools were changed: the head of a VET school must have covered management training of at least 240 hours;</p> <p>By 1.sept. 2003, all the teachers must have speciality OR pedagogical higher education; since 1999, the teacher's regular in-service training in an enterprise is compulsory.</p>
<i>VET school network</i>	<p>Since 1996, the number of VET schools in the state ownership has decreased by 15 schools; in 1997 – 1998 the VET schools were merged in Tallinn and Saare county; 1999 in Valga, Võru, Viljandi county and Tallinn; 2000 in Narva (4 schools), Pärnu and Tallinn; 2001 in Lääne-Viru county and municipalized in Tartu (3 schools).</p>

	<p>The transfer of the 12 VET schools from the administrative jurisdiction of the Ministry of Agriculture under the jurisdiction of the Ministry of Education was completed by 1.Sept 2000. In 1.Oct.2001 the Ministry of Education had 54 VET schools in its jurisdiction.</p>
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The main results of VET development in 2001

I The Institutional Framework

In 2001 changed the structure and location of the Ministry of Education, VET Department was dissolved, School Network Office (*Koolivõrgu Büroo*) and the Public Assets Administration Office (*Riigivara Haldusbüroo*) were established. (Look in 3.4.2 Responsible Bodies)

II Development of national VET priorities (*Asjatundjate Komisjon*)

In July 2000, the Government of the Republic established an Expert Committee to develop national VET priorities and the reorganisation action plan . The ministers of education, economic and social affairs and the representatives of employers, Chamber of Commerce and Industry, Foundation VET Reform and the VET schools directors were members of the Committee. In 12. June 2001, the “Action Plan for Developing Estonian VET System in 2001 – 2004” was approved by the Government of the Republic.

In the end of 2001, the government adopted the education strategy “Õpi-Eesti”. The purpose of the strategy is to visualise Estonian education system development directions, to provide a foundation for reorganising the education legislation, teachers’ initial and complementary training and the education institutions administration and management. The most important national objective is that Estonian society will become an open learning society, where individuals and organisations are informed learners and the primary learning language is the Estonian language. The Education system must provide people with the learning opportunities throughout their lives, ensure the development of the necessary institutions and support continuous development of the learning organisations and the whole society.

III Personnel development:

- reorganisation of the teachers' and directors' initial and complementary training started;
- organisation of the VET teachers' in-service training in enterprises is moving on slowly;
- higher qualification requirements for the teachers and directors have forced them to start studies in higher education institutions.

IV Programme development:

- complementary training of the programme developers;
- preparation of the national modular programmes in economy/business, information technology, construction, health care, mechanics and (tele)communication fields. The new programmes are directed towards developing wide-based competencies, so that after graduation the choices for re- or complementary training would be available if necessary;
- basic VET for *gümnaasium* students started in Võru, Viljandi and Valga county –the conditions were created for the secondary general school (*gümnaasium*) students to acquire basic VET in the scope of the free/elective subjects in their programme in co-operation with the VET schools.
- Preparations for provision of basic VET for the young people who have not acquired basic (compulsory) education.

V Reorganisation of the VET school network:

- merging two VET schools in Lääne-Viru county;
- three VET schools in Tartu were transferred to the municipal (town government) ownership. Their merger is planned to take place on 1. sept 2002.

Introduction

In spite of frequent government changes, the successive Governments of Estonia have kept the country firmly on the road towards a market-based system. Estonia takes pride in having adopted perhaps the most liberal form of market economy in the Central and Eastern Europe. It has managed to restructure and stabilise the economy in remarkably short time and has achieved substantial progress in the liberalisation of prices, keeping trade free from tariffs and quantitative restrictions, and in attracting foreign investment. The move towards open economic system brings along significant changes also in education, primarily concerning the skills required by industry but also in the construction, service and management sectors.

Since January 1993, the effort has been put on reorganisation of the structures and mechanisms of education, including VET and development of legislation. The centre of the strategy is alignment to the labour market needs and co-operation with the social partners. The Vocational Educational Institutions Act (July 1998, 2001) aims at facilitating the positive attitudes in the society towards VET and its development in the changing environment.

In 2000 – 2001, the key word in Estonia, has been integration with the global economy. The competitiveness of the country depends primarily on prices of the production inputs: raw materials, capital and labour. Compared to the material production inputs, issues related to the labour and capital are becoming more topical. Developments on the labour market are a risk factor for the Estonian macroeconomic development. It has resulted in increasing attention and interest in VET.

An important breakthrough in cooperation with the social partners was reached in December 2000, when an *Agreement on common action in speeding up the process of matching the labour force qualifications to the needs of the labour market in 2001 – 2004* was signed by the ministers of education, economy and social affairs, representatives of employers' and employees' central organisations and the Chamber of Commerce and Industry. The agreement is further elaborated in the document “Action Plan For Developing Estonian VET System in 2001 – 2004”, which preparation was started in 2000 under the lead of the Expert Committee.

Chapter 1 Socio-economic background

From 1991 to 1994 Estonia's gross domestic product dropped dramatically due to the many shocks brought about by the transition to the new economic system. The situation stabilised by the beginning of 1994, with the increase in efficiency. 1997 was the most economically successful year with the GDP growing by 11,4%. Changes in the external environment caused by several subsequent financial crises resulted in slow-down rates in the second half of 1998. The real Gross Domestic Product (GDP) growth for 1998 was around 4,7%. GDP decrease by 1,1% in 1999, characterises the vulnerability of the Estonian economy at the time, as it was orienting on only one (the Russian) market.

Future policy developments are expected to evolve increasingly around the question of adapting the Estonian economy to become competitive in the international market and eventually meet the needs of the European Single Market. Policies include regional development, reflecting a need to avoid the situation where certain regions outside the immediate surroundings of major cities are left behind in terms of economic development. While the general objective of the economic reform is to improve Estonia's export performance, one specific task is to develop and support small- and medium-sized enterprises, by establishing business advisory centres. Trade unions are emerging in Estonia to represent and protect the economic and social interests of workers and to pursue the development of appropriate legislation. Currently, trade unions represent at maximum 15% of the labour force.

1.1 Economic Developments

Estonian current economic situation is well indicated by the following details:

Inflation has been fuelled mainly by the internal and external price convergence that came with the prices liberalisation in 1992. Changes in the consumption quality and structure have also had a significant impact on prices. Despite a steady decrease in 1995 – 1998, inflation remained high because of certain domestic factors and a slow convergence with world market

prices. In 1999, the 3,3% inflation was significantly smallest than ever, while in 2000, probably due to the negative economic performance in 1999, the index increased to 4%.

The economic developments in 2000 are substantially influenced by favourable external environment and export growth. Strong US dollar and low domestic inflation rate also had a positive impact on the competitiveness of Estonian goods. The economic growth in Estonia was 5.2% in 1st quarter, 7.4% in 2nd quarter and according to preliminary estimates 6.9% in the 3rd quarter. The economic growth in this year is promoted by industry, which is expanding mostly due to the subcontracting works for our northern neighbours and by the fast growth of transport, storage and communications supported by increased transit traffic of oil products and export. In the 2nd quarter domestic demand also started to support economic growth – the wholesale and retail trade and construction had a take-off.

The growth of the GDP in 2000 shows that Estonian industry has managed to survive the recent economic decline and is being positively influenced by the economic success of the European countries. The centre of economic growth is shifting from domestic demand and that of the CIS (the Commonwealth of Independent States) countries towards the import demands of the West European countries. This shift also induces the need for supply structure modification, a long-term process characterised by the convergence of producer prices, real wages, and productivity.

In the 1998 – 1999 period, Estonian industry had to face all-time high levels of free market competition. The ability to cut down expenses was put to the test both because of the high cost of financing and modest commercial opportunities. In 1998, the ability of Estonian industrial enterprises to restructure their activities in order to compete on the West European markets underwent some trials. Because of the decrease in import demand after the devaluation of the Russian rouble, many enterprises that operated only on the CIS markets faced serious economic difficulties. The main source of this year's economic growth has been the success of enterprises oriented towards European markets. It may be concluded that the sale of Estonian industrial goods is substantially dependent on the situation of export markets, and that the small size of the domestic market is one of the most important factors hindering the development of Estonian industry.

Employment in industry and agriculture is decreasing; while increasing in the services sector. The following sectors have been identified as having good employment perspectives: wood industry, food industry, light industry/textiles, metalworking and mechanical engineering, chemical industry, electronic industry and instrument engineering.

Although year 2000 was successful for industry, it did not have positive effect on employment. The unemployment rate continued to increase (13.7% in 2000) according to the Labour Force Survey data comprising of 96.5 thousand unemployed. The number of registered unemployed increased to 46,318 persons (5.3%).

The structure of employment over the last years has changed, because the new enterprises belong mainly to the secondary and tertiary sectors. In 2000 there was a light increase in employment in secondary sector mainly due to the decrease in primary sector.

Table 1. Most important economic indicators for Estonia¹

	1995	1996	1997	1998	1999	2000
1. Prices						
1.1 consumer price index	29.0	23.1	11.2	8.2	3.3	4.0
1.2 producer price index	25.6	14.8	8.8	4.2	-1.2	4.9
1.3 export price index	15.2	11.4	7.5	2.1	-0.4	7.8
1.4 average monthly exchange rate of Estonian kroon to USD		12.0	13.9	14.1	14.7	17.0
2. Foreign trade (Euro mln)						
2.1 exports (in current prices)		1364.3	1896.5	2258.4	2268.1	3433.7
2.2 import (in current prices)		2239.5	3136.5	3539.8	3233.8	4631.0
2.3 net balance		-875.2	-1240.0	-1281.4	-965.7	-1197.3
3. Population growth						
3.1 births (live)	13560	13291	12626	12269	12545	12981
3.2 deaths	20872	19019	18566	19446	18455	18321
3.3 natural increase of the population	-7312	-5728	-5940	-7177	-5910	-5340
4. Labour market; number of the unemployed and the unemployment rate						
4.1 employed (thousands, LFS)	656.1	645.6	648.4	640.2	614.0	608.6
4.2 number of the registered unemployed		37,909	34,061	31,927	43,985	46,318
4.3 registered unemployment (% of the working-age population)		4.4	4.0	3.7	5.1	5.3
4.4 unemployed (LFS, thousands)	70.9	71.9	69.4	70.2	86.2	96.5
4.5 unemployment rate (% , LFS)	9.7	10.0	9.7	9.9	12.3	13.7
5. Real and nominal wage (Euro² per month)						

¹ Estonian Statistical Office

² 1 Euro = 15,64 EEK

5.1 average monthly gross wages ³ and salaries (euro)	152.2	191.3	229.0	257.8	284.6	313.7
5.2 change compared to the previous period	37%	25.7%	19.7%	15.4%	10.4%	10.5%
6. Share of employed persons by sector of economy (%)						
6.1 primary sector	10.5	10.0	9.4	9.1	8.3	7.4
6.2 secondary sector	34.0	33.5	33.4	33.2	32.3	33.5
6.3 tertiary sector	55.4	56.5	57.2	57.7	59.4	59.1
7. Disposable income and expenditure per household member in a year (Euro)						
7.1 average disposable income per household member		1084.9	1250.9	1449.7	1534.2	1675.6
7.2 average expenditure per household member		1084.4	1266.7	1430.4	1458.9	1714.6
GDP per capita (euro)		2300	2800	3200	3400	3800
Government budget deficit/surplus		-1011,4	1409,7	-239,7	-3540	-601,6
Foreign direct Investment (net, mln EEK)	2,281.8	1,329.9	1,781.2	7,989.7	3,208.2	5,601.4

Regional development during the period of transition has been very uneven. The factor that has had the greatest impact on regional development (as well as on overall economic development) is the change from a centrally planned economy to a market-driven one in parallel with the change of the society as a whole. This change has led to the closing and restructuring of a large number of inefficient companies in all sectors of economy. Industries requiring a great deal of energy for production or distribution were particularly affected by the liberalisation of prices for fuel, gas, etc. Due to the concentration of these industries in certain geographical areas, the process influenced regional structures and developments in Estonia.

Major trends in regional development in Estonia include:

- increasing centre-periphery differences in income and employment opportunities;
- a remarkable decrease in employment in regions formerly dominated by agriculture and bigger companies (often monosectoral focus);
- a transfer of economic activities from the East to the West of the country.

Conversion and recovery efforts were hitherto primarily concentrated on urban areas in the western region of the country and Tallinn in particular. This was mainly due to the higher attractiveness of the location for trade, tourism and foreign direct investment. Meanwhile, the eastern part of the country saw its ties with the Russian markets of St. Petersburg and Pskov partially severed. The economic recession in Russia in 1998 has significantly influenced

³ Since 1999 the average gross wages per month do not include health insurance benefits

especially this region. The Russian crisis was particularly devastating for remote rural areas that depend primarily on the production in large food-processing plants. Higher transport costs to western markets and the low skill levels of workers who chose to remain in these areas illustrate the difficult situation these regions are facing.

In general, job losses in the rural areas have resulted in a relative decrease of living standards, an increasing population outflow and dependence on public sector employment and state aid. Job losses in industrial regions were somewhat less problematic due to a compensatory increase in tertiary sector employment (except for the Ida-Viru county where industry is still the dominant sector). General economic activity is higher in the capital region and other urban areas, as well as in the western part of the country.

In addition to the relatively high unemployment in the south-eastern parts, longer-term unemployment (more than 12 months) is increasing also in other regions of Estonia. Income levels are highest in the capital area and lowest in the southern and eastern parts of Estonia. Since the mid-1990s, Estonia has tried to balance regional development. In the 1996 – 1999 period, eight regional programmes were in operation that channelled financial support to rural areas, to highly sensitive settlements dependent on a single industrial plant and to various peripheral areas (islands, border areas, Ida-Viru county, south-east Estonia). Since 2000 the programmes have been reorganised according to the regional development strategy approved in 1999.

An amount of 227 million EEK (in current prices) has been spent on the regional development programmes to support various projects in 1996 – 1999. Over two thirds of the funds has been allocated to support infrastructure, training and study projects. The share of support to productive investment has been very small. Regional support has been targeted to favour the more problematic counties, but Ida-Viru County has received proportionally little support in comparison with the islands and the south-eastern counties.

1.2 Demography

Since the beginning of the 1990s, the birth rates have been significantly decreasing (graph 1). In 2000, the trends characteristic of the previous years continued – the number of abortions

and infant mortality fell, and the mean age at contracting a marriage and mother's age at childbirth grew. In 2000, more children were born than a year earlier, thus the growth in fertility that had started in 1999 continued. The share of women who gave birth to a third or subsequent child grew. The share of boys among newborn children was the highest of the last decades – 1,094 boys per 1,000 girls. Only 46% of children were born to legally married couples. 117 abortions were induced per 100 live births.⁴

On 1. September 2000 only 15,200 children were enrolled in grade 1, while in 1997 the enrolment had still been over 21,000.⁵ The fact is not influencing the economic activity in the near future, but it is important to consider in planning the general and vocational education and training. The number of basic school graduates will start quickly decreasing in 2004/05 academic year.

Figure 1. Population by sex and age, January 1st 2001⁶

⁴ Estonian Statistical Office, "Yearbook", 2001

⁵ Estonian Statistical Office, "Yearbook", 2001

⁶ Estonian Statistical Office, "Population age structure, Cities and Rural Municipalities", 2001

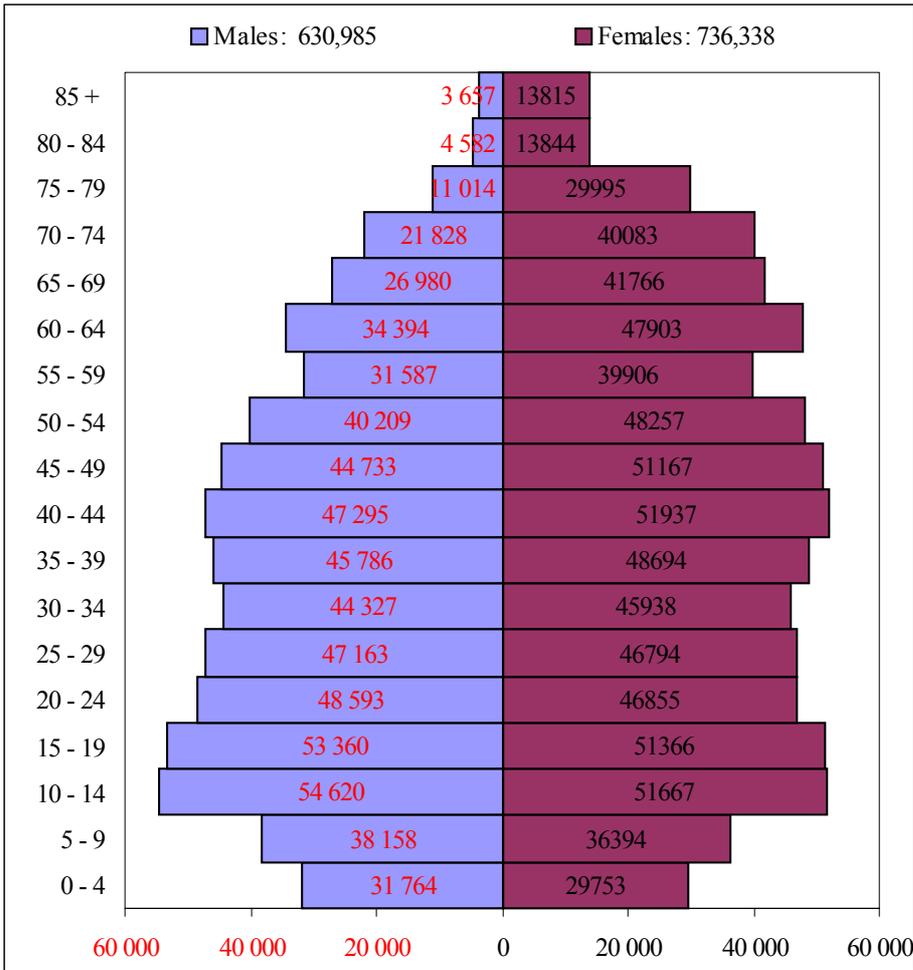


Figure 2. Population at the beginning of the year 1989, 1990, 1994 – 2001

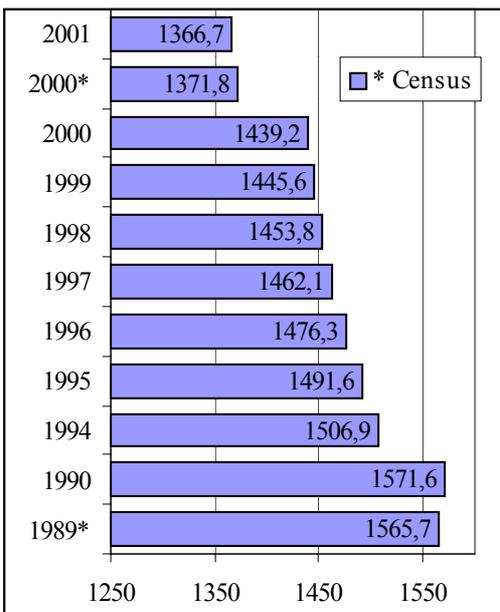
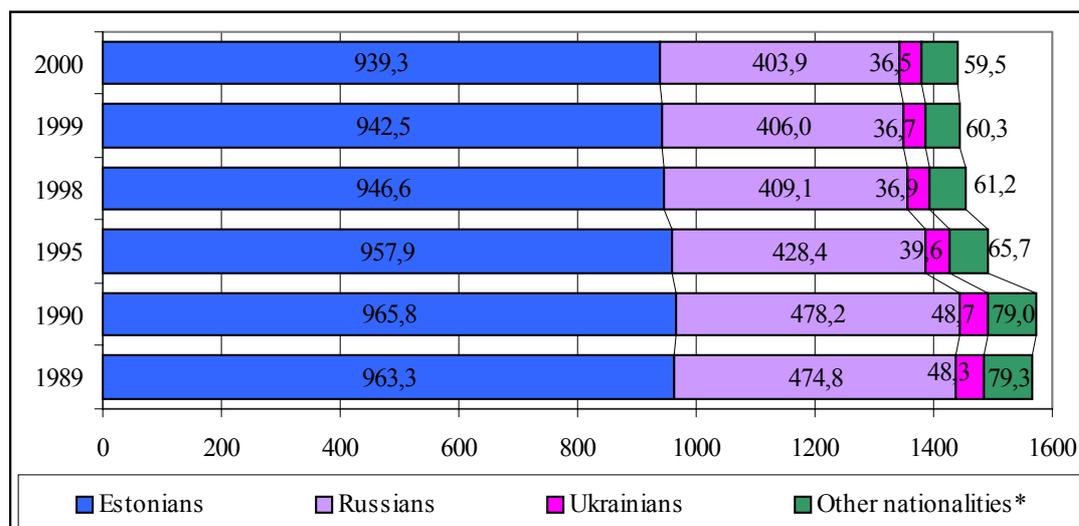


Figure 3. Ethnic composition of the population, 1989, 1990, 1995, 1998-2000 (at the beginning of the year)⁷



* Belorussians, Finns, Jews, Tatars, Germans, Latvians, Poles, Lithuanians and other

Table 2. Population between 1991 and 2000 (thousands of people)⁸

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Resident population, beg. of year	1570,5	1562,2	1526,5	1506,9	1491,6	1476,3	1462,1	1453,8	1445,6	1439,2
Live birth	19,3	18,0	15,3	14,1	13,6	13,3	12,6	12,3	12,5	13,0
Death cases	19,7	20,1	21,2	21,8	20,9	19,0	18,6	19,4	18,4	18,3
Natural increase	-0,4	-2,1	-6,1	-8,0	-7,3	-5,7	-6,0	-7,2	-5,9	-5,3
Migration	-8,0	-33,7	-13,8	-7,5	-8,2	-5,7	-2,5	-1,1	-0,6	-1,1
Urban	1121,0	1112,9	1077,4	1058,8	1044,2	1030,0	1021,2	1006,6	999,6	994,8
Rural	449,4	449,3	449,1	448,1	447,4	446,3	440,9	447,2	446,0	444,4
Estonians				962,3	957,9	953,5	950,1	946,6	942,5	939,3
Russians				436,6	428,4	420,4	412,6	409,1	406,0	403,9
Ukrainians				40,5	39,6	38,6	37,3	36,9	36,7	36,5
Other nationalities				67,5	65,7	63,8	62,1	61,2	60,4	59,5

1.3 Social Protection

Estonia's safety net incorporates cash benefits and in kind assistance. Current cash benefits include pensions, child benefits (primarily family allowances), sickness, maternity and other leave-related benefits, unemployment compensation, and means tested income support. Housing support for lower income families is an additional cash benefit, although the household itself does not receive cash, payment is made directly to the property owner to

⁷ Estonian Statistical Office, "Yearbook", 2001

⁸ Estonian Statistical Office, "Yearbook" 1997, 1998, 1999, 2000, 2001

cover rent and heating expenses over and above a certain share of household income for a specified maximum floor space. In kind components of Estonia's safety net include training for the unemployed, other employment services and counselling, institutional care and material assistance administered through the social welfare offices. Majority of the benefits are paid on the basis of eligibility criteria. Only social assistance, which includes both housing support and income support, is explicitly targeted by income.

Eligibility rules: To be registered as an unemployed person, the applicant must be at least 16 years old, seeking for employment and not engaged in any activity approximating employment, must have worked 180 days during the year preceding the registration at the Employment Office. Some groups of applicants are exempt from the work requirement. After being formally employed around 6 months, one can re-register as an unemployed and re-apply for unemployment benefits, income support, and housing allowance.

Duration of Benefits: Initially, the maximum duration of unemployment benefits was six months. According to the Social Protection of the Unemployed Act (1994), all registered unemployed are eligible for a 90-day extension of benefits if they are unable to find work through no fault of their own. Although the benefits are low (400 EEK since 01.01.1999⁹), there are other incentives to apply for unemployment compensation and to register at the Employment Offices. Chief among these is the eligibility of social assistance. The unemployed must also be registered in order to receive health insurance and the period of receiving the unemployment benefit counts as an active contribution period for old-age insurance purposes.

Training: Registered unemployed are offered training free of charge for a period of up to six months, as well as a training stipend. (Stipend is 600 EEK per month since 01.01.1999) Training falls under two broad categories: vocational training and "labour market preparation" (including, among others, job search training)

Employment subsidies. There are two types of subsidies. One is in a form of a lump-sum payment of up to EEK 10,000 (since 01.07.1997) contingent on starting self-employment. To receive this subsidy, the unemployed person must obtain the approval of his or her business

⁹ 1 euro = 15,64 Estonian kroons

plan by a committee of experts. The second is a subsidy provided to employers who employ people from the risk groups. Employment Office committees, deciding on a case-by-case basis, can grant a subsidy of up to EEK 450 for the first six months and half of the original amount for another six months.

Public works: The main areas of activity are maintenance and repair of roads, cleaning of parks, and construction. An agreement must be made between the employer (any business entity) and an Employment Office. Participants continue to receive unemployment compensation in addition to earnings no less than 5 EEK per hour (paid by either the employer or the Employment Office, if the employer is a local government).

Table 3 presents the composition of social safety net expenditures in 1996 – 2000 period. The vast majority of social cash benefits are paid on the basis of strict criteria. Only social assistance (including housing assistance and income support) is explicitly targeted by income.

Table 3. Expenditures foreseen in the state budget for benefits in 1996 – 2000, mln EEK¹⁰

Kind of benefit	Report						Budget			
	1996		1997		1998		1999		2000	
Child and family benefits	820,9	63,1%	935,1	62,2%	1158,9	65,9%	1146,2	65,7%	1338,4	68,3%
Subsistence benefit and supplementary social benefit	351,5	27,0%	406,1	27,0%	411,6	23,4%	336,1	19,3%	319,5	16,3%
Unemployment benefit	39,0	3,0%	50,1	3,3%	57,1	3,2%	120,3	6,9%	118,4	6,0%
Retraining scholarship	4,8	0,4%	5,3	0,4%	4,1	0,2%	6,0	0,3%	6,4	0,3%
Other benefits	84,8	6,5%	105,7	7,0%	127,3	7,2%	136,0	7,8%	177,3	9,0%
Total	1301	100 %	1502,3	100 %	1759	100 %	1744,6	100 %	1960	100 %

¹⁰ Ministry of Social Affairs, 2000

Chapter 2 Labour Market background

The Estonian labour market has passed through extensive changes in its transition to the market economy. The changes have been caused by economy restructuring with its attendant unemployment and by a shift in the demographic structure of the population. In 1989 – 1999 the Estonian population decreased by 8%, as a result of natural causes and out-migration of the non-Estonians. Based on the 2000 Population Census, the estimated population at the beginning of 2001 was 1,367,000.¹¹

One advantages of the Estonian economy is inexpensive labour force. This advantage is becoming less considerable over the years, since the growth of real wages in the industrial sector exerts a long-term influence on production and export prices and on the overall competitiveness of the Estonian economy. The labour force released from the industrial sector has not been fully employed by the service and commercial sectors, and the result of this has been a high unemployment rate and increased tensions within society.

2.1 Economic activity of population

The trend of the declining employment and rising unemployment in 1990s continued also in 2000. The number of employed declined by more than 200,000 and unemployment increased dramatically as more people were excluded from active working life. In 2000, the labour force (sum of the employed and unemployed) slightly increased compared to 1999 level. It is the first time after the decreasing economic activity of the population 1990s. The labour force participation rate of the population aged 15 – 74 increased by 0.4 percentage points in 2000 compared with 1999 (Table 4).¹²

Table 4. Population aged 15 – 74 by economic status, 2000 (annual average, thousands)

Year	Population aged 15 – 74	Economically active population (labour force)			Economically inactive population	Labour force participation rate*, %	Employment rate,** %	Unemployment rate, %
		total	employed	unemployed				
1993***	1079,9	757,8	708,1	49,6	322,1	70,2	65,6	6,5

¹¹ Estonian Statistical Office, “Yearbook”, 2001

¹² Estonian Statistical Office, “Labour Force 2000”, 2001

1995***	1061,6	726,9	656,1	70,9	334,6	68,5	61,8	9,7
1998	1102,8	710,4	640,2	70,2	392,4	64,4	58,1	9,9
1999	1102,8	700,3	614,0	86,2	402,6	63,5	55,7	12,3
2000	1104,1	705,1	608,6	96,5	399,0	63,9	55,1	13,7

* Labour force participation rate – percent of the labour force of the working age population (15 – 74 years)

** Employment rate – percent of the employed of the working age population

*** population in age 15 – 69

According to the place of residence the growth of economic activity was caused by urban population because in countryside the economic activity decreased continuously. Non-Estonians are economically more active compared with Estonians and their participation rate also rose more in 2000.

The biggest problem for the labour market is the gap between demand and supply of labour, characterised by high unemployment rate while suffering from a shortage of qualified labour. Young unemployment and long-term unemployment are high and continue to grow. Also the number of discouraged persons among the inactive has been constantly growing (14% in 2000). The participation of youth in the labour force started to decrease in the middle of 1990s. In connection with the formation of private higher education institutions the number of persons attaining higher education increased and they started to take up the first job later.¹³

Table 5. Population aged 15 – 74 by region* and economic status , 2000** (thousands)¹⁴

Region*	Economically active population (labour force)			Economically inactive population	Total	Labour force participation rate*, %	Employment rate,** %	Unemployment rate, %
	Total	Employed	Un-employed					
Northern Estonia I qr	279,0	246,5	32,5	140,3	419,3	66,5	58,8	11,7
Tallinn I qr	219,5	193,5	26,1	103,8	323,3	67,9	59,8	11,9
Northern Estonia II qr	286,2	251,6	34,6	134,0	420,2	68,1	59,9	12,1
TallinnII qr	223,4	193,8	29,7	100,2	323,6	69,0	59,9	13,3
Central Estonia I qr	76,5	67,4	9,2	41,7	118,2	64,7	57,0	12,0
Central Estonia II qr	75,4	68,5	(6,9)	43,1	118,5	63,6	57,8	(9,2)
Northeastern Estonia I qr	97,2	77,1	20,1	56,4	153,6	63,3	50,2	20,7
Northeastern Estonia II qr	91,9	76,9	15,0	61,1	153,0	60,1	50,3	16,3
Western Estonia I qr	82,3	72,1	10,2	55,3	137,5	59,8	52,4	12,4
Western Estonia II qr	81,0	71,3	9,7	57,0	138,0	58,7	51,7	12,0
Sothwestern Estonia I qr	163,3	136,2	27,1	112,2	275,5	59,3	49,4	16,6
Sothwestern Estonia II qr	165,8	145,0	20,8	110,0	275,7	60,1	52,6	12,5
TOTAL I qr	698,3	599,3	99,0	405,8	1104,1	63,2	54,3	14,2
TOTAL II qr	700,2	613,2	87,0	405,2	1105,4	63,3	55,5	12,4

* Northern Estonia — Harju county (incl. Tallinn);

¹³ Estonian Statistical Office, “Labour Force 2000”, 2001

¹⁴ Estonian Statistical Office, “Estonian Statistics”, Monthly, 2001

Central Estonia — Järva, Lääne-Viru and Rapla counties;
 Northeastern Estonia — Ida-Viru county;
 Western Estonia — Hiiu, Lääne, Pärnu and Saare counties;
 Southern Estonia — Jõgeva, Põlva, Tartu, Valga, Viljandi and Võru counties.

** Comparison to the previous years is not possible, as groups of counties presented on the 3rd level of the Estonian nomenclature of territorial units for statistics confirmed by the Government of the Republic Regulation No. 126 of 3. April 2001 differ from groups with the same name formerly used by the Estonian Statistical Office.

2.2 Employment

The labour supply rarely meets the demand for it, due to the lack of relevant skills and other factors. There is a mismatch between the skills available and the skills required. This mismatch may also be true for the location of vacancies and the location of the unemployed, given that the majority of the unemployed people are registered in the rural areas.

The employment in 2000 is characterised by the continuation of changes taken place during the 1990s. The employment decreased, the restructuring of employment by economic and occupational sectors continued, the self-employment increased, the share of the private sector rose.¹⁵

Table 6 Employed by economic sector, 1990, 1995 – 2000*¹⁶

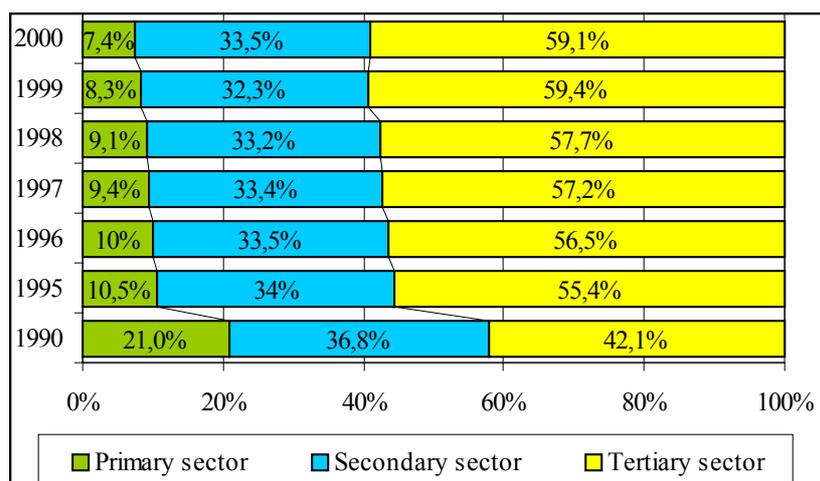
Year	Primary sector		Secondary sector		Tertiary sector		Total	
1990	173,9	21,0%	304,4	36,8%	348,1	42,1%	826,4	100%
1995	69,0	10,5%	223,4	34,0%	363,7	55,4%	656,1	100%
1996	64,6	10,0%	216,4	33,5%	364,6	56,5%	645,6	100%
1997	60,8	9,4%	216,7	33,4%	370,9	57,2%	648,4	100%
1998	58,1	9,1%	212,9	33,2%	369,3	57,7%	640,2	100%
1999	51,2	8,3%	198,1	32,3%	364,7	59,4%	614,0	100%
2000	45,1	7,4%	203,9	33,5%	359,6	59,1%	608,6	100%

* 1990 – 1996: population aged 15 – 69; 1997 – 2000: population aged 15 – 74

Figure 4. Employment by economic sector, 1990, 1995 – 2000*

¹⁵ Estonian Statistical Office, “Labour Force 2000”, 2001

¹⁶ Estonian Statistical Office, “Yearbook”, 2000, 2001



* 1990 – 1996: population aged 15 – 69; 1997 – 2000: population aged 15 – 74

2.2.1 Structural changes in employment.

The fast restructuring of the economy has caused decreasing number of jobs in the traditional sectors of the economy. Increased efficiency in large enterprises and the accompanying decrease in the number of employees will continue also in the future. On the other hand, there is a lack of qualified labour in several rapidly developing economic sectors, which refers to the fact that a lot of unemployment is structural. Recent developments have shown that the market cannot manage to reduce structural unemployment, which can eventually begin to obstruct the continued development of the economy.

Table 7. Employment by occupation* (annual average, thousands)¹⁷

	1993	1994	1995	1996	1997	1998	1999	2000
Legislators, senior officials and managers	86.5	88.3	75.1	74.2	88.9	87,0	79,3	76,9
Professionals	89.2	83	79.1	78.6	71.4	69,5	75,5	79,1
Technicians and associate professionals	78.1	77.9	88.6	92.3	86,1	85,9	81,2	84,7
Clerks	38	35.4	33.9	32.9	29.5	29,6	28,8	28,4
Service workers and shop and market sales workers	65.5	71.9	70.4	70.9	70.2	69,5	68,3	66,3
Skilled agricultural and fishery workers	47.2	44.8	32.5	32.2	30.3	28,9	25,2	23,3
Craft and related trades workers	144.5	136.3	122	118.8	112.1	110,4	102,7	97,2
Plant and machine operators and assemblers	99.1	91	89.7	82.5	86	84,1	85,2	85,4
Elementary occupations	58.4	62.1	62.3	60.5	71.3	72,1	65,4	65,6
Armed forces	...	...	...	...	...	...	...	...
Total	708.1	692.6	656.1	645.6	648.4	640,2	614,0	608,6

... data not available

* 1991 – 1996: persons aged 15 – 69; 1997 – 2000: persons aged 15 – 74, because the ELFS defines working-age population as persons aged 15 – 74. All the data on 1997 and the following years are collected from this age

¹⁷ Estonian Statistical Office "Labour Force", 2000

group. The data on 1989-1996, which have been received retrospectively in the ELFS 95 and ELSF 97 are for the persons aged 15-69.

Unemployment problems are closely related to education and social issues. For efficient reduction of unemployment it is necessary to support new and small businesses, since it is where new jobs are created. SME support policy is focused on the support of starting business activities, in order to support the creation of jobs. In the end of 2001, the Ministry of Economic Affairs was finalising the “Estonian National Policy for SME Development 2002 – 2006” (*Ettevõtlik Eesti*). The policy will be targeted at small and medium sized enterprises: microenterprises (0 – 9 employees), small enterprises (10 – 49 employees) and medium-sized enterprises (50 – 249 employees). The objective of the policy is to enhance entrepreneurship and creation of new jobs and to increase competitiveness of the Estonian enterprises.¹⁸

Productivity has increased in both the service and manufacturing sectors, but increased demand for services has resulted in the gradual shift of labour force into the service sector. In 2000, the employment decreased most in electricity, gas and water supply, and agriculture, hunting and forestry activities, whereas the employment increased in hotels and restaurants, manufacturing and real estate, renting and business activities. Manufacturing is the economic activity employing the biggest number of workers, 23% in 2000.

Table 8. Employed by economic activity, 1990, 1995, 1997, 1999, 2000*

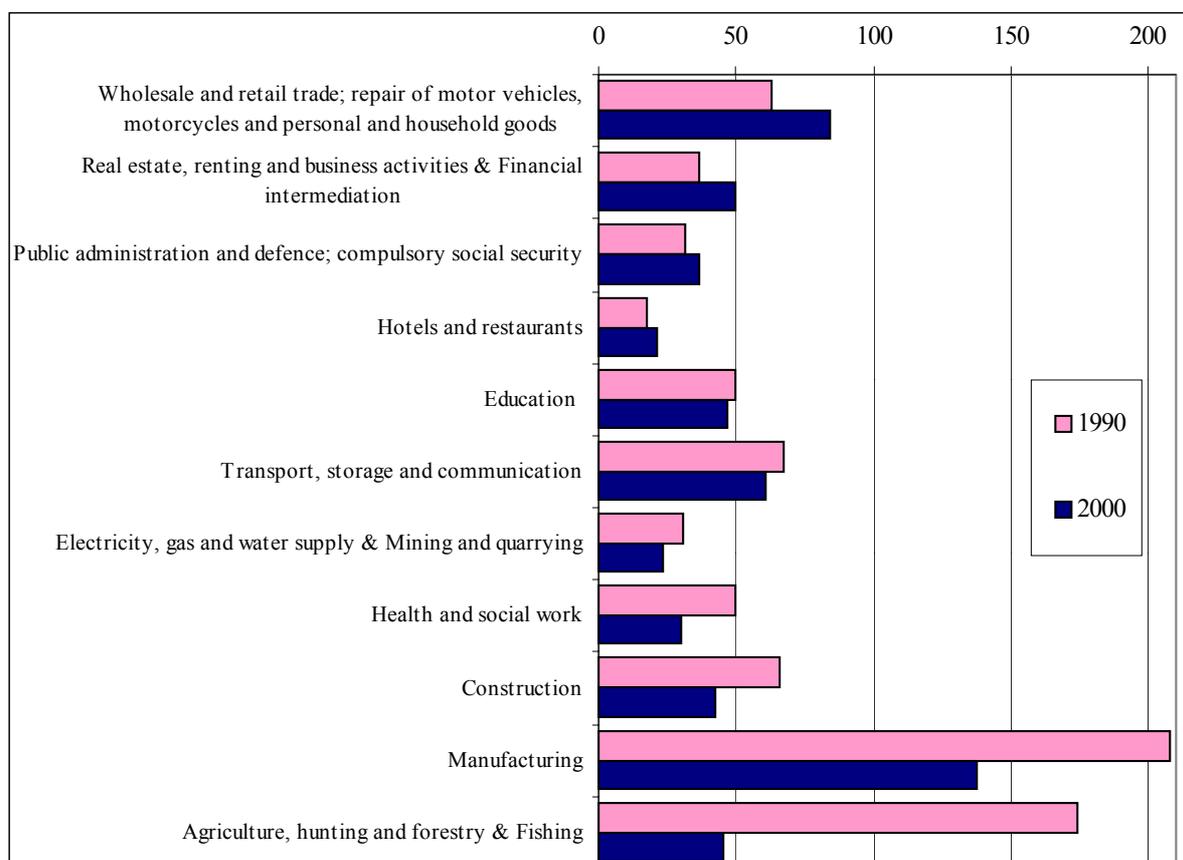
Economic activity	1990	1995	1997	1999**	2000**
Agriculture, hunting and forestry	148,5	63,0	53,6	46,6	42,0
Fishing	25,3	6,0	7,2	3,4	3,1
Mining and quarrying	12,0	9,1	7,6	8,1	7,9
Manufacturing	207,8	162,9	144,1	130,1	137,8
Electricity, gas and water supply	18,6	15,8	17,6	17,7	15,7
Construction	66,0	35,6	47,4	42,3	42,5
Wholesale and retail trade; repair of motor vehicles, motorcycles and personal and household goods	63,1	82,7	90,6	87,0	84,5
Hotels and restaurants	17,5	18,0	14,6	17,2	21,1
Transport, storage and communication	67,0	65,8	59,4	62,9	60,5
Financial intermediation	4,2	7,1	7,5	9,1	8,1
Real estate, renting and business activities	32,7	32,2	35,1	39,9	41,8
Public administration and defence; compulsory social security	31,5	35,7	34,3	36,1	36,4
Education	49,6	55,8	58,9	49,5	46,7
Health and social work	49,5	36,5	36,9	32,9	29,8
Other	33,0	29,9	33,8	31,4	30,8
TOTAL	826,4	656,1	648,4	614,0	608,6

* 1990 – 1996: population aged 15 – 69; 1997 – 2000: population aged 15 - 74

¹⁸ Ministry of Economic Affairs, “Estonian National Policy for SME Development 2002 – 2006” *draft*

** 1990 – 1998 by main economic activity of the enterprise; 1999 – 2000: by economic activity of the local unit (establishment)

Figure 5. Employed by economic activity in 1990, 2000



2.2.2 Employment in private sector

Great changes in ownership structures took place in Estonia as in most transition countries. Although the forms of privatisation vary, most of the economic institutions in transition countries are privately owned. In Estonia, for instance, 87.8% of the registered enterprises are private, which means that joint stock companies, joint ventures and other forms of businesses (i.e. practically all profit-oriented economic activities) are private. However, the share of the public sector as an employer is relatively large, since the state is the main employer in the fields of electricity, gas and water supply, education, health care, public administration, etc.

Table 9. Employed persons by type of ownership of enterprise and sector of economy 1990, 1995 – 2000* (thousands, %)¹⁹

	1990	1995	1997	1998	1999	2000	Change 1990 – 2000
Public sector	605,4	254,7	205,1	197,2	189,5	174,3	-71,2%
Primary	10.4%	2.8%	1.8%	1.7%	1.8%	2.1%	-94.1%
Secondary	41.2%	19.8%	13.7%	13.5%	13.5%	12.4%	-91.3%
Tertiary	48.4%	77.3%	84.6%	84.8%	84.7%	85.5%	-49.2%
Private sector	221,0	401,3	443,3	443,0	424,5	434,3	96,5%
Primary	50.1%	15.4%	12.9%	12.4%	11.2%	9.5%	-62,5%
Secondary	25%	43.1%	42.6%	42%	40.7%	42%	230.1%
Tertiary	24.9%	41.5%	44.6%	45.6%	48.1%	48.5	282.2%

*1990 – 1996: population aged 15 – 69; 1997 – 2000: population aged 15 – 74

Employment in the public sector has decreased drastically during the transition. The fastest decreases have come in manufacturing, but also in the service sector. From the point of view of general economic competitiveness, the relatively large share of the private sector in the economy is positive. As a result of quick privatisation, most profit-oriented enterprises are in private ownership. As in the case of general employment, the largest share of persons employed in the private sector are involved in the service sector. The share of the private sector in employment will probably increase in the near future due to the decision to privatise several major infrastructure firms, such as power stations and railway transport.

Table 10. Employed* in the private sector by economic activity, 1997, 2000²⁰

Economic activity	1997		2000	
	thousands	%	thousands	%
Agriculture, hunting and forestry	50,2	93,7%	38,4	91,4%
Fishing	7,0	96,7%	(3,0)	(98,1%)
Mining and quarrying	(2,1)	(27,4%)	(1,7)	(21,0%)
Manufacturing	140,0	97,1%	135,5	98,3%
Electricity, gas and water supply	(2,4)	(13,5%)	5,5	34,9%
Construction	44,2	93,2%	39,6	93,3%
Wholesale and retail trade; repair of motor vehicles, motorcycles and personal and household goods	90,0	99,4%	83,9	99,3%
Hotels and restaurants	13,7	94,0%	19,3	91,5%
Transport, storage and communication	38,0	64,0%	40,5	67,0%
Financial intermediation	6,6	88,7%	7,0	86,4%
Real estate, renting and business activities	21,7	61,9%	33,6	80,5%
Public administration and defence; compulsory social security	...	...	...	...
Education	(3,1)	(5,3%)	(2,4)	(5,1%)
Health and social work	4,3	11,7%	5,5	18,6%
Other	19,9	59,0%	17,3	56,2%
TOTAL	443,3	68,4%	434,3	71,4%

¹⁹ Estonian Statistical Office “Labour Force”, 1998, 1999, 2000, 2001

²⁰ Estonian Statistical office, “Labour Force”, 1999, 2001

* population aged 15 – 74

Establishment of private firms contributes to increase in jobs, mostly in small enterprises. According to the Estonian Enterprises Register data, employment in small firms (less than 5 people) increased almost 40% during 1994 – 1998. Employment in the private sector increased 1,96 times in 1990 – 2000 .

2.3 Unemployment

The labour market went through a rapid process of adaptation in 1999, as the economic recession forced companies to change their labour policy. Employees were dismissed to reduce expenditure and the number of unemployed increased. The unemployment rate, which had started to increase rapidly during the beginning of 1990s rose to 10% in 1995. In 1999 the unemployment rate began to grow again, reaching 14,8% in the 1st quarter of 2000, which was the higher rate since Estonia had regained its independence. The unemployment rate by ILO methodology remained at a high level at the beginning of 2001 as well, reaching 14.2% (99,000) in the first quarter. Since then the unemployment rate has fallen.²¹

Table 11 Unemployment rate in 2nd quarter, 1996 – 2001²²

	15 – 74 (thousands)	Unemployment rate			
		Total 15 – 74	Males	Females	Age group 15 – 24
1996, 2 nd quarter	...	9,6 %	10,2 %	9,0%	14,2 %
1997, 2 nd quarter	74,1	10,5 %	11,4 %	10,2 %	17,8 %
1998, 2 nd quarter	68,0	9,6 %	10,4 %	8,6 %	14,5 %
1999, 2 nd quarter	81,1	11,7 %	13,0 %	10,2 %	21,2 %
2000, 2 nd quarter	92,0	13,2 %	14,7 %	11,6 %	22,6 %
2001, 2 nd quarter	87,0	12,4 %	11,8 %	13,1 %	23,8 %

The effect of unemployment on different socio-demographic groups has varied. Approximately two thirds of the unemployed are at their most active working age, i.e. 25 – 49 years of age. When comparing unemployment among men and women it can be seen that starting from 1995 the unemployment rate among men has been 1 – 2 percentage points higher than that of women. Comparison with other transition countries shows that the unemployment rate of men is higher there as well, except for the Czech Republic and Poland.

²¹ Estonian Statistical Office, “Labour Force 2000”, 2001

Table 12. Unemployed persons and unemployment rate by sex, place of residence and ethnic nationality, 1999, 2000 (annual average)²³

	Unemployed, thousands			Unemployment rate, %		
	1999	2000	Change +/-	1999	2000	Change +/-
Males	49,6	53,6	4,1	13,6	14,6	1,0
Females	36,7	42,8	6,2	11,0	12,7	1,7
Urban	59,4	68,0	8,6	12,1	13,6	1,6
Rural	26,9	28,5	1,6	12,9	13,8	0,9
Estonians	45,2	51,0	5,8	9,9	11,2	1,3
Non-Estonians	41,0	45,5	4,5	16,7	18,1	1,4
TOTAL	86,2	96,5	10,2	12,3	13,7	1,4

The difference between urban and rural population decreased also during the previous two years.

Table 13 The unemployment rate (the ratio of the unemployed in the labour force), %²⁴

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Rural population	(1,2)	3,0	6,6	8,0	10,6	11,1	11,3	10,5	12,9	13,8
Urban population	1,6	4,0	6,5	7,4	9,4	9,6	9,0	9,6	12,1	13,6
Total	1,5	3,7	6,5	7,6	9,7	10,0	9,7	9,9	12,3	13,7

1991 – 1996 15-69 years old

1997 – 2000 15 – 74 years old

In 2000, by counties the unemployment rate differed more than two times, from 9,5% in Hiiu county to 21,1% in Ida-Viru and 23% in Põlva counties. Compared to 1999, unemployment decreased only in Hiiu and Saare counties.

Analysis of unemployment in different age groups indicates that in 1998 – 2000 unemployment has been increasing the most among the young people (15 – 24 years old, especially 20 – 24 years old). In 2000, the unemployment of the young aged 15 – 24, increased by 4,300, from 19,8% in 1999 to 23,9%. But in registered unemployment only 10,5%, which shows that young people do not register themselves actively. The survey also shows that the unemployment of young people has particularly increased in rural areas and more among the women. Every fourth unemployed person in rural areas is aged 16 – 24, whereas 30,5% of the young women are unemployed.

²² Estonian Statistical Office, “Estonian Statistics”, Monthly No7 1997, 1998, 1999, 2000, 2001

²³ Estonian Statistical Office “Labour Force”, 2001

²⁴ Labour Force Survey

Failure to find a job can be caused by an inadequate command of the Estonian language. In 2000, the unemployment rate of the Estonians aged 15 – 24 was 19.7%, but 30,7% among the non-Estonians. Especially the young people in Ida-Viru county have great difficulties in finding a job even after graduation from the local VET school. Compared to the other age groups, the unemployment rate of young people is high also because most young people are at the age where they are still studying (and thus belong among inactive people). The absolute figure of the labour force is therefore relatively low.

Table 14 Registered unemployment (NLMB) and unemployment by ILO method (ELFS)*²⁵

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Register data (NLMB)											
Unemployed (thousands)				33,4	37,3	34,9	37,9	34,1	31,9	43,9	46,3
Unemployment rate				3,9 %	4,4 %	4,1 %	4,4%	4,0 %	3,7 %	5,1%	5,3%
ILO definition (ELFS)											
Unemployed (thousands)	5,3	12,0	29,1	49,6	56,7	70,9	71,9	69,4	70,2	86,2	96,5
Unemployment rate	0,6 %	1,5 %	3,7 %	6,5 %	7,6 %	9,7 %	10,0%	9,7 %	9,9 %	12,4%	13,7%

* 1997 – 2001 persons aged 15 – 74

The number of registered unemployed will probably increase in 2001 and onwards, as the implementation of the new Employment Services Act (*Tööturuteenuse seadus*), 2000, provides motives for registration for more unemployed people.

2.4 Labour market policies

The governing labour market institution in Estonia is the Ministry of Social Affairs. On February 1, 1993, the Ministries of Health, Social Security and Labour were reorganised into the Ministry of Social Affairs. The main functions of the Ministry include drafting and implementing the social policy and solving social problems.

In recent years the legal status of the national labour market institutions has been somewhat equivocal. The Government in principle liquidated the Labour Market Board in 1996 through an amendment in legislation. As a result, funds were allocated from the budget to the Labour Market Board in the 1997 – 1998 period only for covering maintenance costs in state

Employment Offices and for the provision of employment services to the unemployed. In 1999, the Labour Market Board was restored as an institution, and the statutes of the Labour Market Board and state Employment Offices, together with the new structure and composition of the Labour Market Board, were approved on May 28, 1999, by Regulation No 42 of the Ministry of Social Affairs.

To increase the administrative capacity of the Ministry of Social Affairs in solving the employment problems, the position of Deputy Secretary-General of Labour Policy was created in 1999, and the new Labour Market Department was set up in January 2000. The Deputy Secretary-General of Labour Policy is in charge of issues governing labour relations, work environment and the labour market, including the drafting of the employment policy. The objective of the employment policy is to increase the quality of the labour force and create new jobs, thus attaining the **highest possible employment rate** and reducing unemployment by one fifth. The following table shows objectives up to 2004.²⁶

	1999	2000	Objective for 2004	
Employed, thousands		614,0	608,6	621,5
Unemployment rate		12.3%	13.7%	12.7%

The strategy will be implemented up to 2004 through the following priority action lines:

- improvement of active labour market policies in order to create jobs;
- promotion of opportunities for the continuing training and retraining of adults;
- integration of disadvantaged groups into the labour market;
- raising the administrative capacity of the Labour Market Board and Employment Offices.

In March 19, 2001, Joint Assessment of Employment Priorities in Estonia (JAP) (*Tööhõive Ühishinnang*) was signed. JAP is a strategic document, which describes Estonian labour market situation, identifies the main development fields and methods for improving the labour market situation. The objective of JAP is to provide an overview of how a candidate country labour market system is able to implement European Union employment strategy. JAP was prepared by the European Commission and the Estonian Ministry of Social Affairs in cooperation with other ministries.

²⁵ NLMB for register data and LFS

²⁶ "Estonian Employment Action Plan 2002", 2001

2.5 Future skill needs of the economy

The representatives of industry and the entrepreneurs cannot yet clearly articulate their skill requirements in a way that the education sectors could respond (this is the conclusion on the basis of different surveys, conducted in 1998 – 2000). Furthermore, industry lacks the essential methodology to identify their training needs based on their business plans. Before this change they could deliver to defined specifications – now the schools have to predict which qualification profiles the companies will require in the future.

Professions Act (passed 19 December 2000) provides the bases for the development of the requirements for professional qualifications and for the attestation and award of professional qualifications. This Act does not apply to professions in the case of which the development of requirements for professional qualifications and the attestation and award of professional qualifications is regulated by other Acts. In 2001, several regulations of the Government of the Republic on Professions Act were passed: Establishment of the Estonian Qualification Authority (26. June 2001); Establishment and Statute of the national professions register (17. July 2001); Statute of the Vocational Council (16. Oct. 2001); Statute, format and issuing order of a vocational qualification certificate, and order for covering the costs (23. Oct. 2001); The main conditions for attestation and award of vocational qualifications (8. Nov 2001).

In the survey “Skill Needs Of Companies In South-Estonia” the following recommendations for upgrading the skills were presented, which well describe the situation in whole Estonia.²⁷

1. As the companies mainly identify the skilled and craft workers and service and sales personnel among the problematic occupational groups therefore it is necessary to pay priority attention to vocational training;
2. the share of teaching foreign languages and training personality related skills should be raised in training and school study programs;
3. in the future the companies anticipate problems in recruiting senior and mid-level professionals as there is too little supply of the professionals and the region’s attractiveness is relatively low to recruit those professionals from outside the region. As big share of the companies prefer to recruit inside the company, there is market for trainers to provide qualification-raising courses;

4. it is important that the companies consider workforce issues as important as the other (financial, technical etc.);
5. the companies should be trained to prepare systematic training plans and to include these into business plans. There is lack of competence in this area. It is necessary to specialise some managers on human resources development;
6. there should be more co-operation between enterprises, regional stakeholders, training providers and vocational schools in workforce development issues to highlight education and qualification upgrading needs and use the information by planners/developers and trainers. Closer contacts between enterprises should be established both in forms of informal networks and through associations;
7. there should be more analysis concerning the workforce issues of micro-enterprises that is the fastest growing group of employers. Their needs are different from that of larger enterprises. The information could be used in developing new business start-up activities;
8. the development priorities in the regional plans address the need to develop high-tech and knowledge-intensive industries. While there is a large number of low-skilled workers (and unemployed) consideration should also be given to labour-intensive industries and services. The region should have activities for all groups.

2.6 Conclusions as regards the key labour market issues and their influence on the aspects of human resources development

The lack of qualified labour force hinders the establishment of new competitive enterprises and the expansion of existing ones. The main cause of the increasing structural unemployment is the current non-flexible re-training system, which fails to train sufficient numbers of qualified workers able to orient themselves in a modern industrial environment. The fact that the division of the labour force within society is not balanced exerts a negative influence on overall productivity. However, thanks to a reduction in the number of employees and an increased net turnover of realization, working efficiency in the manufacturing industry has risen since the second quarter of 1999. This development was achieved mainly through reductions in labour costs, the percentage of these costs being lowered to 20% in 1999.

²⁷ Kliimask, 2001

Chapter 3 Modernisation of Vocational Education and Training (VET) in the perspective of life long learning

3.1 Introduction

The development of the VET system during the period of re-establishing independence in the beginning of the 1990s did not cope with the rapid changes in the society. In spite of the quick changes towards democracy and a free market economy, reorganisation of the VET system since 1996, still adapted to the requirements of the old command economy from the Soviet period, appeared to be a difficult task. .

3.2 Human resource strategy and priorities included in the National Development Plan

The Estonian Government and the Bank of Estonia continue to pursue liberal and open economic policies aimed at ensuring a stable economic environment and sustainable economic growth, based on the following economic policy principles:

- economic growth will result primarily from the growth of exports;
- investment demand will continue to be high;
- stable economic environment will continue to attract foreign capital inflows;
- the price level and structure convergence is not over and therefore inflation will be slightly higher;
- the situation on the labour market will influence the competitiveness the most;
- growth of the economic activity and decrease of the tax burden will decrease the unemployment rate. Diminishing of the low-salaried labour force's tax burden is expected to decrease the share of the shadow economy, and support economic growth;
- preparation of qualified labour force is supported as the lack of it may become a limitation to economic growth;
- active labour market policies will decreasing the number of inactive population, integrating risk groups into the labour market and promoting flexible employment relations necessitated by the changes in overall economic environment;
- the level of general educational background improved and increasing number of

specialists with higher degrees decrease the number of the potential unemployed;

- developing vocational training and introducing and implementing the principle of lifelong learning will improve the quality of labour force.

3.3 Preparation for ESF implementation

Preparing the implementation of ESF in Estonia, the Foundation VET Reform in cooperation with the European Training Foundation and other parties has organised different events during 1999/2000:

- conferences and seminars introducing the preparation for joining the European Union from the perspective of human resource development;
- preparation of different target groups for participation in ESF;
- translation, publication, updating and dissemination (e.g. via Internet) of information related to ESF;

The target groups have been the ministries, local and county governments, Employment Offices, employers and entrepreneurs, trade unions and education and training institutions (incl. VET schools, universities). Currently Estonia is implementing SPP (Special Preparatory Program), which is a European Union measure for preparing the accession countries for structural funds. The aim of the SPP is to prepare the candidate countries and provide a functioning mechanism for accessing and using the EU structural funds at the time of joining the EU. Currently there are two pre-structural funds: SAPARD (Special Assistance Programme for Agriculture and Rural Development) –country life and agriculture; and ISPA (Instrument for Structural Policies for Pre-accession) – environment and transport.

3.4 Modernisation of Initial Vocational Education and Training (IVET)

Modernisation of IVET has been led by the Ministry of Education, mainly through Phare and bilateral programmes. One of the main directions in modernisation of VET is setting up multi-functional vocational training centres. This process is started and will be carried further first of all in the target regions of the national regional policy – Ida-Viru county, South Estonia and the islands. The new co-operation mechanisms between VET system and

business community, arranging of qualification certificate examinations and adult vocational training will be piloted first in the same regions.

Modernisation of VET and vocational higher education programmes will be based on the needs assessed on the basis of the county labour market studies. The regional labour market studies serve also as the basis for strengthening active labour market policies. Special programmes to fight unemployment targeted to regionally specified risk groups will be elaborated. Implementation of these programmes will be piloted first in the regional policy target areas where one can observe the highest rates of unemployment.

Current principles of a centralised management of VET institutions (the majority of VET institutions belong to the state) does not allow for the quick adaptation to local needs on one hand and does not account for the increasing interest towards VET from the part of local authorities on the other. VET reforms will have to increasingly pay attention to the sharing of interests and responsibilities among the national and local authorities. Some municipalities in Estonia have already demonstrated their interest in the management of VET. According to current procedures local municipalities are obliged to co-ordinate school admission plans and programmes. However, their active participation in the development of VET is only emerging.

The principles for VET reorganisation and development are described in the VET concept (1998), with the following key words: **functionality, flexibility, co-operation, integration, quality, availability, consistency, relevance and efficiency.**

Functionality – the VET system fills its function in the society. It is reorganised and developed according to the social and economic development of the society, i.e. adjusting to the needs and to the changes of the labour market.

Flexibility – the VET content and provision is easily adjustable to the different needs of different target groups.

Co-operation – between the public and social partners (employers, employees, local governments, VET experts (scientists, specialists, etc.)); and teachers and trainers in developing the VET system and improving the provision.

Integration – removing strict borders between different types (general and vocational) and levels (basic, secondary, higher) of education.

Quality – VET is an asset ensuring competitiveness and ability to cope with changes on the labour market for those who have it; its quality is measured with vocational standards and it is in continuous development.

Availability – VET is offered at different education levels, for people with different backgrounds, personal characteristics and preferences.

Consistency – there are no dead ends, it is easy to combine programmes, progress to the next education level, increase qualification or acquire complementary training.

Relevance – provision of VET is elaborated and meets the requirements and needs of the labour market and the society in general.

Efficiency – VET provision is a collective work of all interested parties, reaching the common aim with available resources.

3.4.1 Structure and Organisation of the IVET system.

The Estonian education system (Annex 2) covers **pre-school education** in kindergartens; **general education** in primary schools, basic schools and gymnasiums (upper general secondary schools); **vocational education and training** in VET schools and **higher education** at universities, applied higher education institutions and in VET schools (vocational higher education). In 1993/94 academic year the student body comprised 17.6% of the population, while by 1999/2000 the figure had increased to 21% (302,921 students). Special services are available for children with moderate and severe physical and/or intellectual disabilities. For handicapped children there are special basic schools, upper secondary schools and one vocational school.

Table 14. Educational institutions and enrolment, 1995/96, 1997/98 and 2000/2001, at the beginning of academic year²⁸

	Academic year			Change 2000/2001 vs 1995/96
	1995/96	1997/98	2000/2001	
Institutions providing:				
Full-time general education	743	731	686	-8%
Diurnal schools	742	730	685	-8%
Primary schools	202	185	155	-23%
Basic schools	308	309	289	-6%

²⁸ Estonian Statistical Office “Education” 1996/97, 2000/2001

Secondary schools and gymnasiums	232	236	241	4%
Other	1	1	1	0%
Part-time general education	34	33	31	-9%
Diurnal schools	13	14	13	0%
Evening schools	21	19	18	-14%
Vocational, vocational secondary or post-secondary technical education	85	90	78	-8%
Vocational education institutions	85	81	76	-11%
Study centres	4	6	-	-100%
Diurnal schools	1	2	-	-100%
Applied higher education institutions	3	1	2	-33%
Vocational higher education			14	100%
Vocational education institutions			12	100%
Applied higher education institutions			2	100%
Higher education	27	35	34	26%
Applied higher education institutions	19	21	19	0%
Vocational education institutions	1	4	-	-100%
Universities	6	10	15	150%
Enrolment*	277,732	289,714	305,795	10%
Full-time general education	214,562	217,501	212,184	-1%
grades 10-12(13)	31,848	33,015	32,954	3%
Part-time general education	6,498	6,585	6,371	-2%
grades 10-12(13)	4,999	5,304	5,062	1%
Vocational and vocational secondary courses	16,946	18,563	28,339	67%
Post-secondary technical education	14,492	12,753	2,533	-83%
Vocational higher education			5,623	100%
Higher education	27,234	34,542	50,814	87%
Diploma courses	6,063	10,481	17,136	183%
Bachelor courses	17,959	20,489	27,892	55%
Master courses	2,588	2,673	4,339	68%
Doctor courses	624	899	1,442	131%
Pupils and students per 10,000 inhabitants**	1,869	1,987	2,129	14%
Full-time general education	1,446	1,492	1,477	2%
Part-time general education	44	45	44	0%
Vocational and vocational secondary courses	114	127	197	73%
Post-secondary technical education	84	87	18	-79%
Vocational higher education			39	100%
Higher education	184	237	354	92%

* In 1995/96, 1997/98 and 2000/2001 correspondingly 381, 230 and 69 students studied simultaneously in the evening school of general education and in the vocational education institution

** Proportion in midyear population

VET is an integral part of the Estonian education system. Its aim is to meet the quantitative and qualitative need for specialists on the labour market and to guarantee access to all members of the society, regardless of their social and economic status. VET includes all forms of vocational education and training in the formal education system and outside it, at levels of vocational secondary education, post-secondary technical education and vocational higher education.

3.4.1.1 The educational system as a whole/Scope of IVET within it

Table 15. Education levels, level categories and respective age groups

	Age group		
International education level	Estonian educational level category		
Primary – grades 1. – 6.	7 – 12	7 – 12	1 st – primary education (grades 1. – 6.)
Secondary – grades 7. – 12 and vocational education	13 – 17	13 – 14	2 nd – basic education (grades 7. – 9.)
		15 – 17	3 rd – secondary general (grades 10. – 12.) and vocational education
		18 – 20	4 th – post-secondary technical education
Tertiary – professional secondary, higher professional and higher education	18 – 22	18 – 22	5 th – 8 th – higher education (5 th vocational higher education and diploma study, 6 th bachelor study, 7 th masters study, 8 th doctor's study)

Basic education

According to the Law on Education, a child is obliged to enrol at school when s/he has turned seven, or will turn by October 1st, of the current year. The obligation to attend school – compulsory education – lasts until s/he has graduated from the basic school (*Põhikool* – grades 1. – 9.), or until s/he has turned 17, even if not graduated from the 9th grade. The basic level covers categories 1 and 2 of the ISCED classification.

Upper secondary, general and vocational education (ISCED 3)

After graduation from the basic school a young person has the opportunity to continue studies at a *Gümnaasium* (grades 10. – 12.) to acquire general secondary education or at a VET school to acquire vocational secondary education. In 2000/01 academic year there were 78 VET schools in Estonia; of which 62 were public VET schools – the Ministry of Education being responsible for 59, the Ministry of Social Affairs for one, the National Police Board for one, and 16 schools were privately owned. The public VET schools under the administrative jurisdiction of the Ministry of Agriculture (12 VET schools) were transferred under the Ministry of Education in summer 2000.

In 2000/01 there was 30,872 students on the secondary VET level – 17,714 acquiring VET after basic school and 13,158 acquiring VET after *Gümnaasium*. The change in the number

of students is not caused by general decrease in the number of students, but by reorganisation of the education system and introduction of vocational higher education.²⁹

Table 16. Number of schools providing VET programmes and number of students acquiring secondary level VET, 1992 – 2001, (Oct 1st)³⁰

Schools providing VET programmes									
	1992	1993	1994	1995	1996	1997	1998	1999	2000
Public ownership	61	80	80	74	75	74	71	68	62
<i>incl. the Ministry of Education</i>	45	3	3	59	60	59	56	58	59
<i>incl. the other</i>	16	77	77	15	15	15	15	10	3
Municipal ownership	25	3	3	3	5	4	3	2	0
Private ownership	1		4	7	10	12	13	16	16
TOTAL	87	83	87	84	90	90	87	86	78
Students acquiring VET programmes									
Public ownership	23573	27854	26872	27932	29028	28776	29200	29265	28952
<i>incl. the Ministry of Education</i>	19524	1365	1008	24444	24924	24846	25012	27089	28532
<i>incl. the other</i>	4049	26489	25864	3488	4104	3930	4188	2176	420
Municipal ownership	7000	354	374	405	444	357	239	49	0
Private ownership	114		560	1059	2001	2185	1751	1833	1920
TOTAL	30687	28208	27806	29396	31473	31318	31190	31147	30872

Higher education

In 1990's several innovations were introduced on the higher education level as an alternative to the public and academic stream of universities. Starting in the 1991/92 academic year, tertiary education has been divided in two branches: 1) universities and 2) applied higher education institutions. Applied higher education institutions have evolved from the previous public Technicums (post-secondary technical education institutions).

In addition, private higher education and most recently, since 1998, vocational higher education has been introduced. In 2000/01 academic year, 5623 students were acquiring vocational higher education at VET schools and applied higher education institutions. The differences between the programmes of applied higher education and vocational higher education are: the length of the programme 4 vs 3 years, the length of enterprise practice 15% vs 35% of programme volume and the requirements to the teaching staff. In 2000 there were 14 universities, 6 public legal and 8 private, and 19 applied higher education institutions, 8

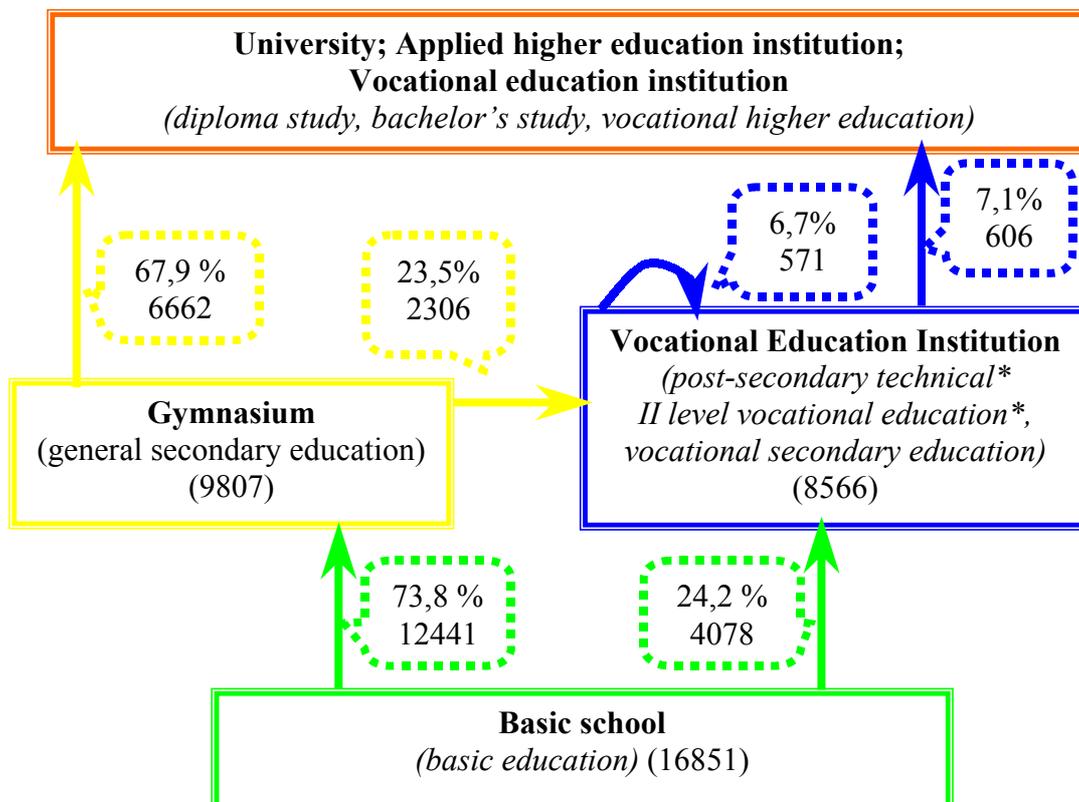
²⁹ Ministry of Education, Information and Statistical division (Statistical data for an academic year is reported on 1st October each year).

public and 11 private. In 1993/94 the number of students at higher education level was 25,037 and by 2000/2001 the number had more than doubled (56,437).³¹

3.4.1.2 The entry to the IVET system

All Estonian citizens and people who have valid residency permits can apply to a VET school. The state and the local municipalities must ensure learning opportunities for all young people who wish to acquire VET after basic education. For entering VET programme after basic education the Basic School Graduation Certificate is required, and for the programme after general secondary education the Basic School Graduation Certificate is required, and for the programme after general secondary education (*Gümnaasium*) the graduation certificate from the general secondary school and the State Examination Certificate are required. Most of the students acquiring secondary VET are in age 16 – 20 years: those starting after basic education are 16 – 18 and those starting after *Gümnaasium* 18 – 20 years old.

Figure 6. Further studies of the graduates from diurnal basic school and gymnasium in 2000³²



³⁰ Ministry of Education, Information and Statistical division, Estonian National Observatory, 2001

³¹ Estonian Ministry of Education, Information and Statistics Division

³² Ministry of Education, Information and Statistical division.

**no admission to these programmes since 1999/2000 academic year*

If vacant places exist, students have the right to continue their studies commenced in one VET school in the same vocation, profession or occupation in another VET school. Upon transfer to another vocation, profession or occupation, a student must pass all the examinations and assessments prescribed in the programme, which were not in the programme of the previous VET school.

Students who have interrupted their studies in a VET school, which operates on the basis of basic education have the right to continue studies in a *Gümnaasium* in order to acquire general secondary education under the conditions established by a regulation of the Minister of Education. The same applies for moving from *Gümnaasium* to VET school.

VET schools provide opportunities for acquiring basic VET for young people who have not acquired basic education. They would be acquiring basic education in evening or distance studies according to the rules set in the Basic Schools and Upper Secondary Schools Act. On completion of the programme the VET school issues a document on acquiring the basic VET.

VET schools provide opportunities for acquiring basic VET for the *Gümnaasium* (general secondary school) students, in the scope of the elective subjects foreseen in the national programme for basic and general secondary education. On completion of the programme the VET school issues a document on acquiring the basic VET. The VET school and the *Gümnaasium* sign a contract for organising basic VET for *Gümnaasium* students.

3.4.1.3 The training levels and paths within the IVET system and certification of outputs

Until 1998, students entering a VET after basic school could acquire secondary level qualification after 2 – 4 years of study (ISCED 3/3C) and post-secondary level qualification after 4 years of study (ISCED 5/3A). *Gümnaasium* graduates could enter the same programmes, but complete quicker – secondary level qualification 1 – 2 years (ISCED 3/4B) and post-secondary level programme 2,5 – 3 or more years (ISCED 5/5B). In several fields, the students entering VET programmes after the basic school had an opportunity to complete additional classes on upper secondary general education (ISCED 3/3A) and after passing the state exams on general secondary education they received state exam certificate as do the graduates from the *Gümnaasium* and therefore become eligible for applying for universities and applied higher education institutions.

The Vocational Educational Institutions Act was approved in July 1998 (amended in 2001) stipulates two levels of VET – vocational secondary education (*kutsekeskharidus*) and vocational higher education (*kutsekõrgharidus*). The admission to vocational secondary education level is based on completion of basic (compulsory) education or upper secondary general education. The length of studies for basic school graduates is minimum 3 years (ISCED 3/3B). *Gümnaasium* graduates can acquire secondary VET in less time – 1 – 2 years (ISCED 3/4B). In some fields entry to a vocational secondary education programme is possible only for the graduates from *Gümnaasium* (general secondary education).

Students who have completed secondary education, either vocational or general, are eligible for applying for vocational higher education (ISCED 5/5B). The graduates from vocational secondary education, who wish to continue their studies at a university (ISCED 6/5A) must pass the national examinations for *Gümnaasium* graduation.

Since 2000/2001 academic year, the state financed VET is established by training fields and education levels. The VET programmes are divided into 44 training fields (Look at Annex 3). On the vocational secondary education level, the specific specialisation is not specified as the objective is to provide all students with the broad basic knowledge on the vocational field. The students are enrolled on a training field, and will specialise within the training field. The

VET schools are obliged to present the possible choices within the training field and prove their preparedness for teaching.

The fields, which are developing quickly are: service – catering, tourism, hotel service, commerce; logistics – transport, communications, inventory systems; information technology; electronics-automation; telecommunication.

Table 17. The specialisation opportunities in VET schools by fields of study in 2000/2001

Field of study	Sub-field of study	After basic school		After <i>Gümnaasium</i>	
		Programmes	Students	Programmes	Students
Education	Teacher training and education science	1	1	1	25
Humanities and Arts	Humanities			1	43
	Arts	41	307	39	316
Science	Computing	8	289	35	1432
Social sciences, business and law	Journalism and information			1	36
	Business and administration	26	1107	82	4366
	Law			4	96
Engineering, manufacturing and construction	Engineering and engineering trades	134	5359	61	2056
	Manufacturing and processing	89	2878	28	925
	Architecture and building	75	2892	11	183
Agriculture	Agriculture, forestry and fishery	39	1011	9	368
Health and welfare	Health			7	207
	Social services	1	49	11	335
Services	Personal services	76	3344	55	2134
	Transport services	11	428	7	279
	Environmental protection			1	58
	Security services			4	348
TOTAL		501	17665	357	13207

In order to graduate from a VET school a student has to cover the full programme, acquire all the material foreseen in the programme, take the necessary tests and pass all required examinations, practical training and the final paper. The required examinations are fixed in the school programme. The national examinations (incl. those of general secondary education do not replace any school examinations and vice versa. The examinations can be oral, written, practical or combination of these.

Graduation from a VET school is proved by a graduation certificate, or upon completion of a higher vocational education programme, by a diploma. The graduation certificate does not attribute qualification, but confirms that the person has covered a certain programme, at a

certain level in a certain VET school. Currently qualifications are not attributed in Estonia, but significant progress has been made towards this in recent years in the frames of developing the National Employee Qualification System. The vocational reform – preparation of the vocational standards – started at the Estonian Chamber of Commerce. In 2001, Estonian Qualification Authority was established, which will continue to be the implementing agency of the vocational reform – elaborating vocational standards and making preparations for the process of assessment and attribution of vocational qualifications.

The Professions Act was adopted in 2000, and soon the graduates from the VET schools can take qualification examination upon graduation. After passing the examination, vocational qualification is attributed. Vocational qualification will be proved by vocational qualification certificate. The vocational qualification certificates will be inserted in the vocational register. Vocational qualification can be attributed by a private or public-legal entity, an institution, which main field of activity is development of vocation or the respective vocational, professional or occupational training. The respective Vocational Council will decide the organ attributing vocational qualification.

3.4.1.4 The organisation of the training provision within each level/path

The size and number of classes in VET schools are regulated by the school programme and approved by the Ministry of Education. One academic year consists of a minimum of 40 study weeks, and the holidays must last at least 8 weeks. Diurnal, evening and distance learning is allowed in VET schools.

The objective of a VET programme after basic school is to prepare skilled workers or preparation for studies at the vocational higher education level. The programme aims at developing the knowledge, skills, experience and attitudes required for performing independent skilled work, with enough general education background to implement the know-how in both large and small firms.

The objective of a VET programme after *Gümnaasium* is to prepare workers for complicated skilled work, service personnel and clerks or to prepare for studies at the vocational higher education level. Requiring secondary general education background and maturity, the programme provides the student with knowledge, skills, experiences and attitudes for

performing independent, complicated skilled work, and ability to understand technological processes.

The objective of a vocational higher education programme is to prepare specialists, middle-level managers.

The teachers in the VET schools have a right to choose freely the teaching methods, books, teaching materials, etc. in order to achieve the objectives set by the VET programme. Teaching of general and vocational education subjects is integrated if possible. The language of instruction is Estonian or Russian. Of the 78 VET schools, 60% use Estonian as the language of instruction, 20% use Russian, and the remaining 20% use both languages.

The size of VET institutions' personnel is relatively large and inefficient. The average is one staff member per five students. For one pedagogical worker, the ratio is on average ten students. The average ratio of pedagogical workers to other staff is only slightly over one, indicating that the large personnel numbers arise from too many administrative workers.

3.4.1.5 The access to further levels of education and employment

The graduation certificate of secondary VET gives a right to continue studies on the vocational higher education level in a VET school or applied higher education institution. The graduates from the VET school who want to continue studies in university, diploma or bachelor studies, must pass the national examinations foreseen in the national programme for general secondary education.

A student who has been discharged from a VET school before covering the full programme after basic education has the right to start acquiring general secondary education if the *Gümnaasium* has vacant places. If the student wishes to transfer to the gymnasium grades 11 or 12, he/she has to present the study progress sheet on the subjects, volumes and the results.

Table 18. Graduates of VET schools by levels in 1993 – 2000³³

	1993	1994	1995	1996	1997	1998	1999	2000
3-0	81	106	64	118	122	66	37	

³³ National Observatory, 2001

3-1	1311	1247	878	841	1012	1237	737	623
3-2	2982	2210	2213	2273	2040	1893	2397	2572
KKPB								
KKKB and 3-3	1384	1214	1159	1434	1636	1746	1989	2901
3-9	1137	1148	707	630	735	728	623	212
4-0	9		10	7	6	6		
4-1	1433	1314	379	846	662	606	683	563
4-2	2262	2210	1935	2082	2282	2255	2076	1695
TOTAL	10599	9449	7345	8231	8495	8537	8542	8566

Admission since 1999/2000:

KKPB – VET after basic education

KKKB – VET after *Gümnaasium*

No admission since 1999/2000:

3-0 – programmes for students who have not acquired basic education

3-1 – VET after basic education

3-2 – VET after basic education, both secondary general and vocational acquired

3-3 – VET after *Gümnaasium*

3-9 – programmes at prisons and for students with special needs

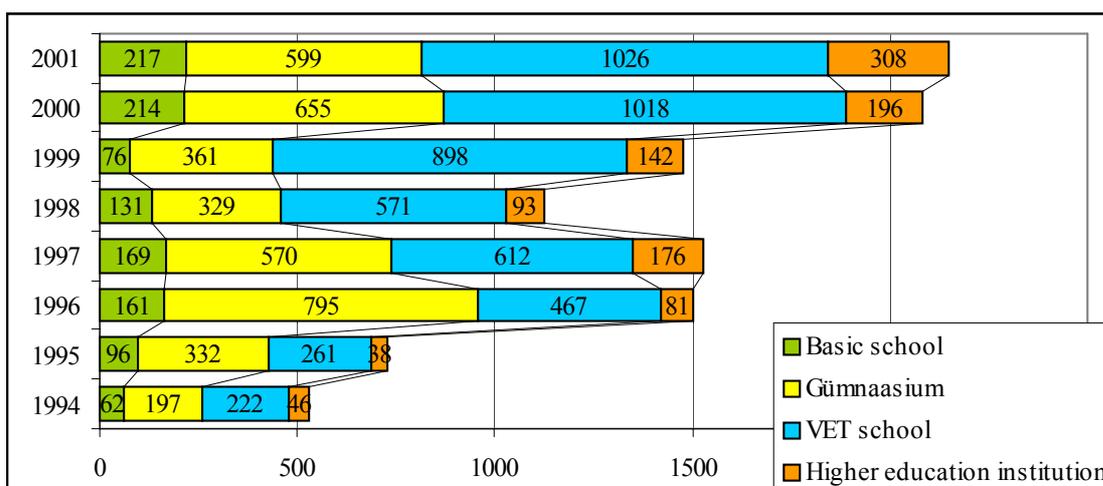
4-0 – ballet school programmes

4-1 – post-secondary technical education after basic education

4-2 – post-secondary technical education after *Gümnaasium*

Access to the labour market of the young is not easy, as the number of jobs is still decreasing and the pension age is increasing. A consistent system of follow-up of graduates after graduation is missing in Estonia. There is an overview of those who continue studies (Figure 6) and those who register at an Employment Office as unemployed after graduation (Figure 7). Registration has increased over years because registration provides access to social guarantees for the unemployed (e.g. medical insurance).

Figure 7. Graduates, who registered as unemployed by October at the year of graduation³⁴



³⁴ NLMB, 2001

The Labour Force Survey data on graduates since 1996, indicates that majority of the graduates from Basic school and *Gümnaasium* have continued studies, while around 55% of the graduates from VET schools are working and 15% have continued studies.

3.4.2 Responsible bodies

Since the majority of VET schools in Estonia belong to the state, the state is playing the most important role in the VET provision. The Ministry of Education is responsible for the whole area of education.

The structure and location of the Ministry of Education was changed in 2001. Since 1. July 2001, the newly structured Ministry has been working in the historical university town in Central Estonia – Tartu, instead of capital Tallinn. The Ministry of Education is responsible for organisation of the national education, science and youth work, for planning and implementation of the language work and preparation of the respective legislative acts. The main tasks of the Ministry are organisation, development and planning and monitoring in its jurisdiction in the bounds of the effective legislation.³⁵

The VET Department was dissolved and the VET policy-related questions are dealt with in the Policy Department, Secondary Education Division.

School Network Office (*Koolivõrgu Büroo*) was established. It is a public institution in the jurisdiction of the Ministry of Education, providing services to the Ministry in the administrative questions of the public basic schools, *Gümnaasiums*, VET schools and applied higher education institutions. There are 96 public education institutions: 57 VET schools (3 prison schools), 32 general education institutions (4 *Gümnaasiums* and basic schools, 6 sanatorium boarding schools, 3 special schools for the children with learning or behavioural difficulties and 19 schools for the children with special needs) and 7 applied higher education institutions. The Office is representing the state and reports to the Ministry of Education. The Office has three structural units – the development department, the financial planning department and the secretariat. In addition, the Office employs an internal audit advisor and 6 regional directors, who assess and analyse the educational institutions' activities and

administration in their regions and present recommendations for better reorganisation of work.

The Public Assets Administration Office (*Riigivara Haldusbüroo*) was established. It is also a public institution in the jurisdiction of the Ministry of Education, providing services to the Ministry in public assets administration. The objective of the Office is effective and efficient administration and development of the public assets in the jurisdiction of the Ministry of Education.

On the school level the rights and responsibilities are divided:

- the **VET school council** resolves matters pertaining to the operations and development of the school, its assets and budget;
- the **director** of a VET school is responsible for the statutory operation and development and legitimate use of the financial assets of the school. The director reports to the school council;
- the **teachers' board**, which includes teachers and other teaching staff, resolves matters pertaining to the educational activities of the school.

3.4.3 Financing

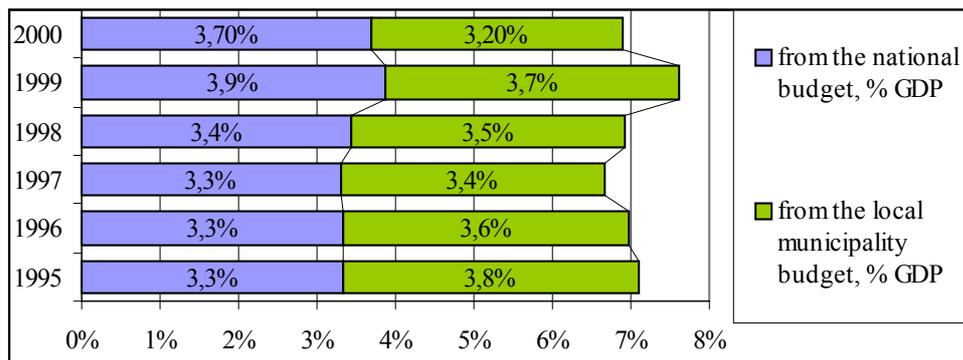
It is in the interest of the society to keep young people in the education system until they reach maturity age. That is why secondary education is primarily financed by the state and local governments. Education has been valued highly in the Estonian economical and political situation, as 16,7% of the public sector budget was allocated to education in 2000 (16,4% in 1999; 16,63% in 1998; 16,46% in 1997 and 16,32% in 1996). The educational expenditures include all expenditure on regular education, hobby education and continuous training. The educational expenditure includes operational expenditure, capital investments and some expenditure on science, as far as these are not separable from the universities' educational expenditure.

Expenditure on education is 7% of GDP. A half of the public sector expenditure on education is allocated from the national budget and another half from the local municipalities' budget.

³⁵ Statute of the Ministry of Education, 2001

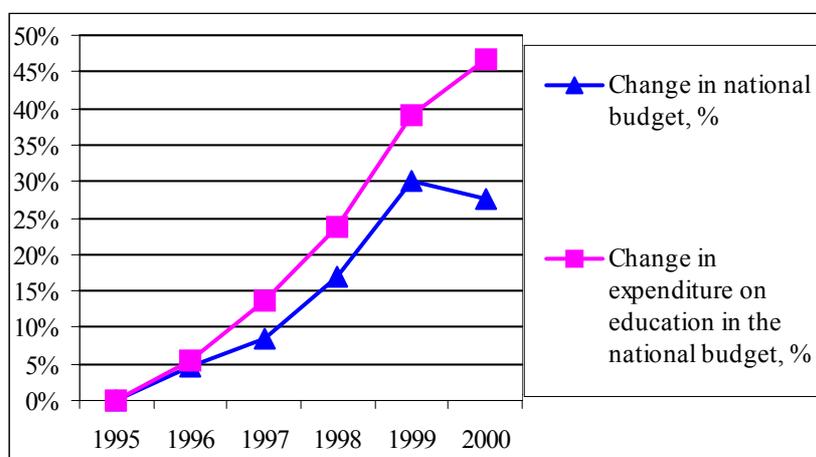
Compared to developed countries, Estonia is investing in education relatively big share of its financial resources, but it does not mean that Estonian education system has more resources. The purchasing power parity indicator places Estonia, in comparison to the OECD countries, to one of the last positions. The analysis of GDP per capita clarifies that although Estonia prioritises education, the resources for investing into the education system development are very limited.

Figure 8 Expenditure on education from the public sector budget in 1995 - 2000, % GDP



Comparison of the expenditure on education and economic growth with the level of 1995, indicates growth trend irrespective of the economic recession and smaller share of national budget of GDP. The same trend was tracked in most of the OECD countries – investment in education grew faster than the indicator of economic growth.

Figure 9. Change in the national budget and in the expenditure on education in the national budget in comparison to 1995, %



Local governments pay pre-school teachers' salaries. The state covers all school maintenance costs and teachers' salaries of the public schools. Private and municipal schools' teachers' salaries come from the state budget in accordance with the number of students. Municipal schools receive local government funding for school maintenance costs. The law provides for schools to receive private funding, but this remains at a low level. No official statistics are currently available as regards the contributions to VET by private enterprises or individuals. At the universities, teachers' salaries and maintenance costs come from the state budget according to the number of students and calculated coefficient costs. Presently there are no tuition fees in public schools.

Since 1995, it is possible to take a student loan (max 15,000 per year). The loan is available for full-time students at the higher education institutions and the students at VET schools who are following programmes after *Gümnaasium*. The minimum length of the programme is 9 calendar months.

Continuing training is financed by the State only for civil servants and teachers.

3.4.4 Social dialogue and involvement of social partners

VET is becoming an issue of wider interest. Different assistance projects involve, to an increasing extent, social partners who are beginning to understand the importance of their co-operation with VET actors in order to change the system.

At the school level, the VET school council is a body representing the interests of the society, dealing with the development, assets and budget of a VET school. It is established by the owner of the school of five to nine members. The members of a school council are the representatives of the establishing ministry or the local government, the experts in the fields taught in the school, of the respective employers' and employees' unions and students.

Many new enterprises have been established in the process of privatisation. These new enterprises had neither the resources nor are they willing to be involved in training. In spite of this, the quality of the workforce is required to change very fast. In the old system VET

institutions were used to strictly follow the norms set by the centre (in Moscow). In the current situation schools are often not able to analyse and meet the skill requirements of enterprises. The dialogue between private enterprises and VET schools is very poor. Some schools managed to maintain their links with companies from former times. Based upon surveys undertaken, it can be said that employers have relatively little knowledge about today's VET requirements. Young people who had graduated from VET schools faced rather negative attitudes from the part of employers. Nevertheless, it cannot be said that there is no readiness amongst employers to co-operate. Employers are prepared to provide practical learning places if certain conditions (school is covering the expenditure, in most cases) are met. Also, VET schools have been rather static for a long period – both in-service training of teachers and programmes have not developed at the same speed like changes in the labour market.

Changes have been introduced in the VET system mainly thanks to different donor projects/programmes. However, partnerships between enterprises and VET are only (re-)emerging. Employers have started to co-operate at national level in reforming the VET system through their associations (Phare programme).

The situation is improving thanks to the elaboration of the National Employee Qualification System. The Ministry of Social Affairs delegated this task to the Estonian Chamber of Commerce and Industry, which Vocational Reform Group was leading the process until 2001 when the new Estonian Qualification Authority was established. In the process of developing the qualification system, Vocational Councils (tripartite trade committees) have been established for dialogue between the representatives of enterprises and VET institutions. In 1998 – 2000, more than 1300 of different institutions (enterprises, education institutions, vocational and professional unions) have been involved in preparation of vocational standards. In addition, every tenth Estonian employer has answered to the questionnaire for testing the vocational standards.

The objective of Vocational Councils is to develop vocational qualification requirements – vocational standards – in order to satisfy the need of the labour market for the qualified labour force, and to develop and implement the system of assessing and attributing vocational qualifications. The number of vocational standards is not fixed. It is up to the Vocational

Council to determine the necessary standards. Broadly estimated, there is going to be about 300 vocational standards. In the end of 2001, Vocational Councils had approved 215 vocational qualifications, which compile 158 vocational standards.

Vocational standards, as prepared in connection with the establishment of the national qualification system, are to set minimum requirements for the contents of VET and to guarantee, from the point of view of the employer, knowledge and skills relevant to industry needs and, from the point of view of the learner, competitiveness in the labour market. Vocational standards define the necessary knowledge, skills and attitudes required for a certain level in a certain vocational field. Vocational standards are the basis for the VET school's study programmes. The tasks of Vocational Council are:

- approving and presenting the vocational standards and other rules effective in a vocation for registration at the vocational register;
- establishing and monitoring the institution responsible for attributing vocational qualifications;
- establishing the rules for vocational qualification examinations.

Vocational Councils for 12 economic sectors are working with numerous work groups: Business services; Construction, real estate and geomatics; Services; Forest industry; Beauty and personal services; Health care and social work; Light industry; Machine, metal and apparatus industry; Food production and agriculture; transport and logistics; Power engineering, mining and chemical industry; Information technology and telecommunication.

Vocational standards are only the first step towards the objective of the vocational reform – Estonia has competitive labour force. Training reform must keep pace, especially programme development, teacher/trainer training and practical training in enterprises. The main emphasis of the Estonian Qualification Authority in 2002 is to work on attribution of vocational qualifications and implementation of the vocational register.

The roles and representation of trade unions are changing. Currently, the trade unions are weak and have in the first phase rather been concerned with the establishment of their identity. Trade unions who represent approx. 15% of the Estonian workforce primarily deal with workers basic rights. In this context, they are involved in tripartite negotiations that aim

at raising minimum wages. However, trade union interest in VET has been increasing since they were invited to take part in the work of the Vocational Councils.

With respect to regional (i.e. the counties') development plans, education and training must play a more prominent role. Addressing education issues will be key of the economic and social development of the whole region. Local municipalities' interest towards VET is increasing and the transfer from the state to municipal ownership has started with 3 VET schools in Tartu city. As a result the VET schools will establish better links with their environment and contribute to the solution of social problems.

One of the weakest part of the system is the organisation of practical training. At a seminar that took place in Tallinn in November 1998 and involved social partner representatives from Estonia, Latvia and Lithuania, the following conclusions were made:

- enterprises that are interested and able to ensure quality practical training should be registered and licensed. The process of involving enterprises into research activities could be co-ordinated by an institution that would also define requirements and choose among the enterprises interested. Training should be based on highest quality standards;
- as to the organisation of practical training, requirements must be set with regard to the achievements/ competencies to be acquired during the practical training period (including the preparation of practice assignments, monitoring of the progress on practice assignments and assessment whether the necessary skills have been acquired);
- practical training should aim at and ensure the increase of occupation-related competence;
- to promote research and development on how to ensure better links between the labour market and education system and how to improve teaching methodologies and contents.

3.4.5 Curricula development

A VET school is providing training following a school programme, which has been prepared on the basis of a national VET programme or a vocational higher education programme,

which meets the requirements of higher education standard.

The national programme for a vocational field (national VET programme) determines the functions of vocational training, the general and level requirements for the commencement of studies and graduation from VET schools, the list of compulsory subjects and the total length of studies. The national VET programmes are prepared on the basis of the qualification requirements established for vocations in vocational standards and the general requirements established for the national VET programme. The Ministry of Education is responsible for preparation of the national VET programmes in co-operation with the Vocational Councils. In the end of 2000, 30% of the programmes met the requirements of vocational standards, 14 national programmes were under preparation, but none have been approved yet. In the end of 2001, the 14 programmes drafts were delivered to the Estonian Examination and Qualification Centre, to be finalised according to the same principles and format. First 4 programmes will be presented for approval in April 2002. The total number of national programmes is envisaged 44.

Each national VET programme must ensure that, in the course of learning, students develop initiative, responsibility and general skills like teamwork, problem-solving, decision-making, critical thinking and communication. The choice and scope of general education subjects above the compulsory limit depends on the field and must complement and be integrated with the VET subjects. The national VET programmes are based on modules providing the students with wider variety of choices in terms of specialisation and organisation of education and training. A module is measured by weeks. One study week is 40 hours of any kind of training undertaken by a student.

A national VET programme is the basis for developing school programmes. A school programme is the source document for studies which sets out the list of subjects together with the extent and general outline of the subjects, the possibilities of and conditions for elective subjects and the requirements for commencement of studies and graduation from the VET school, including the requirements for the preparation of final papers. A VET school must have a programme for every specialty it is providing.

The VET programme after basic school is minimum 3 years, i.e.120 study weeks (ISCED3

/3B), of which the VET-related dimension (incl. practical training) must account for at least 50%. At least 50 study weeks must be devoted to the general education subjects, of which 32 weeks are compulsory and common to all programmes of vocational secondary education. The other 18 weeks should be devoted to general education subjects most relevant to the speciality and teaching must be integrated with the vocational subjects.

Table 16. Compulsory volume of general education in upper secondary education

Group	Subject	Compulsory volume by subjects for all VET programmes after basic education (study weeks)		Compulsory volume by subjects in the national general secondary education (<i>Gümnaasium</i>) programme (study weeks)
		Instruction lang.: Estonian	Instruction lang.: Russian	
I	Mother tongue	5	4	12
	Estonian		4	
	Foreign language	6	4	6 + 6
II	Mathematics	4	4	9
	Physics	3	3	6
	Chemistry	2	2	4
III	Biology	2	2	4
	Geography	1	1	2
IV	History	3	3	8
	Civics	2	2	4
	Philosophy			1
V	Arts	1	1	3
	Music	1	1	3
	Physical education	2	2	6
	Total common compulsory	32	33	74
	Elective compulsory subjects	18 (chosen from the list of compulsory subjects)		31
	Total	50	51	105

The amendment to the national programme of Basic schools and *Gümnaasiums* was prepared in the end of 2001. The amendment will have an effect on the national VET programme in the scope of the compulsory volume of general education.

The VET programme after *Gümnaasium* is 1 – 2.5 years, i.e. 40 – 100 study weeks (ISCED3 4B). VET-related training must account for at least 85% and general education subjects for 6 study weeks of the total volume of training. In some sectors (such as healthcare and the police), vocational secondary education is not offered for the basic school graduates, as it requires maturity and general education background from the entrants.

The vocational higher education programme must meet the higher education standard. It is 120 – 160 weeks, with VET-related training 75% (incl. 35% for practical training) of the total volume of programme.

Practical training is an integral part of a VET programme. The organisation of practical training is regulated by a contract signed between the VET school student or his/her legal representative and the public or local institution, public or private legal juridical person or a physical person entrepreneur. The contract must be signed at least ten days before commencement of practice. Positions created for conducting practical training, including positions in the school workshop and the school farm, must be in compliance with the requirements established by the programme. Legislation related to occupational health and safety applies to students during practical training.

3.4.6 Legislation

The Law on Education *Haridusseadus* (March 1993) is a framework law defining the procedure and scope of future legislation for the further development of the education system.

The Private Education Institution Act *Erakooliseadus* (June 1998) provides for the operation of private schools.

The Basic Schools and Upper Secondary Schools Act (Sept. 1993) provides for the revision of the content of general education. Compulsory subjects account for 70%, optional subjects for 20% and “free” subjects for 10% of the general secondary education programme.

The Law on Universities *Ülikooliseadus* (January 1995) regulates the operation of universities.

The Applied Higher Education Institution Act *Rakendusõrgkooli seadus* (June 1998) regulates the operation of applied higher education institutions and provides principles for provision of vocational higher education

The Professions Act *Kutseseadus* (December 2000) stipulates the development of the vocational qualification requirements and the basis of assessment and attribution of the vocational qualifications.

The Concept of Vocational Education and Training *Kutsehariduse kontseptuaalsed lähtekohad* (January 1998) is a VET development plan, stipulating the main direction of the VET policy and reform in Estonia, approved by the Government of the Republic.

The Vocational Educational Institutions Act *Kutseõppeasutuse seadus* (June 1998, 2001) stipulates the order for foundation, reorganisation and liquidation of a VET school; the basis for organising teaching, the rules for school leadership, the budget of the school and financing principles, the membership of the school and their rights and duties and the rules for monitoring. The Vocational Educational Institutions Act regulates the activities of the public and municipal VET schools. The law is applied to the private VET schools in so far as the Private Education Institution Act does not stipulate otherwise. In 2001, the amendment to the Vocational Educational Institutions Act was passed. It regulates the basic VET for the young people who have not acquired basic education, basic VET for the *Gümnaasium* students, practical training, and association of VET schools and applied higher education institution.

Overall, there is still a lack of co-ordination and inter-ministerial consultation on different laws regulating VET. While IVET is considered to be the responsibility of the Ministry of Education, the Ministry of Social Affairs is in charge of training for the unemployed. There is little interaction between the two Ministries on issues cutting across both areas, such as vocational counselling and guidance, specific measures for school drop-outs, continuing training for the employed and unemployed people, etc.

3.4.7 Weaknesses, strengths and future government priorities in Initial VET

SWOT of the Estonian VET system:³⁶

Strengths:

- long tradition and consistency of VET;
- successfully transformed VET schools, which can be used as models;
- mostly stable pedagogical personnel;

³⁶ “Action Plan for Developing Estonian VET System in 2001 – 2004”, 2001

- 30% of study programmes meet the requirements of the vocational standards;
- developing national employee qualification system, which is the basis for developing programmes;
- cooperation with employers and local governments;
- developing international cooperation.

Weaknesses:

- ineffective leadership;
- lack of innovation;
- overstaffed VET schools with too big leadership structures;
- resistance to change, only routine solutions are provided, and as the resources are limited, adjustment to the changes is slow;
- not enough change operators;
- VET schools focus too much on the non-core activities, e.g. economic administration;
- inefficiency, e.g. 20% of the resources is spent annually on buildings administration, while $\frac{1}{4}$ of the total area of the school buildings is not used directly in teaching.

Opportunities:

- increasing investments in relation to regional policy, establish conditions for creating new jobs and therefore for developing the new training fields;
- favourable conditions for attracting investment to the VET system and regions;
- informed / aware young people are coming to the labour market;
- increasing reputation of VET;
- young people with high potential start working in the VET system;
- cooperation with the social partners.

Threats:

- tensions between people inhibits development;
- inadequate decisions concerning the use of resources inhibits adjustment to the changes on the labour market;
- solving the matters at hand trigger changes only on surface;
- stressing the negative examples and attribution of a negative image to the whole VET

system.

VET has traditionally a very low reputation in the society. In the first years after independence there was a tendency towards increasing numbers of basic school graduates opting for a *Gümnaasium* instead of a VET school. The tendency has continued until today.

The reason why young people prefer general education to VET is the low attractiveness of occupations taught at the VET schools. At the same time interest towards VET has increased among graduates from *Gümnaasium*. VET schools have introduced changes to the programme offered, but these changes were not sufficient to comprehensively respond to changes in the labour market and enhance employability of graduates.

The Ministry of Education is trying to preserve previously established budgetary proportions between VET and other educational sub-sectors with respect to the financing of educational institutions. However, current proportions are not sufficient to allow VET schools to develop, given the scale of reforms that need to be undertaken and require a great deal of funding resources. VET schools depend almost entirely on the state budget, as they are directly subordinated to the Ministry.

A precondition of economic development is that young people are adequately prepared for both their entering the labour market and taking an active part in social life. For this it is considered important that the young people remain in education and training system until they reach maturity age. Therefore, the VET system must ensure learning places for up to 50% of the basic school graduates cohort and for up to 50% of graduates from *Gümnaasium*. A new category of students with vocational higher education will emerge, following the introduction of respective programme according to the 1998 Applied Higher Education Institution Act.

Given the high quality of VET required today and related high costs, skilled workers have to be brought up by the VET institutions who would stand fair chances in the labour market. Against the background of the increasing internationalisation, as well as Estonia's later integration into the European Single Market and the free movement of labour including

people with vocational qualifications, Estonia considers it important for its (future) skilled workers to learn foreign languages.

Objectives of VET:

The purpose of VET is to enable the individual to develop and adapt to rapid changes in the society and to ensure broad-based occupational competences, thus developing an individual who is competitive in the labour market. The action plan for developing Estonian VET system for 2001 – 2004 identifies the following objectives for 2004:

- guaranteeing the learning opportunities for the young people up to 18 years of age, in line with the opportunities for offering the programmes which meet the interests and abilities of the young people, and which enhance transfer from school to working life;
- organising continuous and complementary training for adults, in order to enable them to achieve higher qualification levels;
- modernising the learning environment in the VET schools and updating the subject matter of the study programmes, and taking it into accordance with the requirements of the labour market;
- assessing efficiency of the VET school operation, developing the system of assessing and accrediting the VET schools, and self-assessment and efficiency evaluation system in the VET schools;
- developing a teacher training system which meets the contemporary requirements, for both initial and complementary training of the teachers and trainers;
- creating an innovation centre for VET, which undertakes the necessary research, teachers' counselling on methodology, programme-related development work organisation, dissemination and intermediation of knowledge and information to trainers, Vocational Councils, employers, professional unions, etc.

In 2001 the main attention was focused on:

- ensuring the social equality and access to VET;
- upgrading the content and increasing efficiency of VET;
- using resources more effectively.

3.5 Modernisation of continuing vocational training (CVT)

Existence of an educated, adaptable labour force that conforms to the needs of the economy is a precondition for competitiveness and development of Estonian society state and economy. For competitive participation in the global information society, it is important to strengthen the entire education system, from primary education up to the continuing education for adults.

Because of rapid development of technology and forms of work organisation, the characteristics and conditions of work are constantly changing. Quality requirements of the world market, need for a high competitiveness, also of SMEs and product's short life cycle require different work-related occupational preparation, continuous learning and wider access to respective learning opportunities. Adult education or lifelong learning is a prerequisite for the development of a democratic society. Lifelong learning allows for higher labour force mobility as people do not remain in the same work place but have the possibility to change jobs throughout their lives. Lifelong Learning strategy is being developed at the Ministry of Education, by a commenced workgroup. The draft strategy is open for discussion and for recommendations until the end of March 2002. In order to help adults in self-development, adult training strategy and financing schemes will be worked out. The conformity of education with the requirements of labour market and the adaptability of the system are key factors in preventing unemployment.

Currently there is no national training system for adults that would enable employees to improve their level of knowledge, get retraining if necessary, and increase their competitiveness on the labour market. Along with an integral system of adult training, it is important to develop a guidance and information system on opportunities for study, job availability and developments in the labour market. The system should be accessible to all people, and take into account the needs of specific target groups. Since this field, along with integration of disadvantaged groups into the labour market, has received insufficient attention up to now, it is necessary to do some preliminary work before the implementation of the specific measures. Surveys must be carried out, and strategies and development plans must be created. Only after that it will be possible to work out the specific measures, appoint the institutions responsible and determine the selection criteria.

For the reduction of structural employment it is important to strengthen the connection between the education system, particularly VET and enterprises. The needs of enterprises for labour and training will be pinpointed through surveys of needs for labour on the level of economic sectors and regions. Currently, sectoral studies have been carried out in the wood processing and furniture industry (1999) and in the engineering industry (2001). Sectoral study in the information and communication technology (ICT) industry is underway. These surveys will be taken as a basis for the planning of VET and for the training of adults, including the unemployed.. For arousing motivation in the population for lifelong learning and for the explanation of the concept of and need for lifelong learning, a campaign for raising the awareness of general public is planned in the framework of the Phare 2000 projects. These projects are directed at the development of the economy and human resources.

3.5.1 CVT Provision (from the supply side perspective)

Adult education takes place at VET schools, training firms or in courses organised by the employer. The training programme is based upon a combination of modules, which takes into account the specificity of adult learning. The programmes at all levels are determined by trainers who bring the learners knowledge, skills, experience and attitudes into accordance with the qualification requirements of the specific level, considering vocational standards and the general requirements for national VET programmes.

Opportunities for various fields of study have increased. Further education courses are available in over half of the VET schools and in most of the universities. Since 1992 many private firms have been established which engage in the provision of short-term training courses for adults. In October 2000, according to the Business register, was training the main field of activity for 438 and secondary for 1699 business entities and private entrepreneurs.³⁷

There are more complementary and retraining courses for managers and office workers, also language, computer and psychology-related training. Majority of training is concentrated in Tallinn and Tartu region.

³⁷ Survey of Training Firms/Trainers, 2001

Access and information of adult training programmes will be improved: open studies, Web-based studies, etc. For that purpose, co-operation with different organisations in the private sector, including non-profit organisations, is necessary. Resources for complementary/continuous training of civil servants and teachers/trainers of public education institutions are earmarked in the national budget.

In order to use the existing resources more efficiently, regional vocational education centres are developed, which functions include complementary training for adults in co-operation with employers. Regional centres will be first developed in Ida-Viru county at the Kohtla-Järve Polytechnic, in Võru county at the Võrumaa Vocational Education Centre and in Saare county at the Kuressaare Vocational School.

Additional opportunities are being created for young people who are no longer in age of compulsory education but who have not acquired basic education for continuation of their studies for the acquisition of either general or vocational education. In order to identify the target group it is necessary to create a register of children in compulsory education age and to make the control over their movement more efficient.

For the support of children and adults with special needs (education and learning difficulties, coping risk groups), the state, local government, commercial sector and the third sector favour the creation of different forms of studies and leisure activities.

3.5.2 CVT provision (from the demand side perspective)

At present, there is no (formal) training system in place for adults who are facing changes in their job functions or dismissal. The acquisition of secondary education in evening or distance form, or the completion of school as an external student, is permitted for persons who have graduated from basic school. Adults may acquire secondary general education in evening or distance form at *Gümnaasium*.

Almost all VET schools also provide courses for adults. In general, a VET school organises work-related training for adults in the areas that they teach in the form of courses and

individual study. In case there is necessary equipment and teachers, instruction may also be organised in other areas.

Most of the public universities and higher education institutions offer adult training, called Open University in the form of evening and distance studies. In general, open universities have no admission examinations. At public higher education institutions and universities, in-service training may also be organised outside formal education.

Demand for training has been increasing in the recent years. The clients are becoming more informed and have more specific wishes. The trainees are usually those who already have a training experience, most often managers of business, services and construction sectors. Demand for training is in strict correlation with the financial resources of the potential customers.³⁸

3.5.2.1 Participation of employed in vocational training

According to the Labour Force Survey, 2000, 31,100 persons, or 5.1% of the employed persons, or 5.3% of salary workers, attended work-related training courses. The courses mostly took place at a training enterprise, in a training centre or in another institution (44.9%). Next was training in the workplace (23.7%), followed by: at a general education institution, a VET school or at a higher education institution. Generally, the employer (59.5% of the total and 84.2% of the work-related courses) paid for the courses, as well as the course-taker (28.5% of the total and 9.3% of the work-related courses). 36.5% of the courses were of a duration of less than one week, 17.4% lasted one to three months and 19.7% lasted three months to one year.

36% of the persons surveyed were interested in in-service training, the number of persons who could be interested was 38%, and 26% were not interested. Direct interest was divided as follows: work-related training 28%, hobby school 14%, languages 13%. Only 9% were interested in computer training.³⁹

In the opinion of those surveyed, the following training activities should be particularly

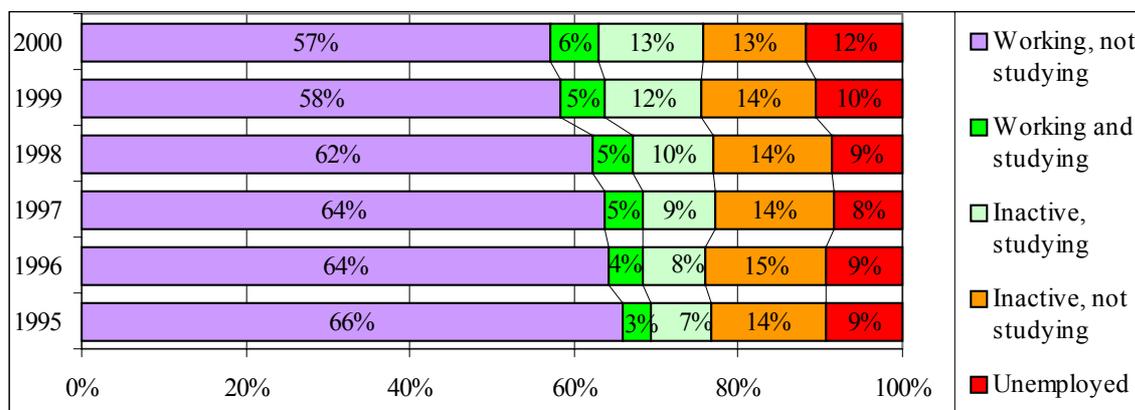
³⁸ Survey of Training Firms/Trainers, 2001

developed: work-related training (54%), training for the unemployed (44%) and training for coping in everyday life (27%). Activities should be extended in the following areas: law (41%), computer studies (47%), study of the national language (45%), study of foreign languages (42%), management of an enterprise (28%), psychological self-advancement and coping with everyday life (both 27%) and business training (26%). Farming, bookkeeping, health studies, domestic studies and handicraft were seen as being of lesser importance.⁴⁰

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

The younger people are recognising the concept of life-long learning. They prefer shorter training periods and often unite work and studies, either by rotation or working while studying.

Figure 10. Population aged 18 – 35 by social status



Estonian Labour Force survey

3.5.2.2 Participation of unemployed in vocational training

Labour market training is arranged by the National Labour Market Board and the regional (county) Employment Offices. Training is purchased from different training providers. In order to allow unemployed people to develop their skills according to the needs of the labour market, the registered unemployed have the opportunity to participate in employment training

³⁹ Estonian Statistical Office, “Adult Education Survey”, 1997

⁴⁰ Estonian Statistical Office, “Adult Education Survey”, 1997

and get the stipend. It is planned to extend the circle of people entitled to participate in employment training and consequently to increase budgetary funds for carrying out the training. Those with the right to participate training are the registered unemployed who have been selected by the training consultant. The latter proceeds according to the regional labour market situation and the prospects of the unemployed person to find work after his or her training.

According to the data from the Labour Market Board (November 1999), in the first 9 months in 1999, the most efficient way to find a job was to acquire a new profession, i.e. retraining (70% of the participants found a job). Among the people who participated in in-service training, 64% found a job. The highest percent found a job in the hairdressing and beauty consultancy sector (79%), textile workers (77%) and bookkeepers (73%). The cost of training one unemployed person increased 385 kroons, compared to the same period last year, but the fees for a study day decreased 48 kroons. Therefore, training has been extended by four study days.

Table 19. Labour market training for the unemployed, 1999 – 2000⁴¹

Type of training	Finished training		Got placement		% of the trained		Avg.length of training (days)	
	2000	1999	2000	1999	2000	1999	2000	1999
Retraining	2396	2557	1398	1773	58,3%	69,30%	47,0	54,8
Complementary training	4013	2968	2589	1864	64,5%	62,80%	20,3	22,1
Adjustment training	1033	1040	274	314	26,5%	30,20%	6,5	10,6
TOTAL	7442	6565	4261	3951	57,3%	60,2%	24,6	29,2

The most popular training courses were computer training (17,7% of trainees), business training (9,6%), salespersons (7%), machine operators and drivers (5,7%), bookkeepers (4,7%) and construction workers (4,6%).

3.5.2.3 Participation in individually motivated vocational training

Table 20. Adults in the formal education system, 1999/00

	Total	Share of all students	Evening	Correspondence
Basic education	1238	0,7%	967	271
General secondary education	5121	15,8%	3106	2015
Vocational education	3656	11,8%	1681	1975
Higher education	10347	20,9%	4644	5693

⁴¹ Labour Market Board, 2001

- Vocational higher education	884	27,9%	534	340
- Diploma courses	6491	39,4%	3223	3268
- Bachelor courses	2643	10,5%	887	1756
- Master courses	321	9,3%		321
- Doctor courses	8	0,6%		8

Table 21. Students older than 22 in IVET, 1995/96 – 2000/2001⁴²

	1995/96	1998/99	2000/2001	change 1995/96 vs 2000/2001
Vocational secondary and vocational courses	819	1934	5216	4397
<i>Full-time courses</i>		1253	3033	
<i>Evening courses</i>		49	1021	
<i>Correspondence courses</i>		632	1162	
Post-secondary technical courses	2421	3338	968	-1453
<i>Full-time courses</i>		1057	465	
<i>Evening courses</i>		1053	261	
<i>Correspondence courses</i>		1228	242	
Vocational higher education			2665	2665
TOTAL	3240	5272	8849	5609

3.5.3 Responsible bodies

According to the decision of the Adult Education Council, the priority areas in the development of adult education in 2000 – 2003 will be the improved organisation of the VET system. This includes working out mechanisms for its financing, business training, training of social adjustability, training of instructors, civics and participation democracy. The Ministry of Education will be responsible for this activity, and the adults interested in self-development will be the beneficiaries.

The National Adult Education Council is an advisory body of the Government of the Republic that advises in issues concerning adult education, in composition of the draft of the state budget within the scope of resources for adult education, identifies national priorities in adult education and evaluates the use of resources for adult education from the state budget. The chairman of the National Adult Education Council is the Minister of Education who appoints the assistant chairman from amongst the members of the Council. The Ministry of

⁴² Estonian Statistical Office “Education”, 1996, 1999, 2001

Education provides the technical service for the National Adult Education Council.

The Ministry of Social Affairs, with its National Labour Market Board, is in charge of developing labour market training schemes including those for the unemployed. No coherent national training policies exist which would cover both initial and adult training. The Vocational Educational Institutions Act (1998) stipulates that a VET school can offer flexible short-term upgrading and retraining courses for adults. There are currently no official statistics for continuing vocational training and retraining. Estonian Statistical Office undertook an Adult education survey in 1997, which provides insights in the field.

There are different private and non-governmental institutions organising adult education. One organisation, the Association of Estonian Adult Educators' Development Centre (ANDRAS) that seeks to promote the educational competence of the adult population in Estonia.

Local authorities ensure provision of basic and secondary education, and support work-related and non-formal education, and support the training of the unemployed, job-seekers, other persons in a socially insecure position, and people with special needs.

3.5.4 Financing

The following institutions may apply for funding from the state budget for organising in-service training for their employees: ministries, State Secretariat, President's Office, Parliament Office, Legal Chancellor's Office, State Audit Office, National Court, state boards and county governments. The latter may also apply for state budget resources for teacher training. The in-service and re-training of an employee, paid by the employer, is not liable for income tax in the case of retrenchment.

Retraining the unemployed and job-seekers is commissioned and paid by the Ministry of Social Affairs. This may also be funded by local governments from their own budgets. Work-related training of adults is generally financed by the employer, but resources can be provided by the local government, or by the employee.

The resources for work-related training of civil servants are allocated in the state budget, at 2

– 4 % of the annual salary fund. For teachers whose salaries are covered from the state budget, the resources for work-related training are allocated in the state budget, at a minimum 3% of the annual salary fund. For the work-related training of the officials in local government, resources are allocated in their own local budget.

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

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

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

- Estonian language teaching for non-Estonians
- professional associations which organise training in law or management (generally 2-3 day seminars)
- long-term (more than 56 hours) courses in the national priority areas or for target groups, approved by the National Adult Education Council. E.g micro (enterprises with 1 – 3 people) and small enterprise training, adult trainers training; democracy, communication skills, coping, civics, hobby, etc. training.

The state hobby schools (music, art) are financed from the state budget, according to norms established by the Ministry of Education, and from other sources. A municipal hobby schools are financed from the local government budget and from other sources. The other sources are: 1) course fee, set by the founder of the institution, partially covers study fees; 2) foundations; 3) donations made by enterprises and persons; 4) services provided by the institution which are in accordance with the main activities fixed in the statute of the institution.

3.5.5 Social dialogue and involvement of social partners

In adult education the roles played by different social partners are significant, but information on extent of effort is limited. Many employers train their employees, but it mostly depends on the employer and the company. Also the Trade Unions are active in training their members on work-related legislation, workers rights, etc. As said, it will be extremely important to formulate national strategy, which would provide an overview of what is going on and what should be done in adult education.

3.5.6 Curricula development

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

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

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

3.5.7 Assessment and certification of skills (including access to formal qualifications and diplomas)

The National Employee Qualification System is being developed, which will be effective for assessing and attributing qualifications for both the graduates from education system and employees. An obligatory condition for awarding a qualification is the conformity of the knowledge, skills and experience of the applicant to the approved vocational standard. Qualification generally presumes passing the course exam, adopting the good practice or ethical standards of the vocation and on-the-job practice of the speciality studied, the duration of which depends on the peculiarities of the vocation. Qualification is awarded and qualification certificates are issued by organisations authorised by the state.

3.5.8 Legislation

The Law on Adult Education (Nov. 1993, amended in June 1998) regulates education and training provision for adults. A major achievement is the establishment of the National Adult Education Council and the approval of its charter (Act no. 250 of the Government of the Republic dated 5 November 1998)

The Vocational Educational Institutions Act (1998, 2001) stipulates that provision of complementary training courses for adults is allowed in all VET schools.

3.5.9 Weaknesses, strengths and future government priorities in CVT

Indicators are limited as they are largely based on statistics from public databases. They do not include participation rates in retraining and in-service training programmes. Statistics in the latter areas may be considered incomplete or inaccurate. Quantitative data, the way they had been collected in Soviet times are no longer available. A standardisation of the definition and methods of gathering statistical data needs to be achieved. Information is not available on training provision or commissioned by private companies for their employees.

In 28. Nov. 2000, the Government of the republic adopted the national adult education and training priorities until 2003 in implementing the lifelong learning principles. The priorities were presented by the Ministry of Education, approved by the Ministries of Cultural Affairs, Social Affairs, Economics and Finance.

1. systematic organisation of work related training, including increasing the training opportunities for the persons belonging to the risk groups;
2. training to support and assist the establishment of a small enterprise;
3. training on social adaptation for the teachers, counsellors, trainers and school psychologists for developing social adaptation capacity of the persons belonging to the risk groups and the persons with adaptations difficulties;
4. trainers training;
5. civics and democracy training.

3.6 Links between IVET and CVT

VET schools have the right to organise adult complementary and retraining courses. But, in many VET schools, provision of adult training is not systematic.

3.7 Vocational guidance and counselling

Development of guidance systems is the precondition for securing access to high-quality education for all students, regardless of their gender, age or special needs. Through different programmes, legal and health care guidance, individual guidance for securing personal development will be expanded, and distribution of information about the information systems of different projects and programmes will be increased. The necessary information about the developments in the labour market and in the economy will be centrally gathered, tests will be drawn and vocational guidance specialists prepared for schools of general education, VET schools and higher education institutions according to the needs of each level. Creating a functioning system of vocational guidance presumes an expedient and clearly defined distribution of roles between different government agencies and institutions. In addition to the Ministry of Social Affairs and Ministry of Education, the Ministry of Economic Affairs, the Estonian Association of Employers and Industry and professional associations will be engaged for the gathering of the necessary information and creation of databases.

In order to support job search of the unemployed, a new employment service in the form of vocational guidance will be provided according to the Employment Services Act. The Labour

Market Board will be responsible for the implementation and the service will be provided by the Employment Offices. It entails recommending work or training to help find employment that is suitable to the education, job skills and personal characteristics of the job seeker. Up to now consultants in the Employment Offices have provided vocational guidance. They have been trained in the framework of different bilateral co-operation projects. Vocational guidance as an independent service will be provided in regional Employment Offices from 2001 on, and 12 posts of vocational counsellors will be created. The specialists will be trained in the framework of Phare 2000.

As there is currently no common vocational guidance system in Estonia, a general development plan for the vocational guidance system will be worked out, in which the roles of different institutions in the system will be established. School psychologists currently provide vocational guidance to students, also a few centres have started their activities on their own initiative. Plans are to create a common vocational guidance system for all those needing help, regardless of their age, with the provision of the service at a place most convenient for the person needing help (school, regional vocational training centre, Employment Office). The entire system will have common information materials and databases. The Ministry of Social Affairs, in co-operation with the Ministry of Education, will be responsible for the preparation of the development plan.

The Phare 2000 project “Support to the balanced development of the labour market services” at the National Labour Market Board aims at developing further the labour market measures and improving flexibility in ensuring the implementation of the European Employment Strategy. Among other activities the project tasks include further development of labour market services’ standards; elaboration of the national concept of vocational counselling service in the labour market; training of the vocational counsellors and training of the labour market officials in preparation of the individual employment plans. The project started in December 2001 and lasts for 18 months.

Chapter 4 Management and Administrators Training

The level of awareness of the importance of technological development in the attainment of international competitiveness is low in society as a whole, in the business sector and also among decision-makers. This problem has been brought out also in the evaluation report on the Estonian Innovation System. Development of R&D management skills is necessary both among the planners and implementers of the respective policy and among managers of enterprises. The aim is to raise awareness of the role of R&D and innovation as a securer of economic growth in the society as a whole, in enterprises and in a narrower sense in the target groups critical for innovation.

Management and administrators' training is mainly organised by private training institutions and is directed at people with a special or higher education background. Usually the management training courses are of a short-term, lasting from a few days to several weeks.

It is important for entrepreneurs to constantly improve their skills. This may become a problem for small businesses for whom it is not possible to organise internal training in the enterprise and who have difficulties in paying outside experts. Forms for training support include:

- provision of support and financial stimuli to entrepreneurs that provide training to their employees;
- development of new curricula in the fields of management and specialities for vocational schools (in conjunction with the Ministry of Education).

Each enterprise in the target group can get training support of up to 320 € once a year⁴³
Provision of support is arranged by Enterprise Estonia.

⁴³ Advisory support provided by ERDA.

Chapter 5 VET teachers/trainers/managers and administrators

Proceeding from the analysis of the educational sector and supporting the development of the entire educational sector, and taking into account the fact that the changes carried out in educational life have a long-term effect, it will be necessary in the short-term to focus on activities that will change the system. Therefore the Ministry of Education has the following priorities for raising the quality of instruction in 2000 – 2004:

- improvement of the further training of teachers and the quality of teacher training;
- development of curricula on all educational levels for the purpose of securing high-quality and up-to-date instruction to all students;
- modernisation of the study environment, including development of the school network of vocational and higher education that provide instruction on a superior level and support balanced regional development.

Considering the weighty role of the educational system in securing the development of Estonian society and the size of innovations that need to be carried out, it is necessary to retain the percentage of educational expenditures on the level of at least 7% of the GDP.

5.1 Teachers, schools/training institutions managers and administrators of VET system

During recent years, VET schools have not been able to attract young personnel, which has resulted in more than 35% of the teaching staff being 50 or older. Dominating are teachers who have read theoretical subjects at a university. There is a lack of both in-service training opportunities and adequate links with industry to bring programme more closely to the world of work and develop VET for new fields of economic activity. Teachers are neither prepared nor motivated to apply modern types of learning and develop programme for new fields.

In the VET schools where national programmes were developed in 2000, courses for raising the vocational, professional and occupational qualification of teachers of other schools with the same speciality will be held. Most instructors working in VET schools (depending on the

speciality) have to have higher education, as well as practical experience in their speciality. All teachers in VET schools must have higher special or pedagogical education by 1.sept 2003. Since 1999, the teachers regular enterprise practice is compulsory.

Specialists/practical workers are hired in VET schools, thus helping to provide students with the chance to obtain qualifications that would meet the expectations of the employer. The teacher training required for practical specialists will be arranged through short-term courses, or in the form of open university. The Ministry of Education plans to improve the education-level of heads of schools, and give the right of awarding the qualification to the Association of Heads of Schools. Participation of the heads of educational institutions of the higher level will be supported through different international exchange programmes

5.2 Pre-service formal training of teachers & trainers

The formal pre-service training system is missing. An effort was made to develop it through a bi-lateral project with the Finnish partners, on the masters level, but did not work. The Estonian project partners were Tallinn Technical University and Tallinn Pedagogical University, but no real effects can be identified.

5.3 In-service training of teachers & trainers

For securing the quality of education primarily from the aspects of teacher training, it is necessary to order and finance educational research projects, involving foreign experts of different countries, if necessary. Professional educational research is necessary both for the supplementation and development of teaching resources and for the improved arrangement of the study process and organisation of studies. The results obtained from educational research, carried out by different organisations of the third sector, by research institutions and by development units, are used in basic teacher training and in continuing education programmes for teachers. Research results are also used by both the local and central governments when making decisions concerning educational policy.

The Danish-Estonian cooperation project “Vocational Teacher Training in Estonia” (VOC-TTE) is the latest initiative in upgrading VET teachers’ competence. The fast changes in

Europe make it important to focus on developing complex competencies in VET, consisting of professional, social and personal qualifications. It is of increasing importance that the VET students learn how to solve problems, adapt themselves to new conditions, communicate and co-operate with customers and colleagues, take an independent initiative and responsibility, and develop themselves in a lifelong learning process (professionally and personally).

The development of these competencies puts high demands on teachers. The teachers must not only possess these competencies themselves, but must also know how to develop them in students. In order to do this the curriculum must be organised in a holistic way; the teacher must be a supervisor rather than a specialist; the teacher must have focus on the student's learning process as well as on the contents of the curriculum; the teacher must consider how best to promote the development of students' personal, social and professional competencies; the teacher must consider how to organise a stimulating learning environment.

The VOC-TTE education takes as its starting point the development of these competencies.

The curriculum of the VOC-TTE aims at developing the following competencies of teachers:

- examination of qualification needs, ministerial guidelines and intentions;
- choice of pedagogical strategy;
- formulation of objectives for the teaching sequences;
- planning of the teaching sequences;
- carrying out a holistic, differentiated teaching;
- evaluation of his/her own and the teaching styles and practices of colleagues.

The project lasts from January 2001 until the end of February 2002. The immediate objectives of the VOC-TTE project are: 1) assessment of existing VET TT models, curricula and practices in Estonia; 2) formulation of a model for future vocational teacher training; 3) systematic training of qualified teacher educators; and 4) creation of promotion materials to effectively launch the new national program.

Chapter 6 Research on Labour Market and VET

One of the most serious deficiencies of Estonian education policy has been that, while it was quite successful in breaking down the bureaucratic obstacles to local initiatives and adaptation, it has not been able to create new structures which could support their development. The National School Board, which existed from 1993 to 1995, could not manage vocational education. Therefore, the top management levels in the Ministry practically lacked adequate information on the performance of vocational education institutions, let alone professional analyses for competent decision-making. Since 1990 there has been no organisation responsible for VET research.

As in the beginning of the 1990-s unemployment didn't exist in Estonia, there was no institutions dealing with labour market and employment analysis. Different institutes of the Academy of Science were following the processes taking place in the economy, but the first Estonian Labour-Force Survey was undertaken only in 1995 at the Estonian Statistical Office. Since that the members of the council of the first survey – scientists and officials from different institutions – have dealt with the labour market and employment analysis within different projects. One, which is very important is the Employment Policy Review prepared by Mr Raul Eamets from Tartu University in 1998.

The VOT institute (*Vabariiklik Õpetajate Täiendusinstituut*), which was closed down in 1989, supported the ÜPUI (The Institute of Voluntary Pedagogical Research) which still exists but is also in danger of closure. The PTUI (The Institute of Scientific Research of Pedagogy), the most renown reference point for pedagogy and subject methodology, has also been closed down. With the reorganisation of the combined Ministries of Culture and Education in March 1993, research, counselling and evaluation functions were placed in a separate department of the National School Board, which ceased to exist in December 1995. Its activities were taken over by the Ministry for Culture and Education (since the beginning of 1996 split into two Ministries). In 1993, the Estonian Teacher Training Centre was established, which can be called a basis for establishing the National Examination and Qualifications Centre as of January 1997.

ANDRAS is active in research and consulting work in the field of adult education. Research subjects include training needs analyses, investigations into prerequisites for regional development, analyses of the cost-efficiency of training, etc.

A scientific research fund has been established in Estonia to provide grants to suitable research projects. However, awareness about the necessity and the preparedness of experts to propose applied research projects in the VET field has so far been non-existent.

An first effort to gather together VET researchers in Estonia has been the organisation, in Tallinn in March 1998, of a thematic conference on “Research in Education”. The conference was organised by the Estonian National Coordination Unit of the European Union “Leonardo da Vinci Programme”, jointly with the Ministry of Education, the Foundation VET Reform in Estonia and the National Observatory and with the financial support from the European Training Foundation. At this conference the Ministry of Education’s Department for Science has expressed the need for a co-ordinated VET research in Estonia and its institutionalisation in a centre that would draw together different sources of information and material and analyse and disseminate results. Experts present at the conference were invited to come up with proposals for possible related research projects. No proposals have been received to date. In order to solve this problem the Foundation VET Reform in Estonia intends to hire a research co-ordinator whose responsibilities will include the facilitation of research projects in the field.

Chapter 7 International co-operation for VET modernisation

Overview of Phare assistance

The 1994 Phare VET Reform Programme has been the first significant multilateral aid contribution to systemic VET reforms in Estonia. It has had a budget of ECU 3 million and run until the end of 1998. The overall objective was to improve the present system by producing school leavers who are more suited to the new economic and labour market conditions. To support the VET reform process at both national and school level, the present programme was active in 5 main areas: programme development, teacher training, upgrading learning equipment, partnerships with EU schools and policy development in the VET area. 13 pilot schools were involved.

The Estonian programme made good progress and managed to raise the level of VET in the selected pilot areas. Government officials, as well as representatives from some social partner organisations, were actively involved in the process. As mentioned above, the programme was also promoting national policy initiatives. Thus, discussions were initiated about the relevance and context of the education and training system within the economy. Phare programme achievements were evaluated and important conclusions were drawn at the programme's final conference held in September 1998. An ex-post evaluation of the programme was prepared and the recommendations were used in implementation of the 1998 Phare follow-up programme called "Upgrading Skills of the Labour Force" (1999 - 2001).

Phare 2000 project "Enhancing human resources development in Ida-Viru and South-Estonia regions" started in March 2001 and lasts until the end of 2003. The objective of the project is to support human resources development in Ida-Viru and South-Estonia regions through provision of vocational education and training and better co-operation between social partners in the regions in order to enhance the effectiveness in solving labour market problems. The project activities concentrate on three main directions: development of the regional training centres in Kohtla-Järve, Narva, Võru, Tartu and Valga; development of career counselling services in the region and creation of a network of regional based

accredited certifying institutions. The project will be accompanied with the similar initiative under Phare 2001 project in Saaremaa and Hiiumaa.

In addition, Phare provides assistance through its sectoral programme, which often include training components. A Phare Cross-border Co-operation programme for the Baltic Sea region was approved in 1995. This programme aims mainly at infrastructure development and environmental protection and includes training components.

International support: description of specific actions

Finland, Denmark and Germany are Estonia's biggest bilateral donors in the VET area. From September 1993 until February 1995 the "Development of the Estonian Vocational Education System (DEVS)" project was carried out by the Estonian National School Board (now closed), jointly with SEL (the Royal Danish School of Educational Studies for Vocational Teachers) from Denmark. The objective was to support "*the development of a modern, labour market oriented VET system in Estonia, following a Danish concept but adjusted to Estonian wishes and needs*". It also included a (minor-scale) development programme for school managers and teachers.

A Danish-Estonian Business Education Reform (BER) programme started in January 1993 and received successively substantial funds from the Danish Government. The programme continued in 1996 with Phare support and ran until the end of 1999. Its aim was the development of a four-year business education programme at one lead institution and adjusted, shorter-cycle 'business line' programmes at 8 other Estonian (general secondary) institutions. Latest projects under this Phare programme include the development of both integrated short-term courses for business managers, business consultancy skills of teachers and distance education modules in business education/ management training.

In 1993 – 1997 a pilot project was carried out at Tallinn School of Commerce with German bilateral aid, aiming at the development of a 'model training centre' in the commercial training area. Two new curricula were introduced – commercial training in material management/logistics and banking, new equipment, including for simulation of real office operations ("Lernbüro"), was procured and teachers were trained on innovative learning methods.

Tallinn Lilleküla Mechanics School benefited from another German pilot project aiming at the establishment of a model training centre in the fields of metallurgy and electronics.

There are numerous Finnish projects ongoing, mainly with one Finnish institution twinning an Estonian institution, covering fields such as agriculture, forestry and construction, amongst others. In 1996/97 the Nordic Council carried out a Teacher Training programme, which involved all three Baltic countries.

Leonardo da Vinci is a co-operation programme directed to VET development, partially financed by the European Union. The programme became available for Estonian organisations in 1996 as “silent partners” and in 1998 as full partners. The programme was initially planned for five years (01.01.1995-31.12.1999), but later decided to continue. The second phase started in 01.01.2000 and ends in 31.12.2006. Estonian Leonardo unit is hosted by the Foundation VET Reform in Estonia and its work is coordinated by the steering committee.

The programme works through projects, which are aiming at developing and disseminating new innovative training elements like study programmes, teaching methods and materials. It covers all VET-related training, including both initial and complementary training and lifelong learning initiatives. The programme also coordinates projects on VET schools’ and higher education institutions’ students work practice in European organisations and enterprises and the trainers in-service training in the European Union countries.

Euroguidance – the European network of National Resource Centres for Vocational Guidance – was created under the former EU PETRA programme. These centres co-operate with each other to form a link between the vocational guidance services in every member state. The function of the resource centres is to support mobility within the context of the Leonardo da Vinci programme. This is achieved through the exchange of careers information between member states, responding to questions from vocational guidance counsellors, carrying out pilot projects and disseminating the project results across the European Union. The National Resource Centre in Estonia is hosted by the Foundation VET Reform in Estonia since autumn 1998. The initial period was financed by the European Training Foundation. Its future activities will be financed from the Leonardo da Vinci programme.

Chapter 8 Role of the National Observatories

The Estonian National Observatory was founded in 1996 at the Foundation VET Reform in Estonia. The main task of the Observatory is to monitor changes and analyse vocational education and labour market in Estonia; to visualise and disseminate the information to different target groups.

In summer 2001, along with the structural changes within the Ministry of Education, an agreement was signed between the Ministry and the Foundation VET Reform in Estonia to transfer the statistical registers and data collection from the jurisdiction of the Ministry under the jurisdiction of the Observatory. The work with education statistics and registers includes:

- Keeping of the general education institutions national statistics database KOOLE, data collection and control in cooperation with the county education departments and actualisation of the national database;
- Keeping of the VET schools national statistics database KUTSE, consultation, data collection, insertion and control and actualisation of the national database in cooperation with the VET schools;
- Keeping of the general education institutions' and VET schools' pedagogues national statistics database PEDDA, and databases OPAND, TARIF, data collection and control and actualisation of the national database;
- Updating the study programmes register;
- Provision of information and statistical services.

Performing day to day its expertise and clearing house function, the Observatory has established its role in the Estonian VET arena. Coordinating different studies and survey it is an active promoter of innovation and policy development. The Observatory's third party position is valued for its impartiality to both public and private sector, and by now it has a recognised role of an information centre.

Following is a list of the reports, studies and surveys managed by the Observatory and its experts, and where the Observatory has been a partner:

Continuously updated:

- National report "National Report on Vocational Education and Training System – Estonia" (annual, since 1996)
- "Key Indicators" on 1989, 1993 – 2000 (incorporated with the National report in the future)
- "Ülevaade Eesti haridussüsteemist, 2000" (*Overview of the Estonian Education system*) indicators with comments
- "Kutseharidus – abiks otsustajale" (*Vocational Education*), information bulletin for potential VET students (annual since 1998)
- Eurydice report VET chapters (annual since 1999)
- Training to the VET and labour market experts of Tacis countries Observatories in 1999, 2000, 2001

Thematic overviews:

- "The Role Of Social Partners In Developing Training In Estonia" 1997, followed by a seminar for the social partners of the Baltic states in Tallinn, 1998
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- “Koolitusfirmade/koolitajate uuring”, (*Survey of training companies/trainers*), Geomeedia, 2001
- “Õppimiskavatsused ja seda mõjutavad tegurid” (*Learning Plans and the Influencing Factors*), Optare, 2001
- Country Monograph “Vocational Education and Training Systems and Structure and Public and Private Employment Services in Estonia”

The Observatory has been involved also in policy making:

- “National Development Plan”, employment and training chapter preparation in cooperation with the Ministry of Education, Ministry of Social Affairs, Labour Market Board and Estonian Employers Confederation,
- “Employment Action Plan”, VET-related questions,
- “Action Plan for Developing Estonian VET System in 2001 – 2004”, 2001, in cooperation with the Ministry of Education, VET department
- Sectoral study in the Information technology (ICT), preparatory and tender procedure,
- “Ida-Virumaa National Employment Programme 2001 - 2004”,
- “EU-Integration & Tourism Impact on Employment and Income and Training Needs of Estonian Tourism“:
- The national training order and preparation of labour force needs analysis,
- The (VET)school network reorganisation.

Chapter 9 Conclusions: challenges and future needs

The priorities for developing the VET system have been specified in the *Action plan for developing the Estonian VET system in 2001 – 2004*, prepared by the Ministry of Education.

The situation in VET indicates the following developments in Estonia and other countries:

- The borders **between different types of education within the education system** are disappearing: the role of VET in general education is increasing, while the basic general education is becoming increasingly more important in VET;
- **initial VET is becoming broader**, narrow specialisation takes place later, during the working life;
- more opportunities are created for continuing education after acquiring vocational secondary education in **higher education**, by developing vocational higher education;
- modular VET programmes are becoming more popular, providing the students with more choices in combining different study lines.

Long-term objectives – by year 2004

In order to fulfil the mission of the VET system, it is necessary to achieve the following objectives, presented in the “Action Plan for Developing Estonian VET System in 2001 – 2004”⁴⁴:

Priority 1. Ensuring learning opportunities:

1. **...for the young people up to age 18, providing programmes which meet the interest and abilities of the young, in order to ease transfer from school to working life**

Results:

- opportunity to acquire VET is guaranteed for 50% of the age group of the graduates from the basic school (incl. basic VET in gymnasiums), and for 50% of the graduates from the general secondary school – gymnasium; incl. the children with special needs;
- there is a functioning vocational and career counselling system for the young, and

⁴⁴ Passed by the Government of the Republic on 12.06.2001

professionally trained counsellors are working in the VET schools;

- professionally trained practical training mentors are working in enterprises, the conditions for practical training are regulated by a contract between a VET school and enterprise;
- practical training is organised in cooperation with employers on the specially created work places/jobs in the enterprises chosen by the Vocational Councils;
- VET centres provide basic VET for the gymnasium students in cooperation with the gymnasiums;
- drop-out rate from the VET schools has decreased to 8% per year;
- VET schools provide basic VET for the young people who have not acquired basic education in cooperation with employers;
- the number of students in VET system has increased by 35%, by 2004/05 academic year.

2. ...for adults by organising continuous/complementary training, enabling them to acquire higher levels of qualification

Results:

- VET centres provide work-related continuous/complementary training for adults in cooperation with employers and Employment Offices according to the national employee qualification system;
- VET schools provide initial and retraining for adults according to the needs arising on the regional labour market.

Priority 2: Ensuring quality of education:

1. ...by developing an initial and complementary training system for VET teachers, which meets the contemporary needs

Results:

- functioning cooperation between the VET schools and employers in organising speciality-related in-service training for the VET teachers and in attestation of the teachers;
- the higher education institutions are offering flexible learning opportunities for highly experienced/highly qualified people in the field of vocational pedagogy;
- the first young VET experts who have been following continuous/complementary training abroad have returned Estonia, and started working as experts, analysts, trainers of

teachers/trainers;

- all teachers have acquired the International Computer Training Licence.

2. ... by modernising the learning environment and updating the content of programmes so that the teaching quality shall be in accordance with the requirements of the labour market

Results:

- 8 functioning VET centres, which have contemporary, up-to-date study base and programmes, qualified teachers and close cooperation with the social partners;
- the VET centre system ensures the opportunity to use the up-to-date study base for all students in all VET schools;
- 30% of the currently public VET schools will be in municipal or private ownership;
- all VET schools have the necessary study base and internet connection and the internet-based learning opportunities have been developed;
- the broad modular programmes, which meet the requirements of the vocational standards, are used, and the teachers have received the necessary training for teaching;
- the volume of teaching the national language (in the groups where instruction language is Russian) and speciality related foreign languages is doubled in programmes;
- all secondary VET programmes contain modules on work relations, entrepreneurship, community cooperation activities, the teachers have received the necessary training;
- the teacher position and students ratio is 1:16, in VET programmes after general secondary education, the volume of students auditory work is 25 hours and for the VET programmes after basic education 30 hours a week;
- VET teachers have speciality-related higher education and practical experience, increasingly more young teachers, also experienced practitioners from enterprises are used as visiting lecturers for teaching specific topics or modules;
- the heads of VET schools are with professional, leadership experience.

3. ...by implementing vocational higher education programmes

Results:

- in technology field – Tallinn, Tartu, Kohtla-Järve city, Jõgeva, Võru, Rapla county;
- humanities and service field – Tallinn, Tartu, Kohtla-Järve, Lääne-Viru county;
- business and service field – Tallinn, Lääne-Viru, Võru, Järva, Viljandi, Saare county;

- according to the regional needs, the vocational higher education programmes are offered also at the VET centres, where VET programmes after basic education are provided, taking into account that the teaching is in the same vocational field.

4. ...by developing and implementing VET schools efficiency evaluation, accreditation and self-analysis system

Results:

- quality of teaching and efficiency is evaluated by the accreditation committees consisting of the representatives of employers, professional unions and other organisations. The evaluation is the basis for the VET school in getting the public training order;
- the people who have covered a VET school programme have an opportunity to take vocational qualification examination;
- VET schools have implemented the common information system (ISE⁴⁵) for following and analysing the teaching process.

5. ... by increasing effectiveness of the VET system leadership

Results:

- coordinated cooperation between the education system and labour market parties in organising training, the content of training, planning the training needs and resources;
- the structure and activities of the Ministry of Education have been reorganised, which enables the Ministry to concentrate on development of the VET policy and strategy and on planning the resources and conditions for implementation;
- the VET school development is directed by the broad school councils, consisting of the representatives of employers, employees, local governments and the state;
- the VET schools leadership staff has decreased by 30 %.

6. ... by updating legislation

Results:

- a new secondary education law has been ratified, which is also regulating the VET;
- all legislative acts related to the organisation of a VET school / VET school management have been renewed according to the new secondary education law;

⁴⁵ Phare ISE programme "Information Systems in Education"

- the national employee qualification system is functioning on the basis of the Professions Act, the qualification levels of the graduates and employees is assessed regularly.

7. ... by establishing a VET innovation centre, which ensures the necessary research, programme-related development work and dissemination of the related information to the education system, Vocational Councils, employers and professional unions

Results:

- the VET system is oriented on labour market forecasting, in order to continuously reorganise training according to the trends on the labour market;
- the VET system supports the national interests by preparing labour force which is mobile in the European Union, neighbouring countries and elsewhere outside Estonia;
- regular research on the relations between the VET system and the labour market and methodical counselling of VET teachers.

The main activities in 2001

The objectives and targets described below were set for 2001 in the “Action Plan for Developing Estonian VET System in 2001 – 2004”⁴⁶. The National Observatory in cooperation with the Ministry of Education Policy Department has started the assessment of the outcomes and formulation of the main activities and targets for 2002. The topic will be under serious consideration and the special questionnaires will be distributed in Pühajärve in the middle of February at the meeting of the Society for VET Development (*Kutsehariduse Edendamise Ühing*).

1. Ensuring social fairness and VET availability

Results:

- at the **secondary VET** level, the learning places are ensured for 6,400 (incl. 6,200 places in the VET schools in the jurisdiction of the Ministry of Education) students of the age group of the graduates from the **basic school**, i.e. for up to 30%;
- at the **secondary VET** level, the learning places are ensured for 7,200 (incl. 5,900 places in the VET schools in the jurisdiction of the Ministry of Education) students who have acquired **general secondary education**, i.e. gymnasium graduates;

- at the **vocational higher education** level, the learning places are ensured for 2,000 (incl. 1,800 places in the VET schools in the jurisdiction of the Ministry of Education) students who have acquired secondary education;
- the necessary conditions are established for admitting at least **350 students with special needs**, incl. teachers' complementary training, programme development and learning environment adjustment;
- VET school network reorganisation in Jõgeva and Lääne-Viru county;
- provision of basic VET for the gymnasium students in Võru county, Viljandi county, Pärnu and Kohtla-Järve;
- provision of basic VET for the young people who have not acquired basic education in cooperation with the employers.

2. Broadening the learning opportunities on the vocational higher education level

Results:

- coordination of the vocational higher education programmes with the Vocational Councils;
- broadening the learning opportunities: Tallinn – business, information technology, social, technology field; in Lääne-Viru county – business, social field; in Ida-Viru county – environmental protection, technology, information technology field and in Võru county – wood processing technology, business field;

3. Updating the content and increasing efficiency of VET

Results:

- development of at least **6 new secondary VET programmes** in cooperation with the Vocational Councils, in the technology, agriculture and personal service fields, to be implemented on 1.Sept 2001;
- in 2001/02 academic year, the admission of people with special higher education and practical experience, who wish to acquire vocational pedagogical preparation in scope of 40 credit points will double (compared to 2000/01 level);
- the VET schools which developed new programmes in 2000, will organise qualification raising courses for the pedagogues of other VET school teaching the same specialities;

⁴⁶ Passed by the Government of the Republic on 12.06.2001

- cooperation with the higher education institutions in increasing the national language skills of the VET teachers in Ida-Viru county, whose mother tongue is Russian and the national language skills are poor;
- in 2001/02 academic year will be implemented the new VET teachers' attestation system, the teachers compulsory speciality-related in-service training is organised at enterprises since 2000/01 academic year;
- starting 1.Sept 2001, efficiency criteria will be included to the salary calculations for the VET teachers;
- the employers at the VET school council represent also the professional union.

4. More efficient use of resources

Results:

- at the secondary VET level, the number of students will increase in average 8% annually (i.e. by 35 % by 2004/05 academic year), while the number of teachers' positions will remain the same, so that the teachers potential will be used more effectively;
- the volume of teachers' auditory work will decrease as the students' independent work will increase;
- up-to-date study bases (e.g. in VET centres) are also used by the students following the same programmes in other VET schools;
- giving up the infrastructure which is not being used in the teaching process.

The current network of vocational schools and the subjects taught in these are not adequate to current labour market needs. All vocational schools are managed by the Ministry of Education, i.e. local governments have little influence on types of VET provision in their region. Formerly vocational schools had to fulfil a much wider range of tasks than just teaching. As a consequence, school premises are typically very large and include facilities, such as technical buildings, heating facilities, dwelling foundations, etc. which should no longer be managed by the schools, as this makes their operation very inefficient. The objective of reorganising the school network is to raise the quality of VET, i.e. an optimal use of the personnel, learning equipment and funding available with the aim to achieve best possible results.

One objective of the Phare VET Reform Programme was to upgrade equipment in the 13 pilot schools. Each of the schools received up-to-date learning equipment for implementation of the newly developed curricula. In 1998 the Ministry of Education started the so-called Pilot Schools project, as well as the restructuring of the VET school network. The pilot school project can be considered as a continuation of the Phare VET Reform Programme, as many of the approaches will be based on the experience gained. Curricula, equipment and teachers' qualifications will be developed in one particular VET field each, so that other schools could also consult pilot schools on these areas soon. The restructuring of the school network aims at optimising the resources available, by merging smaller/weaker institutions in one region and bringing them under one management, while keeping or increasing the number of training places.

Reorganisation of the VET school network includes creation of the vocational education and training centres. VET centre – a VET school or a combination of VET schools, a teaching and development centre, which is providing the following:

- initial training on secondary VET level both after basic and general secondary education, and on the vocational higher education level;
- adult education and training;
- training to the people with special needs;
- vocational counselling;
- training the teachers and students of other VET schools, which are teaching the same field, incl. the opportunity to use the study base;
- leading the work of programme development for other VET schools;
- counselling the small enterprises in the region;
- programme development and analysis of the regional labour market.

Taken the regional needs and administrative-territorial reform, the VET centre can develop into a combination of schools where on the secondary education level, both vocational and general secondary education is provided. In the rural areas, the VET centres can become entrepreneurship incubation centres for the small enterprises.

There are also specialised VET schools in Estonia – independent VET schools, where training is organised in one (or two) fields.

VET schools can be public, municipal or private ownership.

Appendix 1

Estonian formal education structure since 1999 and the graduation certificates

Appendix 2

Programmes in VET by training fields and education levels

Training field	Programmes		
	VET after basic school	VET after <i>Gümnaasium</i>	Vocational higher education
Teacher training			kindergarten teacher, musical education
Youth work			youth work
Printing technology	printing specialist		
Applied art		decoration	
Music	music, instruments	music, instruments	
Coreography	ballet artist		
Business		business	business administration
Secretary work		secretary at court, secretary work	manager's assistant
Law			law, customs law
Financial intermediation		bookkeeper's assistant	bookkeeper, tax, banking specialist
Commerce	salesperson	salesperson, retail sales organisation, virtual commerce	
Information technology	Information technology	Information technology principles, computer networks, telecommunication	information processing
Wood processing technology	wood processing, cabinetmaker, furniture restaurator	cabinetmaker, wood and wood products commerce	wood processing technology
Construction	construction, finishing works, construction carpenter, real estate maintenance, water-sewage and heating systems, wood and stone constructions restauration, road building	construction, finishing works, real estate maintenance, heating-water supply and ventilation systems, wood and stone constructions restauration, stonecutting and smithwork	
Land surveying		land surveying	
Electricity	electrical systems, communication and signalisation electricity	electrical systems maintenance, heating energetics systems maintenance	
Energy management		energy management	
Chemical technology		industrial technology, technological processes	
Electronics and automation	automation, mechatronics, industrial and heating automation systems, industrial installations mechanic	automation systems, electronics installation, mechatronics, home appliances maintenance	
Sewing technology	sewing, handicrafts	sewing, individual sewing, clothes design, sewing industry	clothes desing and modelling, clothing field management
Textile technology	spinner, weaver, textile machinery operator		
Mechanics	car and tractor and other machines repair, ship	car and tractor and other machines repair	

	mechanic		
Metal processing		welder, metal machines operator, materials processing	
Food processing technology	food processing, baking and pastry	food processing technology, baking and pastry	
Rail transport	rail transport administrator	railroad technology	
Transportation and logistical services	inventory management	inventory management, transportation	
Postal services	postal services		
Fishing and shipping	inland water and coastal fishing, skipper-fishing master, freezing machinery operator-seaman	inland water skipper-mechanic, skipper-fishing master	
Forest management	forest management	forest management, forwarder operator	
Agriculture	farm management	agriculture	
Gardening	gardening	gardening, landscape design	
Medical technology			bioanalyst
Pharmacology			pharmacist
Optometry			optometrist
Radiology			radiologist
Medical services			nurse, midwife, occupational therapist
Stomatology		dental technician	oral hygienist
Social services		social care, babysitter, caretaker, prison officer	social work
Catering and accommodation	cook	catering services, cook, waiter, hotel services	
Tourism services		tourism management	
Home management and cleaning services	home management, cleaning services		
Beauty services		juuksur	
Environmental protection		environmental protection	environmental protection
Biotechnology		laboratory technician	

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List of Acronyms and Abbreviations

ANDRAS	Association of Estonian Adult Educators' Development Centre
BER	Danish-Estonian Business Education Reform
DEVS	Development of the Estonian Vocational Education System
ECU	European Currency Unit
EEK	Estonian currency <i>kroon</i>
EU	European Union
ESO	Estonian Statistical Office
ETF	European Training Foundation
GDP	Gross Domestic Product
ISCED	International Standard Classification of Education
NLMB	National Labour Market Board
MoE	Ministry of Education
MoSA	Ministry of Social Affairs
PTUI	The Institute of Scientific Research of Pedagogy
SEL	Royal Danish School of Educational Studies for Vocational Teachers
SMEs	Small and Medium-sized Enterprises
VET	Vocational Education and Training
VOT	National Teacher Complementary Training Institute
ÜPUI	The Institute of Voluntary Pedagogical Research

Glossary of terms

<i>Haridusseadus</i>	The Law on Education
<i>Kutseõppeasutuse seadus</i>	The Vocational Educational Institutions Act
<i>Täiskasvanuhariduse seadus</i>	The Law on Adult Education
<i>Rakenduskõrgkooli seadus</i>	The Applied Higher Education Institution Act
<i>Põhikooli- ja gümnaasiumiseadus</i>	The Basic Schools and Upper Secondary Schools Act
<i>Kutseseadus</i>	The Professions Act
<i>Kutsenõukogu</i>	Vocational council
<i>Põhikool</i>	Basic School, grades 1. – 9. General, compulsory education
<i>Gümnaasium</i>	Gymnasium / Secondary School = General Upper Secondary Education Institution, grades 10. – 12.
<i>Kutseõppeasutus</i>	Vocational Education and Training (VET) Institution
<i>Ülikool</i>	University
<i>Rakenduskõrgkool</i>	Applied Higher Education Institution
<i>Kutsekeskharidus</i>	Vocational secondary education
<i>Kutsekõrgharidus</i>	Vocational higher education (prerequisite is acquired secondary education, either vocational or general, either in Vocational Education Institution or Gymnasium)
<i>keskeri haridus</i>	post-secondary technical education: after basic education, 4 – 5 years (ISCED5 /3A), after secondary general education, 2,5 – 3 or more years (ISCED 5 /5B), no admission since 1999/2000 academic year
<i>Consumer price index</i>	data of the Estonian Statistical Office (ESO) on the changes in consumer prices in a given period as compared to an earlier period
<i>Producer price index</i>	data of ESO on changes in the price of industrial products manufactured in Estonia in a given period as compared to an earlier period. The prices do not include VAT or excise tax
<i>Export price index</i>	data of ESO on the change of the f.o.b. prices of export goods in a given period as compared to an earlier period
<i>Real effective exchange rate</i>	index of the <i>kroon</i> describes changes in the exchange rate of the Estonian <i>kroon</i> against the currencies of Estonian's nine major trade partners and changes in the Estonian consumer prices in comparison with changes in the consumer prices of these trade partners. The index is based on the structure of Estonia's foreign trade turnover
<i>Officially registered unemployed</i>	the unemployed who have been registered at the NLMB under Article 5 of the Social Protection of the Unemployed Act
<i>Unemployed job-seekers</i>	the registered unemployed and other persons without a job who have contacted the Employment Offices in search for job or for some other labour market service
<i>Nominal wage</i>	average gross monthly wage per worker according to the data of the MoSA
<i>Real wage</i>	nominal wage adjusted with the consumer price index against some earlier period
<i>Nominal net income</i>	monthly average income per household member in the form of monetary income received either in cash or through bank transfers; based on a sample study
<i>Real net income</i>	nominal net income adjusted with the consumer price index against some earlier period
<i>Ratio of incomes</i>	the ratio of the share of income of the wealthiest and the

Major organisations

Adult Education Council

Association of Estonian Adult Educators' Development Centre (ANDRAS)

Estonian Association of Employers and Industry

Estonian Association of Construction Enterprises

Estonian Chamber of Commerce and Industry

Estonian Exam and Qualification Centre

Estonian Institute of Future Studies

Estonian Labour market Board

Estonian Qualification Authority

Estonian Ministry of Economic Affairs

Estonian Ministry of Education

Estonian Ministry of Finance

Estonian Ministry of Internal Affairs

Estonian Ministry of Social Affairs

Estonian National Observatory

Estonian Statistical Office

Estonian Teacher Training Centre

European Training Foundation

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