

## Characteristics of target groups and stakeholders in the integration field: summary

### *Summary*

The aim of the background paper is to shortly characterize the target groups and stakeholders in the integration field and to describe their needs and roles. Firstly, the paper provides an overview of the integration clusters outlined in the course of analysis – providing descriptions of clusters together with their integration-related needs and capabilities. Secondly, the paper focuses on new immigrants – describing the bases for the treatment of the issue, characterizing the target group with general indicators and describing their problems with adapting to the Estonian society. Finally, the paper describes the stakeholders that play a central role in the efficient implementation of integration measures.

The largest target group of integration measures are Estonians. The main challenges for Estonians are recognizing Estonian residents of other nationalities as equal members of the society and including them in developing the Estonian society.<sup>1</sup>

The second largest target group of integration policy are (mainly) Russian-speaking permanent residents. Earlier studies<sup>2</sup> have emphasized the need to create specific measures for the different sections of the target group. In order to estimate diversity within the target group, the 2011 integration monitoring included a cluster analysis<sup>3</sup> that divided non-Estonians into the following groups based on the dimensions of linguistic, political and social integration:

- 1) Multidimensionally integrated – characterized by a higher percentage of young and middle-aged people with higher education. Mostly citizens of Estonia with a non-Estonian background who were born and educated in Estonia and who cope well and have a higher social status. They exhibit strong civic identity and trust in the Estonian state and its institutions.
- 2) Integrated in the civic dimension – characterized by a higher percentage of people with secondary or vocational education. They consider themselves as part of the middle or lower middle class, and are worse off economically. The cluster exhibits strong civic identity and loyalty to the Estonian state; many are also Estonian citizens. The use of the Estonian language is relatively limited. Representatives of the cluster tend to follow and trust local Russian-language media.
- 3) Integrated in the language dimension – characterized by the highest percentage of young people, who have very good Estonian language skills, but at the same time have little contact with Estonians. They exhibit weak civic identity and include more people who are citizens of another country. The cluster is characterized by mistrust and a critical stance towards both Estonian and Russian official politics as well as towards Estonian state authorities. This cluster has the highest percentage of people who are willing to leave Estonia.

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<sup>1</sup> Lauristin, M., Vihalemm, T. (2008). RIP 2008–2013 vajadus- ja teostatavusuuringu lõpparuanne; see also World Migration Report 2011. Communicating Effectively about Migration, International Organization for Migration

<sup>2</sup> *Ibid.*

<sup>3</sup> Lauristin, M. (2011). Lõimumisprotsessi tulemuslikkus ja sihtrühmad: klasteranalüüs. Eesti Integratsiooni Monitooring 2011, Kultuuriministeerium

- 4) Weak civic identity – the largest group among residents of other nationalities in Estonia. They usually earn lower income and tend to have Russian, other or undetermined citizenship. Although cluster members are Estonian-minded and wish to become Estonian citizens, they are hampered by insufficient Estonian language skills. They are characterized by lower-than-average trust in state authorities, material discontent and pessimism regarding life in Estonia. Most cluster members prefer and trust only Russia's media channels.
  
- 5) Passive, without citizenship or language skills – the group is mostly made up of older people who are least educated, lack Estonian language skills and live in Ida-Viru County. The majority have Russian or undetermined citizenship. There is a great need to receive everyday information in the Russian language. The language barrier creates dependence on Russia's media field.

A separate integration target group are new immigrants. Before establishing specific integration measures, there is a need to agree upon the definition of a new immigrant. The main issue here is the *length of stay which qualifies an immigrant as new immigrant*. It has been suggested that an immigrant could be considered a new immigrant during a period of five years of living in Estonia from the moment of acquiring a temporary residence permit.

On 1 January 2013, there were ca 36,000 new immigrants living in Estonia.<sup>4</sup> Most new immigrants come to Estonia for family and work reasons.<sup>5</sup> The main problems with adapting to life in Estonia are a general lack of information, the officials' insufficient awareness of the needs of new immigrants, a complicated system of language learning, etc.<sup>6</sup> It has been therefore said that immigrants in Estonia often live in complete isolation and are unable to cope independently in the society even after several years.<sup>7</sup> Immigrants who have come to Estonia for family reasons also need more support in adjusting to life here.<sup>8</sup>

The success of the integration process largely depends on the integration attitudes of stakeholders. The main stakeholders are:<sup>9</sup>

- higher officials (secretaries general, deputy secretaries general, department heads and personnel workers of ministries);
- local government officials and people participating in the work of local government councils;

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<sup>4</sup> Source: calculations by the author based on the data of the Police and Border Guard Board and the Population Register

<sup>5</sup> Source: Police and Border Guard Board

<sup>6</sup> See e.g. Kriger, T., Tammaru, T. (2011). Uusimmigrantide kohanemine Eestis. Eesti Integratsiooni Monitooring 2011, Kultuuriministeerium; Kallas, K., Kaldur, K. (2011). Eestis rahvusvahelise kaitse saanud isikute hetkeolukord ning integreeritud eesti ühiskonda. Tartu: Balti Uuringute Instituut

<sup>7</sup> Rannut, Ü. (2012). Täiskasvanud uusimmigrantide keeleõppemotivatsioonist ja õpetamise meetodikast, Integratsiooni Uuringute Instituut/ ImmiSoft OÜ

<sup>8</sup> Kriger, T., Tammaru, T. (2011). Uusimmigrantide kohanemine Eestis. Eesti Integratsiooni Monitooring 2011, Kultuuriministeerium

<sup>9</sup> Lauristin, M., Vihalemm, T. (2008). RIP 2008–2013 vajadus- ja teostatavusuuringu lõpparuanne

- specialists, employees of state agencies (Police and Border Guard Board, Estonian National Social Insurance Board, Health Insurance Fund, Labour Market Board, police officers, nurses, social workers);
- civil society organizations;
- opinion leaders (researchers, political, economic and cultural figures, journalists);
- educational workers;
- the media.