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* Eelretsenseeritud artikkel

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Summaries

EDITOR-IN-CHIEF'S COLUMN

Estonia's Search for a Happy Industrialist

MART RAUDSAAR,

Editor-in-chief of Riigikogu Toimetised

Estonia is starting to run out of people who have the skills to build something essential with their own two hands, like a stove, a well or a shed. Just think about your own life, remember your school days and ask yourself: which part of the school curriculum have you needed in real life, and what have you desperately wished you had learned?

I agree with Heldur Meerits, one of the authors published in this issue, who thinks that the curricula of general education schools has got catastrophically out of control. I also agree that every further school year improves the skills of the students to make connections between things – but does it increase their practical skills to the same extent? A person must be able to apply their theoretical skills to solving practical problems in everyday life.

We are starting to run out of people who know how to solve practical problems, and I am not talking only of manual tasks. We are starting to run out of people, period.

Jüri Riives, who is writing in this issue of RiTo about the future of mechatronics in Estonia and around the world, explained at a science and innovation conference on 8 May why Estonia would never

attract an industrial giant. He quoted a foreign producer of large aeroturbines who had presented the following arguments: 1. Estonia has a disadvantageous geographical location (far from the centres); 2. Estonia has no experience in large industrial plants; 3. Estonia does not have enough competent people who are familiar with massive production systems; 4. Estonia has too few people, in general; 5. Estonia is located too close to a certain other country which increases the political risk of investments.

Estonia needs a well thought out industrial policy. One of the components of such a policy is the training of intelligent and qualified people whose work offers the greatest possible added value.

Thirty two per cent of the alumni of Estonian universities do not use the learned skills or knowledge in their everyday work. And as if this was not enough, the 2011–2012 Gallup study results, taken from the essay of Heldur Meerits, say that 20 per cent of the Estonian labour force hates their work and only 14 per cent is happy with their work.

Of course, the state cannot magically make anyone happy, even by handing its citizens large lumps of cash. The state must think strategically on the macro level (smart specialisation; see RiTo No. 29), and on the micro level offer opportunities for limitless self-development to the people who are willing and able to take them.

Human Asset of Estonia: to Save, to Invest or to Loan?

RIIGIKOGU TOIMETISED CONVERSATION CIRCLE

The representatives of the six factions of the Riigikogu participated in the Riigikogu Toimetised (RiTo) conversation circle on 9 May and discussed the issues of human asset. According to the definition of the Estonian Cooperation Assembly Report of 2010, human asset consists of the health and work capacity of people, and also personal quality, a person's education, skills and abilities. Clearly the first thing that has to be dealt with is the demographic situation of Estonia. Too few people are born here, and unfortunately many of them die too early.

As after the parliamentary elections in March, there are six factions in the Riigikogu, six members of the Riigikogu took part in the conversation circle. They were: Jaak Aaviksoo (Pro Patria and Res Publica Union), Yoko Alender (Reform Party), Andres Ammas (Free Party), Aadu Must (Centre Party), Jevgeni Ossinovski (Social Democratic Party) and Henn Põlluaas (Conservative People's Party).

Henn Põlluaas: It is necessary to have a systemic approach that includes education, family issues, medicine, business, etc. All these have an impact on the demographic situation. It is the most important issue from the point of view of the survival of our people and our country, and so far it has not been systemically handled.

Yoko Alender: I would like to add the environmental issue. The young generation of today chooses the place where they live, and very many proceed from the quality of the surrounding environment when they make their choices on creating their families. The movement of people is not determined by jobs any

more, instead the talents move into the environment where it is good for them to live.

Andres Ammas: But maybe everything begins from the attitude of the state towards its people? Or perhaps the reasons for emigrating are not always economic, maybe they are also a little emotional. In my opinion we should all look at ourselves, and establish the codes of good practice for institutions. Commitment to good behaviour practice should be a norm in all state agencies, beginning from our own Riigikogu.

Jevgeni Ossinovski: If there are no hands to do the work, they have to be taken from somewhere. And as getting the hands to do the work through natural reproduction is not a perspective that can be counted on, because the results are visible only in 23 years, then the immigration to Estonia will probably increase.

Aadu Must: We must define clearly where we want to arrive. Is it necessary to continue speaking of a nation state? Regarding the migration policy, it can be said that migration reacts quite well to all reforms of policies, for example national policy. We should also compare ourselves with the regional policy of the Nordic Countries. Regional policy is one of the factors that clearly influence migration.

Jaak Aaviksoo: It would be wise to spend one's energy on the things that can be changed. Urbanisation in Estonia will continue, and I would not spend resources on trying to stop it. The issue is rather what the reasonable distribution of population and production is across Estonia. We could say already now that we are trying to preserve the county centres, the schools in all counties.

There are many more people of other nations living abroad, so that maybe the Estonians have not fared the worst. I think that we should direct our power towards influencing at least some of the people to return to Estonia.

FOCUS

First Lessons of Work Capacity Reform

VOOTELE VELDRE,
Praxis analyst

In 2014, the first legislative amendments were adopted in Estonia that will change the current policy of payment of the pension for incapacity for work – starting from 2016, the conditions for payment will be changed, and the requirements of being active will be established for people with partial capacity for work who receive the benefit. The related political process has been controversial, it has brought about demonstrations of disabled people, and a petition and a memorandum were submitted to the parliament.

The author studies the problematics of the work capacity reform in Estonia from the viewpoint of stakeholders and, relying on the concept presented in the work “Return to work stakeholders’ perspectives on work disability” by Young in 2013, brings out five main stakeholders, without whose contribution it is probably not possible to achieve the aim set for the reform – to increase employment of disabled persons. These groups are employees, employers, owners/administrators of funds that manage the risks of loss of health and work capacity, offerers of treatment and rehabilitation services, and the society more widely through its representative bodies.

Return to or entry into employment by people with health or work capacity loss can be successful only in the case when all abovementioned stakeholders fulfil their roles in the best possible way in this process. Employees who find themselves in a new situation due to loss of health can be helped effectively only if they are active and willing to apply the work capacity they still have, provided that this does not harm their health or treatment outcome.

Employees with loss of health and work capacity can enter or return to working life when the employer is motivated and sufficiently able to adapt to the renewed needs of the employee and is willing to hire also new employees whose needs and expectations of the work environment and organisation of work are different from those of people with no loss of health. The potential of people with loss of work capacity to act as entrepreneurs and to directly contribute to the creation of jobs must not be underestimated here.

Administrators/owners of funds can support the return to employment by valuing the activeness of the employee, providing early assistance, effectively cooperating with other parties who manage risks, and consistently contributing to prevention. Provision of treatment and rehabilitation services to introduce employees who have a health loss back into working life should take place as a logical and uninterrupted integral chain with no delays or interruptions where the person who needs help is in the focus of the provision of service.

All of the above can take place when there is also a party who observes, analyses, resolves discords, supports, and manages the risks of the parties – this is the expected role of the Government together with the governmental authorities network. The Government can initiate changes and motivate stakeholders to fulfil their role, whether the measures be stick or carrot. All that considered, the Government of a democratic state should also guarantee that the society has an understanding of the necessity of the changes done and approves the financial decisions that may postpone expected developments in other areas.

In the author’s view, when planning the reform, the Estonian Government has set out from “the position of one social security fund manager” but has failed to give content to the role that is actually

expected of it, the role of a coordinator who can mobilise all important parties to act towards a common goal in practice.

Young, A. E. (2013). Return to work stakeholders' perspectives on work disability. – Handbook of Work Disability. Prevention and Management, by Loisel, P. Anema, J. R. 409–23. New York: Springer. http://link.springer.com/chapter/10.1007/978-1-4614-6214-9_25

FOCUS

Performance of the Alumni of Estonian Universities in the Labour Market?

JAAN URB,

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The universities have been studying how their alumni cope in the labour market since the beginning of the 2000s. However, a comprehensive simultaneous research covering all universities was conducted for the first time in 2011, when the graduates of 2009 were interviewed (Eamets, Krillo, Themis 2011). The alumni study of 2012 dealt with the factors influencing the choice of specialty, satisfaction with studies, working during studies, plans after graduation, success on the labour market and acquired competences. The assessment of foreign alumni of the higher education given in Estonia was also studied. The article focuses on two questions: 1) How do university graduates cope in the labour market? 2) To what extent are they satisfied with the studies they have completed?

The study was commissioned by the Ministry of Education and Research and the Archimedes Foundation.

The study is mostly based on primary data that were collected by both quantitative and qualitative methods. The data were mostly obtained from a web-based questionnaire that was compiled on the

basis of the questionnaire used in the 2009 alumni study to ensure comparability.

The final number of respondents was nearly 3300, which makes the response rate 30 percent. This is sufficient for making all-Estonian generalisations. Besides that, half-structured interviews with 20 foreign alumni were conducted.

After graduation from university, most of the respondents worked at a job that required the education level of the respondent. 65 percent of the graduates with bachelor's degree work at job where bachelor's degree is required. In the case of the graduates with master's degree, the relevant indicator is 58 percent. And 70 percent of the graduates with doctor's degree work at jobs requiring doctor's degree.

On the basis of the 2012 alumni study, it can be said that the graduates of Estonian universities generally cope well. The graduates are aware of their choice of specialty and the satisfaction with the studies completed is high. Two years after graduation, 82 percent of respondents have a job; the percentage of unemployed is around two, which is considerably lower than the Estonian average. The main reason for the choice of a job is its connection with the specialty studied. 75 percent of graduates work at a job requiring higher education. Most of the graduates are satisfied with their jobs.

The main problems that can be pointed out are not enough practice and shortages in certain general competences (e.g. managerial competence).

FOCUS

Labour Shortage in Estonia: Where should We Look for Solutions?

HANNA-STELLA HAARISTO, LAURA KIRSS, MIKO KUPITS, REELIKA LETMAA, MÄRT MASSO, LIINA OSILA, MAGNUS PIIRITS, MARI RELL, PIRJO TURK

Praxis analysts

The Estonian population is decreasing, and consequently so is the number of people of working age. This is mostly caused by the negative natural increase rate as well as emigration. Between 2015 and 2040, Estonia's population will decrease by 130,000, which equals a third of the total population of Tallinn, or that of Tartu, Rakvere and Viimsi combined. The share of people of working age in the total population will decrease even more sharply – while in 2015 Estonia has about 800,000 people of working age (aged 20–64), by 2040 the number will fall by 160,000. At the same time, the number of retired people is increasing, and the estimates say that by 2040 we will have only two people of working age for every retired person, instead of the current three. The productivity of Estonian labour force is also very low (61% of the European Union average) and in the past 10 years we have not improved our position much compared to other EU Member States. It is therefore vital to ask ourselves how we could alleviate the already threatening shortage of available workforce. After analysing the issue, this article reaches the conclusion that in a situation where it is not possible to affect the birth rate in short term, we need to make a commitment to bring those who are not in the labour force (back) to the labour market, increase our productivity, and improve the quality of our current (and future) labour force, as well as take advantage of migration – and all this in the same time. This article is an abridged version of a policy brief that Praxis Center for Policy Studies created before the 2015 parliamentary elections in Estonia, in order to improve the election debates by highlighting topical long-term problems and asking important questions from the candidates.

FOCUS

Industrie 4.0 and Its Impact on Industry and Education in Estonia

JÜRI RIIVES,
CEO of IMECC

The salient feature of the economy today is the extremely fast pace of development. It has become extremely important for businesses, organisations, regions and states alike to remain competitive and to ensure sustainability. With this in mind, Germany has taken the initiative in Europe. It has set itself the challenge to become the strong engine driving the European economy, and to take Europe with it on a path of more rapid progress. One of the crucial pillars of this realisation is the new, so-called fourth industrial revolution (INDUSTRIE 4.0) announced by the German Federal Chancellor Andrea Merkel. On the one hand, the objective of this new development engine is to improve the competitiveness of the European industry through a complex automation, and on the other, to apply completely novel economic models and to increase the importance of industrial internet. The list of key words of the new industrial paradigm starts with New Business Models, Internet of Things and Cyber-Physical Systems.

Yet, industry can be automated successfully only through a skilful introduction of the necessary equipment and systems. This is why the importance of robotisation and mechatronics as a whole has increased by leaps and bounds. It is lucky that the Estonian school system and industry have long valued mechatronics. Our curricula are sufficiently state-of-the-art, we have relevant professional standards, and Estonian industrial companies do well in the international competition. However, mechatronical systems are complicated, even more so on the top level. Development of mechatronics

and manufacturing of products with a high added value could in fact be one of the directions for developing Estonian economy and improving its competitiveness.

Mechatronics is a field that includes machine building, information technology and electronics. It has applications in all highly technological industries, such as medical equipment, car manufacturing, industrial automated systems, aviation and space technology, tool manufacturing, etc. All of these need huge amounts of complex components and significant competences. Industrie 4.0 should thus have a direct impact on Estonia, if only we were able to skilfully use it.

FOCUS

Teacher Training Perspectives – Current Situation and Challenges

EVE EISENSCHMIDT,

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VIIVE-RIINA RUUS,

Tallinn University, Professor Emerita

KATRIN POOM-VALICKIS,

Tallinn University, Institute of Educational Sciences, Associate Professor of General Didactics

Estonia might lose its edge in education, which in turn would affect the competitiveness of the country, if no rapid and fundamental changes are made in the situation of teachers.

The most worrisome is the fact that teacher training is an unpopular choice and there is no competition to fill the student places for subject teachers in universities, while those who do choose it rarely do it as their first choice. Teacher training seldom attracts those who were among the best graduates or the most brilliant academically. Our labour market for teachers is out of balance – a large number of basic school teachers are forced to accept a smaller work load than they

would like, yet nearly half of the teachers work in schools where the directors feel that the school lacks good, highly qualified teachers. Teachers in Estonia tend to be older and female. And although the Estonian teachers might have certain objective reasons for being happy with their working conditions, such as the relatively short school year, small schools and classes, more or less homogeneous study environment in the cultural-linguistic sense, and fairly good opportunities for professional training, this is not enough to attract smart and bright young people to work in schools. Many issues cannot be solved within the field of education alone. There are many excellent examples of schools having tried to make teaching interesting by proposing and applying ideas for making teaching more creative, shape a student friendly and learning friendly environment, support the professional development of teachers, tighten cooperation between teachers, etc. Lots of energy has been spent and efforts made to improve, hone and promote the professional standard of teachers. Great hopes have been placed on improving the quality of basic and additional training for teachers. All this is important, indeed very important, but the current problem does not lie there.

The future prospects of the Estonian education suffer the most due to the ageing of the teachers and the fact that talented young people do not want to become teachers and do not join teacher training programmes. This problem cannot be solved by universities alone, no matter how much thought they put into their curricula or the results they expect, and no matter how flexible and accessible they make their teacher training programmes. The problem is also not solved by administrative means, such as creating certain units in the central authorities or agencies that regulate and direct education.

The problems surrounding teachers must be approached systematically, through

a non-declarative cooperation between the state, schools, universities and other parties, but under an expert and purposeful guidance of the state. We must conduct an in-depth analysis of the resources available in the field of education by asking questions regarding teaching jobs, support systems and, for example, education bureaucracy, as well.

POLITICS

Like Water: Indescribable, Irreplaceable

*HELDUR MEERITS,
free thinker and investor*

Education is sure to have a positive effect on a person, yet we cannot describe its specific working mechanism. Despite this, the time that is viewed as necessary for getting a good general education has kept on increasing over the centuries and decades. Maybe it has even become too long. Enthusiasts of different fields have each promoted their own discipline, which has continued to make the curricula longer and more detailed in content.

The society has started to fetishise the marks given at schools. Schools are ranked according to the results of state exams, and this has come to be viewed as the indicator of the quality of schools. People have an unfounded belief that a position near the top of the ranking is indicative of the level of teaching in the school. In fact, schools guarantee their success in the ranking largely by preselecting students. Dividing schools into elite schools and ordinary schools damages our society. The ranking should not be published, because the public draws wrong conclusions from it. This is also connected to our ability to measure social phenomena. Some things we can measure, others not. Sadly, we only see the part that can be measured in numbers. The rest remains hidden.

An increasing number of private schools has been founded, born out of a feeling that the general education in Estonia is not living up to the expectations. The plan of the Ministry of Education to reduce support to private schools does not solve the problems. This will help to reduce the expenses, but fails to address the fundamental problems of general education.

POLITICS

Delegation and Accountability in Parliamentary Democracies*

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Abstract. Parliamentary democracy has been widely embraced by politicians and especially by the scholarly community but remains less widely understood. In this essay, I identify the institutional features that define parliamentary democracy and suggest how they can be understood as delegation relationships. I propose two definitions: one minimal and one maximal (or ideal-typical). In the latter sense, parliamentary democracy is a particular regime of delegation and accountability that can be understood with the help of agency theory, which allows us to identify the conditions under which democratic agency problems may occur. Parliamentarism is simple, indirect, and relies on lessons gradually acquired in the past. Compared to presidentialism, parliamentarism has certain advantages, such as decisional efficiency and the inducements it creates toward effort. On the other hand, parliamentarism also implies disadvantages such as ineffective accountability and a lack of transparency, which may cause informational inefficiencies. And whereas parliamentarism may be particularly suitable for problems of adverse selection,

it is a less certain cure for moral hazard. In contemporary advanced societies, parliamentarism is facing the challenges of decaying screening devices and diverted accountabilities.

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STUDIES

Knowledge Exchange through Internship Process

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Collaboration between universities and businesses includes a variety of challenges, and one of these is internship. Internship involves a two-way knowledge exchange process whereby knowledge moves from one organisation to another and feedback is given constantly. Every organisation has knowledge, but the question is how we can share it, and how the leaders can manage knowledge. Successful internship means that all participants learn from the process and everyone will receive some new knowledge through sharing. This article analyses knowledge exchange during internship programmes from three perspectives: the interns and the university internship supervisors from five Estonian universities, and the site supervisors from various institutions who provide internship. The data from site supervisors and interns was collected through an online questionnaire, while the universities supervisors were interviewed. The European Social Foundation supported the research through the Research and Innovation Policy Monitoring Programme. The survey was carried out in 2012–2014. The sample consisted of 418 interns, 194 institutions providing

internship and 24 internship supervisors from universities. The data was analysed in SPSS 18.0, MS Excel 2013 and NVivo. The data has been discussed in the context of the related literature. This study shows that knowledge exchange takes place between a university supervisor and a student, less in contact with the site supervisor. In most cases, there is no collective knowledge exchange – organisations do not learn from internship.

STUDIES

From Professional Learner to Learning Professional: Expectations, Preconditions and Means

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The development of society and technology creates new jobs and the need for specialists with new kind of competences. It means that the outdated, lecture-based traditional teaching methods that rely on theoretical models are not suitable for acquiring the competences that will be needed in the future.

The purpose of the article is to explain what preparation of professional experts who meet the needs of the labour market means, and what changes it requires in the organisation of education. Besides that, I will try to give a brief survey of what kind of knowledge, skills and attitudes should be developed with the help of general and basic education, and which means support the application of these changes. To get an overview of the situation, I posed three questions: 1) What kind of competencies do the workers of the future or learning professionals need? 2) What does becoming a learning professional of one's profession require?

3) What pedagogical instruments help achieve the new academic targets resulting from the changes in the economic environment? The article points out that in the preparation of the workers of the future or learning professionals, the developing of key competences is important. This has to be done resolutely and purposefully, because it is a long-time and complicated process. Principles of interactive pedagogy make a good framework for developing key competences. Among other things, it is important to remember that improving of entrepreneurship competences should not be undervalued in the course of developing of other key competences, because it may remain unclear to the learner how these competences should be applied in working life and/or as an entrepreneur, or in creating values for consumers or the society as a whole. Education system must support the changes resulting from the developing of key competences at all levels, and the teachers or lecturers are not the only ones responsible for it. The changes have to be essential, not formal.

STUDIES

On Migration Policy Design. An Outline

*LEIF KALEV,
Professor, Tallinn University*

The article discusses the context, underlying frameworks and mechanisms in designing migration policy. The focus is on the possibilities for steering legal migration based on generalised international experience. Also, some potential challenges for Estonian immigration policy are discussed.

Migration policy can be characterised in the framework of national-cosmopolitan and utilitarian-voluntaristic axes. In the near future, national and utilitarian emphasis is likely to be stronger in

Estonia. At the same time migration depends to a large extent on the choices of the people themselves. It will always be a point of consideration as to what extent the state should steer migration policy via clear targets, or leave a deregulated space for other actors.

In Estonia, the recent amendments of 2013 and 2015 to the Aliens Act have facilitated the conditions for the entry of talents and skills to Estonia and developed mechanisms to steer legal migration. The practice will depend on the interest and activities of enterprises, civil society, universities and other actors. The possible issues for further consideration in Estonian migration policy include the expected or preferred scope of immigration and integration.

STUDIES

Immigration as Fuel for Future Economic Growth? Attitudes of the Estonian Population towards Immigration

*TIIU PAAS,
Professor of the University of Tartu*

Increased international mobility of the labour force is a regular process that we should adapt to and handle within the common international rules in a way that would allow Estonia to achieve win-win results from the cross-border movement of labour force. Cross-border movement of labour force does not mean only emigration from Estonia, but also people willing to come to work in Estonia, particularly when our economic development affords us better living standards. We must therefore overcome our so-called fear of immigrants in Estonia and promptly formulate the national vision and our wishes on the type of immigrants we would like to receive and on how we plan to integrate them. We should find

encouragement from the knowledge that numerous theoretical treatments as well as earlier empirical analyses have shown that international movement of labour force has not, as a rule, led to significant economic consequences neither for the country of origin, nor the country of destination. Of course, the consequences of migration processes manifest in different ways over time and depend on many country-specific factors, such as the socio-demographic composition of the population, historical and cultural background, previously implemented socio-political measures, etc.

The focus of the article is on an analysis of the attitudes of the Estonian population towards immigration, with the aim of determining the factors that shape the attitudes towards immigrants and immigration. Awareness of these factors would help to better identify the measures that would allow for a better integration of the newcomers. Our studies have so far shown that in view of the possible effect of the immigrants on the national economy and culture, and the attractiveness of the area of residence, the Estonian population assesses immigration, by and large, at a level comparable to the other Estonian nations, even somewhat higher than certain Eastern European states, and significantly better than our big neighbour Russia. The Estonian population assesses the positive role of the immigrants on the cultural life even slightly higher than many other nations. The results of the analysis also show that the people who trust their country, as well as national and international institutions, are usually also more positive towards immigrants. This serves to confirm again that immigration and integration policy measures must be shaped with full awareness of the composition of the population and the idiosyncrasies of the economic and historical development, but that measures must also be implemented to increase the trust of the population in the national

as well as international institutions, and also in the stability of the socio-economic situation.

STUDIES

Estonian Public Sector is Preparing for the EU Presidency: Ascertaining and Evaluation of the Capability Shortfalls of Officials

VILJAR VEEBEL,

Associate Professor, Estonian National Defence College

One of the preconditions for efficient officials is relevant and objective evaluation of capability (and also capability shortfalls), and ensuring purposeful training and coaching on the basis of this. The forthcoming EU presidency of Estonia in 2018 enhances the need for efficient officials even more, therefore it is necessary that during the years preceding the EU presidency, the existing capability shortfalls of the officials connected with the EU are ascertained, and they are provided the training they need. The purpose of the article is to analyse how the evaluation of the EU-related capabilities and knowledge of the Estonian officials has been conducted since 2002, and what have been the main lessons.

First the article introduces the methodological problems that arose during the studies conducted in 2002–2013 to determine the EU-related training needs of the Estonian officials, and then offers solutions for improving the evaluation of the training needs of officials.

As a result of the research, two main spheres where development is needed were pointed out. First, the principles for ascertaining the gap between the knowledge and the skills of officials and the needs of the future have to be

improved, and second, the methodological solutions that would reduce over- or under-evaluation of knowledge, capabilities and competences have to be developed. Determining the training shortfalls as exactly as possible and objective evaluation of knowledge, skills and competences will ensure the ascertaining of the real training needs.

The author of the article makes the following suggestions for ensuring more objective evaluation of the capability shortfalls and training needs of officials. First, during the data collection stage, it is necessary to ask the officials clearly and unambiguously about their specific training needs, not about the important issues, training wishes, etc. of their daily work. Second, in the data analysis stage it should be possible, by using different analysis instruments, to ascertain the fields where organising trainings is not a priority. Third, it is recommended to add a format for objectively measuring knowledge and skills (e.g. a test or observation) to the questions-based and evaluating research methods (questionnaires, interviews, expert opinions). Fourth, in order to avoid the giving of “expected” answers, the commissioner and the performer of the study have to do preparatory work with the officials participating in the study already in the preparatory stage of the study (that is, inform and encourage the participants of the study), and to contribute to communication to reduce the possible fears of the officials. Fifth, there should be earlier mutual communication to preclude the situations where the performer of the study is motivated to give “targeted” answers. If the performer of the study should for some reason presume that in the opinion of the commissioner it would be ideal that all officials are on high level and do not need additional training, it is possible that this conviction will be transferred into the results of the training study, regardless of whether it actually is so.

STUDIES

Domestic Violence: Social Phenomenon that Requires a more Forceful Legal Intervention

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University of Tartu, Professor of Comparative Law

The article analyses the legal treatment and legal regulation of domestic violence. Domestic violence is rampant in Estonia, yet the police is not notified of every case, even the most brutal ones; and even in the reported cases, only a small percentage leads to a guilty verdict.

Estonia has no separate Act on the prevention of domestic violence, which might be one of the reasons why the attention is more on the consequences of domestic violence than on how to prevent it. There is also a shortage of institutions dealing with the prevention of domestic violence, rehabilitation of victims and providing correctional programmes for perpetrators.

The article cites the results of an expert survey conducted at the end of 2014, which aimed to determine the attitude of practising lawyers towards domestic violence, current legal regulation, and so forth.

The survey suggested that Estonia’s legal bodies should be given the authority to intervene immediately in situation of domestic violence, prosecute the perpetrators and protect the victims from the continuation of violence. With an Act, the state would assume the responsibility for ending the violence by guaranteeing that the state, and not the victim, is responsible for holding the perpetrator accountable. Estonia could follow the lead of states who have sent a clear message to the victims

with an Act on domestic violence: you can rely on the state, the state will protect you and your children from violence. The perpetrators also need to receive a clear message from the state: violence against one's family members is a crime that will be punished. All this would also help to shape the attitude of the society towards domestic violence and those involved in it.

The states who have adopted a special Act (Austria, United Kingdom, USA, Australia, Germany, Spain, Czech Republic, Slovenia, Netherlands, Switzerland, Bulgaria, Lithuania, etc.) have major advantages. These countries have seen the Act on domestic violence contribute to an understanding on legal culture and legislation by sending the public a clear message: violence in an intimate relationship is a serious crime.

Estonia has acceded to the Istanbul Convention of the Council of Europe on prevention and combating violence against women and domestic violence, which sets our country in a completely new situation in the context of dealing with domestic violence – we have to take a firm stand in our attitude towards the victim and the perpetrator, and make it our priority to support and help the victim. This is a major challenge for the state, demanding that many resources be created and focused on fulfilling this objective.

An Act on domestic violence would constitute a significant contribution towards fulfilling the requirements and obligations arising from the Istanbul Convention.

VARIA

Family Policy in the Small Transition Society of Estonia

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The family policy of the small transition society of Estonia is far from a new Nordic country of our dreams. Within the framework of the developing market economy and the changes underway in its stratification system, the understandings of family prevailing in the society have taken unusual forms that are not similar to either those of the Nordic countries or those of the old Europe. It seems that the understandings of the society and its members on the division of gender roles are autochthonous in regard to long-term policies. However, from the standpoint of the existence of a small nation state it is important to ask about the possible role of family policy measures in escaping the trap characterised on the one hand by modest birth rate indicators and, on the other, a relatively weak position of women in the labour market.

To achieve clarity in this issue, we used the comparative fuzzy set method in our analysis which enables to obtain similar results through different paths. In other words, this method is based on the presumption that there is no “one and only” good or bad set of policy measures, but certain combinations of different measures become important for success. The results allow to say that, even in the case of the Nordic countries (such as Iceland, Finland and Sweden where success has been achieved primarily by contributing to the involvement of fathers and the quality of childcare), the family policy paths are relatively varying.

To improve birth rate, Estonia has contributed largely to the parental benefit system which is relatively generous also

in international comparison (especially as regards high-salaried women). As is characteristic of liberal societies that stress individual contribution, this benefit depends on previous salary income and is not solidary. Generously compensated mothers are obviously not satisfied even when the price of their childcare is compensated to the extent of three average salaries and they return to work. This can be inferred from the tendency where “middle class” families are more prone to get trapped in the generous compensation. This also means that women stay away from the labour market for long periods and lose in terms of career and income. They also find themselves in an unequal position in domestic role division which makes them voluntarily contribute more to chores that are not compensated directly.

The emphasising of the importance of the caretaking obligation of the state on the example of the Nordic countries may give an erroneous impression that, in the opinion of the authors, families should be released from any caretaking obligation whatsoever because it is a bundle of underpaid activities that creates inequality (in the comparison of families with children as well as families without children). Such unidimensionality (where “defamilisation” means “progressive” organisation of life) does not allow for weighing of other components: (1) whether “defamilisation” has been done through the market or the state; (2) what the division of the remaining care obligations between men and women is like; and fails to ask (3) whether families wish such a policy at all. Thus, the abovementioned analysis was based on the main components of family policy: benefits and the structure thereof, and the state supply of childcare places, in order to find successful family policy patterns. There are certainly other established rules of the game that were not included in the analysis and that may strongly influence the results of the combining of policies. The analysis of

these important family policy components will have to wait for future research.

VARIA

Cooperation will Decide the Future of Green Economy

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Green economy is an economic model that promotes sustainable use of resources for increasing wealth.

A look at the three common performance indicators of energy and green economy (carbon production, energy intensity, domestic material productivity) shows that Estonia did not make much progress in 2005–2013. Indeed, the indicators have deteriorated in comparison with other countries as well as with the earlier Estonian indicators. This does not mean, however, that the situation of the Estonian energy economy has worsened during this period, as these indicators are also linked to other macro-economic indicators.

An analysis of trends in recent history tells us that we will not be able to develop green economy in Estonia purely by continuing our earlier activities, which means that we are moving towards a reduced material productivity. With no social agreement on the efficient use of resources or the implementation of the principles of green economy, there are no grounds to claim irrefutably that it would lead to unwanted results for the Estonian economy.

In view of the global trend towards improved resource efficiency, Estonia should investigate the links between resource efficiency and economic wellbeing, and use these as the foundation for achieving a broader agreement on green economy objectives.

Implementation of green economy principles directed at increasing wealth and promoting resource efficient behaviour in energy economy through a closer cooperation between all market participants – businesses, public sector, researchers and consumers – could accelerate the development of the Estonian economy as a whole.

VARIA

The Story of the National Coat of Arms of Estonia

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On 19 June 1925, the Riigikogu passed the law that established the coat of arms of the Republic of Estonia. This was preceded by more than seven years of looking for the symbol of the state, and stormy exchange of ideas at debates and in the press. After three competitions, a simple but dignified coat of arms with three lions passant guardant on a golden shield was chosen from among more than 190 designs created by dozens of artists. The three lions arrived in Estonia with Valdemar II, the King of Denmark, in 1219. As a result of the conquest, Estonia became an overseas province of Denmark, where the King was represented by a vice-regent (*capitaneus*). Agreements, privileges, obligations and other important documents were usually authenticated with the seal of the King's coat of arms. Unfortunately it is not known whether the vice-regents used the seal with the royal coat of arms and the corresponding legend to legitimise their power. The Danish Rule and the using of Danish royal coat of arms ended with the St. George's Night Uprising in 1345.

But the three lions remained. It is believed that the King of Denmark gave the town of Tallinn a coat of arms that was very similar to his own coat of arms. We

can see the proof of that on the seals of the town council from the 14th century, because on the seal there are three (azure) lions passant guardant on a (golden) shield with a (golden) crown. Besides Tallinn, the coat of arms with three lions was also adopted by the knightages of Harria (Harju) and Wierland (Viru), and later the Estonian Knightage. In both cases we do not know exactly why and when the seal with three lions was taken into use for the first time. But we know for sure that when Estonia was annexed to Sweden, the coat of arms with three crowned lions became the symbol of the Estonian Duchy. Later it was transformed into the coat of arms of the Governorate of Estonia.

When Estonia became independent in 1918, the issue of the symbols of the Republic of Estonia was raised. First it was discussed whether Estonia should have any symbols at all, but soon the debate about the design of the national coat of arms began. According to the common understanding, the coat of arms had to be simple and Estonian-style. In spring 1919, the Ministry of Education declared a competition. Unfortunately no suitable designs resulted from that. The Minister of Education explained that creating a national coat of arms is not so much artistic creation as a political decision about the symbol of the Republic of Estonia.

Simultaneously with the competition, heated debates on the format of the national coat of arms were held: is the national coat of arms a traditional symbol or a modernistic emblem unfettered by any rules? Thus sending the issue to the Constituent Assembly would have been premature. In order to get the best results, it was decided to take time out and involve a larger circle of experts. In spring 1921, the Ministry of Education declared the second competition for the design of the national coat of arms. Altogether 138 drafts were submitted and put out on a public exhibition. To silence the critics, the State Office declared one more

competition for the national coat of arms. But none of the competitions yielded any results. The committee selected seven works that had been sent to the competition, and four of them were submitted to the Government of the Republic.

In the beginning of 1922, the Bill on the National Coat of Arms was submitted to the Riigikogu together with five drafts for the coat of arms. After a year and a half of discussions, the Riigikogu rejected all of these drafts. The Estonian Artists' Association, the Estonian Central Union of Visual Artists and the State Industrial Art School were called on to produce more drafts for the national coat of arms. The General Committee of the Riigikogu selected one design from among 25 drafts. Although the plenary of the Riigikogu supported the proposal of the General Committee, the design was made simpler and it acquired the form it has today. After that, on 19 June 1925, the Riigikogu approved the symbol of the Republic of Estonia – its national coat of arms.

VARIA

Studies Commissioned by State Agencies as Information Resource for Developing Evidence-Based Policies

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The studies commissioned by the state, particularly in the social sphere, have a special place in the process of shaping knowledge-based decisions and evidence-based policies.

The 2011 and 2015 OECD reports and opinions on the administrative capacity programme draw attention to the underuse of the results of scientific research and other information by the Estonian authorities.

One of the reasons behind the underuse

is that there are no professional information specialists to provide information support services and mediate information to officials.

Access problems could be another reason behind the modest use of scientific research.

Both the 2015 audit report of the State Audit Office and the analyses conducted by the Institute of Information Studies of Tallinn University (2014, 2015) suggest that studies are more readily available on web pages of state authorities than before, yet these are often dispersed and fragmented. It can be difficult to find studies or get a comprehensive idea of what has been studied at all, as the studies might be set out in the form of long lists, or be interspersed among analyses, dossiers or training materials.

Search for a particular study might be successful through the Google browser, but only while the relevant file remains uploaded on a web page. The analysis showed that after the introduction of new web page formats, many older studies have disappeared from the homepages of authorities.

Striving towards a knowledge-based society and evidence-based decisions demands a change in the official attitude towards scientific research, which should be viewed as an important national information resource next to legal acts, statistics and databases.

Collecting the studies commissioned by the state authorities into one common repository would make these a readily accessible and open national information resource.