
Becoming Adult Educators in the Nordic-Baltic Region

National Report: ESTONIA

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Foreword

This national report has been produced within the collaborative project: Becoming Adult Educators in the Baltic-Sea Region (BABAR), which was granted financial support by the Nordic Council of Ministries under the Nordplus Framework Programme, Sub-programme Nordplus Adult.

The project team included researchers from the following institutions (in alphabetical order): Brunnsvik Folk High School (Sweden); Danish School of Education, Aarhus University (Denmark); Estonian non-formal adult education association (Estonia); Linköping University, (Sweden); and Tallinn University (Estonia).

The depth and breadth of the information provided here was only possible, however, thanks to the extended work undertaken by Estonian researchers in the realization of a transnational project co-financed by the European Union.

Compulsory education, which obliged all children between 7-12 to attend school or learn to read and write at home, was already established in 1739. To meet this requirement, a school had to be established in each parish, estate or village.¹ As the result of such undertakings, approximately 80% of the population could read and write by the beginning of the 19th century. The adult literacy rate for 1995–2005 (% of those aged 15 and older) was 99.8 in Estonia. The educational index for Estonia published by the Human Development Report is 0.986, and the combined primary, secondary and tertiary gross enrolment ratio is 92.4%.²

From a comparative perspective, Estonia has made impressive progress in its journey toward an open, democratic society and market economy since independence, and now has the capacity to thrive and compete in the global economy.

This progress is reflected in (OECD REPORT, 2000, 2008):

- The basic legal structure now in place for all levels of the system for pre-school education, general education, vocational education, universities and applied higher education, private schools, research and development and adult education.
- The national curriculum for basic and secondary education.
- New assessment and testing policies and other initiatives to improve quality and accountability.

¹ V.-R. Liivar. 2004. *Tähtsamad sündmused ajaloost ja ajalookäik*. www.kuusemets.planeet.ee

² Human Development Reports. Estonia.

- Access to technology (ICT) throughout the education system.
- Reforms in vocational education designed to strengthen the knowledge and skills of students entering the labour market and to strengthen links with social partners and regional economic development.
- Significant progress in broadening the mission of the universities to encompass strong, internationally competitive initiatives in teaching and research and nation-wide initiatives in services to regions, municipalities and professionals.
- Initial steps in shaping a more diverse higher education system – including a developing non-university “college” sector – to accommodate escalating demand and the changing needs of the labour market.
- Important developments in open/distance learning demonstrating the potential for reaching target populations and regions through new modes of teaching and learning and for making lifelong learning accessible to all Estonians.
- Significant pilot and demonstration projects – many supported by the European Union, the Open Estonia Foundation, bilateral agreements with Nordic countries and other sources.

The Report provides a comprehensive overview of the national adult education and lifelong learning policy in Estonia and an analysis of the situation regarding the professional status of adult educators.

The current report presents the national results of Estonia and was composed by Larissa Jõgi and Marin Gross (Tallinn University).

Introduction

The need for professional adult educators/trainers, teachers, training organisers and training managers, training specialists and adult education counsellors have significantly increased in all spheres of adult education in Estonia.

Choices of profession and the formation of a professional identity for adult educators and specialists working in adult education have been influenced by changes in Estonian society: political, economic and social changes, the emergence of a neoliberal economy and very intensive changes in the socio-economic and cultural environment all occurred in the 1990s. Lifelong learning and learning are not just rhetorical notions in educational policy, but a notable attitudinal and social value in Estonian society.

This report consists of four chapters where chapter one provides an insight into the status of adult education and lifelong learning in Estonia; chapter two focuses on national policy; chapter three looks at adult educators and their professional status, and chapter four explores the opportunities that exist for adult educators. The annexes provide full documents relating to adult educator professional qualification standards and the adult education act.

1. The status and provision of adult education

During the last 15 years Estonia (*population 1,34 million*) has experienced political, ideological, economic, cultural and social changes; at the same time, globalisation has been influencing the development of information and communication technology, the global market and labour force mobility.

EU membership from 2004 ensures a more stable social, cultural, political and economic environment in Estonia. Good infrastructure, geographical location and a skilled, adaptable workforce create a good basis for economic, political, cultural and educational development.

Adult education and lifelong learning is one of the priorities for development in Estonia. In 1993, Estonian Parliament accepted the Adult Education Act; the act changed the role of adult education in society significantly (Märja, 2000: 30).

Depending on its objectives, education is, according to the Estonian Adult Education Act, one of the following:

- 1) formal education acquired within the adult education system;
- 2) professional education and training;
- 3) informal education.

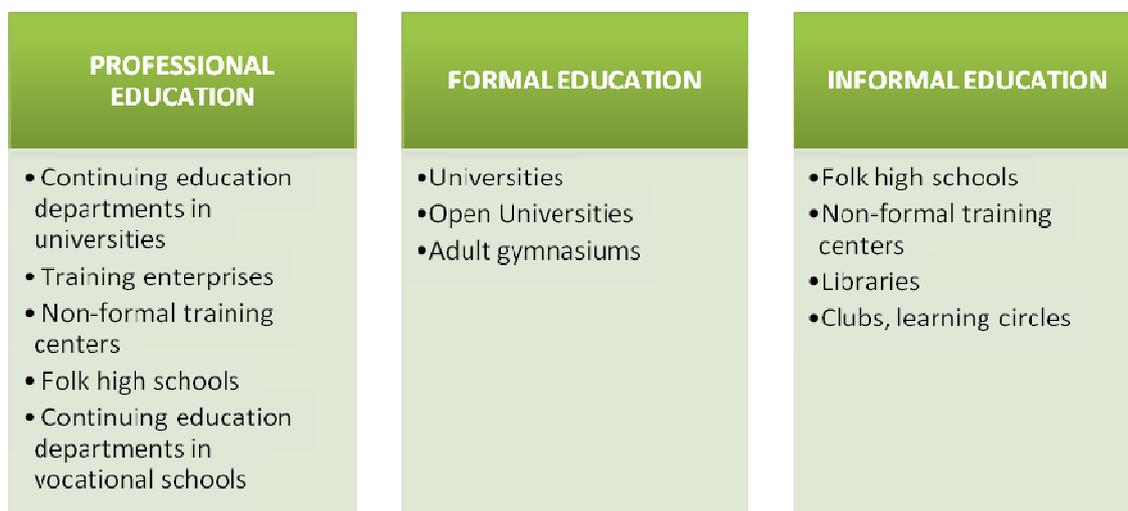


Figure 1. Adult education opportunities in Estonia

In Estonia there are a number of institutions and organisations dealing with and promoting adult education and lifelong learning (*approximately 400*).

Existing statistical data is fragmented and not systematically collected. Therefore, there is no exact or correct statistical data and information about adult education and training providers and about the number of specialists occupied in the field of adult education and adult training.

Different providers offer training courses for adults:

Acquisitions of higher education – Universities in public law and state institutions of professional higher education offer opportunities to study in the form of evening courses and distance learning; also continuing education outside of formal education may take place in these institutions. Studying part time is usually affordable; only priority areas are financed by the state (e.g. teacher with no higher education). In the 2004/2005 academic year, 17.7% of the adult population were acquiring a higher education part time (Elukestva õppe strateegia 2005-2008, 2005).

General education – Obtaining basic education and general upper-secondary education in the form of evening courses, distance learning and as an external student is free. In the 2004/2005 academic year, 33 educational institutions provided general education for 0.8% of the adult population and upper-secondary education for 14.4% (Elukestva õppe strateegia 2005-2008, 2005).

In-service training – Training centres offer in-service training, and so do applied higher education institutions, universities and vocational schools. More and more in-service training is being offered by professional unions. The vocational education system provides in-service training to 8.4% of the adult population (Elukestva õppe strateegia 2005-2008, 2005).

Non-formal adult education – Non-formal adult education plays a significant role in adult education, and is delivered by public universities and training centres, but also by different societies and groups where the main form of learning is via learning circles. Participation in non-formal learning involves 3–3.5% of the Estonian adult population annually (EVHL, 2006).

1.1 Lifelong learning and adult education in Estonia

The transition to a democratic state and a market economy in Estonia has brought large scale and deep economic, social and political changes.

In 1991, Estonia re-gained its independence, and was subsequently accepted into the European Union in 2004. Since re-gaining independence, Estonian education has gone through a process of constant reform. General tendencies and changes in international educational policy have been taken into a count in the development of the educational system in Estonia, and since 2004 education policy has been greatly influenced by accession to European Union.

Changes to the Estonian education system can be seen in the context of processes taking place in Estonia, Europe and the rest of the world. Changes in the education system are far-reaching and their impact can be seen in many long-term processes. Education and education policy in Estonia over the last ten years has been impacted by the formation of a democratic civil society, the social, economic and political situation, accession to the European Union and NATO and the desire to retain and strengthen national identity.

Within the last few years, Estonian education policy has been influenced by the social, economic and political directions of the European Union, and also by the need to consider EU directions, policies and tendencies in the educational field.

During the last 20 years in Estonia (1990–2009) major changes have been taking place at all levels of education such as: the structure and content of curricula; the institutional system; the structure of the network and its ownership and management; education policy, the organization of education and principles for financing education.

In the Estonian education system, all levels covering formal education curricula and the institutional system have been established. Continuing education and in-service training is developing. The average level of education among Estonian citizens is high, and legislation exists to regulate education.

However, it must be said that the changes in education have not originated from the development perspectives of the education system as a whole, neither from a publicly accepted vision for the education system. Neither have the changes been systematic, and there is a significant lack of educational research, which leads to weaknesses in the development activities for lifelong learning and adult education (Riiklike hariduspoliitikate ülevaade: 2001).

Education and training policies are central to the creation and transmission of knowledge, and are a determining factor in each society's potential for innovation. They are therefore central to this new dynamic situation, complementing and acting in synergy with other areas of community action, including employment, social inclusion, research and innovation, culture and youth policy, enterprise policy, the information society, economic policy and the internal market (Education and Training 2010, 2004).

In the last decade, the Estonian social system and educational life has been supported by various EU support and co-operation programs, of which the EU Phare program, Socrates and Leonardo da Vinci are the most well known. EU structural funds were available for Estonia in 2004 with the development of education being supported by Measure 1.1 of the National Development Plan (NDP) *Education System Supporting the Flexibility and Employability of the Labour Force and Providing Opportunities for Lifelong Learning for All*. The objective of the measure is to increase the competitiveness of the labour market by raising the quality of education and training. Three rounds of the project had been applied by September 2005. A total of 101 projects were accepted as eligible for support. According to the results, a total of 58% of ESF resources had been used by November 2005. Also, Measure 1.3 has played a significance role. Measure 1.3, *Inclusive Labour Market*, is designed to provide all-around assistance to the unemployed, restoring their professional skills, and helping them to find a job. The support serves the aim of improving the integration of risk groups into the labour market. The measure supports the in-service training and retraining of the unemployed and persons declared redundant; the enhancement of the work capacity and employability of risk groups; providing labour market- related Estonian language training to people with insufficient knowledge of Estonian; creating subsidized jobs, assisted or sheltered jobs and other transitional employment arrangements; providing start-up aid for entrepreneurs; developing measures for the inclusion of and re-integration of women into the labour market and the further development of labour market services.

One of the strategic aims and priorities of the Estonian Ministry of Social Affairs is to increase employment. In order to achieve that a Lifelong Learning Policy was adopted. The EU Lifelong Learning Policy has influenced the Estonian employment policy in terms of providing extra support, guidance and special training for people with special needs and the long-term unemployed. In 2004, the Estonian Labour Market Board implemented new labour market measures to offer individual labour market services especially designed to meet the needs of disadvantaged unemployed people (European Social Fund in Estonia: to one and all 2005).

In accession to the European Union and after the transitional period, one of the basic principles of an open common market also extends to Estonia: the opportunity for workers to exercise

free choice about where they want to work and reside within Europe. In order to put this into practice, steps linked to the EU Lifelong Learning Policy have been made. In addition to considerably more numerous opportunities for Estonian employees to work abroad, this change also involves the arrival of employees from other countries to Estonia (*Towards a human-centred society 2004*).

Estonia participates in the European Union's social inclusion process through the Open Method of Coordination (OMC). Within the framework of this method, the Joint Inclusion Memorandum was prepared in 2003 and the National Action Plan for Social Inclusion for 2004–2006 was prepared in summer 2004. Social inclusion means the opportunity for all people to fully participate in social life, including working and being economically active. Social inclusion is a further development of the concept of poverty. Unlike poverty, the definition of inclusion involves the multi-dimensional nature of deprivation, where social exclusion plays an important role in addition to income. Exclusion refers to a situation where a person has no or limited access to resources and services. The latter could be, for example, the opportunity to work or access social insurance, education, healthcare services, information technology, culture and opportunities to spend one's leisure time (*Joint Memorandum on Social Inclusion of Estonia 2003*). Activities influenced by the EU Lifelong Learning Policy can reduce social seclusion.

The Estonian Ministry of Education and Research *Development Plan for 2007–2010* lists the following aims connected to the EU Lifelong Learning Policy:

- Equal opportunities for lifelong education;
- To create flexible opportunities to participate in vocational and higher education that consider the different needs of the learner and the society;
- To create a national qualification system to identify the needs of labour market, to describe the results of different levels of education and learning and to promote the mobility of learners.

(*Haridus- ja Teadusteministeeriumi valitsemisala arengukava. Tark ja Tegus rahvas. 2007 – 2010*, 2006)

Adult education and lifelong learning is one of the priorities in the development of education in Estonia. In 1993, the *Adult Education Act* was passed by the Estonian Parliament; the act significantly changed the role of adult education in society (Märja 2000: 30). In 2000, the government of Estonia agreed on *National Adult Education Priorities to 2003* that stressed the importance of the systemization of the in-service training system; broadening perspectives for learning opportunities for risk groups; offering training for establishing small and medium sized enterprises; social adaptation training for teachers, counsellors and trainers; courses for adult educators, and participatory democracy and civics (Helemäe, Vöörmann, Saar, Kazjula, 2003).

Adult education can be characterized by the contradiction that in Estonia it does not currently meet the educational or training needs of the population. Flaws can be seen in the lack of a unifying and comprehensive concept and system for adult education, and in the lack of efficient cooperation among adult education agents/stakeholders (Märja, 2000).

Those providing learning opportunities are institutionally different in Estonia. Broadening the training market constantly creates competition for target groups, subject fields and finances. Therefore, in order to make better decisions about creating learning opportunities it is important to emphasise the need for supportive institutional relationships that concentrate on a common understanding of the goals of activities, as well as the need for constant communication (Schuller and Bamford 2000). Contradictions between the current state of goals regarding lifelong learning and the current state of the education system and the level of integration into the EU education system has created the need to compile the *Adult Education Development Plan for 2005–2008*. The main idea of the development plan is the conception of lifelong learning and every person's right to continue learning throughout life.

The national adult education priorities stated in the development plan for 2005–2008 are:

- Creating opportunities for adults to access lifelong learning and creating opportunities to return to the education system;
 - Developing a counselling system for adults;
 - Accrediting prior experiential learning;
 - Developing a financing system for adult education that involves the tax system and motivates enterprises to invest in their workforce;
 - Ensuring the quality of adult training including in-service training;
- (Täiskasvanuhariduse Arengukava 2005 - 2008. Projekt. 2005).

The aim of the *Adult Education Development Plan for 2005–2008* is to increase opportunities for and motivation among adults to participate in formal, non-formal and informal learning activities in conformity with citizenship, society and labour market needs by raising the participation percentage to 10% by 2008.

The development plan is directed at the following key issues:

- To raise the competitiveness of the Estonian state and its citizens;
- To accomplish sustainable economical growth
- To strengthen social integration among Estonian citizens and the formation of citizenship;
- To raise the quality of life for Estonian citizens

(Täiskasvanuhariduse Arengukava 2005 - 2008. Projekt. 2005).

The period from 1990 until 2009 can be characterised by the expansion of education opportunities. Opportunities for gaining education have expanded, but also the level of education among citizens has also risen, and the increased learning opportunities can be seen in the context of the openness of the higher education system and the increased diversity of opportunities. Within the past twenty years, the Estonian education system has predisposed gender and national economic segregation and reproduced education system segmentation (Helemäe, Saar, Vöörmann, 2000: 268).

The transition to a market economy and restructuring of the economy in the 1990s increased the level of unemployment and the risks of unemployment in Estonia. The risk of unemployment impacted the language of the education system and labour market ethnic segregation (Helemäe, Saar, Vöörmann, 2001: 270). By the end of the 90s, there was a remarkable increase in educational and learning opportunities in higher education due to externally funded study places at state universities and the formation of private universities.

In the 90s, the meaning of education also changed in society. Education became a tool that enabled people to realise social ambitions and created the premises for becoming part of the political or economic elite. The impact of education on employment can be seen as part of the rapid economic reforms; therefore, education as a resource has been emphasised. The higher level of education meant that higher salaries and better opportunities on the labour market were also possible in Estonia.

Generally, it can be said that changes in Estonian society in the past decade have brought many changes to the education system, especially in terms of the level of social stratification. The differentiation of social and educational capital is growing. The Estonian Institute of Future Studies has conducted prognoses, and in addition the Estonian Human Development Reports state that stratification in Estonian society will persist (Loogma, Pettai, Terk, 1999, Eesti Inimarengu Aruanne, 2002, 2001).

Education in Estonia at the end of the 20th and beginning of the 21st century has not had an integrative and equalizing effect, on the contrary, education has had a differentiating and selective effect. The education system has become an instrument of social classification (Helemäe, Saar, Vöörmann 2000: 276). Using the Gini quotient for analysing educational inequality shows that educational inequality is higher among country people, Estonians and women. In 2000, the greatest educational inequality existed among people 15–19 years old and 60+ years old (Paulus, 2004). This kind of situation can be referred to as the social and moral paradox of education (Jarvis, 2000).

Vocational education does not ease the transition for young people from the education system to the labour market or decrease unemployment (Pavelson, 1999). The quality and reputation of vocational education in Estonia is low, which creates an imbalance between different the fields of study. Therefore, the quality, reputation and increased study opportunities in vocational education are among the aims of Estonian educational policy. Adult education is not very centralised and adult training development tendencies show a regional bias in adult education – training opportunities have been created only in the larger cities, regional centres and in large organisations, where there is sufficient intellectual and material resources. Access to educational opportunities has decreased primarily for people who do not have access to education or do not have opportunities or resources such as: good education, good position and status on the labour market, health, money, time, family support, inner motivation and the will to study (Helemäe, Saar, Võormann, 2000; Jõgi, 2004; Märja, 2000; Märja and Jõgi, 2001).

Those that have a better education and a better position on the labour market are also active in continuing education (Võormann, Saar, Helemäe, 2000; Inimarengu Aruanne, 2002).

In Estonia, the pattern of the provision of and participation in LLL are highly dependent on the social changes that have occurred in the last fifteen years. Given the former monopoly of the socialist state and its institutions over the provision and financing of a whole range of institutionalized educational activities, the stable structure of the economy and the material stability for the population, the patterns of participation in LLL during these years were and are dependent first of all on the way the state abandoned this monopoly, and how (in which way, to what extent, how fast) market mechanisms had been allowed to work.

It is the differentiated state involvement in the development of continuing versus initial education (the former clearly lagging behind the latter in terms of national strategies and actions), that explains why a very marked imbalance exists between initial education and continuing education systems in Estonia, just as in other CEEC-new EU member states (Masson, 2005: 11). While the system of initial education seems to operate quite efficiently (at least in quantitative terms), and reveals superior performance (to EU15), there is a lack of education and training provisions for adults in Estonia.

Continuing education and training is largely governed by the market. Private training companies and self-employed experts are the main providers of adult education and training, while for the significant majority of them training is one of their "additional activities" apart from their core business. Rather small (having only up to 2 full-time trainers) training institutions dominate the market. These institutions to a great extent rely on temporary external trainers. The evaluation

of their competence and improving their skills is an important problem. Most of the private institutions are concentrated in the capital, Tallinn. Their main "guarantee of quality" is the license issued by the Ministry of Education. According to data from the national survey on training institutions (2000/2001), most adult education institutions had a license. Unfortunately, Estonia lacks a standardized information system to collect data on adult education and training. Information on institutions offering adult education is rather scarce, and analysis of this field has mainly been conducted on an ad hoc basis, especially during the pre-accession period.

Continuing training is currently financed by the state mainly for civil servants (at a level of 2–4% of the annual "salary fund") and teachers in state and municipal schools (at a minimum of 3% of the annual "salary fund"), as well as for the unemployed (a limited % of GDP constitutes a part of the active labour policy). Non-formal education is usually paid for by the individual or entity receiving the education. The state, through the Ministry of Education, only pays the salaries for the staff and management in those adult education institutions that have a teaching permit. Work-related training is generally financed by the employer, but resources can be provided by local governments or by employees. The in-service training and retraining of an employee, paid by the employer, is not liable for income tax in the case of retrenchment. According to Eurostat, Estonia ranked towards the top of the scale (compared with most other candidate countries) regarding the total expenditure per employee on CVT courses in 1999. In addition, it should be mentioned that the cost of CVT courses is rather high in Estonia, and employers and management also frequently participate in continuing training themselves. Statistical data regarding overall financial contributions by private enterprises or individuals are currently not available.

Given the rapid structural changes in the economy, the shrink in the total demand for labour and the deep shifts in the structure of this demand, the lack of financial resources at the disposal of population (largely due to the currency reform in 1992), rapid marketization of continuing education had a decisive and clearly "divisive" impact on patterns of participation. Research reveals that the demand for training is in strict correlation with the financial resources of the potential customer.

While currently there are no clear data available showing the overall participation of Estonian adults in continuing training (the main sources of information include the regular, but limited data from the Estonian Labour Force Surveys - ELFS, and the few surveys focusing on adult education or specific target groups), all available data indicates that the participation rate for adults in continuing education has been relatively low, and the patterns of participation tend to contribute to deepening social inequalities. Thus, according to ELFS in 2003, 15% of the

Estonian population aged 25–64 years old participated in non-formal education. This is below the EU25 average (17%). Analyses of ELFS data on participation in non-formal education during the four weeks previous to the survey does not reveal any clear positive or negative trend in the participation rate during the last 10 years.

Those groups in most need of training (non-Estonians, less educated, older people, lower income groups, out of Tallinn) participated less in continuing training than others, paid more for the training themselves and are more dependent on training offered by the employment office. The fact that women have been more active in continuing education compared with men is explained first of all by the prevalence of women teachers and civil servants, whose training is financed by the state.

The last few years have indicated a problem with students who discontinue studies in compulsory education before they receive a certificate or turn 17. Compulsory school attendance generally starts at the age of 7 and lasts until basic school is completed (year 9) or until the student has turned 17 years of age, even if the student has not graduated from year 9. The basic level covers categories 1 and 2 of the ISCED classification. Every year, nearly 1 000 young people discontinue their studies. According to data from the population census from 2000, there were nearly 12 000 17–49 year old people without a primary education. As research shows, people with no primary education have very narrow prospects in the labour market and often also have maintenance problems. In 1999, research into poverty showed that a low level of educational is connected with higher individual risk of poverty – 31.3% of Estonia's working-age population (15–59 year olds), who had only elementary education, lived in poverty.

Creating learning opportunities in Estonia also means that there is a need to consider the demographic situation characterized by a decreasing birth rate and an aging population. According to the data from the population census in 2000, there was estimated to be 1 437 197 inhabitants in Estonia all together. Between 1991 and 2000, the population has decreased by 8.4% (from 1 570 451 to 1 439 197). The population growth rate dropped dramatically in 1992–1993, after the Estonia re-gained its independence. The most significant fact for the education system is that the birth rate is dropping and has been dropping continuously over the last fifteen years. The proportion of over 60-year-olds in the population has increased – in 2003 this group was nearly 21.8%, and according to prognoses, by 2020 it will form 25% of the entire population (*Riikliku hariduspoliitika ülevaade 2001: 32*).

The aging of the population creates the need to invest in unemployment and job-seeker training, but also in adult continuing education or re-training. Risk groups should be

emphasised: people living in the country, people on an income that is lower than the average; people who are at risk of dropping out of the labour market (*Täiskasvanuhariduse Arengukava 2005 – 2008, 2005*).

The national program, *Integration in Estonian Society 2000-2007*, was prepared by the Estonian Government (14 March 2000) and defines four sub-programs focusing on language training for foreign language speaking children (sub-program 1; 2) and adults (sub-program 3) and social competence for Estonian citizens (sub-program 4). The integration program states that the political integration of non-Estonians into Estonian life is expressed via the legal means of having citizenship. The results of research monitoring integration (2000, 2002) has shown that in the opinion of Estonians, integration focuses on assimilation of language-communication skills, which means that non-Estonians can only be seen as part of the civil society of the state through an ethnic-cultural prism. Research shows that minorities see citizenship more widely in connection with social welfare, but at the same time, as being distant from language assimilation (Hallik, 2002).

Since 1999, language-learning projects supporting the learning of the Estonian language for “significant” social groups were mainly financed by foreign aid. Between 1999 and 2004, Estonian language training for the unemployed, police, rescue and prison officials, medical personnel and teachers has received support (www.meis.ee).

The analysis of adult learning opportunities in Estonia shows the following. First, that learning opportunities and access to education varies greatly among Estonian citizens, and that social and regional differences are growing and educational stratification is deepening. Secondly, work places are decreasing and changes are taking place in product and service markets and also in organisations, and the workforce as well as the Estonian population as a whole is aging and decreasing.

Unequal access to education and learning opportunities along with deepening educational stratification creates a predisposition towards the formation of negative beliefs and learning conceptions, resistance to learning and forsaking learning and learning opportunities among disenfranchised Estonian citizens. In the long term, this kind of situation threatens cohesion in Estonian society. Based on the research conducted in Estonia it can be stated that cooperation between institutions that provide learning opportunities for adults do not rely on stable relations; therefore, there is no effective information sharing, no common understanding on goals, priorities and possible common activities (Märja, 2000; Märja and Jõgi, 2001; Pae, 2005).

Adult education is a powerful force for accomplishing social coherence, especially when the context is related to the local and regional level. Social inclusion assumes the creation of social coherence through opportunities for obtaining education and training also through cooperation between educational institutions and a functioning education policy.

After the emergence of the Lisbon strategy in 2000, LLL was recognized as a key concept for improving the economy. Several strategic documents have stated the importance of economic development in relation to LLL and education. For example, the *Estonian Lifelong Learning Strategy 2005–2008* (2005) includes descriptions of lifelong learning goals, measures and activities for Estonia, and describes achieving sustainable economic growth as one of Estonia's main aims. The *Estonian Success 2014 (Eesti edu 2014, 2004)* development plan aims to achieve a better life quality through a competitive economy and a knowledge based society in Estonia by ensuring sustainable and human-centred social-economic development.

The main goal of the *Estonian Lifelong Learning Strategy 2005–2008* (2005) is to increase opportunities for Estonian citizens and the motivation to participate in formal, non-formal and informal learning with the aim of improving personal skills and knowledge to meet the personal development, citizenship, societal and labour market needs. One way to achieve this was to increase the number of participants in training among 15–64 year-old citizens by up to 10% by 2008 (Elukestva Õppe Strateegia 2005 – 2008, 2005).

One of the other aims of the *Estonian Lifelong Learning Strategy 2005-2008* (2005) is to strengthen social inclusion among Estonian citizens and develop active citizenship and in so doing increase the quality of life. *The Estonian Civil Society Development Concept* (2002) is a document that describes the different roles of the public sector and the non-profit sector that supplement each other, and the principles for co-operation in developing and implementing public policies and building up the civic society.

Lifelong learning is understood to mean all learning activities within a person's lifetime, aiming to improve knowledge, skills and competencies in accordance with society (social coherence), citizenry, personal and labour market needs in formal, non-formal and informal learning situations. The definition of lifelong learning includes all learning activities irrespective of the goal, duration, financing source or level of formalisation (Elukestva õppe strateegia 2005-2008, 2005). Nowadays, the ability to learn and the readiness for lifelong learning is the basis for the elementary and primary education system (Haridusstrateegia Õpi-Eesti, 2001). Thus, lifelong learning has its roots in the formal education system and continues through life by connecting different learning opportunities.

According to the *Estonian Lifelong Learning Strategy 2005 – 2008* (2005), the roots of LLL are in a strong Estonian family. The family is the first educator of a child, where s/he receives his or her first knowledge and skills on how to cope with life. The main emphasis is the period of development until the age of 7.

The idea of pre-school teaching is not very widespread in Estonian LLL discourse. But some statements about the importance of pre-school have been mentioned in recent documents.

To ensure an awareness of the problems that hinder children from learning, to create a smooth transformation from kindergarten life to school life and grant equal opportunities for everyone to participate in elementary school – is important to provide at least one year pre-school for all the children (Haridus- ja Teadusteministeeriumi valitsemisala arengukava “Tark ja Tegus rahvas” 2007 – 2010 (2006). To achieve this aim, measure 1.1 has been taken into action. Measure 1.1 states the following – the opportunities to take part in pre-school will be broadened in kindergarten and schools according to the individual needs of children. To accomplish this, all children younger than 7 will be included in a single year of pre-school in 2007. As a result, children will be able to obtain the social, physical and psychological readiness to go to school.

Furthermore, lifelong learning is seen as a key function for alleviating poverty, inequality and social stratification, but also supporting democracy, creativity and economic development (Eesmaa, 2003).

Discourses dealing with issues such as brain drain, immigration, the aging population and the workforce are not widespread in Estonian LLL policy – only documents approved between the end of 2004 and the beginning of 2006 mention a word or two about the right of free movement and the brain drain. There are not even any official statistics about Estonians leaving the country. According to Aher and Heinaru (2000) those who leave Estonia are either very highly educated or very poorly educated. The problem of a brain drain is also mentioned in the strategy *Säästev Eesti 21* (2005): “one of the main issues in the concept of sustainable development is human resources and the optimal use of them.” The strategy also states that brain drain is not an issue in Estonia, mostly thanks to an official policy that has found extra resources to attract specialists back to Estonia. This last statement might be too optimistic because there are no official data about how many specialists have left the country and how many of are planning to leave.

At the same time the state is taking steps to stop or reduce the brain drain, education institutions at different levels are taking into consideration the joint EU labour market and more attention is being paid to language teaching and the quality of education. "Against the background of increasing internationalisation, as well as Estonia's imminent 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" (Modernisation of Vocational Education and Training in Estonia, 2001:60). One of the aims of the *Estonian Strategy of Higher Education for 2006 – 2015* (2005) is to raise the quality of higher education and offer higher education that fits into the framework of the global education market.

The problem of the ageing population is recognized widely. "Because of the ageing population it is important to invest both in the training of unemployed people and people currently active in the labour market." (Estonian Lifelong Learning Strategy 2005 – 2008).

None of the documents concerning LLL policy mention immigration or the educational needs of immigrants. The NGO Estonian Refugee Council is helping immigrants to adjust to Estonian society and addresses all the immigrants individually.

2. National policy strategies for adult learning

In 1993, the Estonian Parliament passed the Adult Education Act. The Act regulates the following:

- Formal education acquired within the adult education system outside the daytime study format or full-time study (basic, secondary or higher education)
- Adult professional training
- Informal adult education
- Ensuring study opportunities
- Organization of training
- Financing training
- Implementing the provision of training

Among other things, the act prescribes which other legislation applies to adult education and the activities of the Adult Education Council.

The act defines the financing of training from the state budget for:

- Unemployed
- Public officials (2–4% of the annual wage fund)
- Teachers (3% of the annual wage fund)

Local municipalities finance work-related training for people employed by local municipalities. According to the act, adults studying in general education, vocational education or higher education and also working can have a maximum of 49 calendar days study leave. For in-service studies, 14 calendar days are given on the average salary; when participating in non-formal training, the learner can apply for 7 days leave without pay.

Another important area that impacts adult learners and training providers is financing and taxation legislation. In 1994, the Estonian Government passed a decree for financing adult training from the State budget (decree nr 1004).

The Income Tax Act states that a person has the right to deduct expenses incurred by him/her during a period of taxation for his or her own training. The act also regulates the taxation of training expenses. Training expenses are certified expenses incurred when studying at a state or local government educational establishment, university in public law or private school holding a training licence. If an employer wishes to pay for the employee's studies in general, vocational or higher education, the employer has to pay income tax. According to the act, an individual

should pay for his/her studies (Income Tax Act). This increases inequality in training as people with lower income have difficulties in participating.

Since January 2006, employers' training activities are also taxed with value added tax, which raises the price for training courses by 18% (Value added tax act 2005).

Since 2006, one of the most important strategic documents in Estonia is *Estonian Lifelong Learning Strategy 2005-2008*. This strategy includes descriptions of lifelong learning goals, measures and activities for Estonia. The strategy implements plans for the realisation of lifelong learning goals. According to the strategy, the aim is to provide equal opportunities for learning, to assure the quality of education and training, to provide information about learning opportunities and the counselling system for adults, to develop a professional qualification system and to guarantee active participation in policy development at all levels. Inconsistent financing can be identified as a weakness of the strategy.

The LLL Policy is connected to the Labour Market Policy – the Unemployed Social Protection Law and Labour Market Services Law regulate the labour market services provided to unemployed people, including state financed work related training (Töötute sotsiaalse kindlustuse seadus 2000, Töötute teenuse seadus 2000).

During the past 5 years, several important changes have been made to those laws:

- Adults have the opportunity to pass the senior high school curricula course by course (Põhikooli- ja gümnaasiumiseadus 1993)
- New improvements in the vocational education law allows non formal and informal learning to be considered as vocational education (Kutseseadus, 2000)
- Changes in the higher education law have started the process of joining the Bologna programme.

The Estonian National Development Plan for the implementation of EU structural funds single programming document 2004 – 2006 (RAK) is important from the point of view of lifelong learning (Eesti riiklik arengukava Euroopa Liidu struktuurifondide kasutuselevõtuks – ühtne programmdokument 2003-2006, 2003). The first priority of RAK is to develop human resources. The Human Resource Development priority is aimed at increasing and using Estonia's labour force potential in a more effective way.

In the process of compiling this strategic document, the following EU, UNESCO and OESCD documents were taken into consideration:

- Lifelong Learning Memorandum 2000
- Europe Lifelong Learning Area 2002
- Lisbon Strategy 2000

- National Overview of Estonian educational policy

The NGO Estonian Education Forum (a partner of the Ministry of Education and Research) has a contract with UNESCO under the program *Education for All* to implement the ideas of the programme (www.haridusfoorum.ee).

The Ministry of Education and Research implements lifelong learning at the state level. Since 2003 they have also had an adult education division and by an act of government, the Council of Adult Education was created. The mission of the council is to advise government on adult education issues. Unfortunately, the work of the council is not sufficiently efficient or intensive.

In the field of adult education all ministries, social partners and stakeholders have been included – this also includes the Education Forum, Estonian Non-formal Adult Education Association, ETKA ANDRAS, the Foundation of Lifelong Learning INNOVE, the Archimedes Foundation, Kutsevalifikatsiooni sihtasutus, Eesti Akadeemilise Täiendkoolituse Koostöövõrk and Eesti Kutsehariduse Edendamise Ühing. Under the Ministry of Internal Affairs a work group exists that, among other things, works with active citizenship education.

Educational policy, with its focus on lifelong learning, has been the subject of a continual, systematic process of strategic renewal. *National priorities for adult education for 2004–2006* focused on opportunities for adults to participate in lifelong learning; also, in the field of formal education, by creating opportunities for dropouts from the education system to return to the system. Other priorities focused on ensuring the quality of adult training, including vocational training and developing an adult education financing model, which included motivating companies to invest in training their employees (*National priorities of adult education. Recommendations for 2003–2004*).

The Lifelong Learning Strategy for 2005–2008 describes the principles of and need for lifelong learning on a wider scale, but its goals, measures and activity plans focus on adult education (Lifelong Learning Strategy 2005-2008). The general goal of the strategy is to increase the opportunities and motivation of Estonian people to participate both in formal and informal studies in order to improve their knowledge and skills in line with their own needs and those of citizenship, society and the labour market.

The strategy comprises goals and measures important for Estonia and their implementation in order to:

- enhance study motivation in all target groups, especially those groups whose access to learning opportunities is hindered due to economic reasons, lack of time or interest, or any other reason;

- improve the competitiveness of Estonia and its population in the world;
- achieve sustainable economic development;
- improve every person's capacity and ability to cope with life;
- strengthen the social integrity of the population and the development of citizenship and improve the quality of people's lives;
- achieve the strategic aims in education and training set by the European Council for the year 2010 – ensuring quality, accessibility and openness.

The preparation of the Lifelong Learning Strategy was coordinated by the Ministry of Education and Research, and the LLL Strategy was discussed and compiled in close cooperation with the Estonian Adult Education Council and other social partners. The strategy was approved by all institutions and umbrella organisations acting in the area of adult education or related to it.

The Adult Education Act was approved in 1993 and updated in 1998, 1999 and 2002. The Act confirmed the *principles of the legislative framework* for adult education and learning as follows:

- Creating a model of adult education based on the developmental needs of society and on the actual possibility of ensuring access to lifelong learning.
- Guaranteeing a period of paid educational leave so every adult person can participate in education and training.
- Supporting local initiatives and bringing learning closer to home, advocating the co-operation of public, private and non-governmental adult education institutions.
- Allocating grants for in-service training for teachers and public administrators in the State Budget.

The *Adult Education Act (prepared in 2002)* establishes legal guarantees and stipulates the right of every person to lifelong learning throughout his or her life cycle, the obligations of both central and local governments and of employers in the coordination and implementation of adult education, and the financing of adult education from the national budget:

- *The Government of the Republic* approves national priorities for adult education and, on the basis of these priorities, allocates the necessary resources for adult training in the State Budget.
- *Local governments* guarantee the opportunity to acquire basic and secondary education to permanent residents in their territory and promote work-related education and popular education in co-operation with other local governments if necessary; they also support the unemployed, job seekers, the disabled and other socially disadvantaged people in their participation in studies.
- *Employers* grant study leave to people employed under employment contracts so they can participate in training.

The creation and implementation of the EU Lifelong Learning policy will not happen overnight, but needs continuous work and support from all potential stakeholders starting with learners and ending with heads of state. The transformation of traditional systems is the first step towards allowing everyone access to lifelong learning. The building blocks of the EU Lifelong Learning policy have been identified in the light of the need to:

- develop partnerships at all levels of public administration (national, regional and local), but also between suppliers of educational services (schools, universities, etc.) and civil society in the broadest sense (businesses, social partners, local associations, etc.);
- identify the needs of the learner and the labour market in the context of the knowledge-based society (including for example new information technologies);
- identify adequate resources by encouraging an increase in public and private investment and new investment models;
- make learning more accessible notably by multiplying local learning centres at the workplace and by facilitating learning on the job. Specific efforts are needed for people who are particularly excluded, including the disabled, minorities and the rural community;
- create a learning culture to motivate (potential) learners, to increase levels of participation and to demonstrate the need for learning at all ages;
- put in place evaluation and quality control mechanisms. By the beginning of 2003 the Commission was to launch a prize for firms that invest in lifelong learning in order to reward and draw attention to good practices in this area.

(European year of lifelong learning 1996)

We can say that Estonia is still taking the first step and is struggling with the tasks listed above. A deficient Estonian Lifelong Learning Policy is also reflected in the diminishing number of adult learners in Estonia. According to the Estonian Ministry of Education and Research only 5.9% of adults participated in training courses in 2005, and figures are declining (*Haridus- ja Teadusteministeeriumi valitsemisala arengukava. Tark ja Tegus rahvas. 2007 – 2010, 2006*).

Since the Lisbon Strategy launched the new EU education policy, only a few documents, strategies or legislation covering the EU Lifelong Learning Policy or linked to it have been created in Estonia, and even fewer implemented. The main achievements have been in the field of mobility: a new standard of higher education, more ERASMUS students, the promotion of e-learning opportunities and increased mobility between different levels of education (www.hm.ee).

The cornerstone of the Estonian Lifelong Learning Policy is the *Estonian Lifelong Learning Strategy 2005–2008* (2005), approved by the Government of Estonia in 2005. The strategy

states the conceptual starting points and assumptions of the Estonian Lifelong Learning Policy, priorities for 2004–2006 and the priorities of actions. The *Estonian Lifelong Learning Strategy 2005 – 2008* (2005) is closely linked to the aims of all EU Lifelong Learning Policies (Estonian Lifelong Learning Strategy 2005 – 2008, 2005). Unfortunately, the *Estonian Lifelong Learning Strategy* is not yet fully in practice, and the other education strategies that are not so friendly towards lifelong learning are tending to lead education policy because the action plan for the *Lifelong Learning Strategy* (2005) depends on the *Ministry of Estonian Education and Research Plan of Development for 2007–2010* (*Haridus- ja Teadusteministeeriumi valitsemisala arengukava. Tark ja Tegus rahvas. 2007 – 2010*, 2006).

For example, the objectives stated in *Ministry of Estonian Education and Science Plan of Development for the years 2007 – 2010* (2006) only partly reflect the aims of the *Estonian Lifelong Learning Strategy* (2006) or EU Lifelong Learning Policy. The first goal of the development plan is “equal opportunities for lifelong education”, but the only direct action connected to lifelong learning is “to create the conditions whereby lifelong learning is attractive and people are motivated to participate”, and less than 0.2% of the education budget is set aside for this. Another important aim of the plan is “to create a national qualification system to identify the needs of the labour market, to describe the results of different levels of education and learning and to promote the mobility of learners”. The only evaluation indicator for this goal is the amount of adults participating in different training courses (*Haridus- ja Teadusteministeeriumi valitsemisala arengukava. Tark ja Tegus rahvas. 2007 – 2010*, 2006). The development plan does emphasize the importance of vocational training, and the aims of the development of vocational training carries the ideas of the EU Lifelong Learning Policy. The *Vocational Education Development Plan for 2005–2008* (2005), which serves as the basis for future steps towards the modernisation of the education system and reflects the EU Lifelong Learning Policies is currently being drafted (www.hm.ee).

Next to the development plan, the Ministry of Education and Research along with ANDRAS (Association of Estonian Adult Educators ANDRAS) compiled *Priorities for National Adult Education – Recommendations for 2003–2004* (Täiskasvanuhariduse riiklikud prioriteetidid soovitud aastateks 2003 –2004, 2001). The priorities were developed in the context of the strategic objective of the Lifelong Learning Policy set out by the [Lisbon European Council](#) in March 2000, to enable the EU to become the most competitive and dynamic knowledge economy in the world, the guiding principle of the integrated policy cooperation framework *Education and Training 2010* is lifelong learning, in synergy with the relevant elements of [youth](#), [employment](#), [social inclusion](#) and [research](#) policies (European area of lifelong learning, 2001). Unfortunately, the recommendations set out in these priorities were too general and were not implemented in 2003 or 2004.

In addition to lifelong learning strategies, the education strategy of Estonia also exists. The aim of the *Estonian Education Strategy – Study-Estonia* (Õpi-Eesti) completed in 2001 was to outline the trends in the Estonian education system. Two brief chapters in the strategy were also dedicated to adult education (none to lifelong learning generally). Both of them were quite vaguely influenced by the EU Lifelong Learning Policy and only stated the importance of adult education and strategies of adult education (Haridusstrateegia ÕPI-EESTI 2001).

The importance of lifelong learning was also mentioned in *Estonian Success 2014* (2004) and in another document that identifies the future objectives of Estonia, *Sustainable Estonia 21* (Strateegia Säästev Eesti 21, 2003). In both documents lifelong learning was seen as a tool to strengthen the economy.

It is possible that in the light of the *Estonian Lifelong Learning Strategy 2005–2008* (2005) and trends in the economy, the EU Lifelong Learning Policy will be put into practice, and outdated regulations like the Adult Education Law will be reviewed and modified according to the aims of EU Lifelong Learning Policy, and all the other steps needed to implement the new EU education policy will be undertaken.

3. Teachers of adults: the profession's social status

3.1 Necessary competence for teaching adults

The adult educator as a profession has been recognised and regulated by the Professional Qualification Standard in **Estonia** since 2004. According to the definition, an *adult educator* is a specialist intermediating skills and/or knowledge to adult people, directing their formation of comprehension and attitudes, and supporting their self-development in adult general education, job-related and/or continuing professional training, popular education courses, study circles and other circumstances related to a purposeful learning situation. The adult educator creates a positive and motivating learning environment that assists the learners in accomplishing the goals of their learning in the best possible manner. In order to achieve better results, s/he includes additional resources (other instructors, specialists, learners etc.), if the need becomes evident. Applying for a qualification standard is voluntary and depends on the applicant's wish to formalise his/her professional skills. A professional standard as an adult educator or andragogue can be applied for at four levels (levels II, III, IV and V). Since the 2007, the professional standard has been competence based, and this has significantly influenced the preparation of applicants for a qualification standard.

The professional qualification of the adult educator is defined as an additional/partial qualification, the basic qualification being the profession or specialist knowledge acquired either at a university or vocational education institution (in the subject s/he is teaching).

Most adult educators work under part time agreements, and usually teach simultaneously in several adult training centres and/or university departments.

The adult educators'/andragogues' professional standard is voluntary and currently we see this as pilot project. The aim is to reach a critical number of people and analyse possible development opportunities and associate professional standards to adult education law and training licences (Terje Haidak, Policy maker).

3.2 Qualification of adult educators

The development of a professional qualification³ system for adult educators has been initiated in Estonia in the last couple of years.

A systematic description of qualifications from the *second* to the *fifth* level ensures a seamless transition from one level to the next and creates accordance with Estonia's other professional qualifications and the European qualification system, as well as enabling the harmonisation of study programmes.

The opportunities for adult educators to prove their professional qualifications have also been extended – in 2004 the right to prove a qualification was accorded to three levels (III, IV and V level). Since 2007, it has been possible to acquire professional qualification as an adult educator at four levels (level II was added, giving less experienced adult educators the opportunity to apply for qualification).

Thus, the system of professional standards for adult educators and competences according to the levels has continued to develop. The training programmes have also been brought into accordance with the levels of professional standards.

The new professional qualification standard is based on adult educator competences, which imposed changes on the curriculum of adult educator training. The most important competences forming the bases for these qualifications are as follows:

The adult educator –

- Defines the objectives of the training based on the educational needs. Prepares a training programme targeted at the achievement of a result that is systematic and logically structured. Assesses the level of achievement of the training result.
- Manages the learning process purposefully, while complying with the principles of purposefulness and feedback. Applies the methods of process monitoring, acts flexibly and creatively under changing circumstances and regarding problem solving. If necessary, uses his or her negotiating and conflict resolution skills. Uses different training methods and techniques based on the set objectives, the needs of learners and the specifics of the subject.
- Models a learning environment that is compliant with the learning objectives and facilitates learning. Creates cooperation networks between the stakeholders and

³ **Professional qualification** – the level of competence in the given profession that is accepted on the basis of either regulated post-experience or international requirements.

affiliated groups, which are relevant from the viewpoint of the efficiency of learning. Applies methods for the management of group processes. Supports the shaping of positive attitudes towards learning and learning motivation; creates an atmosphere that is both stress-free and reciprocally supportive. Supports the development of the learner through an increase in self-confidence and self-guidance skills.

- Accounts for the psycho-physiological and social peculiarities of an adult. Provides aid to the learners in setting objectives, planning studies and acquiring learning skills. Takes into account the special individual needs of the learners. Values the learner's level of prior knowledge and skills and uses their previous experience as a common resource. Addresses the study group as a subject, fostering support for each other and the influence of the reciprocal development of the learners.
- Reflects his or her activities. Commands and applies methods of self-analysis. Sets objectives, and plans and assesses his or her activities. Is constantly engaged in self-development.
- Performs complex duties: manages educational and training processes taking place at the institutional or organisational level, prepares study programmes, arranges monitoring of processes, analyses results and makes decisions.
- Compiles training teams at the organisational level or the level of its sub-units, arranges the division of tasks between the members of the team. Motivates employees and assesses the results of their activities. Creates conditions for the professional development of each team member.
- Analyses the learning requirements of target groups, forecasts the volume of training and prepares programmes.
- Participates in the planning of training programmes for the representatives of other cultural and language environments. Prepares training programmes in foreign languages and delivers courses. Models an environment that facilitates learning in study groups that represent different nations and different cultures.
- Makes proposals regarding the refinement of adult education and the education system as a whole. Participates in discussions regarding the development of and/or amendments to the concept of adult education and the strategy for lifelong education. Explains the need for the promotion of adult education to educational officials and to the general public and motivates adults to learn. Uses the framework documents of the European Union directing the development of lifelong learning in his or her activities in facilitating adult education in Estonia. Provides counselling to people submitting project applications regarding the preparation of EU projects addressing the facilitation of adult education and their financing opportunities.
- Actively participates in the work of some international organisation engaged in policies, practice and/or research in Europe or in the world, mediating the required information

and the experience of other countries into Estonia and sharing Estonian experience with others. Participates in international cooperation projects in the area of adult education or lifelong learning. Communicates with the representatives of different cultures and integrates stakeholders in order to achieve project objectives. Recruits international project teams and acts as the leader of these teams.

- Participates in conferences and/or seminars in the field of adult education and lifelong education both in Estonia and abroad. Chairs plenary sessions, modules or activities of work-groups at conferences and submits summaries of these activities.

The higher the qualification level the more competences are expected from the educator. All adult educators despite their qualification level have to have the following personal characteristics –

- *Learning ability*
- *Readiness for co-operation*
- *Commitment*
- *High level stress management*
- *Tolerance*
- *Self-control*
- *Decision-making ability*
- *Adaptability*
- *Open-mindedness*
- *Creativity*
- *Determination*
- *Responsibility*

Holding a professional certificate as an adult educator shows the educator's level of professionalism and is a means for increasing the competitiveness of training services on the market, and also serves as a guarantee of professionalism for the user of the services of the training provider holding an occupation – the employee or the contracting entity.

Acquiring the occupation of provider of adult training is an option and not an obligation for the training provider.⁴

⁴ So far, applications for adult educator qualifications are on a voluntary basis.

3.3 Adult education as a profession

The adult educator is recognised as a profession in Estonia.

According to definition:

An adult educator is a specialist intermediating skills and/or knowledge to adult people, directing their formation of comprehension and attitudes, and supporting the self-development of adults in adult general education, job-related and/or continuing professional training, popular education courses, study circles and other circumstances related to a purposeful learning situation. S/he creates a positive and motivating learning environment that assists the learners in accomplishing the goals of their learning in the best possible manner. In order to reach better results, s/he includes additional resources (other instructors, specialists, learners etc), if the need becomes evident.⁵

The professional qualification of the adult educator is defined as an additional/partial qualification, the basis being the profession or specialist knowledge acquired either at a university or vocational educational institution (giving an educator the subject s/he is teaching – for example *psychology, literature, maths, andragogy*, etc.).

Although professional qualification has been assigned to more than one hundred trainers, the number of full-time adult educators in Estonia is not high. Only the most successful business training centres have the position in the training market and resources enabling them to recruit full-time trainers to their team. Most adult educators are working on part-time agreements, and usually are teaching simultaneously in several adult training centres and/or university departments.

When an adult training centre or school or department wants to apply for a licence from the Ministry of Education and Research, they have to have a list of adult educators who affirm with a signature that they will perform their training tasks according to the curriculum approved.

This kind of a request guarantees the quality of the training. One adult educator could be in several lists.

At Tallinn University, there is a department of andragogy providing bachelor and master degree studies in adult education, but the graduates graduate as managers in adult education, not professional adult educators.

⁵ Professional Standard. Adult Educator III, IV and V, p.5

The number of adult educators is considerably smaller than the respective number of teachers teaching in basic schools and senior high schools, and academic staff in universities. While the number of teachers is more than 18 thousand in Estonia, the number of adult educators (according to expert opinion) is around a thousand. Until now, only 145 of them have applied for and been awarded a professional qualification as an adult educator.

3.4 Employment and remuneration in adult education

As stated earlier, most adult educators are working on a part-time basis having no permanent salary, but remuneration for the number of teaching hours. Those adult educators employed by (mostly) business training centres generally have agreed with the employer on a monthly salary and additional income (extra payment) for each lecture and/or training session provided by them. At higher educational institutions and vocational schools teachers/lectures and academic staff have full-time employment and their working hours planned for adult professional or continuing training are usually added to the general number of lectures foreseen for different job/profession/occupation. The same model is also put into practice in adult senior secondary schools.

Remuneration for lectures/training for part time adult educators differs greatly. It depends on the institution engaging the person to deliver a training programme and the academic level of the educator. For example, at public institutions like universities the rate for an academic hour is 15–25 euros (net) per academic hour. At adult training centres providing courses as part of a European Social Fund project the remuneration could be higher and reach up to 75 euros (net) per an academic hour. Adult business training centres pay their trainers a lot more. The highest payments could reach to 1000 (gross salary) euros per hour.

3.5 Social and cultural factors influencing the formation of the competencies and qualification of adult educators

The professional choices and the formation of competencies, qualification and the professional identity of adult educators and specialists working in adult training have been influenced by changes in Estonian society, as the nineties saw political, economic and social changes, the emergence of a neoliberal economy and very intensive changes in the socio-economic and cultural environment.

According to research, adult educators are in a unique position among professionals as they have acquired specialist expertise in the course of their studies, but often lack formal preparation and initial training for teaching adults. Their studies have not necessarily included education for training and teaching adults (Jarvis, 2004; Karm, 2007).

At some stage in their career they might undertake adult education studies, but the general tendency seems to be that the skills, knowledge and identity of the educator are developed through experience and reflection on practice.

The quality of the preparation and professional activity among adult educators can vary. Adult educators can have different perceptions of competencies and their professional identity, personal theories on teaching and their need for personal training and development. While the responsibility for professional growth and development falls on the adult educators themselves, it is important to figure out what perceptions they have about professional identity and professional growth and development.

Research related to adult educators focuses primarily on describing the necessary competences and requirements for adult educators, and on establishing norms and standards. With regard to professionalism, however, it is also essential to understand how adult educators understand and interpret becoming an adult educator and how their professional identity is constructed.

A career path or phase task makes sense as a requirement at a particular time in life (McAuliffe, 2006:478). At each stage in life, there can be something that challenges, supports or impedes us, forcing us to study, learn or develop. Aspects of career path tasks can be recycled throughout our personal and professional life span as changes occur in our career path and other life role changes occur (McAuliffe, 2006).

There is no clear pattern in adult educators' career paths: they appear to be heterogeneous. Each educator's initial education, professional experience and career development is unique and atypical.

Training adults in the classical sense of a career is either a progression or a regression, but in every case a career is sensed as a professional or personal challenge and as an opportunity for self-realisation. Estonian adult educators interpret training adults as an activity giving them freedom to act, but it also implies commitment (Karm, 2007:160).

Becoming an adult educator in Estonia in the context of one's career is more a case of using opportunities and suppositions as we come across them, rather than a conscious and planned process.

Estonia re-gaining its independence in the 1990s and the changes in the socio-political, economic and social life that followed represent an important historical and social context for adult educator development. The re-introduction of the Estonian currency, the establishment of private enterprises, changes in legislation, technical development and international co-operation created new circumstances that forced people to find new solutions, new options, changes, and turns in their lives.

Changing workplace or profession appears normal in the context of the free market economy, and therefore, giving up an existing job and choosing training seems natural. Collective activity lost its importance and was replaced by individual enterprise, so that adjustment to change must be faced alone by setting goals, making plans and taking risks. Several researchers highlight how the generation born in the middle of the 1960s, the "generation of winners", was in its prime during the regaining of independence, its members were in their best working years, at the beginning of their careers and thus, able to broaden their horizons and use the new opportunities (Titma, 2002).

Our analysis suggests that the generation born at the beginning of the 1980s has obtained a good education and has had the opportunity to make choices based on their education and qualifications rather than on the available opportunities and random chance.

The analysis of career paths for becoming an adult educator is based on the research project, *Professional development opportunities of Estonian adult educators*. This project was based on 28 interviews with adult educators during the period 2005–2006 (Karm, 2007).

The educators interviewed received their higher education degree in the 1970s, 1980s and 1990s. Several adult educators graduated from higher education in the 1990s, during the period of change, and it is possible that the profession learned, or its content, was no longer relevant, prompting them to start work in another field.

Some subject fields were apparently ahead of their time (e.g. leadership psychology, social and communication psychology, teamwork training). They were able start to use their knowledge

and skills to the full and purposefully in an independent Estonia, and the profession obtained created wide opportunities for involvement in training.

Changes in Estonian civic and economic life and in adult education during the 1990s caused or enabled interviewees to turn to the field of adult education.

The uncertainty due to changes, including economic instability, created a feeling that I must catch every opportunity. (Marko).

Getting involved in training also happened as a result of losing a previous job or following the closure or restructuring of an organisation.

Adult educators were needed to retrain the unemployed, providing an important field of work for some trainers. In new circumstances people work in several jobs and gain new experiences, making subsequent work as a trainer possible.

Opportunities to work as an educator were made possible in the new structures and institutions in the Estonian Republic (such as the Defence League, public enterprises, training and consulting centres, non-profit organisations) and in the popular new fields of training (management, teamwork, sales training, computer training).

The development of the field of adult training was influenced by changes in legislation, which set new demands in terms of qualifications, and thus created a new demand for training.

Furthermore, the 1990s saw foreign training projects come to Estonia; close contacts were formed with Danish, Swedish and Finnish adult trainers, and there were also several educational projects from the USA. Among the 28 interviewees, some had been involved in such projects and, after the foreign trainers had left Estonia, continued independently as educators.

There are two career paths among Estonian adult educators, and the prerequisites, needs and expectations are unique and dependent on several circumstances.

Type 1. The training of freelance and full-time adult educators is unique and depends on the educator's choices and opportunities: what is similar is that first they attend training as learners, then as observers and then as trainers. So the adult trainer learns both the content and the skills needed to be a trainer. The theoretical background of teaching is tacit and insignificant for the educator.

Type 2. The training of part-time or full-time educators working within an organisation (internal trainers) is more systematic, supported and directed by the organisation.

Training organisations or enterprises where adult educators are active are like a community where there are several opportunities for learning and training, direction and support that the freelance or independent trainer does not have. Compared with freelance educators, the trainer working in the context of an organisation has more learning opportunities by virtue of being a member of an organisation, and therefore, of having greater support and more opportunities for communication and learning.

According to the research carried out in Estonia it is possible to distinguish four paths to become an educator of adults (Karm, 2007).

Path 1. The field of training grows out of a learned profession and professional experience

The first path seems logical and natural: trainers learn theoretical knowledge in a certain field (medicine, psychology, bookkeeping or other), gain experience by working in the field and then share it as a trainer. Turning to training might be influenced by supplementary training that was taken during learning at university or later. This training is often described as enlightening or very significant (communication training, counselling training, therapeutic training or something similar).

The final paper (thesis) for graduation from higher education may also be significant in becoming an educator. By conducting a piece of research a person develops as a specialist in a narrower field and obtains specific knowledge to share with others.

Training might start as an additional activity alongside the main job and in time grows into the main activity.

In time the content of training may change due to work experience or additional training. The smoothness of the path is illusory – there are disjunctions: workplaces or dwelling places change, and different positions are taken within the profession.

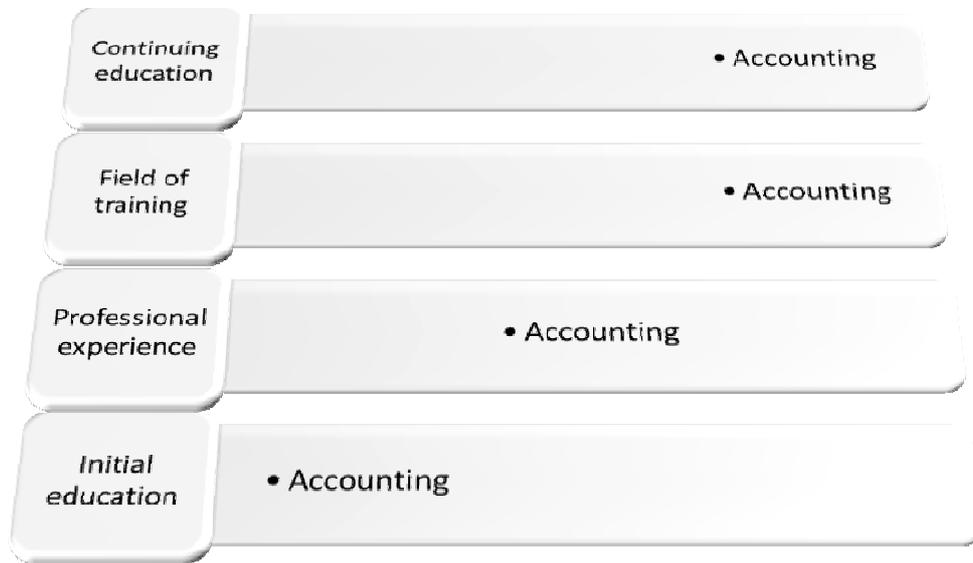


Figure 2 - Path 1 - Field of training grows out of learned profession and professional experience

Path 2. The field of training grows out of continuing education, a hobby or voluntary activity

In the case of the second path, a field of training is found (floral composition, adventure training, *feng shui*, project writing, management, teamwork) through continuing education not directly connected with the learned profession, but with hobbies or interests.

There are also housewives who stayed at home with their children before acquiring a profession who start to learn in continuing education. During or after the continuing education they find both work and a field of training. Later they may get a degree, but they continue training in the field obtained at the continuing education courses.



Figure 3 - Path 2 - Field of training grows out of continuing education, hobby or voluntary activity

Path 3. The field of training appears as if from nowhere: there is no visible connection with the profession, work experience or hobbies, but at the same time there is a connection with everything.

When looking at the facts from the trainer's history, these choices are hard to understand: they have a job, and becoming an educator does not initially improve either their financial situation or their position. But their previous education, work and life experience have created a background suitable for training.

I have the idea that it doesn't matter what you have learned. You might have learned one or another thing, but when you have learned, then you are able to learn. You have a general picture or background, and all the following depends solely on you. When I went to study at Tartu University in the Department of Economics, then academically I had no economics background, only experience. And you look around and find out who has come. Many who have graduated from economics come and one moment you understand that there is no difference. Really, there is no difference. (Ilmar).



Figure 4 - Path 3 -Field of training appears as if from nowhere, there is no visible connection with the profession, work experience or hobbies, but at the same time there is a connection with everything.

Path 4. The field of training grows out of work experience in the field, but is not learned at university.

The fourth path means a profession is learned, but one works in another field and the field of training develops out of practical work experience (sales, work as an assistant, services).

They have no theoretical foundation in the field from university, but the practical experiential knowledge is passed on.

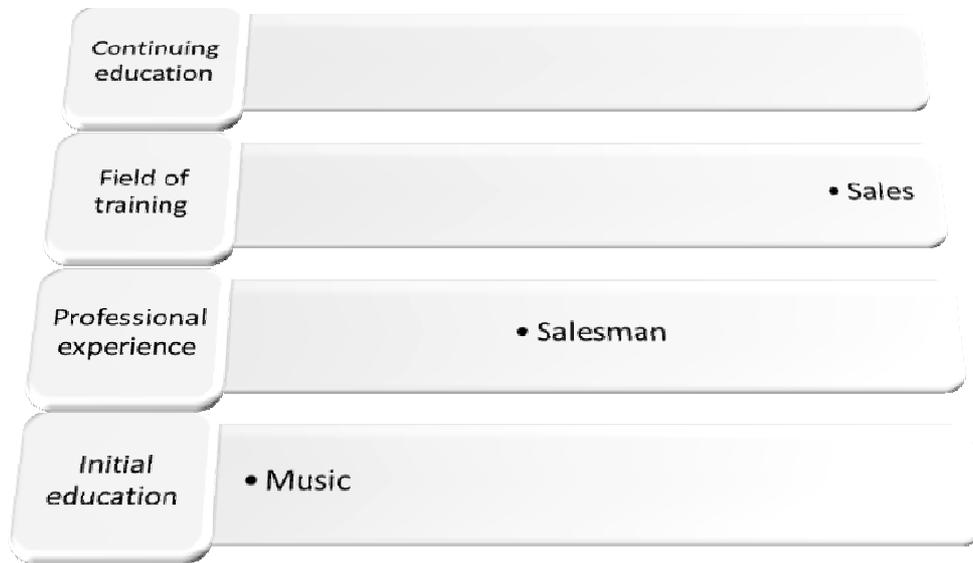


Figure 5 - Path 4 - Field of training grows out of work experience in the field, but is not learned at university

The professional development of adult educators is difficult due to the fact that educating/training is often a person's second or even third choice, meaning that people have got to a situation where they have to start their life again because their normal life cycle has been interrupted or they have started to search for new directions in their lives (Karm, 2007).

Becoming an adult educator is often not a planned choice. Due to individual career paths, adult trainers are in a special position among professionals because in prior studies they gained a profession, but they usually do not have any formal qualification for teaching adults. Previous learning may not include specialist knowledge, specific teaching skills or adult learning specialities.

Learning, professional identity and professional development generally take place within the educator's own work and life experience, partly by reflecting on his/her personal experience and professional practice.

At times there might be doubts as to whether an educator's prior qualification based on practical work experience without any knowledge of adult teaching and learning is adequate for working with adults.

The professional learning needs of adult educators may differ greatly depending on the profession itself, prior experience, knowledge, apprehensions, beliefs and the needs and expectations of the organisation concerned.

4. Opportunity structures for adult educators

Adult educators' initial training in Estonia has not been regulated nor is there a system for it. There are two main providers of adult educator qualification courses – AEAE Andras and ENAEA.

Association of Estonian Adult Educators – Andras (AEAE Andras), which was established as a non-government institution in 1991, unites the representatives of different branches of adult education in Estonia and aims to increase the competence of adult educators. AEAE Andras provides a qualification course that is linked to the professional standard of adult educators. The course is 160 hours and based on 6 modules.

The modules are as follows:

- the role of adult education in society;
- learning in adulthood, the adult learner
- learning process planning and implementation
- teaching adult learners, the adult educator
- methods in adult education
- using IT solutions for teaching adults (e-learning)

The course finishes with a final paper that is written on a chosen topic. The curriculum is currently being developed further as the available program is not learning outcomes based; thus, it is difficult to see clear outcomes of the program.

Participants are expected to have at least some experience on the field of adult education; thus, people who have an interest in entering the field of adult education, but have no prior experience might not be able to enrol in the course. The course is organised in various regions of Estonia, and therefore, provides opportunities for a wider audience. Participants have the opportunity to apply for the professional qualification standard after having completed the course. Many adult educators use the opportunity to apply for the professional standard.

The Estonian Non-formal Adult Education Association (ENAEA) is a non-government national umbrella organisation in the non-formal adult education field that brings together education-orientated NGOs. ENAEA, the successor to the Estonian Union of Education (1924–1940), was re-established in 1994.

ENAEA organises a course for adult educators that is in total 824 hours and runs for two years. The curriculum is module based and consists of the following:

- Socio-cultural environment
 - Cultural environment
 - Social environment
- Learning environment

- Adult learner
- Adult educator
- Practitioner-researcher
- Organiser
- Counsellor

The curriculum is based on learning outcomes and states as its clear aim to support adult educators in their various roles as teacher, supervisor, organiser, counsellor, researcher and practitioner. The course also offers an opportunity for the participants to apply for the professional standard.

Tallinn University Department of Adult Education provides a curriculum for adult educators/andragogues. The curriculum is 45 ECTS and can be studied as part of undergraduate studies or also as a separate curriculum through the open university. This is not a degree course on its own. The curriculum has the following courses:

- Introduction to andragogy
- Development and learning in adulthood
- Competency of the adult educator
- Modern methods in adult training
- Social identity of adult educator
- Study groups in adult training

The curriculum aims to create opportunities for obtaining knowledge and skills to work in the area of adult learning, teaching and training. The completed curriculum makes it possible to apply for the professional standard of an adult educator.

The courses available for adult educators merely see that the participants have prior experience in the area. As there is no clear system for training adult educators, the courses are difficult to compare and the curricula are at different levels of development.

Conclusions

Estonia is a country where the processes of globalisation, liberalism, individualism, neo-modernism and post-industrialism have all taken place within a short period of time (1991–2008).

Since the 1990s, the role and potential of adult education and adult professional training have been growing rapidly. The importance of adult education as part of lifelong learning and that of the adult educators, who play a key role in making lifelong learning a reality, is being widely recognised and discussed in adult education practice. The development of adult education, the profession of adult educators and their status in society is part of a broader social change.

Adult educators are working in a rapidly changing environment, which implies a demand for professional development and a professional identity. The prerequisites for the professionalisation of adult educators in Estonia lie in the economic, political, social and educational context: education policy and the recognition of the profession and its status (regulations at national level, professional qualification standards, the status of the profession); personal and professional identity; learning opportunities (at all levels) and professional organisations.

Attention to the profession of adult educators and opportunities for professional development is quite weak in regulatory and educational policy documents in Estonia. The adult educator as a profession has been recognised since 2004. Holding a qualification confirms the educator's level of professional competence and could be regarded as a means for enhancing the educator's competitiveness on the educational market and as a guarantee for the user of the educator's services, including learners, people ordering his/her services and employers.

Most educators working in the field of adult education in Estonia did not start their professional work as adult educators. Their professional work and development has been influenced by changes in the social context, educational opportunities and personal life history. They have different educational backgrounds and different jobs. There is no clear pattern to the career paths of adult educators, such career paths are heterogeneous and the initial education, professional experience and career development of adult educators are unique and atypical.

Becoming an adult educator in Estonia in the context of one's career is more a case of utilising the opportunities and suppositions that one comes across than a conscious and planned process. The in-depth analysis of the Estonian context illustrates this by distinguishing four paths to becoming a trainer of adults (Karm, 2007).

This situation raises a number of questions for future research. First, it suggests a major question:

How do intending adult educators interpret and construct their professional experience and professional identity? Secondly, it is essential to analyse the process of the developmental of adult educators' values in the professional context. Thirdly, it is necessary to analyse the employment opportunities, professional development and initial and continuing education of adult educators.

More research is needed in order to understand and analyze the context and development of the profession and the professional identity of adult educators, the professional and personal experience in the course of their lives and the social context in which they operate.

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ANNEXES

- **Professional standard of adult educators**
- **Adult Education Act**

Professional Standard

PROFESSIONAL TITLE

Professional level	Professional title	Description on professional certificate
I	Not awarded	
II	Adult educator /andragogue II	Andragogue II
III	Adult educator /andragogue III	Andragogue III
IV	Adult educator /andragogue IV	Andragogue IV
V	Adult educator /andragogue V	Andragogue V

PART A – DESCRIPTION OF THE PROFESSION

A.1 FIELDS OF WORK AND OFFICIAL TITLES

The professional qualification of adult educator / andragogue could be applied by a person of any profession or vocation who teaches and/or mentors adult people as a tutor or mentor. The person could teach in adult gymnasium, in the institution of vocational education (inc. courses for adults), in continuing education centre of an institution of higher education or university, in consultation or training company, centre of popular adult education, training unit of an institution or enterprise. The official title of the adult educator could be adult teacher, lecturer, supervisor, trainer, consultant.

A.2 PURPOSE AND CONTENT OF THE PROFESSION ACCORDING TO THE LEVELS

An andragogue is a specialist who in purposeful learning situation supports adult people in obtaining knowledge and skills in adult general education, job-related training, continuing education and/or popular/liberal education and in self-development.

II professional level	Supports adult people in obtaining knowledge and skills.
III professional level	Supports adult people in obtaining knowledge and skills; prepares and conducts training.
IV professional level	Supports adult people in obtaining knowledge and skills; analyses learning needs and designs curricula; participates in popularizing the concept of lifelong learning.
V professional level	Supports adult people in obtaining knowledge and skills; analyses learning needs, designs curricula and training programmes; popularizes the concept and designs the environment/area of lifelong learning; participates in fostering adult education politics and building the adult education system in Estonia; launches international contacts.

A.3 PARTS AND DUTIES OF THE PROFESSION	Professional level			
	II	III	IV	V
1 Preparing and conducting adult training	x	x	x	x
1.1 Making the learning process purposeful 1.2 Conducting the learning process and assessing the results 1.3 Developing the learning environment 1.4 Choosing learning methods and preparing study materials 1.5 Conducting training in foreign language ⁶				
2 Analysing and preparing the training		x	x	x
2.1 Analysing the learning needs of the target groups 2.2 Estimating the volume of training				
3 Coordination and co-operation			x	x
3.1 Preparing the content of the training 3.2 Coordinating the cooperation of the training team 3.3 Preparing and valuing curricula 3.4 Process management				
4 Public speaking			x	x
4.1 Compiling presentations for conferences etc. 4.2 Participating in adult education and/or professional conferences 4.3 Preparing and organising conferences 4.4 Conference management 4.5 Delivering public lectures				
5 Fostering the system of adult education			x	x
5.1 Participating in discussions of educational policy 5.2 Counselling in project writing 5.3 Participating in networks (inc. international networks)				
6 Publishing in journals of adult education (inc. international journals)				x
6.1 Writing articles and books 6.2 Distributing conference presentations				

A.4 TOOLS
Proficient in methods and in information and communication technology tools etc. used in educating adults.

A.5 WORKING ENVIRONMENT AND SPECIFICS
No special requirements are set for the physical working environment of an andragogue. Considering the social learning environment, adult learning is different from the learning of young people and children. Adult learners differ according to their age, experiences, earlier education and social status. They have developed a system of knowledge, patterns of thinking, prepossessions, stereotypes and values which they take along to the learning situation. High level of professionalism and respect for the status of learners are the criteria adult learners set for their educator. Adult training requires the knowing of both theoretical basis of adult education, the concepts of adult training and the peculiarities of adult learning together with appropriate training methods.

A.6 CAPABILITIES AND PERSONAL CHARACTERISTICS
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⁶ Includes only levels IV and V.

1)	Learning ability
2)	Readiness for co-operation
3)	Commitment
4)	Stress management
5)	Tolerance
6)	Self-control
7)	Decision-making ability
8)	Adaptability
9)	Open-mindedness
10)	Creativity
11)	Determination
12)	Responsibility

A.7 PROFESSIONAL EDUCATION

The major speciality education of an andragogue takes place in an institution of higher education or vocational training. The professional training of an andragogue may take place in qualification and/or continuing learning courses organised by training institutions of public, private or third sector having the licence of education.

PART B - PROFESSIONAL REQUIREMENTS

B.1 COMPETENCES

1. Training adults			
Professional level II	Professional level III	Professional level IV	Professional level V
1.1 Setting goals to the learning process			
1.1.1 Designs and sets aims to the learning process and determines the goals according to the learning needs.			
1.1.2 Compiles a systematic and logical training programme oriented towards achieving results.			
1.1.3 Estimates the level of achieving results of training.			
1.2 Managing the learning process			
1.2.1 Purposefully manages the learning process taking into account the principles of feasibility and feedback of the activities.			
1.2.2 Implements the methods of process monitoring, both in changing circumstances and resolving conflicts acts flexibly and creatively.			
1.2.3 If needed handles conflict situations and implements negotiation techniques.			
1.2.4 Evaluates the results of the training.			
1.3 Creating the learning environment			
1.3.1 Models a physical, social and mental learning environment that favours learning.			
1.3.2 Launches co-operation networks between target and affiliated groups which are relevant from the viewpoint of the efficiency of learning.			
1.3.3 Supports positive attitudes towards learning and learning motivation creating supportive and stress-free atmosphere.			
1.3.4 Supports the development of a learner through the increase in self-confidence and self-guidance skills.			
1.3.5 Takes into account the needs of adult learners and the subjectivity of the learning group.			
1.4 Choosing study methods and compiling materials			
1.4.1 Helps the learners to set objectives, plan studies and acquire learning skills considering individual needs of the learners, psycho-physiological and social peculiarities.			
1.4.2 Values the level of prior knowledge and skills of learners, uses their previous experience as a common resource and addresses the study group as a subject fostering support provided to each other and the reciprocally developing influence of the learners.			
1.4.3 Chooses and implements study methods regarding the goals of the study and needs of the learners, compiles study			

materials.	
1.5 Organising trainings in foreign language	
	1.5.1 Participates in preparing training programmes for the representatives of other cultural and language environments.
	1.5.2 Designs training programmes and provides trainings in foreign languages.
	1.5.3 Models an environment that facilitates teaching in the study groups representing different nations and cultures.
	1.5.4 Provides trainings in foreign languages.

2 Analysing and arranging studies		
III professional level	IV professional level	V professional level
2.1. Analysing the learning needs of the target groups		
2.1.1 Analyses the learning needs of the target groups.		
2.2 Forecasting the volume of training		
2.2.1 Forecasts courses and the volume of training.		
		2.2.2 Prepares and evaluates curricula.

3. Coordination and co-operation	
IV professional level	V professional level
3.1 Prepares the substance of the trainings	
3.1.1 Coordinates the preparing of the substance and provision of the trainings.	
3.2 Coordination of the co-operation of the training team	
3.2.1 Coordinates the activity of the training team.	3.2.1 Compiles training teams on the level of an organisation. Coordinates the co-operation of the educators.
3.2.2 Motivates employees and assesses the results of their activities.	
3.2.3 Creates conditions for the professional development of each team member.	
3.3 Designing and valuing curricula	
3.3.1 Designs curricula.	3.3.1 Designs, assesses and accredits curricula.
3.4 Process management	
3.4.1 Manages educational and training processes on institutional and/or organisational level.	3.4.1 Manages training processes, organises process monitoring and analyses results.

4 Public speaking	
IV professional level	V professional level
4.1 Compiling conference presentations	
4.1.1 Compiles and distributes conference presentations.	4.1.1 Compiles and distributes conference presentations.
4.2 Participation in conferences of the speciality or profession	
4.2.1 Actively participates in the adult education and/or profession (speciality) conferences in Estonia.	4.2.1 Actively participates in the conferences of adult education and/or profession both in Estonia and abroad.
4.3 Organising conferences	
4.3.1 Prepares and manages conferences and/or seminars.	
4.4 Conference management	
	4.4.1 Manages the work of a conference and work-groups, submits summaries. 4.4.2 Takes the floor in international events both in Estonia and abroad.
4.5 Delivering public lectures	
	4.5 Gives public lectures.
5 Participation in fostering the system and policy of adult education	
IV professional level	V professional level
5.1 Participates in discussions regarding educational policy	
5.1.1 Orients in Estonian legislation and other documents regarding adult education and lifelong learning.	5.1.1 Orients in Estonian and EU legislation and framework documents regarding adult education and lifelong learning.
5.1.2 Participates in discussions regarding educational policy of adults.	5.1.2 Participates in fostering the adult education system and in discussions regarding educational policy.
5.2 Counselling about project writing	
5.2.1 Offers advice for the persons submitting project applications.	
5.3 Participation in cooperation networks	
5.3.1 Participates in cooperation networks.	5.3.1 Participates in cooperation networks, inc. international ones.

6 Writing and publishing	
V professional level	
6.1 Writing articles and books	
6.1.1 Writes and publishes articles and books on adult education.	
6.2 Distributing conference presentations	

B.2 GENERAL COMPETENCIES			
II professional level	III professional level	IV professional level	V professional level
1. Proficiency in andragogy			
1.1 Basic andragogical and adult education terminology			
1.2 Methodological foundations of adults' training			
1.3 Specifics of adult learning and teaching			
1.4 Methods in adult learning, inc. methods of feedback and evaluation			
1.5 Learning group and group dynamics			

1.6 Teamwork		
1.7 Progression and development of adult education		
2. Communicative skills		
2.1 Self-expression (inc. written and oral)		
2.2 Listening skills		
2.3 Conflict management		
2.4 Negotiation techniques		
2.5 Public speaking, inc. presentation techniques		
2.6 Skills at making and holding contacts		
3. Orienting in the fields of adult training		
3.1 Knows the specifics and guarantees of general education, work-related training and popular education according to the Adult Education Act and implements them in everyday work.		
4. Has an overview of the trends, priorities and current situation of adult education		
4.1 Has an overview of the current situation of adult education in Estonia.	4.1 Has an overview of the current situation and trends of adult education in Estonia.	4.1 Has an overview of the current situation and trends of adult education in Estonia, European Union and the rest of the world.
5. Generalising skills		
	5.1 Is able to identify and shape the connections between adult education and social development.	
6. Language skills		
6.1 Is proficient in at least one foreign language at level B1. ⁷ (see Appendix 6.2)	6.1 Is proficient in two foreign languages, one of them at least at level B2 (see Appendix 6.2)	6.1 Is proficient in two foreign languages at least at level B2 (see Appendix 6.2)

B.3 OTHER REQUIREMENTS

No other requirements for an andragogue at professional level II, III, IV, V.

PART C - GENERAL INFORMATION AND ANNEXES

C.1 INFORMATION ABOUT AWARDING THE PROFESSION

Information at the webpage of AEAE Andras www.andras.ee

C.2 INFORMATION ABOUT THE PROFESSIONAL STANDARD

1. Professional standard number in the register of professions	<i>In connection with launching the information system</i>
2. Authors of the professional standard	1. Talvi Märja, AEAE Andras 2. Merle Lõhmus, EBS Executive Training

⁷ Vt. keeletasemeid "Euroopa Nõukogu keeleoskustasemetete süsteem".

	Centre 3. Larissa Jõgi, Tallinn University Coordinator in Professions' Chamber: Ingrid Lepik
3. Introduction of the draft professional standard	In period January-May 2007 the draft of the professional standard was introduced. A discussion on improving the standard took place enhancing representatives of public sector, enterprises and educators.
4. Professional standard approved by	Professional Council of Commercial Service and other Business Activities
5. Number and date of the decision of the professional council	Decision no 28, May 31st, 2008
6. Period of validity of the professional standard	4 years
7. Version of the professional standard	Renewed professional standard, version No 3
8. Sub classification of the professional council	Counselling/training
9. Estonian Classification of Economic Activities (NACE)	Educating adults belongs to the classification of training adults and other training, code 8042
10. Classification of occupations (ISCO)	Adult educator belongs to the main classification of <i>Teaching Professionals</i> , code 2300
11. European Qualifications Framework (EQF)	Professional level II – 3, 4 Professional level III - 5 Professional level IV - 6 Professional level V – 7, 8
12. Body awarding professional qualifications	AEAE Andras
13. Professions Chamber	www.kutsekoda.ee
14. References to training programmes in the Estonian education information system	Qualification course on adult educator

C.3 PROFESSIONAL TITLE IN FOREIGN LANGUAGES	
ENGLISH	
LEVEL	TITLE
I	-
II	Adult Educator II
III	Adult Educator III
IV	Adult Educator IV
V	Adult Educator V
RUSSIAN	
УРОВЕНЬ	НАЗВАНИЕ
I	-
II	Преподаватель взрослых II
III	Преподаватель взрослых III
IV	Преподаватель взрослых IV
V	Преподаватель взрослых V

C.4 USED SOURCES OF INFORMATION
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C.5 TERMS AND DEFINITIONS OF THE PROFESSIONAL QUALIFICATIONS SYSTEM
Professional qualifications system – an integrated system for creating and developing of professional formulations and awarding of qualifications enabling the parties in the labour market to formulate their interests and reach balanced agreements on that basis. The parts of the professional qualifications system are the mapping of professional

qualifications, the development of professional standards and the awarding of qualifications.
Professional field of activity – a field of activity based on similar employment duties comprising several closely connected professions.
Profession – a set of qualifications necessary for working in a field of activity, which has been described in the professional standard and the compliance of which is certified by issuing a professional certificate pursuant to the procedure specified in the Professions Act.
Competence – a set of competencies which allows successful performance of professional duties.
Professional standard – a document that describes professional activities, employment duties, working environment and sets out the requirements for awarding professional qualifications.
Competencies – sets of skills, knowledge, abilities and values which enable a person to perform employment duties and which reflect as activities.
Professional levels – a framework according to which professional competency requirements are classified into a system of hierarchy: Level I – the person has acquired basic professional knowledge and skills to perform employment duties using relevant information, guidance and work equipment. Independence and responsibility in completing similar and repeated duties in controlled situations. Level II – the person has acquired professional knowledge and is familiar with the concepts and processes regarding the profession, has skills to perform employment duties choosing methods, working equipment, materials and information. Independence and responsibility for performing various employment duties in everyday situations still adapting one’s behaviour. Level III – the person has acquired a) professional maturity and expertise and versatile empirical skills b) professional skills and expertise based on broad theoretical knowledge of profession. Independence and responsibility for performing various employment duties in usually predictable but still altering situations. Self-guidance, providing guidance for colleagues, allocation of resources and estimation and improvement of the working situation concerning limited employment duties. Level IV – the person has acquired profound and extensive professional knowledge and basic knowledge about the fields linked with the profession. Versatile professional skills and competence in the fields linked with the profession, readiness to come up with innovative solutions. Independence and responsibility for performing complex employment duties in unpredictably changing situations. Self-guidance, providing guidance for and control of other workers, managing resources, estimating your own and the work of others, developing the profession. Level V – the person has acquired most profound professional knowledge, the understanding of connections and impacts between different fields, highest level of professional skills; including synthesis and evaluation to create new knowledge, procedures and connections between fields. Independence and responsibility for performing complex employment duties in situations where a new strategic approach is needed. Management of resources, guidance and development of integrated processes, strategic planning and assessment of actions, coming up with new visions.
Awarding of professional qualification – a process during which the compliance of the professional qualifications of the applicant with the requirements of the professional standard is evaluated and the professional certificate is issued.
Professional certificate – a document certifying professional qualifications and the compliance of a person’s professional competence with the requirements specified in the professional standard.
Professional council – a broadly based cooperation body established of the representatives of the parties in the labour market at the Professions Chamber with the objective to develop and implement the professional qualifications system in the corresponding area of activity.
Body awarding professional qualifications – a legal person, public or government authority that has been granted the right to award professional qualifications.
Professional commission – a commission established of the representatives of recognised specialists of the profession, employers and educators at the Body awarding professional qualifications to ensure quality and impartiality of awarding professional qualification.
Register of professions – a state register, which contains information on professional councils, professional standards, awarding bodies and valid professional certificates.

6.1 Professional competencies of an andragogue

Planning and setting goals to the learning process

According to the learning needs sets goals to the training. Prepares a logically structured systemic training program oriented to effectiveness. Evaluates the performance and the success of training.

Guiding the learning process

Purposefully manages the learning process taking into account the principles of feasibility and feedback of the activities. Implements the methods of process monitoring, acts flexibly and creatively both in changing circumstances and resolving conflicts. If needed handles conflict situations and implements negotiation techniques.

Shaping the learning environment

Models a physical, social and psychological learning environment that favours learning.

Launches co-operation networks between target and affiliated groups which are relevant from the viewpoint of the efficiency of learning. Uses the techniques of managing group processes. Supports positive attitudes towards learning and learning motivation creating supportive and stress-free atmosphere. Supports the development of learners by increasing their self-guidance skills and self-confidence.

Taking into account the needs of adult learners and the subjectivity of the learning group

Accepts the psycho-physiological and social peculiarities of an adult. Helps the learners to set objectives, plan studies and acquire learning skills. Takes into account individual peculiarities of the learners. Values the previous knowledge and skills of learners using their earlier experience as a common resource. Considers the learning group as a subject favouring mutual support and positive influence between learners.

Choosing training methods and preparing materials for teaching

On conducting training uses several training methods and aspects proceeding from set goals, needs of learners and specific features of the subject.

Conducting trainings in foreign language

Participates in drafting training programs of the representatives of other cultures and language environments. Prepares training programs in foreign language and conducts trainings. Models an environment that facilitates teaching in the study groups representing different nations and cultures.

Self-reflection and orientation to constant self-development

Reflects his/her activities; knows and implements methods of self-analyse. Sets goals, plans and evaluates his/her activities. Is constantly engaged in self-development.

Analysing learning needs and planning of the learning

Analyses the learning needs of the target groups, estimates the training capacities, designs and evaluates curricula and programs.

Coordination and co-operation

Comprises training teams at the level of an organisation or its subunit, divides tasks between team members. Motivates workers and values the results of their work. Favours professional development of every team member.

Process management

Carries out integrated employment duties: manages educational and training processes on institutional or organizational level, designs curricula, organises process monitoring, analyses results and makes decisions.

Presentations in conferences and seminars

Makes presentations in adult education, lifelong learning and/or professional conferences and seminars both in Estonia and abroad. In conferences heads plenary sessions, the work of sections or work groups and submits summaries.

Fostering the system of adult education

- Makes proposals to improve the system of adult education and educational system as a whole. Participates in discussions in order to work out and/or implement the concept of adult education and the strategy of lifelong learning. Explains the need to foster adult education to educational officials and public and motivates adults to learn. Uses the EU framework documents guiding lifelong learning to develop adult education in Estonia. Counsels the persons submitting project applications related to the development of adult education to the EU structures, helps to raise funds for the projects.

International co-operation

Actively participates in the work of European or world organisation engaged in the policy, practice and/or studies of adult education changing information as well as bringing the experience of other countries to Estonia and performing Estonian experience to others.

Participates in international co-operation projects of adult education or lifelong learning. Relates with the representatives of other cultures and integrates target groups in order to achieve the goals of the project. Puts together and guides international project teams.

Articles and publications

Writes and publishes articles and books about adult education both in Estonian and in foreign language. Prepares and distributes the presentations of the conferences.

Adult Education Act

Passed 10 November 1993

(RT¹ I 1993, 74, 1054; consolidated text RT I 1998, 71, 1200),

entered into force 10 December 1993,

amended by the following Acts:

21.04.2004 entered into force 05.07.2004 - RT I 2004, 41, 276;

23.10.2003 entered into force 24.11.2003 - RT I 2003, 71, 473;

29.01.2003 entered into force 10.03.2003 - RT I 2003, 20, 116;

16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521;

16.06.1999 entered into force 01.01.2001 - RT I 1999, 60, 617;

16.06.1999 entered into force 01.01.2000 - RT I 1999, 60, 617;

16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617;

13.01.99 entered into force 15.02.99 - RT I 1999, 10, 150;

16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988;

26.06.96 entered into force 26.07.96 - RT I 1996, 49, 953.

Chapter I

General Provisions

§ 1.

This Act provides the bases for adult education and training and the legal guarantees for adults to be able to access the learning they desire during their lifetime.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

§ 2.

For the purposes of this Act, adult education institutions are state and municipal authorities, private schools which hold an education licence and legal persons in public or private law, provided that adult education is an activity in which the authority, school or person engages pursuant to law or its statutes, and self-employed persons.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988; 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

§ 3.

(1) Depending on its objectives, education is, according to this Act, one of the following:

- 1) formal education acquired within the adult education system;
- 2) professional education and training;

3) informal education.

(2) Formal education acquired within the adult education system provides the opportunity to acquire basic education and general secondary education in the form of evening courses, distance learning or as an external student, to acquire secondary vocational education on the basis of basic education in the form of evening courses or distance learning, to acquire secondary vocational education on the basis of secondary education in part-time study or as an external student and to acquire higher education in part-time study or as an external student. Completion of formal education acquired within the adult education system shall be certified by a certificate or diploma.

(29.01.2003 entered into force 10.03.2003 - RT I 2003, 20, 116)

(3) Professional education and training provides the opportunity to acquire and develop professional, occupational and/or vocational knowledge, skills and experience and the opportunity for retraining at the place of employment or at an educational institution. Completion of professional education and training shall be certified by a certificate.

(4) Informal education provides the opportunity to develop personality, creativity, talents, initiative and a sense of social responsibility and to accumulate the knowledge, skills and abilities needed in life. Learning takes place in the form of courses, study circles or any other form suitable for learners.

§ 4.

(1) The provisions of the Basic Schools and Upper Secondary Schools Act (RT I 1993, 63, 892; 1999, 42, 497; 79, 730; 2000, 33, 195; 54, 349; 95, 611; 2001, 50, 288; 75, 454; 2002, 25, 144; 34, 205; 53, 336; 57, 359; 61, 375; 63, 389; 64, 393; 90, 521; 2003, 21, 125; 2004, 27, 180; 30, 206; 41, 276), the Vocational Educational Institutions Act, the Institutions of Professional Higher Education Act, the Universities Act (RT I 1995, 12, 119; 2003, 33, 206; 58, 387) and the Private Schools Act (RT I 1998, 57, 859; 1999, 24, 358; 51, 550; 2000, 40, 255; 95, 611; 2001, 75, 454; 2002, 53, 336; 61, 375; 90, 521; 2003, 20, 116; 2004, 30, 206; 41, 276) extend to the activities of educational institutions which provide formal education acquired within the adult education system.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(2) (Repealed - 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(3) All authorities and persons specified in § 2 of this Act may organise the provision of professional education and training and informal education.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(4) The Private Schools Act applies to sole proprietors and legal persons in private law who provide hobby education or organise continuing vocational training or informal education for adults if the instruction organised thereby lasts longer than 120 hours or is longer than 6 months of instruction in a year.

(21.04.2004 entered into force 05.07.2004 - RT I 2004, 41, 276)

(5) The Vocational Educational Institutions Act (RT I 1998, 65/65, 1007; 2001, 68, 406; 2002, 56, 348; 61, 375; 90, 521; 2003, 20, 116; 58, 387; 71, 473; 2004, 27, 178; 41, 276) and the Institutions of Professional Higher Education Act (RT I 1998, 61, 980; 2003, 33, 207; 58, 387) apply to the provision of professional education and training for adults organised by state or municipal vocational educational institutions and state institutions of professional higher education.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(6) (Repealed - 21.04.2004 entered into force 05.07.2004 - RT I 2004, 41, 276)

§ 4¹.

(Repealed - 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

Chapter II

Provision of Learning Opportunities

§ 5.

(Repealed - 16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

§ 6.

The Government of the Republic shall:

1) approve the national priorities of adult education;

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

2) on the basis of those priorities, prescribe funds for adult education and research into adult education in the draft state budget within the expenditure of the area of government of the Ministry of Education and Research;

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617; 16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521)

3) form the Adult Education Council and approve its statutes.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

§ 6¹.

(1) The Adult Education Council is an advisory body to the Government of the Republic which:

1) advises the Government of the Republic in matters relating to adult education;

2) advises the Government of the Republic upon the preparation of the draft state budget in respect of the funds prescribed for supporting adult education;

3) determines the national priorities of adult education;

4) on the basis of submitted reports, provides an assessment of the use of funds allocated from the state budget for the support of adult education.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(2) The Minister of Education and Research shall be the chairman of the Adult Education Council by virtue of office and he or she shall appoint a deputy chairman from among the members of the Council.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617; 16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521)

(3) Clerical support to the Adult Education Council shall be provided by the Ministry of Education and Research.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617; 16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521)

§ 7.

Local government bodies shall:

1) ensure that persons permanently resident in the territory of the local government have the opportunity to acquire basic and secondary education and shall facilitate the provision of professional education and training and informal education, if necessary by co-operating with other local governments;

2) support the provision of training to unemployed persons, persons seeking work, other socially underprivileged persons and disabled persons.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

§ 8.

(1) Persons employed under an employment contract and persons in public service shall be granted study leave in order to participate in education and training.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(2) Study leave is the suspension of an employment contract or a service relationship pursuant to the procedure prescribed in this Act. The duration of study leave shall be calculated pursuant to the procedure provided for in the Holidays Act (RT 1992, 37, 481; 1993, 10, 150; RT I 1994, 84, 1474; 1995, 16, 228; 1997, 74, 1229; 93, 1560).

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(3) In order to participate in formal education within the adult education system and at the request of an employee or public servant, study leave shall be granted for study sessions on the basis of a notice from the relevant educational institution and the study leave shall be granted for the duration of the study session or for at least thirty calendar days in an academic year.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988; 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(4) In the case of formal education acquired within the adult education system, additional study leave shall be granted for the completion of study as follows:

- 1) twenty-eight calendar days in the case of basic education;
- 2) thirty-five calendar days in the case of secondary education;
- 3) forty-two calendar days in the case of higher education or the defence of a Bachelor's level degree;
- 4) forty-nine calendar days in the case of the defence of a Master's or Doctoral thesis.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(5) The employer shall continue to pay an employee or public servant who is on study leave to acquire formal education within the adult education system the average wages of the employee or public servant for ten days. For the remaining days of study leave, the employer shall pay the employee or servant at least the established minimum wage.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(5¹) In addition to the study leave prescribed in subsections (3) and (4) of this section, the employer shall grant holiday without pay of up to seven calendar days at the request of an employee or public servant and on the basis of a notice from the relevant educational institution at the time indicated in the request.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988; 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(6) In order to participate in professional education and training, study leave of at least fourteen calendar days in a year shall be granted on the basis of an application from an employee or public servant and a notice from the relevant educational institution, and the employee or servant shall continue to receive his or her average wages.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988; 16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(7) In order to participate in informal education, study leave without pay of at least seven calendar days in a year shall be granted on the basis of an application from an employee or official and a notice from the relevant educational institution.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(8) The participation of the employer in covering additional expenses incurred in connection with education and training shall be provided for in the contract of employment or the collective agreement.

(9) In order to participate in education or training, an employee or public servant shall submit a notice from the educational institution to the employer in which the schedule and content of study is set out.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

§ 9.

An employer may postpone the grant of study leave if more than 10 per cent of the employees or public servants are on study leave at the same time.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

Chapter III

Organisation of Education and Training

§ 10.

The general co-ordination of adult education and training shall be organised by the Ministry of Education and Research.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988; 16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521)

§ 11.

Regardless of the form of ownership, adult education institutions shall act independently in the organisation of studies, in the selection of forms of study, curricula and teaching methods and in the use of funds within the limits established by legislation.

Chapter IV

Financing of Education and Training

§ 12.

(Repealed - 16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

§ 13.

(1) (Repealed - 16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(2) (Repealed - 16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(3) Training courses for persons seeking work and unemployed persons shall be ordered and paid for by the Ministry of Social Affairs. Local governments may also allocate funds from their budgets for this purpose.

(16.06.98 entered into force 16.07.98 - RT I 1998, 61, 988)

(4) In order to provide opportunities for adults to acquire professional education and training, funds may be prescribed in rural municipality or city budgets.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(5) Funds for professional education and training for employees and public servants of state authorities shall be prescribed in the state budget to the extent of 2 to 4 per cent of the annual salary fund of those employees and public servants.

(16.06.1999 entered into force 01.01.2000 - RT I 1999, 60, 617)

(5¹) Funds for professional education and training for teachers whose wages are covered from the state budget shall be prescribed in the state budget to the extent of at least 3 per cent of the annual wage fund of those teachers.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

(5²) Funds for professional education and training for local government authority teachers whose wages are covered from the relevant rural municipality or city budget shall be prescribed in the state budget to the extent of at least 3 per cent of the annual wage fund of those teachers.

(16.06.1999 entered into force 01.01.2001 - RT I 1999, 60, 617)

(6) The costs of professional education and training for employees and public servants of local governments shall be prescribed in the relevant local government budget.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

§ 14.

(1) Informal education shall be paid for by the natural or legal person interested therein.

(2) Funds for the support of informal education may be prescribed in the state budget and rural municipality and city budgets; only the remuneration of teachers at and heads of adult education institutions which hold an education licence shall be supported out of state budget funds through the Ministry of Education and Research.

(16.06.1999 entered into force 01.01.2000 - RT I 1999, 60, 617; 16.10.2002 entered into force 01.01.2003 - RT I 2002, 90, 521)

§ 15.

The conditions for applying for the funds specified in clause 6 2) and subsection 14 (2) of this Act from the state budget and the procedure for financing shall be established by the Government of the Republic.

(16.06.99 entered into force 26.07.99 - RT I 1999, 60, 617)

Chapter V

Implementation

§ 16.

Clause 7 1) and subsection 13 (5) of this Act enter into force on 1 January 1995.

§ 16¹.

(1) The provisions of this Act relating to formal education acquired within the adult education system apply to pupils who, before the academic year 2004/05, are admitted to a secondary vocational education study

programme undertaken on the basis of secondary education if their studies are pursued in the form of evening courses or distance learning.

(2) The provisions of this Act relating to formal education acquired within the adult education system apply to students who began acquiring higher education before the academic year 2003/04 and to persons applying for an academic degree, if their studies are pursued in the form of distance learning or as an external student.

(23.10.2003 entered into force 24.11.2003 - RT I 2003, 71, 473)

§ 17.

Sections 191-201 and 203-207 of the Estonian SSR Labour Code (*ENSV Teataja*², 1972, 28, Appendix 1; 1986, 11, 143; 1986, 27, 387) are repealed.

¹ RT = *Riigi Teataja* = State Gazette

² *ENSV Teataja* = ESSR Gazette