



Final policy recommendations

Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066)

A report prepared by ICF, Praxis, Tallinn University and Civitta Estonia¹

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1 Introduction

This report has been produced as part of the project "Supporting young people to succeed – building capacities to better integrate non-formal and formal learning", which runs from autumn 2021 to autumn 2023. The aim of the project is to create a solution for the integration of non-formal education (MFÕ) and formal learning (FÕ) in Estonian general and vocational education (young people aged 7–19), taking into account the local context, the needs of stakeholders and international practice.

Within the framework of the project, its promoters ICF, think tank Praxis, Civitta Estonia and Tallinn University first studied the current organisation of the integration of non-formal and formal learning and the related obstacles.² We then analysed the integration practices of non-formal and formal learning in other countries and exchanged experiences with leaders of integration initiatives from other parts of the world.³ Based on these analyses, we carried out an ex ante impact assessment of the policy change.⁴ In the ex-ante evaluation, we pointed out that in order to achieve the desired goal, three different types of MFÕ and FÕ integration solutions must be systematically supported:

1. Consideration of non-formal education as part of a compulsory subject or module;
2. Consideration of non-formal studies as an elective subject, module or course;
3. Consideration of non-formal education as a free subject.

In order to implement these three complementary solutions, we prepared preliminary policy recommendations⁵, on which a working group consisting of representatives of the Ministry of Education and Research, local governments (local governments), general education schools, non-formal learning providers, parents and students started working. The working group drew up further guidance on the implementation of the recommendations and supplemented them after piloting the most important activities selected in the working group. **This phase of the project aims to complement the initial policy recommendations, taking into account the results of co-creation and piloting of guidance⁶.**

² Murasov et al. (2022). Practices for the integration of non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

<https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

³ ICF, Praxis, Tallinn University and Civitta Estonia. (2022) Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

⁴ Murasov et al. (2022). Ex-ante impact assessment of policy options. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf

⁵ Kendrali, E., Teppo, M. and Mägi, E. (2022). Initial policy recommendations. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report_finalEE.pdf

⁶ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

2 Final policy recommendations

In order to support the policy change in the systemic integration of non-formal and formal learning, we highlight in this chapter the final policy recommendations with guidelines for their implementation. We initially created the policy recommendations on the basis of an ex ante assessment of the impact of the policy change. In this report, we supplemented or merged the initial policy recommendations and clarified the wording of the recommendations, taking into account the results of the three meetings and piloting of the co-creation working group. In addition, for each recommendation, we indicate the steps necessary for the implementation of this recommendation, i.e. instructions, more detailed explanations of which can be found in the report of the co-creation working group and the results of the piloting of the previous phase of the project.⁷

2.1 Recommendations to the state

1. To develop principles, guidance materials, support measures for the integration of MFÕ and FÕ and to raise awareness among the general public about the integration of MFÕ-FÕ

Initial policy recommendation ⁸	Rationale and expected impact	Possible obstacles and solutions	Priority ⁹
■ Develop principles, guidance materials and support measures for the integration of MFÕ and FÕ that enable and support the implementation of all three policy	It follows from the analysis of practices in Estonia and other countries ^{10,11} , and from the discussions of the co-creation working group ¹² , that the main obstacle to the implementation of the	The coordination and communication of a unified system for the integration of MFÕ and FÕ may be complicated to some extent by the diversity of the field of MFÕ: informal education is based	high

⁷ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

⁸ Here and hereafter: Initial policy recommendations can be found in Kendrali, E., Teppo, M., and Mägi, E. (2022). Initial policy recommendations. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report_finalEE.pdf

⁹ Priority for the implementation of the Recommendation for the implementation of the policy change on the systemic integration of MFÕ and FÕ. *High* – (extremely) necessary for the full implementation of the policy change, *medium* – contributes significantly to the implementation of the policy change, *low* – contributes to some extent to the implementation of the policy change.

¹⁰ Murasov et al. (2022). Practices for the integration of non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

¹¹ ICF, Praxis, Tallinn University and Civitta Estonia. (2022) Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

¹² Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation ⁸	Rationale and expected impact	Possible obstacles and solutions	Priority ⁹
<p>options and empower cooperation between different actors</p> <ul style="list-style-type: none"> To train integration coordinators and support their networking: organising information days and co-ops, continuing to collect examples of successful cooperation between MFÕ and FÕ, etc. 	<p>MFÕ-FÕ integration and making it available to all students is the lack of systematicity.</p> <p>Although the legislation still allows for the integration of MFÕ-FÕ and is already being successfully addressed in a number of regions, it does not provide sufficient clarity to all those responsible for the day-to-day organisation of integration on how to implement the integration. Not all students from all over Estonia can take into account what they have acquired in MFÕ on a similar basis in FÕ.</p> <p>As a prerequisite for the implementation of the recommendation, the principles of integration will be harmonised both between schools and within the school, the awareness of all parties (including students and parents) about the possibilities of integrating MFÕ-FÕ will be improved, and the opportunities for students to benefit from the integration will be equalized.</p>	<p>on curricula, but youth work is not. Also on the example of international practices, the preservation of the originality of all parts of the MFÕ field has been identified as one of the obstacles to the integration of MFÕ-FÕ.¹³ Solution: Since hobby education and FÕ are based on curricula and an important prerequisite for integration is to compare the curricula of FÕ and MFÕ and bring them to similar foundations, special attention must also be paid to preserving the uniqueness of youth work and avoiding its unnecessary formalization. In the case of taking into account what has been acquired in youth work activities in the FÕ, the integration coordinator has a greater role in linking the objectives, learning outcomes and learning outcomes of youth work activities in cooperation with the student.</p> <p>In addition, insufficient cooperation between general education and the youth field within the Ministry of Education and Research and different motivations to promote the integration of FÕ-MFÕ may also be an obstacle¹⁴. Solution: A specific responsible person should be appointed for the policy change in the integration of the</p>	

¹³ ICF, Praxis, Tallinn University and Civitta Estonia. (2022) Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

¹⁴ Co-creation meeting of the final policy recommendations with representatives of the Ministry of Education and Research 12.06.2023.



Initial policy recommendation ⁸	Rationale and expected impact	Possible obstacles and solutions	Priority ⁹
		FÕ-MFÕ (see also The resources needed to implement the policy change), for whom the harmonisation of perceptions among national education policy makers will also be a central task.	

Guidelines for implementing the recommendation¹⁵:

1. **Develop guidance materials for general education schools and MFÕ providers reflecting the principles and organisational options of integration (counting as a compulsory, non-formal or elective subject or as part thereof)**
2. **Define the role of integration coordinators in guidance materials, train integration coordinators and support networking between them.**
3. **To explain to the general public the objectives, organisation and benefits of the integration of MFÕ-FÕ.**
4. **To determine the manner in which the learning outcomes of MFÕ are described and to prepare a guide for comparing the study and syllabus of the MFÕ and FÕ**
5. Establish support measures to support at local level the cooperation between representatives of FÕ and MFÕ necessary for the integration of MFÕ-FÕ, e.g. by allocating grants to local governments for the organisation of MFÕ-FÕ cooperation groups and events in the respective calls for proposals

2. Develop a common digital education register for FÕ and MFÕ

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<p>Establish a common digital education register for FÕ and MFÕ, which</p> <p>1) provides an overview of the student's learning journey in both FÕ and MFÕ (portfolio / educational passport function)</p> <p>2) provide an overview of the qualifications of MFÕ providers, the content of the MFÕ and the expected</p>	<p>A common learning and education information infrastructure would preserve students' learning journeys and help them use information to prove their competences throughout their lives. The digital register would also make it easy to get an overview of the qualifications and content of the activities of the MFÕ providers. As a prerequisite for the development of a unified digital register, it will become easier and faster for schools to</p>	<p>to the requirements related to the protection of personal data, the exchange of information between the FÕ and the MFÕ per student may be difficult.</p> <p>Solution: In order for the representatives of both MFÕ and FÕ to see the student's learning journey in the MFÕ-FÕ digital register and at the same time to protect the students' personal data to the necessary extent, it is necessary to analyse the views of</p>	high

¹⁵ Here and in the future, see a more in-depth explanation of the instructions - Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
learning outcomes (function of the register of education and youth)	<p>calculate MFÕ, and MFÕ providers will not have to provide information about the same activity for each student's application for taking into account MFÕ separately.</p> <p>The opportunity to get an overview of a student's learning journey in both MFÕ and FÕ contributes to the rooting of a lifelong learning mindset in students and parents, and improves awareness and appreciation of what has been learned in different environments. People have the opportunity to display to (future) employers and higher education institutions an overview of competences acquired in different environments in a standardised format.</p>	the register visible to different parties (MFÕ provider, different employees of the general education school, parent or representative, student) in cooperation with the Data Protection Inspectorate.	

Guidelines for implementing the recommendation:

1. **Create an opportunity to get an overview of a student's learning journey in both FÕ and MFÕ in the digital register (porfolio/educational passport function)**
2. **Ensure that the digital register provides an overview of the qualifications of MFÕ tutors and teachers, the content of the MFÕ and the expected learning outcomes (function of the register in the field of education and youth)**
3. **To ensure that all parties have access to the curricula of FÕ and MFÕ in a uniform format in the digital register (see also recommendations Nos 12 and 13).**
4. **To ensure access to the state, representatives of FÕ and MFÕ, parents and students in the digital register (taking into account the protection of personal data).**
5. To analyse the possibilities to clearly categorise¹⁶ hobby education activities according to the qualification requirements of different levels and instructors set for them, and also to make the categorisation visible in the digital register

¹⁶ See, for example, the concept of levels of dance hobby education from page 6: https://tantsuharidus.ee/wp-content/uploads/2021/10/Tantsuhvihariduse_pohimotted.pdf



3. Implement changes in legislation by defining the concept and volume of free subjects in the compulsory curriculum and the role of the integration coordinator

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Prepare an amendment to the law that will allow the free subject to be counted as part of the compulsory curriculum	<p>Currently, the concept and organization of a free subject is unregulated by the state, and its definition varies from school to school. At the national level, we recommend defining the goal of a free subject in such a way that a free subject is an opportunity for a student to discover and develop his or her interests and talents also in topics / fields outside the compulsory subjects and to provide a certain volume for free subjects in the national curriculum. While electives may also be compulsory for a student depending on the school or field of study, in the case of optional subjects, the student should have complete freedom to furnish the prescribed volume of electives either with the MFÕ or with other elective or optional subjects offered by the school.</p> <p>If students are encouraged to take a free subject in MFÕ and schools cannot use the free subject for additional lessons in compulsory subjects, students who are not yet participating in the MFÕ are more likely to benefit from the integration of FÕ and MFÕ. In addition, already in the basic school curriculum, allocating a certain volume to free subjects supports students in practicing making choices at an early age.</p>	<p>If a certain volume of free subjects is provided for in the compulsory curriculum and some students pass it in the MFÕ, stakeholders may be confused or outraged by the different qualification requirements of the MFÕ and FÕ practitioners.</p> <p>Solution: MFÕ tutors should not be required to have a qualification corresponding to the teaching profession in order to carry out a valid free subject at school. Vocational training can be taken as an example, where practitioners without a teaching profession are regularly involved in learning and there is a legislative basis for this.</p> <p>By creating space for free subjects in the basic school curriculum, there is a risk that the students' days will be extended and there will be gaps in the middle of the school day that not all students know how to use on their own. Solution: In the guidelines for the integration of MFÕ and FÕ, schools could be advised to organise free and elective courses offered by the school at the beginning or end of the day, as a result of which gaps in the timetable are avoided in the middle of the day, and students who furnish a free</p>	high



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	The role of integration coordinator at the school or local government level avoids an additional burden on subject teachers and makes the integration understandable to all parties involved in the school and the MFÕ (see recommendation 8 and recommendation 14 for more details). Defining the role of the integration coordinator in the PGS, similar to the role of coordinator of studies for a student with special educational needs, would give a clear signal from the state about the importance of integration and reasonable organisation in schools, harmonising the opportunities for students to benefit from the policy change in the integration of FÕ-MFÕ.	subject with extracurricular MFÕ can also make better use of time. ¹⁷	

Guidelines for implementing the recommendation:

- To define the concept of a free subject at national level in such a way that schools would not be able to use the entire volume of the free subject for additional lessons in basic subjects, but would increase the opportunities for students to discover and develop their other interests and talents. Students would be free to fill the volume of free subjects prescribed in the curriculum with MFÕ activities or other elective or optional subjects offered by the school.**
- To create quality requirements for MFÕ (what are the requirements for MFÕ, what are the qualifications of different types of MFÕ practitioners), how the achievement of learning outcomes is assessed), which would give stakeholders certainty and clarity about the quality of MFÕ**
- To create free space in the national curriculum of basic schools by adding the volume of free subjects**
- Allow non-differentiated evaluation of the free substance**
- To define the role of the coordinator of integration in PGS – a person whose task is to support the awareness of students in different environments and their consideration in FÕs, to ensure the smooth organisation of the integration of MFÕ and FÕ between students, parents, teachers and MFÕ organisers. For more information on the integration coordinator concept, see Recommendation 8.

¹⁷ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



4. To organise joint trainings on the integration of MFÕ and FÕ (incl. training courses for integration coordinators) for employees of general education schools and vocational educational institutions and supervisors of MFÕ.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<p>1. Organise trainings for schools and provide guidance materials explaining how to use self-assessment to assess the achievement of learning outcomes when taking into account MFÕ.</p> <p>2. To develop the digital competences of youth workers/hobby education teachers in both initial and in-service training</p>	<p>Most of the topics related to the integration of MFÕ-FÕ are relevant for both MFÕ and FÕ practitioners. For example, perceptions should be harmonised and experiences shared on the topic of self-assessment of students, which is currently more common in youth work, but less so in informal education and formal learning. As a result, it is ensured that the self-assessment systems used in the accounting of MFÕ are based on modern educational psychological knowledge and that the field of MFÕ is not excessively formalized for the purpose of taking into account what has been acquired in the MFÕ¹⁸.</p> <p>In addition, it is important to develop the digital competences of both the FÕ and MFÕ parties, which would ensure sufficient competences for the design and conduct of online activities. This will also contribute to the expansion of MFÕ opportunities for students living in remote areas. In this way, all students will benefit from diversifying the FÕ learning environment through integration.</p> <p>As a general effect of joint trainings, it can be assumed that a common</p>	<p>Although joint trainings for both MFÕ and FÕ providers in general, as well as on the integration of MFÕ and FÕ, contribute to enhancing cooperation, it must be taken into account that both fields have their own characteristics, methods and problems that require targeted attention in continuing education and may not be relevant to all the employees involved in the development and support of students on a daily basis. Solution: Certain training activities should still be directed separately to teachers of general education schools or vocational educational institutions and/or to employees of the whole school, hobby education teachers or youth workers.</p>	<p>medium</p>

¹⁸ Murasov et al. (2022). Ex-ante impact assessment of policy options. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	information space on the topic of integration between the parties of the MFÕ and FÕ and cooperation will be enhanced through the convergence of understandings, more frequent contacts and support for mutual trust.		
Guidelines for implementing the recommendation:			
<ol style="list-style-type: none"> To organise joint trainings for the parties of FÕ and MFÕ, which would explain how to support the self-assessment of students in order to assess the achievement of learning outcomes when taking into account MFÕ. To expand the conditions of training for educational leaders/employees so that the training opportunities for heads of hobby education schools are also expanded Continue training activities to develop the digital competences of both FÕ and MFÕ providers 			

5. Establish a system for monitoring the policy change in the systemic integration of the MÕ and FÕ and assess the success of the policy change.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Monitor and assess the progress and success of the policy change in the integration of FÕ and MFÕ.	<p>The consistent monitoring of the policy change in the integration of MFÕ and FÕ is important as it gives policymakers the opportunity to adapt measures related to policy implementation also during the implementation period. It contributes to the realisation of the objectives set even if the initial measures do not seem to be leading to the desired results.</p> <p>As a result of monitoring, systematic support for integration at national level is sufficiently sensitive to change, i.e. adapts to feedback from stakeholders and other indicators. In addition, monitoring and evaluation ensure evidence-based and transparent</p>	At the moment, schools may not have suitable data collection and reporting systems for collecting student-related data, as these would be created with developments in the digital register of MFÕ and FÕ (probably EHIS). Therefore, it may be difficult to measure the initial levels of the proposed performance indicators. Alternatively, cross-sectional surveys with a representative sample on the experience and current situation of integration can be used, or a section on the quality of integration and practices can be added to the national satisfaction survey questionnaires of general education schools.	medium

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	policy-making. The evaluation allows the identification of the strengths, obstacles and impacts (or lack thereof) of the policy change.		
Guidelines for implementing the recommendation:			
<ol style="list-style-type: none"> Establish performance indicators to reflect the main expected impacts of the policy change in the integration of MFÖ and FÖ¹⁹ and organise related data collection. Performance indicators could reflect the following expected impacts of integration: <ul style="list-style-type: none"> ■ changes in the weekly workload of students (decreasing); ■ development (growing) of general competencies of students; ■ the number of students whose MFÖ activities have been counted (increasing) in the FÖ; ■ workload of teachers and MFÖ tutors (remains similar to the current one) ■ awareness among all parties (students, parents, FÖ and MÖ employees) of the possibilities of integrating MFÖ and FÖ (growing) To inform local authorities about the collection and transmission of data. 			

6. To support the development of the professional system of informal education and to continue popularising the professional system of youth work

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
To support the development of the professional system of informal education and to continue popularising the professional system of youth work	The development of professional systems is important because it supports the quality of the MFÖ and the understanding of the specific strengths and role of the youth field by external actors in the field of MFÖ, which contributes to the systematic integration of MFÖ and FÖ. In addition to youth workers, coaches and dance specialists, the development of a vocational system in hobby education in general creates a self-analysis model for hobby education teachers. It may also be the basis for valuing	However, when the professional system of hobby education is implemented, employees in the field may not be motivated to apply for an invitation. Solution: Linking qualifications to salary levels, equalising the salary levels of teachers of hobby education and general education schools, or other measures can help alleviate the problem.	medium

¹⁹ Murasov et al. (2022). Ex-ante impact assessment of policy options. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	<p>hobby education teachers in the same way as FÖ teachers with the state salary subsidy for hobby education²⁰.</p> <p>As an expected effect of the development and popularization of professional systems, employees in the youth field regularly supplement themselves, awareness of the role and strengths of the youth field in supporting the development of young people improves, and a professional standard is also applied in hobby education. A clear professional system contributes to valuing the competences of youth workers in society at large and to trusting and close cooperation between the parties of MFÖ and FÖ, which boosts the integration of MFÖ-FÖ</p>		

Guidelines for implementing the recommendation:

1. **Continue to popularise the existing professional systems of informal education and youth work professions (e.g. youth worker, coach, dance specialist)**
2. **To support the creation of a professional system for hobby education teachers**
3. **Together with the popularization and development of professions in the youth field, to create clarity in the concepts of the youth field, looking for solutions to the location between two different areas of hobby education (youth work and education)**
4. **Change the conditions for participation in upskilling and reskilling to also allow informal education teachers and youth workers to participate in upskilling and reskilling**
5. **Ensure public wage support for youth workers**

²⁰ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

2.2 Recommendations to local governments

7. To make the integration of MFÕ with FÕ a priority for local governments in the development plans of the field of education and youth, ensuring resources, competent coordination and analysing the progress of the integration of MFÕ-FÕ in its area of administration.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<ul style="list-style-type: none">■ To make the integration of MFÕ with FÕ a priority for local government in the development plans of the field of education and youth, while monitoring and analysing the progress and success of integration■ Engage in consistent monitoring of MÕ quality and impact assessment of policy changes to the integration of FÕ and MFÕ at local level	<p>Successful and more comprehensive integration practices of MFÕ and FÕ both in Estonia and in other countries indicate the importance of competent local coordination.²¹²²</p> <p>When targets are set in the development plan, support for integration is more systematic and consistent and does not depend so much on the attitudes and motivations of individual people. Setting goals in cooperation with the community creates a system of integration of MFÕ and FÕ in the municipality, which meets the needs and opportunities of different target groups in the region and adapts and develops thanks to consistent communication with the community.</p>	<p>In the case of smaller municipalities, where the education and youth fields are focused on by individual officials instead of the whole department, it may be difficult to inspire other decision-makers and motivate other decision-makers to prioritise integration, especially in a context of scarce resources. Due to the lack of resources, the region may also have a smaller selection of MFÕ options. Solution: Getting the process off the ground and outlining long-term plans can be supported by familiarising yourself with the MFÕ-FÕ integration systems already in place in other municipalities. In addition, cooperation with other local governments may also be carried out to expand the possibilities of the MFÕ.</p>	high

²¹ Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

²² ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
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Guidelines for implementing the recommendation:

1. Write the FÕ-MFÕ integration into the development plans of the municipality and ensure the resources (money, time, plan, people, skills, knowledge) for the implementation activities of the integration
2. To enable specialists in the field of education and youth in the municipality to participate in FÕ-MFÕ integration trainings, information days or other events related to supporting the integration policy change and to take part in the sharing of good practices between local governments
3. To engage in the development of the quality of both FÕ and MFÕ in their area of administration
4. Collect and transmit data to the country in accordance with the national MFÕ-FÕ integration policy change monitoring system
5. Involve the community in the development of a more precise organisation of the integration of the MFÕ-FÕ and gather feedback from different parties (students, parents, MFÕ, FÕ) on the progress of the FÕ-MFÕ integration by adapting local policies to the needs of the community (see also recommendation 7, guidance

8. Establish and fund the role of integration coordinator or a separate position in schools or local governments.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
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Fund the role of integration coordinator or a separate position in the school	Currently, integration in schools is not systematic and the attitudes of school staff towards MFÕ are very different, which affects the possibilities for students to apply for consideration of what they have acquired in MFÕ. There is also sometimes a low level of awareness among parents and students about the possibility of integrating MFÕ-FÕ ²³ By assigning the role of integration coordinator in the municipality and/or school, awareness of the possibility and benefits of MFÕ integration among different parties will be improved, the integration will be understandable and accessible to more students. Assigning the role of integration coordinator avoids an	The lack of financial means may make it difficult to create the position of integration coordinator. Solution: In smaller municipalities, it is possible to hire a coordinator on a part-time basis, divide the coordinator's load between several general education schools or distribute the coordinator's duties within the school among the existing employees. As a possible support measure, the target groups also see public funding (e.g. application rounds related to integration for local governments), with the support of which it would be possible to kick-start the work of integration coordinators.	high
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²³ Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	additional burden for subject teachers. In addition, due to the improved awareness, more students may reach the MFÕ, as a result of which the learning experience of a larger number of students will be diversified, general competencies and subject and interest competences will develop.		

Guidelines for implementing the recommendation:

1. **Map the opportunities and needs of schools, MFÕ providers, students and parents in the region in relation to FÕ-MFÕ integration support**
2. **Based on the national guidelines on MFÕ-FÕ integration, analyse the expected burden on the integration coordinator(s) and develop a more precise role for the coordinator(s) in this MUNICIPALITY - is the coordinator's position under the municipality and common to all schools, or does each school need an in-house coordinator?**
3. Outline the integration coordination system and strategies in the development and funding plans of the MUNICIPALITY to ensure its sustainability (see also recommendation 7)

9. Lead online meetings between MFÕ providers and schools.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Map the opportunities of the MFÕ in the region and lead the network meetings of MFÕ providers and schools	The more systematic practices of MFÕ-FÕ integration so far point to the central role of the joint meetings of the parties of the MFÕ and FÕ in kick-starting the system of smooth integration. ²⁴ In order to coordinate the networking of representatives of MFÕ and FÕ at the local level, it is important for the municipality to get an overview of the MFÕ providers in the region. Networking supports building mutual trust, building a common	The motivation of the parties to participate in the discussions on the integration of the FÕ-MFÕ may vary. Also, the meeting formats and venues that educators are used to may not be attractive, for example, to students or parents. Solution: Therefore, it is important to think through and provide a variety of opportunities for participation and information: face-to-face meetings, discussion circles at other major local events, local print	high

²⁴ Ibid.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	understanding of the FÕ-MFÕ integration, and seamless integration arrangements. As an expected effect, the perceptions related to the integration of MFÕ and FÕ will be evened out, trust in MFÕ will increase in schools, and better contacts between MFÕ tutors and FÕ teachers will also boost the creation of electives offered in cooperation.	media, social media of the local community.	

Guidelines for implementing the recommendation:

1. **An important prerequisite: to establish the role of integration coordinator at the level of the municipality (see also recommendation No 8)**
2. **To organise regular meetings between the parties of FÕ and MFÕ, contributing to the development of cooperation between the parties**
3. **Map the possibilities of MFÕ in the region**
4. **To analyse the interests and satisfaction of young people in the MUNICIPALITY region in relation to MFÕ**
5. **To create an overview of the resources of the MUNICIPALITY that allow for cross-use between FÕ and MFÕ (premises, equipment, tools)**
6. Collaborate with the community by involving parents and students in discussions on the integration of FÕ-MFÕ (see also recommendation 7).

10. To analyse and encourage the participation of young people in MFÕ, including by paying attention to the opportunities for young people with fewer opportunities to participate in MFÕ

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Diversify the possibilities of MFÕ in local government and ensure support measures (e.g. coverage of participation fees, appropriate transport arrangements) that would improve access to MFÕ for students from different regions and socio-economic backgrounds	A prerequisite for taking into account MFÕ as both a compulsory and an elective or optional subject is the participation of students in the MFÕ, which is influenced by their awareness, motivation and opportunities and supported by a diverse and high-quality selection of MFÕ options available and accessible to students. At the moment, access to	It is more difficult for smaller local governments to provide diverse and accessible MFÕ options for all students. There may also be no hobby activities in the region that take into account the interests of young people or, for example, special needs. Solution: If the local government itself is not able to provide certain services to its young people, it is possible to cooperate with neighbouring municipalities or cities, supporting	medium

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	<p>diverse MFÕ activities is not uniform in all regions of Estonia.²⁵</p> <p>As an expected impact of the implementation of the recommendation, the benefits of the systematic integration of MFÕ-FÕ will be realized more equally for all students.</p>	<p>young people by organising transport if necessary.</p>	

Guidelines for implementing the recommendation:

1. To analyse the participation in the MFÕ of the municipality in order to get an overview of the young people who have been excluded from the MFÕ in local government and the various obstacles to participation in the MFÕ
2. Solve transport-related problems in the use of MFÕ services (transport subsidies, changes to timetables)
3. To ensure local government funding for (partial) coverage of participation fees for hobby education and activities

2.3 Recommendations for non-formal education providers²⁶

11. To participate in the description of the learning outcomes of the MFÕ and in the development of guidelines for comparing the curricula of the FÕ and MFÕ.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<p>To clearly formulate the learning outcomes of MFÕ activities, paying particular attention to the development of general competences (e.g. in informal education, curricula).</p>	<p>Different actors in the education system perceive the important role of informal education in the development of general competences, but for effective integration it is necessary to improve clarity on the content and learning outcomes of the MFÕ so that</p>	<p>In today's legal space and system, it is possible to compare and integrate the content and learning outcomes of the curricula of FÕ and MFÕ without major legislative or technical changes.²⁸</p> <p>At the same time, there are a number of practical obstacles that make it difficult and time-consuming for the</p>	<p>high</p>

²⁵ Ibid.

²⁶ As in the case of other parties (state, local government, FÕ), the recommendations are aimed at the organisational level, i.e. here: hobby schools, institutions and organisations engaged in hobby activities and youth work

²⁸ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	<p>they can be compared with the learning outcomes of the FÕ.²⁷</p> <p>By articulating the learning outcomes of MFÕ more clearly, it is easier to compare the learning outcomes of MFÕ with the learning outcomes of FÕ, as a result of which the process of accounting for MFÕ in schools is simplified. It is therefore important for MÕ providers to participate in the development of guidelines for comparing FÕ and MFÕ curricula (led by the state, see Recommendation 1, Guide 3).</p>	<p>parties involved: the different structure of the FÕ and MFÕ curricula, the learning outcomes of the MFÕ are distributed between different FÕ syllabuses and/or the MFÕ covers the learning outcomes of the FÕ at several school levels. In addition, concepts and wordings are used differently in the curricula of FÕ and MFÕ.²⁹</p> <p>Solution: Several local governments have already gone through the process of comparing curricula with general education schools and MFÕ providers in their area - from their experience, others can learn from the experience of describing the learning outcomes of the MFÕ and comparing the curricula of the FÕ-MFÕ. In addition, the process may be simplified by using the curriculum information website³⁰.</p>	

Guidelines for implementing the recommendation:

1. To update and create clear MFÕ curricula based on a unified system, where the learning outcomes of the activities are clearly formulated and attention is paid to the development of general competencies.
2. Contribute to the establishment of national MFÕ quality requirements (see also Recommendation No 3)
3. Participate in networking meetings on the integration of FÕ-MFÕ at local level, where it is possible to get to know each other's activities better together with representatives of the FÕ, identify possible new overlaps in learning outcomes and compare the objectives and outputs of the activities

²⁷ Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

²⁹ Ibid.

³⁰ <https://oppekava.ee/>



12. To contribute to the development of the quality of activities in the youth field (youth work, informal education, hobby activities), including by supporting youth workers in acquiring the professions of youth worker and informal education.

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Support workers in acquiring the profession of youth worker (information, access to training, linking the pay system to the profession)	<p>Trust in the quality of MFÕ is key to the integration of MFÕ-FÕ. The quality development of the MFÕ needs to be addressed at different levels (see also recommendations 6 and 7), but the institutions/organisations providing the MFÕ also have an important role to play in this respect.</p> <p>At the moment, there is no common understanding of the quality requirements of MFÕ – several local governments use a uniform quality assessment model³¹ for youth work, but the quality requirements for hobby education have not been agreed upon. The quality of MFÕ is perceived as uneven, which affects the appreciation of the field in society in general and complicates the smooth trusting cooperation between the parties of the FÕ and MFÕ, which is necessary for the systematic integration of MFÕ-FÕ³².</p> <p>If the organisations offering MFÕs value the professional qualifications of</p>	<p>The conscious and systematic development of youth workers is hampered by a lack of awareness of career opportunities in the field, low wages regardless of qualifications (frequent exchange intentions, more complex work organisation due to multiple jobs), and for hobby education teachers also by being located between two fields (youth work and education).³³</p> <p>Solution: These problems would be alleviated (created under the leadership of the state, see recommendation 6) by the clarity of the concepts in the youth field and the creation of a professional system for teachers of informal education (recommendation 6). In addition, allowing hobby education teachers access to the in-service and retraining of teachers of hobby education would expand the opportunities for the professional development of hobby education teachers.³⁴ Thus, the</p>	medium

³¹ Vt <https://harno.ee/noorsootoo-kvaliteedi-hindamismudel>

³² Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

³³ Kivistik, K., Käger, M., Pesti, M., Juuse, L., Toomik, K. and Aavik, A.-L. (2023). Working conditions of the Estonian youth workforce. Institute of Baltic Studies. DOI: 10.23657/wta2-4a85.

³⁴ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	employees and support self-improvement (e.g. enabling participation in trainings from working hours), the competencies of the employees will remain up-to-date and the quality of the MFÖ will be evened out.	professional development of youth staff and the overall quality development of MFÖ do not depend solely on the organisations/institutions providing MFÖs. Cooperation to popularise existing professional systems and support the acquisition of qualifications should be carried out by the state, local governments, other organisations and employers in the youth field, professional providers and umbrella organisations in the field. ³⁵	

Guidelines for implementing the recommendation:

1. **Participate in the process of developing a professional standard for hobby education teachers**
2. **To ensure opportunities for youth workers, informal education and hobby activities to participate in training from working hours (finding replacement workers, covering costs, creating a culture that values professional development in the organisation)**
3. **Actively participate in the learning and communication spaces created for representatives of MFÖ and FÖ**
4. Take part in and support the active participation of their staff in discussions on issues related to the concepts/boundaries of youth work and informal education (media communication, participatory processes in policy-making)

³⁵ Ibid.

2.4 Recommendations for formal education providers

13. In the curriculum of a general education school, to lay down the principles and organisation of passing and accounting for subjects in the MFÕ

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<ol style="list-style-type: none">The curriculum of general education schools lays down the principles and organisation of passing and taking into account compulsory, elective and optional subjects in the MFÕDescribe learning outcomes in school curricula more broadly and by field	<p>The current practice of accounting for MFÕ often varies from one school to another for different students, so integration is not available to students under the same conditions. MFÕ is unnoticed and unrecognized, which reduces the motivation of students to participate in MFÕ.³⁶ In addition, the experience of other countries in integrating FÕ and MFÕ shows that learning outcomes described too narrowly or in detail and a rigid curriculum are a significant obstacle to integration.³⁷ A broader treatment of the learning outcomes of the school curriculum and the possibility of subject-, field- and/or output-based consideration alleviates the challenge of taking into account the learning outcomes of the school curriculum in the MFÕ</p> <p>If the recognition and consideration of what has been acquired in MFÕ is systematic and better understood by teachers, students and MFÕ providers,</p>	<p>While FÕ and MFÕ providers may have the same objectives and even the same methods, the low level of awareness of the FÕ parties about what is happening in the field of MFÕ, the uneven quality of the MÕÕ and the related mistrust may hinder smooth cooperation and the motivation of school staff to engage in integration.⁴⁰</p> <p>Solution: The appointment of an integration coordinator at the level of the municipality and/or school supports cooperation between the different parties and the communication of the integration arrangements to all parties (see recommendation 14 for more details).</p> <p>If the learning outcomes acquired in MÕ were assessed according to the school's (numerical) assessment order when taking into account in the FÕ, there would be a risk of losing the specific nature of the MFÕ (voluntariness, intrinsic motivation, spontaneity and uncertainty of the</p>	high

³⁶ Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

³⁷ ICF, Praxis, Tallinn University and Civitta Estonia. (2022) Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

⁴⁰ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	<p>then it is expected that the application for consideration of MFÕ will increase and thus the overall weekly workload of students will be alleviated. Valuing MFÕ also increases the motivation of students to participate in MFÕ.³⁸ A well-thought-out self-assessment system based on educational psychological knowledge supports the development of students' general competencies, while maintaining the flexibility of MFÕ, especially youth work and informal education as a learning environment.</p> <p>A systematic approach to the principles and organisation creates a situation where general education at school level can be guided by the national integration framework, but it is up to the schools themselves to agree on precise rules and editing logic, how the student's progress in the MFÕ is taken into account in the context of a given school and taking into account the community.³⁹</p> <p>As the systematic integration of MFÕ and FÕ is a relatively new process for</p>	<p>participants).^{41,42} Solution: The use of self-assessment in the consideration of MFÕ contributes to the preservation of the specificity of the MFÕ and develops the general competencies of the students, but not all self-assessment arrangements have the same positive effects on students.⁴³ Therefore, the system of self-assessment of students in the organisation of studies in schools should be established in accordance with national guidelines (see Recommendation 4).</p> <p>Taking into account the different interests of students and different forms of MFÕ (e.g. international youth projects, camps, project-based hobby activities) when specifying the organisation of integration of MFÕ-FÕ at school may be difficult compared to, for example, the organisation of consideration of hobby education.</p> <p>Solution: The learning outcomes described in a broader way, not in too much detail or only on a subject-by-subject basis, give more freedom to take into account what has been</p>	

³⁸ Ibid.

³⁹ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

⁴¹ ICF, Praxis, Tallinn University and Civitta Estonia. (2022) Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

⁴² Põlda, H., Reinsalu, R., & Karu, K. (2021). Non-formal learning in practitioners' use of language. Yearbook of the Native Language Society. DOI: 10.3176/esa66.10.

⁴³ Andrade, H. L. (2019). A Critical Review of Research on Student Self-Assessment. Frontiers in Education, 4, 87. <https://doi.org/10.3389/feduc.2019.00087>



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	all parties involved, it requires conscious process management, situational mapping, monitoring and evaluation at school, local government and state level in order to adapt the organisation of integration at different levels if necessary (see also recommendations 5 and 7).	acquired in MFÕ. Through this approach, students' chances of taking into account what they have learned will be improved. The consideration of MFÕ can be subject-specific, sector-specific and/or output-based. ⁴⁴	

Guidelines for implementing the recommendation:

1. To be guided by the principles and guidelines of integration developed by the state when taking into account what has been learned in MFÕ
2. To develop self-assessment arrangements and tools for taking into account the MFÕ in FÕ, based on the general principles of integration as well as the specifics of the school and / or region
3. To address learning outcomes in school curricula more broadly and on a field-by-field basis
4. Use a non-differentiated assessment when accounting for MFÕ
5. To pay attention to informing students and parents about the possibilities of integrating MFÕ-FÕ and how a parent can support a student in the integration process, including self-assessment and consideration of what has been acquired.
6. Students must be given the opportunity not to take into account what they have acquired in MÕÕ as part of the FÕ curriculum and, if the learning outcomes of the FÕ curriculum are acquired in MFÕ, to participate in the relevant subject lesson or course of a general education school or vocational school.

14. Enhance the internal coordination of integration at school by appointing an integration coordinator at school or by cooperating with the co-educational integration coordinator

Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
Enhance intra-school coordination of integration - appoint an integration coordinator	A clear division of roles within the school and the appointment of a school employee who has completed the relevant preparation (e.g. training) as the coordinator of school integration avoids overburdening subject teachers (a large part of whom are also affected by the consideration of MFÕ results) and inequalities between students due	It takes considerable working time to establish and fulfil the role of integration coordinator (especially when implementing the process), and in the case of larger schools there is a risk that the workload will become too high for one position if the student-centred approach to integration is approached. The opposite situation is	kõrge

⁴⁴ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.



Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
	<p>to different attitudes and knowledge related to the integration of teachers, which characterises the current situation where integration between schools and also within schools is not systemic.</p> <p>In addition, systematic integration is supported by informing parents about the principles⁴⁵ of integration and involving them in the process.</p> <p>By defining the tasks and division of roles in the coordination of integration – whether the position of integration coordinator is common to several schools in the municipality or as a separate position in one school – a situation arises in which different parties within the school have a clear understanding of the integration: it is understood on the basis of which principles the learning acquired in MFÕ is taken into account in the school and what steps need to be taken by different parties to do so, and how the integration of MFÕ-FÕ is important in a student-centred approach.</p>	<p>also possible – in smaller schools, there may not be enough work for the coordinator to create a new position, or there may not be any resources at all to hire a new person.⁴⁶</p> <p>Solution: When calculating the tasks and volume of work of the school integration coordinator (based on the integration principles developed by the state, see recommendation No. 1 and No. 2), the needs of the school and the community, the number of students and the extent to which such a role requires a full load or it is possible to redistribute tasks among the existing staff must be taken into account. Keeping the coordinator's workload reasonable is also supported by standardised integration activities at the national, local and school level, including improved functions in the digital register (see recommendation No 2).⁴⁷</p>	

Guidelines for implementing the recommendation:

⁴⁵ Murasov et al. (2022). Practices for integrating non-formal and formal learning in Estonia. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>

⁴⁶ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

⁴⁷ Schultz, A., Viks-Binsol, P. and Kõks, K-L. (2023). The results of the integration piloting and the guidelines prepared by the co-creation working group for the implementation of the policy recommendations necessary for the integration. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning.

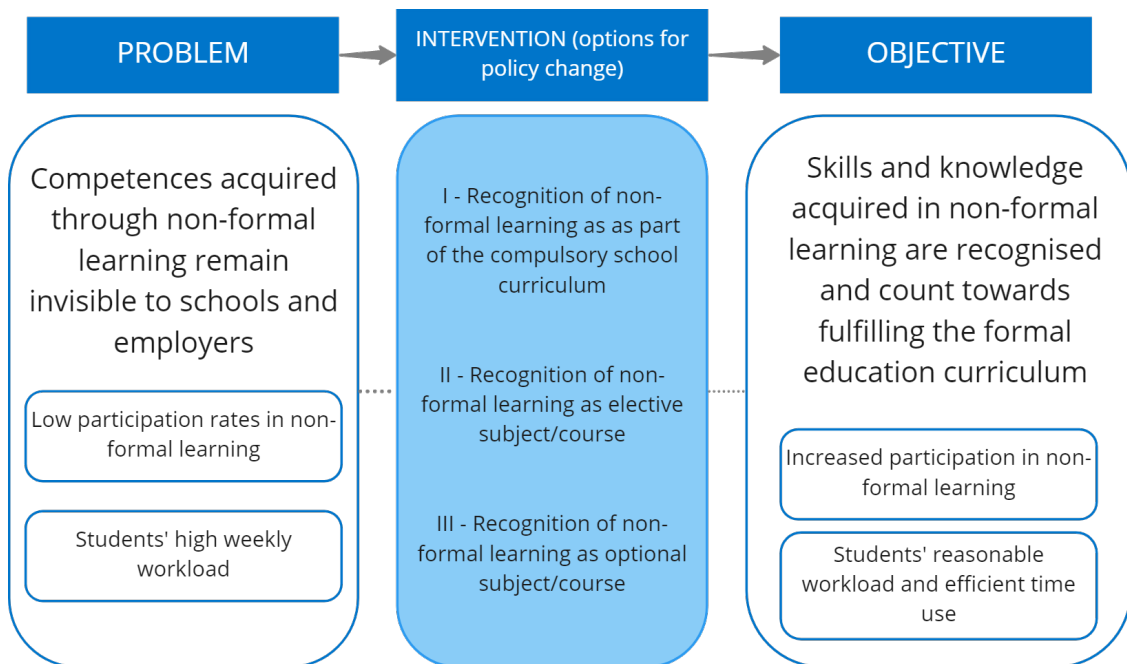


Initial policy recommendation	Rationale and expected impact	Possible obstacles and solutions	Priority
<ol style="list-style-type: none">1. Regardless of whether the school has an in-house integration coordinator or a common integration coordinator for several schools in the municipality, the role, tasks and responsibilities of the integration coordinator must be agreed upon, based on the integration principles and guidelines developed by the state (see recommendations 1 and 8).2. Take an active part in the process of creating state-led integration principles and guidelines3. Under the leadership of the integration coordinator, use the tools and processes already in place in the school (e.g. developmental conversation) to analyse the interests of students and participation in MFÖ and to inform parents and students about the possibilities of integrating FÖ-MFÖ			

3 Resources needed to implement the policy change

The ex-ante assessment of the policy change⁴⁸ and the analysis⁴⁹ of the resources needed for the different solutions for the integration of MFÖ and FÖ initially considered the three modes of integration of MFÖ and FÖ (Figure 1) as separate solutions and compared the resources needed for their implementation. However, as a result of the preliminary assessment, it became clear that it is important to allow students to take into account what they have learned in MFÖ in school as an optional subject, elective subject or course, as well as as a compulsory subject/subject course or as part thereof, and to support the implementation of the respective systems at different levels.

Figure 1. Simplified intervention logic for the policy change for the integration of non-formal and formal learning



We therefore consider systemic support for the implementation of three different solutions as a common policy change, and the tables below (Tables 1 and 2) provide an example of the resources needed to implement the policy change for the systematic integration of non-formal and formal learning, with a particular focus on the likely types of expenditure at national level. The estimated costs of other parties – schools, local governments and non-formal education providers – are also included.

⁴⁸ Murasov et al. (2022). Ex-ante impact assessment of policy options. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf

⁴⁹ Souto-Otero, M. (2022). Thematic input paper: Piloting and resources. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066) [avaldamata töödokument].

Table 1. Costs of implementing the policy change on the integration of MFÖ and FÖ.
Source: based on Souto-Otero, M. (2022) and Murasov et al. (2022).

Cost type	Cost to the state
Human resources	National policy change coordination: 1.0 staff with a load (probably in the HTM) to coordinate activities related to the implementation of the policy change and to support schools, MFÖ providers and local governments in integration.
Costs related to the creation of training and instructional materials	Nationwide trainings for integration coordinators in schools and local governments. Drawing up guides and continuing to bring together good practices in cooperation with non-formal education providers and schools, their dissemination in schools and among MFÖ providers.
Administrative expenditure	The administrative costs related to the implementation of the activities of the FÖ and MFÖ are borne by the promoters (FÖ and MFÖ).
Administrative costs related to the digital register	Continuous administrative costs are also incurred from maintaining the digital register of MFÖ and FÖ, the amount of the cost depends on the possibilities of integration with already existing (EHIS) developments
Unpaid work	Adaptation of all parties to the policy change.
Raising awareness, information days	Costs for the design, distribution and conduct of webinars, information materials and information days for MFÖ providers and school staff.
Monitoring and evaluation	About 5% of the total policy change budget

Table 2. Costs of implementing the policy change on the integration of MÖ and FÖ – other parties. Source: based on Souto-Otero, M. (2022) and Murasov et al. (2022).

Costs incurred by third parties

Local governments

- **Integration coordinator for several schools with a load of 0.75-1.0**
- **Support measures for MFÖ participation fees**
- Reviewing and organising the transport system in the municipality in such a way as to allow pupils to participate in the MFÖ even in the middle of the school day

General education schools and vocational schools

- **Integration coordinator at school expected with 0.2-1.0 load**
- **Development of the principles and procedure for taking into account what has been acquired in MFÖ and introducing it into the school curriculum; if necessary, increasing the volume of elective subjects or courses in the school curriculum. The cost is one-off, but it must be taken into account that it may take some time to set up new systems and to test and, if necessary, improve them.**
- **Organisation of a school day for students who do not participate in the subject lesson (e.g. allocation and furnishing of appropriate rooms suitable for relaxation or independent work, if they are absent).**
- Additional burden for teachers: assessing compliance with the syllabus of non-formal studies (incl. which part of the syllabus is covered by non-formal education) and, if necessary, taking into account the student's self-assessment in cooperation with the integration coordinator. The additional burden is rather small, because the participation of students in MFÖs does not grow overnight, not all students may be initially interested in taking into account MFÖ, and over time, the joint digital register of MFÖ-FÖ will be launched, which will greatly simplify the calculation.

MFÖ providers



Costs incurred by third parties

- **Description of learning outcomes of non-formal learning (one-time cost).** The implementation of policy options can also incentivise the creation of new curricula and greater coordination of curricula with formal learning providers in order to provide schools with suitable elective subjects or courses (one-off cost). In the long run, this will bring additional income to MFÕ providers and will allow to increase the workload on employees.
 - The successful implementation of policy options requires non-formal education providers to publish the subjects or courses offered in a national digital register established for that purpose. The associated labor costs are low and may not apply to all non-formal education providers.
 - The wider implementation of self-assessment may require support from non-formal learning providers to conduct self-assessment for students.
 - In the context of the integration of MFÕ and FÕ, it is necessary to enable informal education teachers and youth workers to participate in trainings, which may entail additional costs (replacement staff).
-