Standard Summary Project Fiche for the Transition Facility

1. Basic Information
1.1 CRIS Number: 2004/006-270.05.02
1.2 Title: Promoting the Integration of non-citizens in Estonia
1.3 Sector: Social Policy and Employment
1.4 Location: Estonia

2. Objectives
2.1 Overall Objective:
A cohesive civil society created in which all people in Estonia have equal access to education and employment opportunities regardless of their ethnic or linguistic background.

2.2 Project purpose:
The number of Estonian citizens increased among persons currently with undetermined citizenship through increase of awareness and knowledge about the conditions for acquiring Estonian citizenship.

2.3 Justification

4. Integration in Estonian Society
3) Practical steps in the implementation of the State Integration Programme
New initiatives
… The Government taking office on 10 April 2003 continues the state integration policy approved by the Estonian society on the basis of consensus. The Government does not intend to change the internationally recognized basic principles of Estonian citizenship and language policy, but plans and supports all such steps facilitating acceleration of the naturalization process. Since 1 January 2004, it is planned to return to people who acquire citizenship 100% of the money that they have spent on learning Estonian. On 3 June 2003, the Government supported a draft act initiated by the faction of the Centre Party, by which the procedural terms for applying for citizenship will be shortened twice. …

… Estonia is also encouraged to further promote integration of the Russian minority by, in particular, continuing to increase the speed of naturalisation procedures and by taking other proactive measures to increase the rate of naturalisation.

3. Description
3.1 Background and justification:

As an outcome of large-scale immigration during the Soviet times, a sizeable community using Russian as its first language has been formed in Estonia, having a specific legal status in the country’s population. A significant number of Russian-speakers do not have the citizenship of any country.
In 2003, there are in total ca 1 090 000 Estonian citizens (80%), ca 102 000 citizens of other countries (7%) and 165 000 persons with undetermined citizenship (12%). Due to the lack of Estonian citizenship, many Russian-speakers lack a sufficient outlet to the rest of society.

Among the persons with undetermined citizenship, approx. 25% belong to the age group 0-19, 31% belong to the age group 20-39 and 29% belong to the age group 40-59. These 3 age groups compose the potential applicants for the Estonian citizenship.

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(Source: 2000 Population Census data)

The Estonian Government has taken measures to speed up the naturalisation process, by removing technical barriers and supporting the Estonian language training for citizenship applicants. In addition, there are several important factors that would influence the naturalisation process in the next 3 years.

First, the Estonia’s accession to the EU in May 2004 will apparently attract non-citizens (mainly younger generation) to acquire the Estonian citizenship for further study or work purposes in the EU.

In addition, as approx. 100 000 alien passports will expire in 2005, this is a factor which may motivate to apply for the Estonian citizenship instead of renewing the status of an alien.

However, it is important to take measures in order to ensure that the non-citizens’ naturalisation and its expected increase would take place smoothly in the near future.

The citizenship application exam consists of two sections, i.e. the state language exam and the exam on the knowledge of Constitution and Citizenship Act. Whereas a special training programme has been established for applicants for the state language exam, there is still no similar system established for the second part of the citizenship application exam – to prepare the applicants for the knowledge of Constitution and Citizenship Act. So far the applicants themselves have learned the provisions of Constitution and Citizenship Act, without any additional guidance on behalf of the state, as it has been assumed that such additional assistance is not necessary.

However, as a recent Matra KAP project (see also section 3.2.2 Linked activities) in this field indicates, the applicants feel that they do not have sufficient knowledge on the Constitution and Citizenship Act that is required for the exam.
In particular, there are still shortcomings in the following fields:

- **Lack of an effective training system for preparing adult stateless persons for Citizenship Act and Constitution knowledge exam (see contract 1 and 4).**

- **Weak training system for the Russian-medium schools’ civics education teachers and youth organisation members who would prepare the Russian-speaking youth for citizenship state exam at school (see contract 1 and 4).**

Since 2000, the number of naturalised persons has been approx 3000-4000 persons per year that could be significantly higher, by taking into account the total number of persons with undetermined citizenship. This is partly related to lack of motivation, as the status of non-citizen does not affect to a large extent the person’s condition in the field of labour market, social security, health care, etc. However, one significant factor has been the lack of training structure which could provide a systematic up-to-date preparation for the Citizenship Act and Constitution knowledge exam. Since 1998, such training system has been running for the Estonian language test applicants, largely with the assistance of the EU Phare programme (see below 3.2. Linked activities). The need for training exists not only among the adult applicants, but also among the young persons studying at (mainly Russian-language) school, as the relevant teachers have not generally received a special training for motivating and teaching the stateless pupils for the Citizenship Act and Constitution knowledge exam.

- **There is a lack of an effective network of main stakeholders (NGOs, training firms, local governments, journalists) in order to efficiently distribute information on the opportunities for citizenship application and corresponding training among Russian-speaking stateless persons (see contract 3);**

The application for Estonian citizenship is currently based mainly on the personal motivation and initiative of a stateless person to spend time and efforts for preparation for the citizenship exam. The NGOs operating in the field of society integration could effectively increase the number of applicants, as they usually have a direct contact with the target group and could involve them in the citizenship training. However, the work of NGOs should be also closely co-ordinated with the other institutions in the field, incl. training firms and local governments.

A special role is played here also by the President’s Roundtable of Minorities which consists of minority community representatives and integration experts. The President’s Roundtable of Minorities will need support for organising a number of large-scale informational meetings for minority organisations, which will spread the information about the citizenship training opportunities among the target group thereafter.

In addition, there is a need to involve Estonian and Russian-language mass media (newspapers, TV and radio channels) in the promotion of citizenship application, as currently the mass media do not pay sufficient attention to this issue. The journalists could create positive images of citizenship applicants and describe benefits of being Estonian citizen among the target group, i.e. persons with undetermined citizenship.
Also, the Estonian-speaking community is targeted in order to increase positive attitudes towards naturalisation of non-citizens.

- There is a need to integrate information in different databases, concerning residence and work permits and language test and citizenship exam applicants (see contract 2).

**Register of Residence and Work Permits**
The documentation of aliens is based on the Register of Residence and Work Permits. The work of the National Register of Residence and Work Permits is regulated with the Government of the Republic Regulation No 394 of November 30, 2000, which describes the composition and usage of data as well as persons who are provided with the data of the register. The aim of the establishment and maintenance of the Register is to keep records on residence and work permits and on applications for their extension, applications for ID cards (containing residence and work permit data) and aliens’ passports, invitations to settle in Estonia, applications for revocation of residence and work permits, applications for the transfer of data of residence and work permits to new travel documents and applications for the registration of the stay outside of Estonia and decisions made on them in order to ensure the performance of tasks given to government agencies and other state authorities by the Aliens Act and by the legislation to implement it.

The Register contains data concerning an alien who has permanent residence permit or is the subject of an application for a temporary residence permit and the extension of a residence permit. The database includes the addresses of the aliens with undetermined citizenship, which they had when they applied for the permits, but the addresses have not been updated since then. The IT development and appropriate expertise is strictly necessary in updating the data (especially addresses of aliens with permanent residence permit) of the Register and avoiding non-permissible deviations in the future. IT development would extend in addition to the State Register of Residence and Work Permits to the whole new information system for processing documents.

According to §15 of the Government of the Republic Regulation No. 394 of November 30, 2000 data (including addresses of the aliens with undetermined citizenship) are received through cross-use from the Population Register, where the data are updated. The CMB has info technological systems for cross-usage of the databases for proceeding documents, but not for data exchange.

The purpose of the software development is to create a universal information system which would update the data via cross usage of the databases, issue automatic notices and letters to aliens with undetermined citizenship to inform them about their rights and obligations. The CMB would be provided with an opportunity to manage relations with aliens with undetermined citizenship by the new software.

**Information on the Estonian language test and the Citizenship Act and Constitution knowledge exam applicants**
Similarly, there is a need to integrate information in different databases (register on language course participants, register on language test applicants, register on citizenship applicants) concerning the Estonian language test applicants and the Citizenship Act and Constitution knowledge exam applicants. In the current situation, it is not possible to receive exact statistics about the number of language test
applicants, who have successfully passed the citizenship exam and acquired the Estonian citizenship. In addition to the possibility for evaluation of the effectiveness of current exam systems, the integrated data would enable to get a quick overview of a particular person’s examination status that would fasten the processing of citizenship applications.

- **Weak information dissemination system which should distribute information on citizenship application and training opportunities for segmented groups and for the media (see contract 3).**

So far there have been no direct mail campaigns for aliens with undetermined citizenship due to the amount of errors in the State Register of Residence and Work Permits. Therefore, it is necessary first to update and fix the errors in the State Register of Residence and Work Permits concerning the addresses of persons with undetermined citizenship (the target group); thereafter, the information on citizenship application and training opportunities should be disseminated. In particular, there is a need for information brochures to be sent to potential applicants.

- **State Integration Programme framework**

Project activities and the budget are derived from the Action Plans for Sub-Programmes of the State Integration Programme for the Years 2000-2003 (adopted by the Government on 27.02.2001), by concentrating on a highly important area of naturalisation of persons with undetermined citizenship in Estonia. Thus the project is complementing and supporting planned activities of relevant ministries (i.e., Ministries of Education, Culture, Agriculture, Internal Affairs and Social Affairs) and the Non-Estonians' Integration Foundation in the framework of the State Programme “Integration in Estonian Society 2000-2007”.

The current project is designed to provide concentrated input to activities, which should change significantly the situation in naturalisation of persons with undetermined citizenship. It also means that the State Integration Programme will provide other resources (both state budget and external assistance) to other areas of integration, incl. promotion of teaching in Estonian for the youth (through I. Sub-Programme “Education”), ethnic identity of minorities (through II. Sub-Programme “Education and Culture of Ethnic Minorities”), language training for adults (through III. Sub-Programme “Teaching of Estonian for Adults”), integration of minorities into the labour market (through IV. Sub-Programme “Social Competence”), etc.

The Project will be implemented by NEIF and will involve to a large extent NGOs working in the field of social integration. Among others, NGOs will participate as providers of training for citizenship applicants during their preparation for exam.

3.2 Linked activities:

3.2.1. The current Project is closely linked to the on-going and previous Phare activities in the field of the Estonian language training, as the naturalisation procedure includes also state language exam in addition to citizenship exam, subject of the present project:
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<td>Language Training 1996-1997</td>
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<td>ES 9622.03</td>
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<td>ES 0003.01</td>
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<td>ES 2003/004-582.03.04</td>
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1st phase – project No ES 9502.02 was aimed at elaborating a national language strategy – a plan for 10-15 years for Estonian language training for the non-Estonian population. The strategy was worked out and approved by the Estonian Government in April 1998. Another task of the project was to co-ordinate various language training programmes and projects, including the seeking of foreign assistance in support of these projects. The activity culminated in 1998 with wide-scale and/or multi-donor programmes co-ordinated by the Ministry of Education and the UNDP that replaced a great number of small projects supported during 1993-1997.

2nd phase – project No ES 9622.03 was aimed at implementing the Language Strategy, supporting concrete measures such as language courses for adult non-Estonians, teacher training, language training summer camps for non-Estonian youth, intensive language courses for students, public awareness campaigns, activities on language policy issues, etc.

3rd phase – project No ES0003.01 was aimed at improving language teaching in Russian-medium schools, increasing the number of non-Estonian speakers attending Estonian language courses, increasing the number of citizenship applicants and Estonian language proficiency exam applicants and increasing awareness of multicultural issues in Estonian society. For this purpose, the project was supporting language teacher training, production of language-teaching materials, joint activities for non-Estonian and Estonian youth, language courses for adults, and integration-oriented and language-teaching broadcasts.

4th phase - No ES 2003/004-582.03.04 is aimed at improving comprehensively the quality and scope of teaching in Estonian at Russian-medium school system, starting from pre-primary to gymnasium education. For this purpose, the project is supporting subject teacher training, production of subject-related teaching and study materials, joint activities for non-Estonian and Estonian youth. Also, it continues to support the language courses for adults, and integration-oriented information dissemination.

These 4 phases of the EU Phare support, together with other Government-supported initiatives, have facilitated positive changes by improving the Estonian language proficiency and increasing employment opportunities among significant number of non-Estonians. Also, considerable results have been achieved through pilot activities and systems development in the field of Estonian language teaching materials and teacher training. Youth activities and public awareness campaigns have increased contacts and dialogue between Estonians and non-Estonians.
To conclude, these measures have strengthened considerably the applicants’ state language skills necessary for the Estonian citizenship exam.

3.2.2. Small projects promoting the naturalisation process.
In recent years, there have been several small projects which have promoted the naturalisation of stateless persons in Estonia. Among others, the Matra Small Embassy Projects Programme (Matra KAP) of the Netherlands Ministry of Foreign Affairs has supported the project “The First Step on the Way to Citizenship” in 2002 (EUR 9,530). The project was implemented by NGO “Social Initiative Centre” for Integration and it was aimed at preparing the applicants for Citizenship Act and Constitution knowledge exam. As a result of the project, 293 persons participated in the citizenship exam training; among them, 71 persons informed the NGO that they will continue the studies in order to apply for citizenship in 2003. The interest among the target group was high, by exceeding twice the number of available seats in the training.

However, as these activities have been funded in the framework of small projects programmes, the scope and corresponding effect of the projects has been limited.

3.3 Results:
3.3.1 Contract 1: Service
Result 3.3.1.1. Train the trainer system for citizenship applicants (both adults and the youth) established and implemented

3.3.2 Contract 2: Service
Result 3.3.2.1. Register of Residence and Work Permits operational and all databases on language test and citizenship exam applicants operational and fully integrated into the info systems of NEIF, SEQC, and CMB.

3.3.3 Contract 3: Service
Result 3.3.3.1: Knowledge of people with undetermined citizenship improved on the conditions for acquiring Estonian citizenship

3.3.4 Contract 4: Service (parallel co-financing)
- Result 3.3.4.1. Citizenship application training system for adult applicants established and implemented.
- Result 3.3.4.2. Citizenship application training system for students with undetermined citizenship of Russian-medium school established and implemented.

3.4 Activities:

3.4.1 Contract 1: Service, TF EUR 137 000 (5 working months over consecutive 5 months)
Activity 3.4.1.1. To prepare and implement a train the trainer system for citizenship applicants, consisting of following steps:
- Preparation of the training curriculum for trainers (by foreign experts and Estonian local experts);
- Preparation of trainers’ training materials;
Implementation of training for trainers selected and recruited by NEIF prior to the start of the project.

Output: 40 trainers of adult applicants participated in the training, 40 trainers of the young applicants participated in the training.

3.4.2 Contract 2: Service, TF EUR 50 000 (4 working months over consecutive 4 months).

**Activity 3.4.2.1. To update the Register of Residence and Work Permits**

- Specification of the development;
- Development on software;
- Programming the software;
- Testing and implementing the software;
- Updating of the data and consistency check of the data in the Register of Residence and Work Permits

**Activity 3.4.2.2. To analyse and develop the database on the language test and citizenship applicants.**

- Specification of the development;
- Development on software;
- Programming the software;
- Testing and implementing the software.

The inclusion of this component will be conditional upon the immediate launch on a preparatory study analysing the needs and preparing the terms of reference and tender dossier. The study should be launched immediately and ToRs must reach the EC Delegation by April 2004.

3.4.3 Contract 3: Service, TF EUR 66 000 (20 working months over consecutive 27 months).

**Activity 3.4.3.1. To distribute 130 000 folders on acquiring Estonian citizenship,** consisting of following steps:

- Mapping of the target group;
- Mapping of the distribution network;
- Preparing texts for the folders for different target groups by the officials of the Citizenship and Migration Board incl;

**10 000 folders on conditions for acquiring Estonian citizenship for minors under 15 years of age.** 5000 folders will be printed in Estonian and 5000 in Russian. The folders will be delivered in the bureaux of the CMB as well as in vital statistics department, where all the births will be recorded. The purpose is to raise awareness among the parents of minors currently with undetermined citizenship age and the visitors of the CMB and vital statistics office bureaux about the conditions for acquiring Estonian citizenship for minors under 15 years to decrease the number of minors with undetermined citizenship.

**20 000 folders on conditions for acquiring Estonian citizenship on general conditions.** 10 000 folders will be printed in Estonian and 10 000 in Russian. The folders will be delivered in the bureaux of the CMB. The purpose is to raise awareness among aliens with undetermined citizenship and the visitors of the CMB bureaux about general conditions for acquiring Estonian citizenship to decrease the number of aliens with undetermined citizenship.

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1 After development, the information materials will be distributed according to the time schedule of the citizenship applicants' training in contract 4.
100 000 comprehensive folders about conditions for acquiring Estonian citizenship for direct mail campaign.

100 000 folders in two languages - Estonian and Russian on conditions for acquiring Estonian citizenship for both minors and adults as well as about Estonian citizenship in EU. The purpose is to raise awareness among aliens with undetermined citizenship about conditions for acquiring Estonian citizenship for adults and for minors and to decrease the number of aliens with undetermined citizenship.

The campaigns will take place in November 2005 and November 2006 in connection with the Citizen’s Day (November 26). The Citizen’s Day is aimed at raising awareness about the rights and obligations of Estonian citizens and it is oriented to all citizens and persons who are applying for Estonian citizenship.

The information campaign will raise awareness among aliens with undetermined citizenship (and other visitors of the CMB bureaux) about conditions for acquiring Estonian citizenship for adults and for minors under 15 years of age. The number of persons with undetermined citizenship should decrease approximately 40 per cent by the year 2010.

- Distribution of the folders at the bureaus of the CMB;
- Distribution of the folders to vital statistics offices.

Activity 3.4.3.2. To send information by direct mail, consisting of following steps:
- Preparing list of persons currently with undetermined citizenship;
- Procurement on two direct mailing campaigns both for 50 000 persons.

Activity 3.4.3.3. To develop network between NGOs, training firms, and local governments.
Output: an analysis on network requirements and guidelines produced; 5 training workshops organised for NGOs, training firms, and local governments.

Activity 3.4.3.4. To carry out work with the Estonian and Russian-language journalists.
Output: 6 training workshops organised for journalists.

3.4.4 Contract 4: Service, national parallel co-financing EUR 257 000 (20 working months over consecutive 24 months).

Activity 3.4.4.1. To prepare and implement citizenship application training for adult applicants, consisting of following steps:
- Preparation of the training curriculum and study materials for adult applicants;
- Implementation of training for adult applicants in multiple phases by 40 trainers selected and trained in the framework of Contract 1;
- Monitoring and evaluation of the training.
Output: ca 7000 adult persons have participated in the training

Activity 3.4.4.2. To prepare and implement citizenship application training for the stateless pupils of Russian-medium school, consisting of following steps:
- Preparation of the training curriculum and study materials for young applicants;
- Implementation of training for young applicants in multiple phases by 40 trainers selected and trained in the framework of Contract 1;
- Monitoring and evaluation of the training.
Output: ca 3000 pupils of Russian-medium schools have participated in the training
3.5 Lessons learned:
The Interim Evaluation of the Phare project No ES 0003.01 (conducted by the PWC, as of August 2003) concluded that there is a clear need to allocate additional resources to the promotion of naturalisation and labour market measures, as the current state language oriented measures alone cannot solve the complex problems of social exclusion among non-Estonians.

4. Institutional Framework

The current Project will be a part of the implementation of the State Programme “Integration in Estonian Society 2000-2007” (SIP), adopted by the Government of Estonia on 14.03.2000.
The SIP consists of 4 sub-programmes. The Ministries of Education, Culture, Social Affairs, and Internal Affairs and NEIF are responsible for the implementation of sub-programmes.

The current Project will rely on a wide range of social partners active in supporting and implementing the integration process.
National level actors include:

- Minister for Population and Ethnic Affairs
  The Minister for Population and Ethnic Affairs (without portfolio) is the main responsible and co-ordinating body in this project, being also the main co-ordinator to SIP implementation.

- The Citizenship and Migration Board
  The Citizenship and Migration Board (CMB) is directly involved in the Project activities dealing with the information dissemination for the citizenship applicants.
  The CMB is a government agency acting within the administrative sphere of the Ministry of Internal Affairs and it deals with the citizenship issues.

- The State Examination and Qualification Centre
  The State Examination and Qualification Centre (SEQC) is involved in the current Project through development of training materials for the citizenship applicants, as one of its main functions is to conduct the citizenship exam. The SEQC is a government agency acting within the administrative sphere of the Ministry of Education and Research.

- The Non-Estonians' Integration Foundation (NEIF)
  Similarly to the Ministry of Education, the NEIF is a key institution in the SIP, being involved in the implementation of all sub-programmes of the State Integration Programme. The NEIF’s activities are implemented on the basis of the State Programme “Integration in Estonian society 2000-2007” and it will receive necessary resources from the state budget for its functions. With total annual budget of ca MEUR 2 and approx. 20 employees, the NEIF is one of the key institutions in implementing the State Integration Programme. The NEIF is a non-profit organisation founded by the Estonian Government. Since the 1999, the activities of the NEIF form a part of the yearly National Plan for the Adoption of the Acquis (adopted by the Government) and Foundations activities are covered by Regular Reports from the European Commission on Estonia's Progress Towards Accession.
In the current Project, the NEIF will have the function of operating as the PO’s Support Unit in order to ensure the timely and effective implementation of the whole Project, based on the expertise gained during the implementation of previous Phare projects in the field.

Also, the NEIF will ensure that the results of the current Project will be used in the further activities in the field of naturalisation, incl. further training of trainers, development of new training materials, etc.

- NGOs

The three largest NGOs representing minorities will be included in the Steering Committee and will be consulted on all project activities.

The other key actors include MPs, research institutions, the President’s Roundtable on National Minorities, and local governments. As the members of the Steering Committee, these institutions will supervise the implementation of the Phare project, by having comprehensive knowledge of the situation in the field.

Ownership of Project goods.
The copyright of study materials created remains in the possession of NEIF and the license to produce additional materials will be provided to publishers free of charge (to keep low the additional editions process per material).

The databases created in contract 2 remain in the possession of CMB and NEIF respectively.
### 5. Detailed Budget

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The co-financing expenses will be monitored by the beneficiary and the NAO. For the earmarked co-finance, a clear and verifiable set of costs will be provided (ex ante confirmation by the MoF of exact budget lines and re-confirmation before each contract) and ex post each project and at an aggregate level for each budget line. Flow and stock data on co-finance will be submitted quarterly for steering committees and to the CFCU and on half-yearly bases to the Sector Monitoring Working Group.

The beneficiary, together with the NAO, commits to sound financial management and control.

#### National co-financing

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National co-financing from the State Budget includes:

*State Chancellery (Minister for Population and Ethnic Affairs):*
in Contract 4 parallel co-financing EUR 231 000 in 2005 and EUR 26 000 in 2006 for covering the adult and young citizenship applicants training costs.

6. Implementation Arrangements

6.1 Implementing Agency
The Implementing Agency is the CFCU; the CFCU will be responsible for tendering and contracting.

_The Programming Authorising Officer/PAO is:_
Mr. Renaldo Mändmets
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Fax: (+372) 6 966 810
E-mail: renaldo.mandmets@fin.ee

The Minister for Population and Ethnic Affairs (through Programme Officer - PO) will be responsible for ensuring the implementation of the Project, by preparing ToRs for tendering, tender documents, tender evaluation reports, requests for payment, interim and final reports submitted by the PO’s Support Unit, and forwarding them to the Implementing Agency, and assessing the relevance of Project contracts’ outcomes to ToR.

_The Programme Officer/PO is:_
Mr Taavi Rõivas
Director of the Office of the Minister for Population and Ethnic Affairs
Office of the Minister for Population and Ethnic Affairs, the State Chancellery
Rahukohtu 3
Tallinn, 15161
Phone: +372 6935709
Fax: +372 6935721
E-mail: taavi.roivas@riigikantselei.ee

The PO’s Support Unit at the NEIF will be responsible for assisting PO in the implementation of the Project; the Head of the PO’s Support Unit is also the Project Manager of the Project.

_The Project Leader is:_
Mr Mati Luik
Director of the Foundation Non-Estonians' Integration Foundation
Liimi 1
Tallinn, 10621
Phone: +372 6599021
Fax: +372 6599022
E-mail: mati.luik@meis.ee
A full time project manager will be hired prior to the start of the project activities.

The PO’s Support Unit at the NEIF will be responsible for programming and planning activities, assisting Office of Minister for Population and Ethnic Affairs by preparing ToR-s for tendering, tender documents, tender evaluation reports, requests for payment, interim and final reports, assisting the Steering Committee, monitoring and evaluation of the project. In addition, the PO’s Support Unit at the NEIF has overall
responsibility for co-ordination of activities between the contracts of the Project and with other linked state or donor-financed activities (like State Integration Programme). The tasks of the PO’s Support Unit at the NEIF will be regulated by a Memorandum of Understanding between the Office of Minister for Population and Ethnic Affairs and the NEIF.

The PO and its Support Unit at the NEIF will technically implement the project in tight co-operation with the relevant Government institutions, NGO-s, research institutes and other partners.

A Steering Committee (SC), composed of representatives with high decision-making capacity, will be established to oversee the Project implementation. The project will be supervised and guided by the decisions and recommendations of the SC. The SC will meet once in a quarter and it will be chaired by the representative of Minister for Population and Ethnic Affairs. The composition of the SC is following:

- Representative of Office of Minister for Population and Ethnic Affairs
- Representative of NEIF
- Representative of Citizenship and Migration Board
- Representative of State Examination and Qualification Centre
- Representative of European Commission Delegation if applicable
- Member of Parliament
- Representatives of minorities
- Representative of President’s Roundtable on Minorities
- Representative of Estonian academic educational institution
- Representative of local governments
- Representative of Ministry of Finance
- Representatives of each of the three largest NGOs representing the Estonian minorities

The Steering Committee will be linked to the Steering Committee of the Phare 2003 project and parallel composition or an information exchange will be ensured.

The Steering Committee will agree by consensus on all project activities.

6.2 Twinning

N/A

6.3 Non-standard aspects
No non-standard aspects are foreseen.

6.4 Contracts

**Contract 1:** Service, TF EUR 137 000  
**Contract 2:** Service, TF EUR 50 000  
**Contract 3:** Service, TF EUR 66 000  
**Contract 4:** Service, EUR 257 000 (parallel co-financing)
7. **Implementation Schedule**

7.1 Start of tendering/call for proposals: August 2004  
7.2 Start of project activity: October 2004  
7.3 Project Completion: December 2006

8. **Sustainability**  
As the work with residence/work permits (for CMB) and language/citizenship exam applicants (for NEIF) constitute a main part of their everyday activity, the established databases (in case of contract 2) will be managed correspondingly by NEIF and CMB after completion of the Project activities. The running/operational costs of the databases will be covered from the annual budget of the NEIF and CMB.

The NEIF will be responsible for the co-ordination of the citizenship applicants training programme (contract 4) after completion of the current Project, incl. further development of training curriculum and materials, procurement of the training, monitoring and evaluation of the training programme.

After completion of the current Project, the training of citizenship applicants will be financed from the Estonian state budget, through the budget of the NEIF. The sustainable financing of the citizenship application training system will ensure that the trained trainers will continue as trainers in NGOs in this field. Similar result has been achieved already in the Estonian language training system: the trained language teachers continued to work at language training firms and NGOs, as the number of their clients (i.e., language learners) has steadily increased since 1998 when the Estonian state started to compensate (from the Phare programme) the state language learning fees to learners.

9. **Conditionality and sequencing**

*Conditionality:*
- Memorandum of Understanding between the Non-Estonians’ Integration Foundation and the State Chancellery (Office of the Minister for Population and Ethnic Affairs) signed.

The Office of the Minister for Population and Ethnic Affairs (through Programme Officer) will be responsible for ensuring the implementation of the project and the Non-Estonians’ Integration Foundation will act as PO’s Support Unit in the project.

Therefore, it is necessary to ensure that a Memorandum of Understanding will be signed between the State Chancellery and the Non-Estonians’ Integration Foundation before the project’s launch in order to regulate concrete responsibilities and tasks of both institutions in depth.

- Contract 1 on development of a train the trainer system is conditional upon recruitment of the 80 local trainers that will later on implement contract 4 (full scale delivery of training).

- The project is conditional on the conclusion of a Memorandum of Understanding between the Non-Estonian’s Integration Foundation and the State Chancellery - Office of the Ministry for Population and Ethnic Affairs
regulating in detail their respective tasks and responsibilities for the implementation of the project.

- Hiring of a full time project manager before the start of the project.

**Sequencing:**

- Launch of a preparatory study for the software component by April 2004

- Identification of members of the Steering Committee and review and discussion of all project components through the Steering Committee before the launch of tenders.

1. The trainers must be hired at an early stage, prior to the start of the project to ensure that they are available to absorb the training provided by Contract 1 (and ready to train as soon as the info campaign of Contract 3 has been launched).

2. The trainers must be trained before the activities of contract 4 can start.

3. The information dissemination for potential citizenship applicants should be carried out in parallel to the applicants’ training programme under contract 4.

4. The IT system’s development must be finished before the information direct mail campaign can start.

**ANNEXES TO PROJECT FICHE**

- Annex 1 Transition Facility log frame
- Annex 2 Time Implementation Chart
- Annex 3A Cumulative Contracting Schedule
- Annex 3B Cumulative Disbursement Schedule
- Annex 4 List of Relevant Laws and Regulations
## ANNEX 1

**TF log frame**

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR</th>
<th>Programme name and number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project <strong>Promoting the Integration of Persons with Undetermined Citizenship</strong></td>
<td><strong>Contracting period expires</strong> 15/12/2006</td>
</tr>
<tr>
<td><strong>Programme name and number</strong></td>
<td><strong>Total budget :</strong> EUR 510 000</td>
</tr>
</tbody>
</table>

- A cohesive civil society created in which all people in Estonia have equal access to education and employment opportunities regardless of their ethnic or linguistic background and a reduction of the number of persons with undetermined citizenship.

- Approx. 60% of non-Estonians are fluent in the Estonian language by the year 2010, compared to respective rate (38%) in 2000 (approx. 168 000 persons from a total number of 440 000)

- Appro. 90% of Estonians and non-Estonians are aware of the need for tolerance and co-operation

- Approx. 30% decrease of the unemployment rate among non-Estonians by the year 2010 (up to 12.6%), compared to respective rate in 2000 (18.1%)

- 5% increase in the number of non-Estonians obtained a professional qualification in an Estonian-medium higher educational institution by 2010, compared to respective rate in 2002

- Number of persons with undetermined citizenship decreased by approx. 40% by the year 2010 (up to approx. 100 000 persons), compared to respective rate in 2003 (approx. 165 000 persons)

- Public opinion polls on application for Estonian citizenship, state language study, tolerance, loyalty to the Estonian state.

- Surveys on unemployment among non-Estonians based on professions, regions and age groups.

- Statistics of the Estonian-medium higher educational institutions

- State Qualification and Examination Centre (SQEC) and Citizenship and Migration Board (CMB) statistics on state language and citizenship examinations’ passing rates
Development of an effective training and information distribution system concerning the conditions for acquiring Estonian citizenship.

- 75% of persons passing successfully the citizenship and Constitution knowledge and state language exam in 2006 from the total number of applicants per year.
- 85% of persons with undetermined citizenship who are well-informed of the conditions for acquiring Estonian citizenship in 2006.
- 90% of persons with undetermined citizenship who have positive experience in communication with the Citizenship and Migration Board in 2006.
- 20% increase of persons inquiring about citizenship application conditions in 2006, compared to 2004 statistics.

Statistics of the Citizenship and Migration Board on the acquisition of the Estonian citizenship;
Statistics of the Citizenship and Migration Board based on the Register of Residence and Work Permits;
Comparison of the updated Register of Residence and Work Permits and population register;
Public opinion polls on application for Estonian citizenship, state language study;
Results of questionnaires for evaluation of training and information dissemination activities.

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Contract 1: Service 3.3.1 Contract 1: Service Result 3.3.1.1. Train the trainer system for citizenship applicants (both adults and the youth) established and implemented.</td>
<td>• 1 set of training materials published  • 40 trainers of adult applicants participated in the training  • 40 trainers of the young applicants participated in the training.</td>
<td>• Project reports</td>
<td>• suitable trainees found</td>
</tr>
</tbody>
</table>
2. Contract 2: Service
Result 3.3.2.1. Register of Residence and Work Permits operational and all databases on language test and citizenship exam applicants operational and fully integrated into the info systems of NEIF, SEQC, and CMB.

- Software for the Register of Residence and Work Permits implemented by August 2005;
- Register of Residence and Work Permits updated by November 2005;
- Implemented software for the following purposes:
  - Reconciliation of the data;
  - Issuing automatic notices;
  - Issuing letters;
  - Access to updated data about the addresses of aliens with undetermined citizenship created
- Training for users provided

3. Contract 3: Service
Result 3.3.3.1: Knowledge of people with undetermined citizenship improved on the conditions for acquiring Estonian citizenship.

- 2500 folders in Estonian prepared, printed and delivered to the bureaux of the CMB and vital statistics office by November 2005;
- 2500 folders in Russian prepared, printed and delivered to the bureaux of the CMB and vital statistics office by November 2005;
- 2500 folders in Estonian prepared, printed and delivered to the bureaux of the CMB and vital statistics office by November 2006;
- 2500 folders in Russian prepared, printed and delivered to the bureaux of the CMB and vital statistics office by November 2006.

Project reports - contacts found from the databases
3.3.4 Contract 4: Service (parallel co-financing)

Result 3.3.4.1. Citizenship application training system for adult applicants established and implemented.

- 5000 folders in Estonian prepared, printed and delivered to the bureaux of the CMB by November 2005;
- 5000 folders in Russian prepared, printed and delivered to the bureaux of the CMB by November 2005;
- 5000 folders in Estonian prepared, printed and delivered to the bureaux of the CMB by November 2006;
- 5000 folders in Russian prepared, printed and delivered to the bureaux of the CMB by November 2006.

- 50 000 folders in two languages – Estonian and Russian directly mailed by November 2005;
- 50 000 folders in two languages – Estonian and Russian directly mailed by November 2006.

- Analysis and guidelines for network development produced, incl. selection criteria
- 5 workshops for network participants conducted
- 6 workshops for journalists conducted
- ca 7000 adult persons have participated in the training (ca 35 persons per group) conducted
- 1 set of study materials published
- ca 3000 pupils of Russian-medium schools have participated in the training
- 1 set of study materials published

Result 3.3.4.2. Citizenship application training system for students with undetermined citizenship of Russian-medium school established and implemented.

- Project reports
- Project reports
- Project reports
- Project reports
- Project reports
- Project reports
- Information on the training opportunities provided to citizenship applicants (through Contract 3)
- Information on the training opportunities provided to citizenship applicants (through Contract 3)
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Cost (EUR)</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| **1. Contract 1: Service** | Contract 1 (service) | EUR 137 000 | - Expertise internationally and nationally is available  
- The trainers must hired at an early stage, prior to the start of the project to ensure that they are available to absorb the training provided by Contract 1 (and ready to train as soon as the info campaign of Contract 3 has been launched). |
| Activity 3.4.1.1. To prepare and implement a train the trainer system for citizenship applicants, consisting of following steps:  
- Preparation of the training curriculum for trainers (by foreign experts and Estonian local experts);  
- Preparation of trainers’ training materials;  
- Implementation of training for trainers selected and recruited by NEIF prior to the start of the project. | TF Estonia | | |
| **2. Contract 2: Service** | Contract 2 (service) | EUR 16 200 | |
| Activity 3.4.2.1. To update the Register of Residence and Work Permits  
- Specification of the development;  
- Development on software;  
- Programming the software;  
- Testing and implementing the software.  
- Updating of the data and consistency check of the data in the Register of Residence and Work Permits | | | |
| Activity 3.4.2.2. To analyse and develop the database on the language test and citizenship applicants.  
- Specification of the development;  
- Development on software;  
- Programming the software;  
- Testing and implementing the software. | | EUR 33 800 | |
| **3. Contract 3: Service** | Contract 3 (service) | EUR 66 000, incl: | |
### Activity 3.4.3.1. To distribute 130 000 folders on acquiring Estonian citizenship, consisting of following steps:
- Mapping of the target group;
- Mapping of the distribution network;
- Preparing texts for the folders for different target groups by the officials of the Citizenship and Migration Board incl;
  - 10 000 folders on conditions and procedures for acquiring Estonian citizenship for minors under 15 years of age prepared and distributed in the bureaux of CMB;
  - 20 000 folders on conditions and procedures for acquiring Estonian citizenship on general conditions prepared and distributed in the bureaux of CMB;
  - 100 000 comprehensive folders produced for direct mailing to persons currently with undetermined citizenship.
- Distribution of the folders at the bureaux of the CMB;
- Distribution of the folders to vital statistics offices.

**EUR 15 000**

- Expertise internationally and nationally is available
- The IT system’s development under contract 3 must be finished before the information direct mail campaign can start

### Activity 3.4.3.2. To send information by direct mail, consisting of following steps:
- Preparing list of persons currently with undetermined citizenship;
- Procurement on two direct mailing campaigns both for 50 000 persons.

**EUR 36 000**

### Activity 3.3. To develop network between NGOs, training firms, and local governments.

**EUR 7 000**

### Activity 3.4. To carry out work with the Estonian and Russian-language journalists.

**EUR 8 000**

### 4. Contract 3: Service (parallel co-financing)

**Contract 4 (service)**

**EUR 257 000**, incl:
<table>
<thead>
<tr>
<th><strong>Activity 3.4.4.1.</strong> To prepare and implement citizenship application training for adult applicants, consisting of following steps:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Preparation of the training curriculum and study materials for adult applicants;</td>
</tr>
<tr>
<td>• Implementation of training for adult applicants in multiple phases by 40 trainers selected and trained in the framework of Contract 1;</td>
</tr>
<tr>
<td>• Monitoring and evaluation of the training.</td>
</tr>
<tr>
<td>EUR 253 000</td>
</tr>
<tr>
<td>• The IT system’s development under contract 2 must be finished before the applicants’ training programme will be launched.</td>
</tr>
<tr>
<td>• The trainers must be trained under Contract 1 before the activities of Contract 4 can start.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Activity 3.4.4.2.</strong> To prepare and implement citizenship application training for the stateless pupils of Russian-medium school, consisting of following steps:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Preparation of the training curriculum and study materials for young applicants;</td>
</tr>
<tr>
<td>• Implementation of training for young applicants in multiple phases by 40 trainers selected and trained in the framework of Contract 1;</td>
</tr>
<tr>
<td>• Monitoring and evaluation of the training.</td>
</tr>
<tr>
<td>EUR 4 000</td>
</tr>
<tr>
<td>• Schools provide teachers and premises for citizenship application training of pupils</td>
</tr>
<tr>
<td>Preconditions</td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>- Memorandum of Understanding between the Non-Estonians’ Integration Foundation and the State Chancellery (Office of the Minister for Population and Ethnic Affairs) signed, in order to regulate concrete responsibilities and tasks of both institutions in depth.</td>
</tr>
<tr>
<td>- Contract 1 on development of a train the trainer system is conditional upon recruitment of the 80 local trainers that will later on implement Contract 4 (full scale delivery of training).</td>
</tr>
<tr>
<td>- Launch of a preparatory study for the software of Contract 2 by April 2004</td>
</tr>
<tr>
<td>- Identification of members of the Steering Committee and review and discussion of all project components through the Steering Committee before the launch of tenders.</td>
</tr>
<tr>
<td>- Hiring a full time project manager prior to the start of the project activities.</td>
</tr>
</tbody>
</table>
# TIME IMPLEMENTATION CHART

**Project N°:**

**Project title:** Promoting the Integration of Persons with Undetermined Citizenship

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
<th></th>
<th>2005</th>
<th></th>
<th>2006</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract 1</td>
<td></td>
<td>T</td>
<td>T</td>
<td>T</td>
<td>C</td>
<td>I</td>
</tr>
<tr>
<td>Contract 2</td>
<td></td>
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<td>T</td>
<td>T</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Contract 3</td>
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<td>C</td>
<td>I</td>
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<tr>
<td>Contract 4</td>
<td></td>
<td>T</td>
<td>T</td>
<td>T</td>
<td>T</td>
<td>C</td>
</tr>
</tbody>
</table>

- **T** – tendering
- **C** – contracting
- **I** – implementation

---

25
## ANNEX 3A

### CUMULATIVE CONTRACTING SCHEDULE

**Project No:**
**Project title:** Promoting the Integration of Persons with Undetermined Citizenship

<table>
<thead>
<tr>
<th>Date</th>
<th>2004</th>
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<th>2006</th>
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<tr>
<td></td>
<td>31,03</td>
<td>30,06</td>
<td>30,09</td>
</tr>
<tr>
<td>Contract 1</td>
<td>137 000</td>
<td>137 000</td>
<td>137 000</td>
</tr>
<tr>
<td>Contract 2</td>
<td>50 000</td>
<td>50 000</td>
<td>50 000</td>
</tr>
<tr>
<td>Contract 3</td>
<td>66 000</td>
<td>66 000</td>
<td>66 000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
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<td>0</td>
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</tbody>
</table>

### ANNEX 3B

### CUMULATIVE DISBURSEMENT SCHEDULE

**Project No:**
**Project title:** Promoting the Integration of Persons with Undetermined Citizenship

<table>
<thead>
<tr>
<th>Date</th>
<th>2004</th>
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<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>31,03</td>
<td>30,06</td>
<td>30,09</td>
</tr>
<tr>
<td>Contract 1</td>
<td>82 200</td>
<td>123 000</td>
<td>137 000</td>
</tr>
<tr>
<td>Contract 2</td>
<td>30 000</td>
<td>45 000</td>
<td>50 000</td>
</tr>
<tr>
<td>Contract 3</td>
<td>39 600</td>
<td>39 600</td>
<td>39 600</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>151 800</td>
<td>207 600</td>
</tr>
</tbody>
</table>
LIST OF RELEVANT LAWS AND REGULATIONS

Project N°:
Project title: Promoting the Integration of Persons with Undetermined Citizenship

1. Citizenship Act
2. Language Act
3. Education Act
4. Basic and Upper Secondary Schools Act
5. Regulation of the Government of the Republic No. 219 of 30.06.2000 “Conditions and procedure for the combination of the citizenship applicant’s Estonian language exam and the Estonian language achievement exam”
6. Regulation of the Minister of Education No. 4 of 02.03.2000 “Conditions for the combination of the elementary school and upper secondary school Estonian language final exams with the Estonian language achievement exam”