



# EXPLANATIONS OF VISION AND STRATEGIC GOALS

in „Tallinn 2035“ development strategy

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## Vision

The Tallinn Development Strategy has been prepared according to the UN Sustainable Development Goals (SDG) and the European Union (EU) policy, the development documents of Estonia that are being prepared and the global trends addressed therein as well as the feedback of the citizens and stakeholders of Tallinn. The [OECD Framework for Measuring Well-Being and Progress](#) was used as the theoretical framework when structuring the goals. The SDG and the EU policy provide guidelines on how cities can contribute to solving the global challenges we are facing. The development documents of Estonia set the objectives of solving the challenges faced by the state and the most important courses of action and help understand the role of Tallinn in this. Feedback from citizens and stakeholders indicates what people want the city to be like and what they expect from the local authority.

### ***UN Sustainable Development Goals (SDG) and EU policy***

The SDG don't bring anything completely new to the strategic planning of the city, but they change the emphasis that cities should also keep in mind globally. The UN framework proposes sustainable development [indicators](#), which can also be used by local authorities. The most important SDG and indicators to which Tallinn 2035 contributes are as follows: 1) economic coping (relative poverty rate decreases); 3) health and wellbeing (the number of healthy life years increases); 4) quality education (the rate of participation in lifelong learning increases); 8) employment and economic growth (productivity increases); 5) gender equality (the pay gap decreases, there are more women in management positions, the use of time by women and men becomes more equal, e.g. maintenance obligation); 11) sustainable cities and subdistricts (the number of people who have suffered in traffic accidents decreases, access to green areas improves, satisfaction with the condition of housing increases, the share of people who use public transport to go to work or who walk or cycle to work increases); 12) sustainable production and consumption (the rate of recycling materials increases); 13) climate change (GHG emissions decrease); 15) ecosystems of the Earth (species in a good condition); and 18) cultural viability (people who participate in cultural life).



Climate and environmental policy is the EU policy with the biggest impact on the development plans of Tallinn. This impact is evident in the obligations assumed by Estonia, the EU funding mechanisms and the direct cooperation of EU cities (Eurocities, Covenant of Mayors).

### ***Development documents of Estonia***

The development strategy Tallinn 2035 was prepared at the same time as the national strategy Estonia 2035 and several national development plans. This created an excellent opportunity to coordinate

background information as well as the establishment of goals. For instance, no separate analysis of global trends was prepared for Tallinn 2035, but the work done within the scope of Estonia 2035 was used. As Estonia 2035 and other national strategies were based on the SDG, it was possible to achieve a good connection between global, national and local goals. The most important sector-specific development plans that provided the basis for the development strategy Tallinn 2035 were the Transport and Mobility Master Plan 2021-2030, the Public Health Development Plan 2020-2030, the Education Development Plan 2021-2035 and the Estonian Research and Development, Innovation and Entrepreneurship Development Plan 2021-2035. In addition to the development documents of the central government, the development strategy of Harju County was also taken into consideration in the preparation of Tallinn 2035 and important feedback was received from the Union of Harju County Municipalities.

### ***Feedback from the citizens and stakeholders of Tallinn***

The city's annual satisfaction survey and the thorough gradual involvement process of Tallinn 2035, which included surveys<sup>1</sup> and workshops, were used to obtain feedback from citizens and stakeholders. Children drew 800 pictures of the future of Tallinn and took part in a youth forum, where they presented their vision and highlighted their concerns. The feedback clearly indicated that citizens expect to have a good urban space and comfortable mobility options, and greenery, safety and accessibility were clearly important to them in the urban space.

The vision of Tallinn 2035 was born from these data: Green Global City

'Green' indicates that the expectations of the citizens of Tallinn for a green and clean city as well as for a global environmental policy are very high. 'Global city' indicates Tallinn's ambition to be at the forefront of the global green transformation as well as to be a vibrant, attractive, accessible and human-centric urban space that is a good place to live, an attractive destination and a competitive place of business.

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<sup>1</sup> The results of the satisfaction surveys can be found in the Tallinn survey [information system](#) and the [summary of the first survey](#) and the [summary of the second survey](#) can also be viewed.

## Friendly Urban Space

### 1. Why this goal?

"A good city is like a good party – people stay longer than really necessary because they are enjoying themselves," said architect Jan Gehl, a long-time advocate for human-friendly urban space. A good city is built in a manner that allows people to use it in as many ways as possible, and a good urban space helps prevent conflicts between users, reduce stress and loneliness and increase the creativity of the citizens. The life of people in a city improves as a result of all this. A good urban space has not only been built for the present needs but can be easily redesigned.

The Friendly Urban Space goal addresses the creation of a good city. The following sections provide a more detailed overview of the main values of urban space, moving from the general to the specific in the geographic sense – we start with the urban region and reach the seaside. The importance of the urban space is also underlined by the feedback received from citizens on what they expect from the local authority. Therefore, a lot of attention is given to urban space in the Tallinn 2035 strategy.

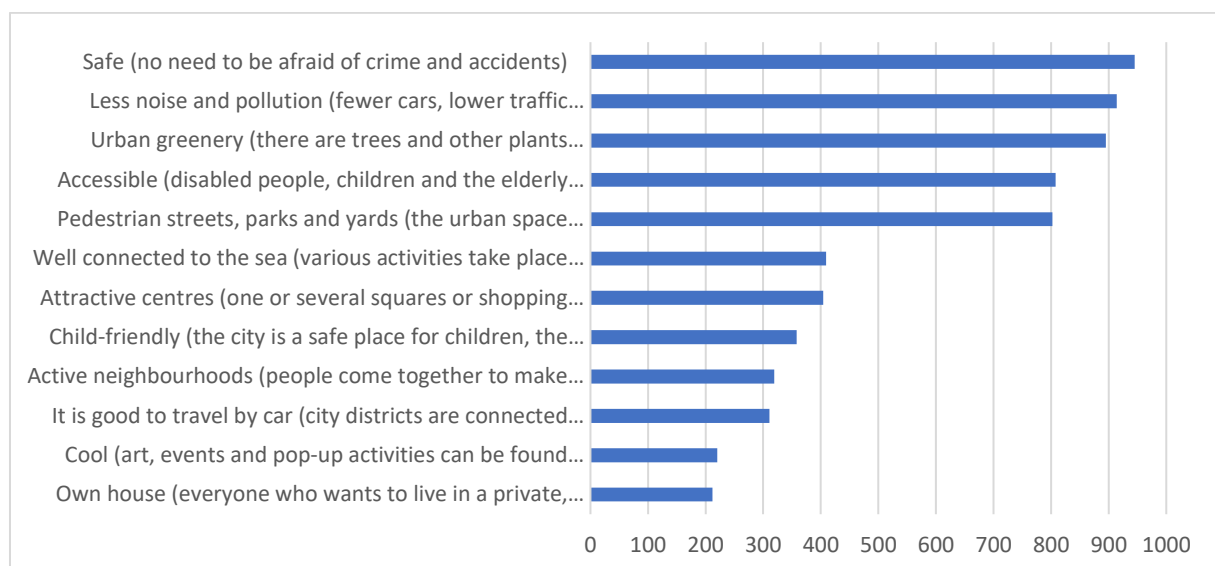


Figure 1. The most important aspects of urban space according to the survey of Tallinn citizens (idea collection for the Tallinn Development Strategy 2019).

The first sentence of the summary of the strategic goal sets the main narrative of the urban space. Several centres are planned for Tallinn. This means that there is one strong centre and many smaller centres. This multicentre space also covers centres outside the administrative borders of Tallinn. The multicentre development approach has been selected for three reasons: 1) it allows the attractive city that comes with the centres to be made accessible to the majority of people near their homes; 2) it is more sustainable because it reduces forced and transit mobility; and 3) it suits the spatial pattern of Tallinn, i.e. different regions and centres have already been developed here.

**Human scale** proceeds from the North European planning theory, the best known advocate for which is the aforementioned Danish urban designer Jan Gehl. Human scale is also presented as the second principle in the final report of the spatial design expert group of the Government Office<sup>2</sup>. The focus of

<sup>2</sup> [https://www.riigikantselei.ee/sites/default/files/riigikantselei/strateegiaburoo/lisa\\_8\\_rls\\_struktuurivisand.pdf](https://www.riigikantselei.ee/sites/default/files/riigikantselei/strateegiaburoo/lisa_8_rls_struktuurivisand.pdf)

human-scale spatial design is on people's needs, their perception, active mobility, interests and behaviour are taken into consideration and citizens are included in the development of their living environment.<sup>3</sup> For example, this has an impact on the size of buildings and their location in relation to one another, the dimensions of streets and the size of traffic control devices. For example, the goals of the typology of buildings, goals concerning the share of active mobility modes and other aspects of urban space design arise from this principle.

Citizens want urban space to be green. We have expanded this to **proximity to nature** because greenery does not exist in a vacuum but depends on the diversity of nature. This is one of the competitive advantages of Tallinn that should be strengthened and used even further.

**Accessibility** is part of human scale, but it has been emphasised separately, proceeding from the feedback received in the involvement process – in order for Tallinn to be a good city for all of its citizens and guests, it must be spatially accessible to everyone. While greenery is already a competitive advantage of Tallinn, accessibility is one of its weaker sides. Many buildings here were planned in the previous century that are not accessible to everyone.

According to Gehl<sup>4</sup>, good public space must meet the following three conditions: 1) safe, protected from undesirable elements such as traffic accidents, crime and unpleasant weather; 2) convenient, offer good opportunities for activities such as walking, standing, sitting, seeing, hearing, talking and stopping for a moment; and 3) enjoyable, which is made possible by the human scale of the space, the possibility to enjoy the positive sides of the local climate and ultimately the opportunity to enjoy pleasant sensual experiences: good architecture, design, details, materials, greenery, water, nature and views. The principles of convenience, exciting activities and safety have been highlighted in the summary in light of these aspects. The goal of clean air and low noise has been emphasised separately because the people of Tallinn consider them important and they have a major impact on human health, the preservation of which is one of the six strategic goals.

The possibility to use a variety of types of mobility has been emphasised because the street is largely a space where people move. If one type of mobility dominated the streets, it would make the street monotonous, people would be less considerate of one another and the city would be less accessible for different groups of people. The premise of different types of mobility is that there are no major interruptions in the urban space, transitions are smooth and routes are complete. The importance of public transport has also been emphasised. This type of mobility is accessible to most people and binds the city into a spatial whole while being part of the public space itself.

Openness to the sea has been addressed because Tallinn is a maritime city, but access to the sea was limited for some time. Openness to the sea was set as a goal in earlier strategies and plans and has been actively dealt with over the last ten years. However, Tallinn still has a lot of seaside areas that must be made accessible to people.

It is important from the position of Tallinn as a creative and global city that the urban region functions as a single economic space. Achieving this starts from spatial planning. Tallinn does not end at the city border, but tens of thousands of people commute between Tallinn and its close surroundings every day. Common spatial planning of the urban region is therefore important, especially from the viewpoint of residential areas, centres, the location of places of work and green and mobility networks.

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<sup>3</sup> [https://planeerimine.ee/static/sites/2/uldplaneeringu\\_juhis\\_final.pdf](https://planeerimine.ee/static/sites/2/uldplaneeringu_juhis_final.pdf)

<sup>4</sup> Gehl, Jan (2010). *Cities for People*, Washington: Island Press.

Putting the focus back on people corresponds to the realisation that the needs of people have been lost in the planning, design and construction of cities. Attention has mainly been given to infrastructure, cars and technology. This has left us with cities that are cold, ugly and difficult for people to move around in. Environments that are built from concrete and are full of cars have split communities.<sup>5</sup> Driving in a human-friendly city is also more pleasant – if there are fewer cars, there are fewer queues and the journey is calmer and more exciting.

Creating the good urban space of the future Tallinn is an important component of making the city more attractive and competitive because it offers a world-class environment to its citizens and guests alike. It is difficult to overestimate the importance of the quality of public space: it has been called the infrastructure of democracy<sup>6</sup>, it allows people to exercise their rights and freedoms<sup>7</sup>, meet and communicate<sup>8</sup> and it strengthens the feeling of being part of a bigger community<sup>9</sup>. A safe and inspiring public space, especially its greenery, improves people's mental and physical health and satisfaction with life. A good and safe urban space is particularly important for the growth of the cognitive abilities and independence of children.

The goal Sustainable Urban Space supports the achievement of the following sustainable development goals:



## 2. How do we assess our progress towards the goal?

Although all strategic goals are linked to one another and affect one another, the Sustainable Urban Space goal has the most in common with the other goals. Therefore, the achievement of a friendly urban space is assessed, among other things, through the assessment of the other goals. For instance, the friendliness of an urban space is influenced by its mobility environment, which means that assessment of the mobility environment is part of the assessment of a friendly urban space.

The strategy does not set the assessment system in stone, it will be constantly developed further. This means that the indicators specified below may change over time.

The broadest indicator used to assess the achievement of the goal of a friendly urban space is **the share of citizens who are very satisfied with the living environment in their district**. Satisfaction with living environment is measured with an annual satisfaction survey. The satisfaction of citizens with the living environment in Tallinn as a whole as well as with their city district is observed in the surveys.

<sup>5</sup> European Commission (2019). The Human Centered City.

<sup>6</sup> Carr, Francis, Rivlin & Stone 1992. Needs in Public Space.

<sup>7</sup> Loukaitou-Sideris & Ehrenfeucht 2009. Conflict and Negotiation over Public Space.

<sup>8</sup> Whyte 1980. The Social Life of Small Urban Spaces.

<sup>9</sup> Cited via Devlin (2018). Environmental Psychology and Human Well-Being: Effects of Built and Natural Settings

Based on the results of surveys, it can be said that the satisfaction of the citizens of Tallinn with the living environment in their city district is a little higher than their satisfaction with the living environment in Tallinn as a whole. The results of the survey of 2019 indicate that although the total share of the citizens of Tallinn who are very satisfied or satisfied with the living environment is very big (95% are very satisfied or satisfied with the living environment in Tallinn and 94% feel the same about the living environment in their city district), full satisfaction is less frequently expressed. 30% of citizens are very satisfied with the living environment in Tallinn as a whole and 38% are very satisfied with the living environment in their city district.

In 2019, the share of people who were very satisfied with the living environment in their district was higher than average in Pirita (51%) and lower than average in Lasnamäe (29%), see the next figure<sup>10</sup>:

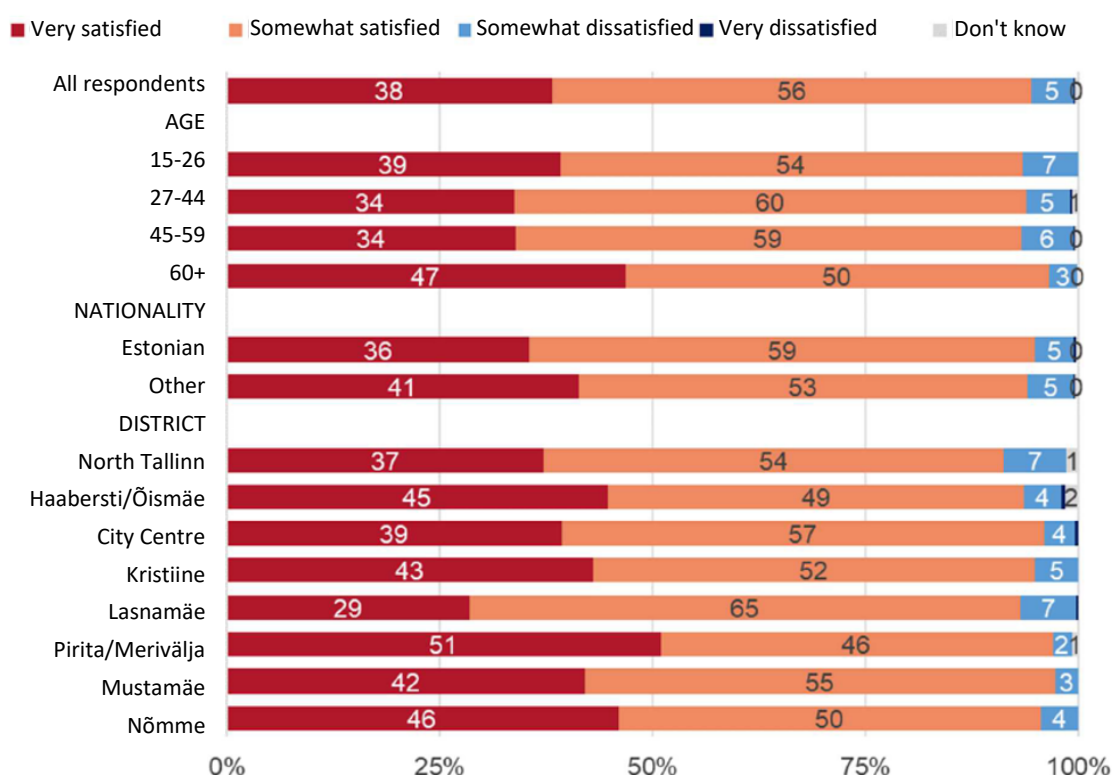


Figure 2. Satisfaction with the living environment in their city district (Satisfaction Survey of the Citizens of Tallinn 2019).

The share of people who are very satisfied with the living environment in their district is increasing in comparison with previous years: it was 31% in 2015, 36% in 2016 and 2017, and 37% in 2018. Similarly to the results of the most recent survey, the share of people very satisfied with the living environment in their city district has been the highest in Pirita, Nõmme and Haabersti. The share of people who are very satisfied with the living environment in their city district has predominantly been the smallest in Lasnamäe. It is obvious that all districts have a lot of development potential. In order to not settle for mediocrity, the goal set by the city is to increase the share of people who are very satisfied.

The satisfaction survey reveals that the residents of Nõmme, Pirita, Haabersti/Õismäe, Mustamäe and Kesklinn consider proximity to nature, clean air and greenery the main values of their districts. Although proximity to nature was often highlighted in the other districts of the city as well, the main value named by the residents of North Tallinn was the proximity of the sea, the residents of Kristiine

<sup>10</sup> Satisfaction Survey of the Citizens of Tallinn 2019-3. Figure 12.



appreciate peace and privacy and the residents of Lasnamäe valued good transport connections and greenery.<sup>11</sup>

Thus, satisfaction with the living environment is influenced by several aspects, which is why other indicators must also be monitored when moving towards the strategic goal. For instance, the city observes **how well the centres of the urban region of Tallinn are connected, the share of residents who live in the centre or its area of influence** and how visible and accessible greenery is in the urban space (**the share of green routes and the share of citizens who live up to 300 m from a green area**). The citizens of Tallinn consider proximity to nature, cleanliness and greenery very important, which is why the indicators of **action programmes in the field of environmental protection, which provide an overview of the status of the city's biodiversity, water and air as well as noise intensity**, must also be constantly monitored.

As the feedback indicates that clean air and low noise are very important to citizens, monitoring these indicators of the area of environmental protection is also relevant from the viewpoint of the friendliness of urban space.

The friendliness of urban space depends heavily on mobility and accessibility, which is why it is also necessary to observe mobility indicators:

- Increasing the proportion of sustainable types of mobility (**the share of everyday journeys made by the residents of the Tallinn region by public transport, on foot or by bicycle is at least 50% by 2025 and 70% by 2035; the streets, pavements, public transport stops and the main network of cycling tracks are accessible to everyone, including the elderly and disabled people, all year round, 90% of schoolchildren can move around by themselves**).
- Improvement of public transport (**using public transport takes no more than half an hour on average, but no more than 20 minutes between the city centre and the main centres of Tallinn**).
- Safer traffic (**the number of traffic accidents with human victims decreases by half; most road users feel that the mobility environment of Tallinn is safe**).

In order to achieve a friendly urban space, it is also important that **the city has the real estate required for actions that promote this and the quantity of assets not used decreases** (dilapidated or old buildings are demolished or sold) and **that the condition of the city's real estate environment improves and the satisfaction the users of the city's real estate increases**. The achievement of the target levels of these sectoral indicators is therefore also monitored.

In addition to the general assessment of urban space, the development of a system for the assessment of centres is also being considered in order to obtain an overview of how well the centres comply with the spatial and functional requirements established for them.

### 3. City's areas of activity that support the achievement of this goal

The most direct and significant contribution to the achievement of a friendly urban space is made by three areas: urban planning, mobility and preservation and development of city property.

**Urban planning** provides the framework for creating a friendly urban space. Spatial plans have been established for designing a friendly urban space, which were prepared in a manner that is contemporary, balances public and private interests and guarantees the long-term interests of the city.

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<sup>11</sup> Satisfaction Survey of the Citizens of Tallinn 2019

They are prepared on the basis of core values, main principles as well as the vision and goals of the city's spatial development that have been agreed with the neighbouring municipalities in order to design an integrated urban region. Urban planning also contributes to the development of a friendly urban space with surveys and analyses, the development of guidelines on spatial development, the preparation of structural plans and the organisation of architectural competitions, which in turn serve as input for detailed spatial plans and building designs. Contemporary tools and data for this also exist.

**Mobility** as a whole is one of the pillars of a good living environment, which is why most of the action programmes in the field of mobility are important for the achievement of a friendly urban space. For instance, designing street space in accordance with the principle of nine street types helps create streets that can be used by everyone. Fostering active, sustainable and environmentally friendly types of mobility will make the city's air cleaner and reduce noise in the city. Reducing the number of above-ground parking spaces makes it possible to use urban space as squares or green or recreational areas.

The importance of regional connections must also be highlighted in the context of mobility. It is important to create convenient and fast public transport connections, develop the common route network of the capital region, a complete core network of cycle lanes and a health network and offer new mobility services that connect Tallinn and its neighbouring municipalities and reduce commuting. In street design, it is important to make sure that the design fosters safe mobility and meets the requirements of universal design. Road protection zones help prevent or reduce the environmental impact arising from the road on the surrounding noise-sensitive buildings and their residents. Transit traffic must also be prevented in residential areas. The human scale of urban space is improved by reducing the quantity of traffic control devices and asphalted surfaces. Well organised parking also has a significant role in the creation of a friendly urban space. Parking must primarily be solved in such a manner that yards are for people, not cars.

**Preservation and development of urban property** helps guarantee the land or rights needed by the city for the development of a friendly urban space. This field also ensures that the city's real estate environment is smartly planned, the real estate is sustainably managed and there are fewer ramshackle buildings in the urban space. This is achieved through the use of planning and land readjustment, participation in the development of the related policies, principles and guidelines and the management of the city's property. Close cooperation with the state, the private sector and research institutions is essential in designing a friendly urban space and in the management and development of real estate.

In addition to the aforementioned fields, there are aspects that contribute to the achievement of a friendly urban space in the following fields as well.

**Culture** – Cultural institutions and events and a public urban space suitable for cultural activities make urban space more interesting. Museums, libraries, the zoo, the botanical gardens and other cultural institutions are good reasons for being in the city. There are more people in the urban space because of this, which in turn makes the city more attractive. Active citizens' associations organise interesting and connecting events for communities and guests, creating a sense of place and increasing the distinctive appearance and value of regions.

**Education and youth work** – By involving young people in the creation of urban space and considering their needs, it is possible to create many meeting places and activities for young people in the urban space – in city squares, parks and streets. Young people have reason to be in the city and their activities enrich the entire urban space in return.

**Social welfare** – The accessibility of the urban space to everyone, including people who use mobility aids, is guaranteed through the design of accessibility policy and the supervision of accessibility principles. The housing adaptation support also helps make homes accessible to people with special needs and the elderly.

**Urban landscape** – Urban landscape helps make the city more natural and pleasant and enriches urban spaces with places where people can spend time and be active. Action programmes in the field help preserve green areas in the city, their accessibility and attractiveness and their compliance with the needs of the residents of the city. The citizens therefore have more varied places for leisure activities. The field of urban landscape also includes planning, building and maintaining a network of playgrounds. This creates more opportunities and reasons for children to spend time in the urban space.

The field of urban landscape also ensures that pets and their owners feel good in the city environment. For example, it is ensured that there are dog walking grounds everywhere in the city and places by the sea where they can go swimming. The field also contributes to the strategic goal with other seasonal or one-off projects: property maintenance month, temporary toilets, drinking places, skating rinks, etc.

**Environmental protection** – Diverse, clean and biodiverse urban nature enriches the built urban space, which in turn makes Tallinn more attractive to its citizens. Citizens want to come outside and spend time outdoors. All of the action programmes of the field – 'Diverse and biodiverse urban nature', 'Clean water and air', 'Less noise' and 'Environmentally aware citizens' – contribute to this. Waste management activities also help keep the urban space clean.

**Business environment** – Tourists promote the operation of the local business and creative economy sectors. As a result, there are more unique retail and service companies, cultural events and entertainment opportunities in the city for residents and guests alike, which also enrich the urban space.

**Utility networks** – The area of utility networks ensures lighting in the city, which is important from the view point of security as well as the possibilities for using urban space. Activities related to stormwater also have an impact because they help mitigate the risk of flooding in urban space.

#### 4. Explanations of the subsections of the goal

##### ✓ SPATIALLY COHESIVE URBAN REGION

The statistics of commuting confirm that the region of the capital must be regarded as a single region in the development strategy of Tallinn. Approximately 75,000 people from neighbouring municipalities work in Tallinn and approximately 25,000 people from Tallinn work in neighbouring municipalities. Learning mobility is also significant, especially among upper secondary school students. More than 1000 children from other local governments, i.e. 5% of the total number of students, study at the municipal basic schools of Tallinn.

The need to approach Tallinn as a single urban region has been emphasised in separate subsections in the case of three targets – 'Friendly urban space', 'Creative global city' and 'Healthy mobility'. In the case of a friendly urban space, it is primarily understood in the context of centres and the development areas surrounding them and the connections between them.

The number of homes and jobs in the neighbouring municipalities of Tallinn has mainly increased for two reasons in the last two decades. Firstly, there are not enough detached or semi-detached and

terraced houses in Tallinn and the prices of housing outside Tallinn are cheaper on average. Secondly, the establishment of companies that need a lot of space (production, warehousing) has been cheaper outside the city or good access to roads is important to them. As the demand for private houses remains high and there is not enough land in Tallinn for building them, it is important to Tallinn that neighbouring local governments mainly build private houses and not multi-storey apartment buildings. Houses with more than two apartments should be located in centres that are very well connected to Tallinn by public transport. Jobs should be planned as close to centres as possible, so that good public transport connections can be established for them as well. The centres in turn should develop in the catchment areas of development corridors (as indicated on the adjacent map), which makes it possible to provide public transport services in the best manner.

A common green network is important in addition to the artificial environment, as the green areas of Tallinn cannot function separately from the rest of Estonia's nature. A common green network also creates better recreation possibilities.

The fact that the problems dependent on the spatial planning of Tallinn cannot be solved by focusing only on Tallinn has also been emphasised in the development strategy of Harju County<sup>12</sup>: "The development of a settlement structure with several centres, where the emphasis is on the more efficient use of the infrastructure in the current centres, the densification of the population of the centre and the creation of cohesion between public transport and other mobility options, which improves the accessibility of services, contributes the most to the balanced development of Harju County. Planning and construction must proceed from the actual mobility of people, the settlement structure, the demographic situation, business and production potential and be in accordance with the principles of sustainable development. This way, service centres operate as a network, not as competitors. The direction in mobility is to reduce the use of cars and to guide the transport choices of the residents of the region towards sustainable modes of transport, i.e. to increase the share of walking, cycling and public transport."

### ✓ INVITING HEART OF THE CITY

A multi-centre development model does not mean that the centres are equal. The heart of the city<sup>13</sup> will retain a role that is different from the role of other centres as the centre of Tallinn, the urban region as well as Estonia. Although the heart of the city performs these roles naturally, it also needs support in terms of planning. There are enough examples in the world where the attractiveness of the heart of a city has decreased, e.g. due to urban sprawl, services moving out, high real estate prices or segregation. Therefore, it is important to address the topic of the heart of the city in the development strategy. Tallinn plans to create new housing and jobs in the heart of the city to fill underused areas or plots and ensure that the city centre remains attractive. This is covered in greater detail in the recently initiated master plan of the City Centre district. The text of the strategy emphasises the most important values that are considered in the preparation of the plan.

First, the accessibility of the street space is emphasised. Although accessibility is important in the entire urban space, it is more difficult to ensure it in the heart of the city because of the large number of buildings and people. Diverse opportunities are the main attraction of the heart of the city. The multitude of reasons for coming to the heart of the city creates the preconditions for the emergence

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<sup>12</sup> Union of Harju County Municipalities (2019). Harju County Development Strategy 2035+. HOL: Tallinn.

<sup>13</sup> The phrase 'heart of the city' is used in the development strategy instead of city centre in the heading of the section in order to distinguish it from the City Centre district. The phrase 'city centre' may hereinafter also be used within the same meaning.

of the heart of the city as a centre. It is thereby important that certain types of services are accessible from the street level. This makes the street space considerably more attractive and usable. In addition to activities, the importance of the heart of the city as a place of residence is emphasised. The population there is inevitably different than elsewhere, but the heart of the city should not be the place of residence of one-member and wealthy households alone. There must be both luxurious and cheaper apartments, smaller apartments for temporary workers and bigger family apartments. Although the most important aspect of a city centre is the multitude of activities, having enough local residents is what makes it truly lively and attractive. This is particularly important in the case of the Old Town, as current estimates indicate that it is turning into a theme park, i.e. it mainly serves tourists and the number of local residents, jobs and institutions that serve them is decreasing.

The possibility to be outdoors in any weather is emphasised mainly because of the autumn and winter weather at our latitude: we need protection against rain, wind and cold and in such a way that we don't have to pay for it. We must also consider the heatwaves, which are likely to become more important due to the warming of the climate.

As the streets in the heart of the city are used more than other streets in the city, special attention must be given to the experience of being in the street space, including walking. This means that the city centre must be easily accessible by public transport and bicycle in order to reduce car traffic, the speed of vehicles must be relatively low and the street network must be dense and attractively designed from the viewpoint of pedestrians. Service establishments located at street level make the space more attractive, as mentioned above.

Although the heart of the city is covered here as a whole, there are distinct subdistricts and specific attraction points that can be approached as separate centres. This means that the heart of the city is not a homogenous 'piece' in terms of planning, but the specific characteristics of localities as well as the need to direct activities to more specific attraction points must be taken into consideration.

#### ✓ 15-MINUTE CITY

The 15-minute city section highlights the importance and nature of other centres in addition to the heart of the city. The idea of a 15-minute city suggests that most people should be able to do their everyday activities within walking distance of their home or workplace.

Three types of centres have historically developed in Tallinn – citywide, district and subdistrict centres – and this division does not need to be changed. It's emphasised that these types of centres are theoretical – their geographic and functional borders are vague. A centre may perform several functions, it may be the centre of several subdistricts and districts. For example, the centre of Nõmme is a citywide centre for some people and a city district centre for many residents of Nõmme. It is also a centre for the residents of several subdistricts, including some residents of Mustamäe. Thus, the type of centre is largely perceived and agreed. The geographical scope of a centre also differs. The common assumption is that the radius of a centre is ca 300 m and the radius of its catchment area, i.e. the area whose residents are prepared to visit the centre by foot, is ca 800 m. These figures are related to the objective 'Home that includes the street' because it states that the city plans developments in such a manner that at least 75% of residents live in catchment areas. In other words, 75% of the residents should live within walking distance of the centre. A catchment area arising from the currently defined centres is indicated on the adjacent map. As the number of residents in the city is growing strongly, new centres must emerge over time.

What all centres have in common is that they are important and quality places in terms of public space. Although the centres do not imitate the city centre, they have similar values – a human-scale space,

good accessibility, many functions, etc. It is understandable that larger centres have more functions, e.g. the concentration of workplaces is higher in citywide centres and the services located in subdistrict centres mainly satisfy everyday needs. Larger centres are also hubs for fast public transport. The present hubs (including the ones developed as a priority) are specified in the mobility plan.

It is important to keep in mind that the centres indicated on the map have not been fully developed and don't meet the expectations set out for the centres in the development strategy. They are places that need further development from the viewpoint of public space, accessibility as well as the number of functions. A system for the assessment of the quality of centres is thereby being considered in order to better assess the locality value of the centre and how it changes over time. The role and future of shopping centres comes up in the context of the development of centres. As the functioning of a centre (the strength of its attraction) depends largely on trade, shopping centres have often become *de facto* centres, although they don't correspond to the description of a centre in terms of the quality of public space and access by various types of mobility. Therefore, solutions for making actual centres attractive as public spaces and improving access to them have to be found in cooperation with the owners of shopping centres.

It may be necessary to separately explain why the creation of space suitable for walking within centres has been emphasised so much. The reason is that the multitude of centres alone does not guarantee friendly urban space. In each center the health, safety and mood of citizens benefit from the establishment of a space that is human scale and walkable, the air becomes cleaner, economic activity and attractiveness increase and the streets become more exciting. *"The pedestrian area that starts in the city centre and can be passed without breaks shows the size of a city more than the number of residents or the territory. Why is the urban character of Jakarta, the capital of Indonesia with a population of 10 million, considerably weaker than that of Genoa, the Italian seaside city that is home to 611,000 people? Jakarta is a polycentric carpet subjected to the dictatorship of cars, while Genoa is bursting with life and activity, a dense city that offers surprises and food for thought with every step. Of a course, a city must not be all bundled up. Having several centres is natural, but these different worlds should be fully developed in this case. City districts that only serve a single purpose – people sleep in one district, work in another – are boring and cumbersome. This makes traffic in the city inefficient as well."*<sup>14</sup>

#### ✓ SHARED STREETS

Streets are the next topic after centres in addressing urban space. On the one hand, streets are a part of centres and on the other hand, they form the space that connects the centres. Streets are addressed on the basis of street types. The classification of the street types of Tallinn follows the example of the division used in London (Street Types for London). The classification the streets of London describes the uses of city streets and the requirements arising from this on a broader basis, which makes it possible to prevent conflicts in the planning and reconstruction of streets.

The street types of Tallinn are, in principle, a new way of classification of streets, which consider the nature and importance of the street space as urban space in addition to the ordinary intensity of road traffic. According to the new classification, different sections of the same street may be of different types if the nature of the space changes. According to the earlier classification that was clearly hierarchic and proceeded from road traffic, the roads entering the city were all main roads from the city border to the central square, although the nature of the street space, the use of the street and the

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<sup>14</sup> Tomiste, Villem; Poopuu, Reedik. Unistus Lasnamäest /A dream of Lasnamäe/. *Eesti Päevaleht*, 30 March 2010

division of types of mobility are extremely different at the edge and in the centre of the city and the use of the same design principles in the urban space is not suitable. The new system can describe the function of streets more precisely, setting specific spatial quality requirements to streets of different types, and helps decision-makers assess the scope of the necessary changes and the requirements for the qualifications of the designers during the preparation of designs.

The streets of Tallinn are divided into citywide streets, regional streets and local streets on the basis of traffic intensity. Streets divide in roads, streets and places according to the place value, i.e. the nature of the street space. The traffic intensity scale generally follows the earlier division set out in the standard EVS 843:2016 'Urban streets': a main road, a distributor road and a side street. The traffic intensity scale ensures a comprehensive citywide street network that connects different regions. The place value scale considers the number of pedestrians, public transport stops and routes, the nature of the street space and buildings lining the streets and the quantity of services provided. The place value scale ensures the development of a human-friendly and high-quality urban space. The general principle is that the higher the place value, the more important the role of the architect or landscape architect in designing.

#### ✓ **URBAN SPACE IS GREEN EVERYWHERE**

While centres and streets address the artificial environment of friendly urban space, the natural environment is just as important as the artificial one. After all, the entire vision of the development strategy of Tallinn is based on greenery. This is why greenery and the natural environment are addressed under two goals – friendly urban space and green transformation. Green areas are primarily regarded as part of the space used on a daily basis. On the one hand, green areas should be accessible to people within walking distance of their homes. On the other hand, there should also be greenery in other artificial environments, as greenery has a favourable effect on people's mental and physical health. Research proves that people living close to nature are healthier and their lives are longer. People have a natural need to spend time in environments surrounded by greenery and biodiversity. In addition to physical wellbeing – outdoor activities – nature has a positive impact on mental health and cognitive capacity. Therefore, one of the goals set is that the majority of people's daily journeys (from home to work, the shop or the bus stop) are green – lined with trees, shrubs or other vegetation.

Tallinn values its diverse landscape characterised by bogs, lakes, rivers, cliffs and forests. As the city develops, interesting and unique recreation areas have been created as necessary, taking advantage of the natural landscape.

The functionality of green areas means that a certain function has been prescribed for a green area and it works. For example, if a certain type of maintenance has been prescribed, the area must be maintained accordingly. And vice versa – if no maintenance has been prescribed, the area may not be maintained.

It is also important that green areas form a network. This has been discussed in the section on spatially coherent city districts, but the goal also applies here. The goal established by the green infrastructure strategy that stems from the EU biodiversity strategy is to preserve or recreate a cohesive system of green areas and facilities, which allows species to migrate and the city to adapt to climate change.

At present, Tallinn does not have a cohesive green network that covers the entire city. On the one hand, it is a problem that the City Centre district has no green network plan. On the other hand, construction works are unfortunately performed in the green corridors established in the master plan.

The goal established by the development strategy is to make greenery visible everywhere in the urban space. The prerequisite for the existence of quality greenery in the city is the quality and informed management of the entire life cycle of greenery (planning, design, construction and maintenance) and the maximum use of smart solutions.

In addition to well-known green areas, such as parks and playgrounds, more attention will be given to other possibilities for bringing greenery into the urban space or preserving it. For example, in addition to increasing the diversity of the living environment, the implementation of wastelands or the establishment of community gardens will increase environmental awareness, create and strengthen communities and allow city residents to enjoy the growth of the plans they look after.

#### ✓ **A CITY OPEN TO THE SEA**

**Explanation:** Tallinn as a maritime city has been one of the main goals of the spatial development of Tallinn in the last thirty years. The development strategy maintains this goal and specifies that the city must have an adequate street network and avoid areas without walkways in order to make the seaside usable. This creates the preconditions for getting to the sea in many ways and from everywhere. Another important aspect is that a maritime city means more than the opportunity to look at the sea. It must offer activities related to the sea both on land and certainly at sea.



## Creative global city

### 1. Why this goal?

The goals set in the Development Strategy Tallinn 2035 can only be achieved if social prosperity, knowledge and creativity (innovation) increase in all areas. In a situation where cities compete for investments (related to prosperity) as well as for top specialists (related to knowledge and creativity), Tallinn must be attractive as a business and living environment to us as well as to foreign entrepreneurs and workers. If we are able to develop and keep and attract specialists with the necessary skills, investments will also come to Tallinn. Money looks for skilled labour in the 21<sup>st</sup> century.

Designing all kinds of environments is important: a favourable tax environment, nationwide lifelong learning as well as bicycle lanes. Although these aspects don't depend on Tallinn alone, people who can choose assess the desirability of Tallinn as a living and working environment according to these and other areas. The strategic goal 'Creative global city' is dedicated to the establishment of an environment that is suitable for the development of skills and collaboration (innovation) between various people.

In order to win in the competition of cities, Tallinn must not only be a city with a better living environment and services, but also have a story to tell the world. The story told to the world by the strategy Tallinn 2035 is that of a dynamic twin city, the heart of smart economy – it is a meeting place of educated people, technology, human-centred development and high-level design.

Of the UN Sustainable Development Goals<sup>15</sup>, the goal 'Creative global city' contributes mostly to economic subsistence, food security, quality education, employment and economic growth, industry, innovation and infrastructure, sustainable cities and subdistricts and cultural viability.

### 2. How do we assess our progress towards this goal?

The progress towards the goal is assessed on the basis of two main indicators: rate of participation in lifelong learning and productivity per employed person (on the basis of added value). **The share of participants in lifelong learning among people aged 25-64** is also an indicator of sustainable development. According to Statistics Estonia, the rate of participation in lifelong learning (measured in the last four weeks) has increased from 10.5% (2009) to 19.7% (2018) in Estonia and from 15.8% to 24.5% in Tallinn in the last ten years. As lifelong learning is essential for responding flexibly to the rapid changes in society, the goal we have established is to significantly increase participation in lifelong learning. According to Eurostat<sup>16</sup>, Estonia with its rate of *ca* 20% ranked fourth in the European Union in 2019 after Sweden (34.1%), Finland (28.6%) and Denmark (24.8%). This is an excellent result and underlines the good level of the Estonian education system but considering the fact that smart and creative people are basically our only competitive advantage, our ambition in lifelong learning could also be to reach the top of the world, similar to the PISA tests.

The rate of participation in lifelong learning can be increased if our learners want to learn, they benefit from it to the maximum and they feel that they have sufficient support if they need it. Achievement of the goals to be set in the field of education (**subjective wellbeing of learners and teachers, satisfaction with the learning environment**) is therefore monitored within the scope of the goal.

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<sup>15</sup> UN Sustainable Development Goals: <https://www.stat.ee/et/avasta-statistikat/valdkonnad/saastev-areng>.

<sup>16</sup> [https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=trng\\_ifse\\_01&lang=en](https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=trng_ifse_01&lang=en)

Increasing the productivity of companies is one of the main tasks in promoting competitiveness, especially in a situation where the production costs of companies are increasing. The productivity of companies has increased year on year alongside the increase in wages and people's income, in both Tallinn and Estonia.

A number of statistical indicators are used to describe the productivity of companies. The development strategy of Tallinn uses **productivity<sup>17</sup> per employed person based on added value<sup>18</sup>** to measure the strategic goal. Productivity per employed person has increased in the last decade, rising from 27,400 euros (2012) to 32,500 euros (2017) in Tallinn and thereby exceeding the Estonian average (31,000 euros, 2017). **Productivity per employed person based on sales revenue<sup>19</sup>** in 2017 was 144,000 euros in Tallinn and 134,000 euros on average in Estonia. In addition, hourly productivity indicators of companies may be used to analyse the situation. In 2017, there were 3598 companies in Estonia, including 1644 in Tallinn, where the annual average number of employees was 264,507 and 134,622, respectively. The hourly productivity of companies with 20 and more employees on the basis of **hourly productivity based on sales revenue<sup>20</sup>** in 2017 was 78 euros on average in Estonia and 84 euros in Tallinn. The average hourly productivity calculated based on **added value<sup>21</sup>** in 2017 was 18 euros in Estonia and 19 euros in Tallinn. It is appropriate to note that the productivity indicators of the companies located in Tallinn are traditionally somewhat better than the average in Estonia.

Although the **productivity of Estonian companies per employed person in respect to the EU average** has increased by more than 10% over the last decade (from 67.2% in 2009 to 77.9% in 2018)<sup>22</sup>, Estonia ranks in the last third among EU Member States with this indicator. Thus, the development potential here is significant.

The indicators set in the contributing areas are also used to assess the progress towards the strategic goal. For example, productivity can improve when companies increase investments in people and R&D. It is therefore observed how **the investments of companies in property, plant and equipment and in intangible assets as well as the share of investments in GDP** change (the EU average is 37%). The desire and opportunities of people to engage in entrepreneurship is reflected in the number of new businesses established every year (**number of companies established, growth compared with the previous year**) and in the number of active companies (number of companies per 1000 residents), including start-ups that are still developing their products or services (**number of start-up companies per 100,000 residents**). The companies' ambition and ability to succeed are characterised by the **share of export in their turnover** and the **share of foreign investments in the volume of investments**. Enterprise Estonia found in the survey on the export potential of Estonia that "the Estonian export portfolio as a whole has the potential to increase its share on the current target markets, but this calls for success among tough competition".<sup>23</sup>

Rating tables are used for positioning cities on the international scale. Tallinn monitors its position in rating tables such as **European Digital City Index, CityKeys, Expat City Ranking**, as it strives to be in at least the top twenty. The opportunities offered by the city and its attractiveness are also reflected by

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<sup>17</sup> Productivity = added value / number of employed persons.

<sup>18</sup> Sales revenue + other operating revenue (excl. profit from sales and revaluation of fixed assets, revenue from government financing of fixed assets) – total costs – other operating expenses (excl. loss from sales and revaluation of fixed assets) + labour expenses + depreciation + change in inventories of goods in progress and finished goods (difference between the end and the beginning of the financial year) + fixed assets made for own use.

<sup>19</sup> Productivity = (sales revenue + income from government financing of operating expenses) / number of employed people.

<sup>20</sup> Productivity = (sales revenue + revenue from government financing of operating expenses) / number of hours worked.

<sup>21</sup> Productivity = added value / number of hours worked.

<sup>22</sup> Eurostat, <https://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=tec00116>.

<sup>23</sup> <https://www.eas.ee/wp-content/uploads/2018/09/Eesti-ekspordipotentsiaal-2018.pdf>

how long visitors stay and how much they spend here (**the number of overnight stays by foreign guests in accommodation establishments; income per foreign guest by target group** – the indicator still needs to be developed) and how satisfied they are with the visiting experience (**satisfaction of foreign guests**).

### 3. City's areas of activity that support the achievement of this goal

Since the goal 'Creative global city' addresses, among others, the competitiveness of the economy of Tallinn, the achievement of this goal is indirectly supported by all areas of activity. However, we can highlight that **education and youth work, business environment and culture** are the areas whose contribution is the most direct and important.

The success of the economy of Tallinn depends almost entirely on people – their knowledge, skills, creativity and initiative – and the implementation of new technology. When we look at the increase in added value, we see that it is driven by knowledge-intensive companies. New knowledge and skills are also necessary in the sectors that may not usually be regarded as knowledge-intensive. The introduction of new technology, digitisation and automation will also contribute to the growth of added value in more classical sectors. This means that education, including youth work and culture, which deal with lifelong learning, are of utmost importance.

**Education and youth work.** Formal education creates the foundation for lifelong learning. The programme of an individual learning path is thereby particularly important, as it should bring out each student's talents and motivate them to develop themselves as much as possible. The city's diverse and integrated education network, which is supported by state upper secondary schools and other learning opportunities offered by the state and the private sector, contributes to learning being lifelong and visible in the physical as well as virtual space of the city. Opportunities for acquiring basic and general education in English support foreigners who have arrived here. Youth work contributes to the promotion of entrepreneurship and the development of creativity, supporting and encouraging young people to actively participate in social life and decision-making processes by offering them diverse opportunities for self-realisation and opportunities for unleashing their creative and development potential. For example, the entrepreneurship and initiative of young people are supported and volunteering and participation in youth associations and youth councils is encouraged. Youth work is especially important in order to notice those who potentially cannot keep up so that they can be offered support in the acquisition of formal education at the right time.

**Culture** is the area responsible for Tallinn having libraries and museums that allow for diverse and contemporary self-development and for developing hobby opportunities. The emphasis is on the word 'contemporary' because people's expectations of such services are constantly increasing and they compete with many leisure opportunities that are easy to consume.

**Business environment** as an area contributes to increasing interest in and awareness of business as well as shaping the image of an open city with innovation and a knowledge-intensive economy. The development of entrepreneurship is supported from adolescence. Youth work programmes and hobby activities create good opportunities for this. There are currently more than 350 student companies in Estonia, one-fifth of them in Tallinn. However, there is plenty of room for development in this area. The most direct contribution to the development of the business environment is made through industrial parks, business parks and incubators. To this end, Tallinn develops business incubators, associations of business and industrial parks and Tallinn Science Park Tehnopol as the testing environment of a smart city and organises business development projects that support

entrepreneurship, are profitable and create added value for the city (e.g. Tallinn Film Wonderland). The city cooperates with stakeholders to turn the city into a favourable testing environment for new products and services and to increase the efficiency of international cooperation, including between Tallinn and Helsinki. The area also contributes to the establishment of an environment open to internationalisation, e.g. guaranteeing the accessibility of necessary services to foreign specialists and new immigrants, and the establishment of connections (e.g. Rail Baltic terminal, tram connection to city gates).

Tallinn also regards tourism as part of the area of activity of business environment. Tourism plays an important role in the overall economic development of Estonia, as the events on the tourism market are closely related to other economic sectors – tourism has an increasingly larger impact on all economic indicators of Estonia, including export and investments, employment and regional development. Income from international tourism in Estonia is remarkable in comparison with other European countries – *ca* 1400 dollars per resident according to the UN World Tourism Organisation (UNWTO). This means that Estonia and Sweden are the leaders among Nordic and Baltic countries, and we exceed the levels of many European countries, including France and Italy. The share of tourism economy in the GDP and employment rate of Estonia with its indirect impact considered is *ca* 8% and tourism gives a large share of the export revenue of Estonia. The establishment of a multi-purpose conference centre and the stimulation of conference tourism as well as introducing Tallinn as a great destination for city breaks all year round and offering a memorable and comfortable city visit make it possible to raise international awareness of Tallinn even further, attract more tourists and top specialists, as well as increase the circle of creative people and exchange know-how.

The business environment in itself is a much broader concept than what is covered by the city under this area of activity. The business environment as a whole depends on the other areas of activity of the city and to a very large extent the policies of the state. Urban planning and mobility are the main areas that help make the business environment more attractive in a broader sense.

**Urban planning** creates a framework for the development of an attractive urban space. A war for talent is ongoing in today's economy. In the past, people moved to the places where companies were based; today, increasingly more companies (especially knowledge-intensive ones) move to the places where people live. And people in turn prefer regions that offer a pleasant physical environment. The area of urban planning is the one that designs the framework required for the creation of interesting urban space. Above all, this framework holds plans that have been prepared in a contemporary manner, balance public and private interest and guarantee the city's long-term interest. They are also the guidelines that address spatial development, proposals concerning the development of urban space, architecture competitions, analyses, surveys, etc. As the different historical levels of the urban space are one of the aspects of the attraction of Tallinn, the heritage conservation activities in the area of urban planning contribute to the achievement of the goal 'Creative global city'. Valuing the Old Town, which is on the UNESCO World Heritage List, or the areas of cultural and environmental value is therefore not merely an issue of cultural heritage, but also an aspect of competitiveness.

**Mobility** is one of the pillars of a good and well-functioning living environment as well as competitiveness – all mobility action programmes are important for the achievement of the goal 'Creative global city'. The importance of regional and international connections must be separately emphasised in this context. Fast, environmentally friendly, convenient and accessible connections with the neighbouring municipalities and all of Estonia as well as with Finland and other economic partners important to Estonia are an essential prerequisite for the development of connected capital regions. Although international connections are developed by private companies and infrastructure is mostly developed by the state, Tallinn can contribute to the improvement of the gates of these connections

– the harbour and the airport – by extending the tram route to the harbour or contributing to the establishment of the Rail Baltic terminal via the planning process. In the context of regional connections, it is important to plan an integral and safe urban space, which takes into consideration various types of mobility and the locations of places of homes, schools, jobs and catchment centres. The establishment of convenient and fast public transport connections and the development of a common route network of the capital region, the main network of bicycle lanes and the health network and the provision of new mobility services are also important. In international context, it is necessary to develop smart transit routes and cooperation between Helsinki and Tallinn in order to direct the cargo traffic from the ports out of the city.

In addition to the aforementioned areas, the aspects highlighted below can be mentioned in relation to other areas that contribute to the achievement of the goal 'Creative global city'.

**Physical activity** – In the context of the goal 'Creative global city', this area contributes to Tallinn being a city of events that bring people together. Supporting competitive sports and sporting events and guaranteeing the accessibility of the necessary infrastructure means that various international and nationwide (major) sporting events are constantly held in the city, which can be enjoyed by citizens and visitors alike and which make Tallinn attractive to everyone.

**Environmental protection** – Diverse urban nature and a clean environment attract tourists, workers and investors to Tallinn. All action programmes in the area contribute to this – diverse and biodiverse urban nature, clean water and air, less noise and environmentally aware citizens.

**Health and healthcare** – A healthier environment for working, learning and living and more health-conscious choices help people to be healthy, happy and creative. This in turn helps increase employment and create more added value. A healthy working, learning and living environment as well as accessible and contemporary health services are an important reason for preferring Tallinn as a place of residence.

**Municipal order** – The safe and clean environment makes the city attractive in the eyes of both locals and people staying here temporarily. In the field of law enforcement, the Municipal Police helps ensure safety and order in the city with its presence, prevention and surveillance.

#### 4. Explanations of the subsections of the goal

##### ✓ THE HEART OF SMART ECONOMY

**Explanation:** The fourth technical revolution means that people must constantly update their skills, as a means to protect themselves against unemployment, poverty and exploitation. The entire society has to connect learning to its mindset and activities. We are among the leaders in terms of participation in lifelong learning in the EU, but we are not at the very top.

The first of these aspects concerns the importance of the urban region of Tallinn. This arises from the fact that the role of large global cities is increasingly more dominant in a globalising and urbanising world. Although people believe that quality of life is the best in medium-sized cities, it is difficult for cities whose population is smaller than a certain size to create or maintain a large share of jobs with high added value. In light of this critical size, it is important to Tallinn (and Estonia as a whole) that the city and its neighbouring areas function as a single urban region and economic space.

There is another aspect related to the size of an economic space – international cooperation. As Estonia has become internationalised largely through Tallinn, international openness is of utmost importance to the city. The main emphasis is still on cooperation with Finland and Scandinavia.<sup>24</sup> This is why it's important to move from project-based cooperation with these countries towards idea-based cooperation. In May 2018, the mayors of Tallinn and Helsinki signed a memorandum of understanding<sup>25</sup>, which sets out the main goals and action plan for cooperation between the cities. Until now, the implementation of the action plan has been project-based and there is no comprehensive vision of the implementation of the idea of a twin city yet. This has to be developed.

In 2018, the Finnish think tank Demos published the vision document 'The Zone of Open Optimism: A scenario of the Tallinn–Helsinki Metropolitan Area in the 2030s'<sup>26</sup>. It tells a bold story of how the Baltic Sea region could be the hub between Asia and Europe as the growth centre of world economy is moving towards Asian countries. Although the development strategy does not proceed directly from this vision document, it still gives a rather good description of the context that promotes cooperation between Tallinn and Helsinki, which is also the inspiration for the section mentioned here.

Although the general level of knowledge and skills of the population, which is discussed in the next section, is extremely important for the development of knowledge-intensive economy, the importance of top specialists has also been mentioned in the section 'The heart of smart economy'. The reasons top specialists choose to live in certain places are very different and the creation of a place of residence that is ideal for everyone is impossible. Therefore, it would be sensible for Tallinn to find its own niche – to stand apart from other cities competing for the same specialists. Based on the vision of a green global city, closeness to nature is emphasised as an aspect in the section 'The heart of smart economy'. Secondly, the section mentions the balance between work and free time, considering the increasingly faster pace of life, where work is often not regarded as an eight-to-five job but is expected to have a deeper meaning. However, overworking may lead to problems with mental and physical health, a decrease in productivity, problems with loved ones, etc.

It is still important to emphasise that this section only gives an overview of competitiveness and presents a few aspects that support it. Becoming the heart of smart economy depends on the other sections of the goal 'Creative global city' as well as on the achievement of the other goals of the development strategy.

### ✓ OPEN LEARNING SPACE

**Explanation:** The fourth technical revolution means that people must constantly update their skills, as a means to protect themselves against unemployment, poverty and exploitation. We must be able to make learning part of our mindset and activities as a society. We are among the leaders in terms of participation in lifelong learning in the EU, but we are not at the very top.

The heading of this section refers to learning and space, not to education, because the acquisition of knowledge and skills is broader than the acquisition of education. Space has an important role in this in the context of a city – in essence, a city is a meeting place for people where they exchange and share their thoughts to acquire new knowledge and come up with new ideas. The part of this space in Tallinn is, of course, diverse and this is achieved with the help of the comprehensive education network, which is supported by state upper secondary schools and other learning opportunities offered by the state

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<sup>24</sup> Summary of the Tallinn SWOT workshop: <https://smartup-bsr.eu/wp-content/uploads/2018/04/Report-on-SWOT-Tallinn.pdf>.

<sup>25</sup> [https://oigusaktid.tallinn.ee/?id=3002&aktid=138963&fd=1&leht=1&q\\_sort=elex\\_akt.akt\\_vkp](https://oigusaktid.tallinn.ee/?id=3002&aktid=138963&fd=1&leht=1&q_sort=elex_akt.akt_vkp)

<sup>26</sup> Demos Helsinki, '[The Zone of Open Optimism: A scenario of the Tallinn–Helsinki Metropolitan Area in the 2030s](#)'.

and the private sector. Other institutions and public space as a whole are important in the context of lifelong learning. This is why examples of institutions that contribute to lifelong self-improvement are given. This list is certainly not final.

As schools still have a major role in the learning paths of people and the education system comprises the biggest share of the services provided by Tallinn, the most important aspects that characterise learning in Tallinn's schools have been named separately. Schools must be open to the community and it must be possible to acquire the best basic education in a school close to home. This requires good teachers, which means that valuing the profession of teacher is central. The learning process is positive if interest is created in learners and they are encouraged to experiment.

The importance of digital literacy and digital infrastructure is emphasised separately. The new opportunities arising from technological development support people only in the case of good digital competencies. Those who are active themselves need room for experimentation and opportunities that take future trends into consideration. The people left out of the digital world need attention, as do the reasons why they have been left out. Although it may seem that this topic has been discussed one too many times, its importance still keeps growing. The question here is not only whether a person uses digital technology, but how they do it and what the impact of technology is. A knowledge-based society requires more critical and informed Internet users and technologically skilled citizens. The two main aspects of the digital divide are inadequate skills and excessive susceptibility and consumption.

Detailed information on the development trends of education and youth work can be obtained from the education development plan<sup>27</sup>.

#### ✓ CITY OF RESEARCH, INNOVATION AND EXPERIMENTATION

**Explanation:** Research and innovation are important prerequisites for competitiveness based on knowledge and skills. Tallinn addresses this topic primarily in the context of business according to the Estonian research and development, innovation and entrepreneurship development plan. As innovation and experimentation are important in all areas of the city, this section also mentions the responsibility of the city as an organisation to experiment, learn and implement new processes, models and services. This means that although research, development and innovation are of primary importance in improving the competitiveness of Estonia, new solutions help Tallinn to better provide services and find solutions to the social, environmental and economic problems we are facing.

Research institutions are among the main partners in analysing, developing and testing the new solutions of the city. For example, Tallinn participates in the professorship created in cooperation with the Tallinn University of Technology and the Estonian Entrepreneurship University of Applied Sciences, the Smart City Center of Excellence established in cooperation between the Tallinn University of Technology, the Ministry of Economic Affairs and Communications, the Aalto University and Helsinki and in the joint project of TalTech City with the Tallinn University of Technology. All of these initiatives have stemmed from the mindset that we are facing major social problems that require bringing several participants together as well as consistent cooperation for finding new solutions.

The last sentence of the section binds innovation and urban space. Andres Sevtšuk writes about the weak links that strengthen society's cohesion and innovation, which can emerge when the city streets are pedestrian-friendly, lined with many services and connected by good public transport. "In the famous article published in 1977, sociologist Mark Granovetter pointed out the importance of 'weak' connections in urban societies. He regarded the connections we have through our families, colleagues

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<sup>27</sup> <https://www.tallinn.ee/est/haridus/Tallinna-haridussusteemi-arengusuunad>



or other groups with whom we interact on a daily or weekly basis as strong connections. Weak connections, on the other hand, describe people with whom we meet or talk only a couple of times a year – at a conference, at an event or just by chance on the street. Granovetter indicated that weak social connections are more important than strong connections from the viewpoint of social mobility and the spread of information across society. For example, he demonstrated that people are more likely to find a job thanks to a person they meet once or twice a year than someone they see every day." Thus, urban space that promotes meetings has a role in increasing innovation and wellbeing. To solve this, Tallinn 2035 proposes the idea of an urban space rich in events and meetings (see the strategic goal 'Friendly urban space').

#### ✓ **PROTECTED ARCHITECTURAL AND CULTURAL HERITAGE**

**Explanation:** The long history and historical layers of Tallinn are a value that must be preserved for the next generations. It is also a competitive advantage, which makes the city an attractive place for living and tourist destination. Whether we like it or not, the success of the tourism sector has largely depended on the Old Town. The Old Town must remain on the UNESCO World Heritage List, but at the same time we must stop it from turning into a theme park and stop the number of local residents from decreasing. Given that the number of the city's residents is increasing and a big part of this increase should be directed into the empty places in the established space pattern or to areas that are being redeveloped, the emergence of a conflict between the new and the old cannot be avoided. This must be resolved with the preservation of the existing architectural combinations and by blending new developments naturally into the surroundings, but the emergence of new symbols and values of the urban space must also be possible. The natural blending of new development regions into the surroundings does not mean that similar developments may be established next to the existing unsuitable development regions.

In addition to spatial values, Tallinn also contributes to the preservation of the Estonian language and culture based on the national cultural policy. Although the document 'Basic Principles of Cultural Policy until 2020' will expire soon, it can be presumed that most of its main positions will remain valid. This is why the development of the library, museums and other cultural and memory institutions will also continue. These institutions are clearly changing and offer increasingly more active and attractive self-improvement opportunities.

#### ✓ **CITY OF CREATIVE PEOPLE**

**Explanation:** The 21<sup>st</sup> century is also called the century of creative economy. Creative economy is the most developed stage of the economy, which comes after the stage of the economy focused on efficiency. The author of the term John Howkins has defined creative economy as "economic systems in which value depends on originality and creativity and not on traditional resources like land, labour and capital". In the opinion of some experts, creativity is the centre that characterises the economy of developed countries in the 21<sup>st</sup> century, like industrial production was in the 19<sup>th</sup> and 20<sup>th</sup> centuries.

The increasingly faster technological development of this century requires society to be creative, have the courage to change old ways of operation and see things in a new light. Creativity is not only required for the creation of a wealthier society, but also for ensuring sustainability. Creativity and innovations are connected. If innovation is the creation or provision of specific processes, products or services in a new and better manner, creativity is a feature that makes innovation possible. The greater the importance of culture and cultural activities in society, the bigger the society's capacity for economic and social innovation. Culture fosters creative imagination. As this requires the cooperation



of cognitive processes and the ability to think via analogies or in a non-linear manner, it will help break the artistic boundaries between different disciplines. The primary topic discussed so far has been the establishment of bridges between R&D and business, but cultural activities should be a permanent part of this process according to the triple helix model.

Creativity is related to people's ability to think innovatively and use their imagination to solve problems in a different way. Perception of the cultural context develops in people who participate constantly in cultural processes. These people feel what is new and relevant, and how it is associated with tradition<sup>28</sup>.

As a direct impact, events produce economic benefits for the state, the city and the entrepreneurs operating here and contribute to the increase of awareness of the city. The cultural calendar of Tallinn is already rather rich, but as the number of residents and visitors in Tallinn is growing, the need for cultural services is also increasing.

The number of high-quality cultural events organised in Tallinn as well as the number of people who visit concerts of classical, electronic and early music will also increase. Many concert organisations with professional organisers of culture are located in Tallinn. Their excellent festivals have become a tradition and the interest of audiences is considerable. Unlike smaller locations, there are enough organisers of culture in the capital.

The city promotes and supports applying for the rights to organise major competitions. Approximately 100 international sporting events were held in Tallinn in 2019, 24 of which were championships or cup competitions. Economic impact is assessed in cooperation with the Estonian Institute of Economic Research. The economic impact of many major competitions has already been analysed (e.g. the participants in the Tallinn Marathon 2018 spent approximately 5 million euros within the scope of participation in the competition, of which 671,000 euros was paid in VAT). There are also other events with a great impact – Ironman, UEFA Super Cup, Tallinn Open wrestling tournament, the World Curling Championships, etc. There are increasingly more championships whose organisation rights are received by way of competitions. This shows that Tallinn is known as a place where competitions are organised well. The major competitions held here have been covered all over the world and watched by millions of sports fans (e.g. 50 million people watched the UEFA Super Cup and 25 million watched the World Curling Championships). The present resources and possibilities (competition venues, number of hotel places, destinations to Tallinn Airport, etc.) are probably used to the maximum and obtaining the right to organise higher-level competitions may be questionable (e.g. Kadriorg Stadium is suitable for the organisation of U23 European Championships as the highest-level competitions, there is no 50 m swimming pool in Tallinn, the number of seats in sports halls is also an obstacle when applying for the right to organise major competitions). Ideally, Tallinn could be able to host major competitions in at least five popular sports every year as well as championships and cup competitions in small-scale sports.

International conferences deserve a mention as a separate topic. They make it possible to increase international awareness of Tallinn, attract talent, increase the circle of creative people and exchange know-how. All of this contributes to the development of business, research and innovation and supports Tallinn and Helsinki developing into the heart of smart economy in Northern Europe. The share of business trips was 25% in 2019. Only 3% visited the city for the purposes of conference tourism, i.e. one percent less than in the previous year. However, approximately 60,000 conference

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<sup>28</sup> Kaevats, M. (2018). *Loov ja õppiv Eesti /Creative and Learning Estonia/*. Tallinn: Ministry of Social Affairs. pp. 18-20.

delegates visited Estonia as a whole, i.e. 10% more than in 2018. According to estimates, Estonia unfortunately loses tens of opportunities to organise conferences and an estimated 20 million euros of income because we don't have the large conference rooms required for this. Therefore, a solution must be found for the development of a modern multi-purpose conference centre.

## Healthy mobility

### 1. Why this goal?

The 'Healthy mobility' goal combines two important topics: health and physical activity. Health and/or healthcare and transport are usually addressed separately, but it was found during the preparation of the development strategy that health is so closely related to transport and physical activity from the viewpoint of a local government that they can be addressed together. The word play in the Estonian name of the goal ('Terve Tallinn liigub' – 'terve' means both 'healthy' and 'whole') also indicates that physical activity/mobility opportunities must be guaranteed to everyone for their daily routines as well as for recreation. Therefore, the principle of accessibility mentioned in the 'Friendly urban space' goal gets a separate subsection here in order to emphasise the importance of this topic.

Good health is not beneficial to people alone, but to the society as a whole. A healthy person has bigger capacity for work, and the expenses of treating their illnesses and paying them sickness and social benefits are smaller. The poor health of people restricts economic growth primarily for the following reasons: it increases the likelihood of early retirement and the state's expenses related to treating illnesses and rehabilitation, and it reduces participation in the labour market, the number of working hours and income. Thus, the length of a healthy life is of critical importance for increasing the employment of the elderly.

The goal 'Healthy mobility' is closely related to other goals as well. There is a strong synergic connection with the goal 'Friendly urban space' – a higher-quality public space promotes walking, cycling and using public transport, reduces forced mobility and makes being outdoors pleasant. The increased use of active types of mobility and public transport makes urban space friendlier, as there are more people and fewer cars on the streets. The achievement of the goal 'Creative global city' partially depends on how good the intra-city, regional and international connections are. The implementation of the goal 'Green transformation' largely depends on reducing the environmental impact of transport, and the achievement of the goal 'Home that includes the street' is affected by the reduction of aboveground parking spaces.

### 2. How do we assess our progress towards the goal?

The movement towards this goal is mainly assessed with health indicators, physical activity and mobility indicators.

**Health expectancy** is one of the three main indicators of the sustainable development goal 'Health and welfare' and the goal 'The people living in Estonia are smart, active and maintain their health' of Estonia 2035. In Estonia as a whole, health expectancy (at age 0) has indicated a certain trend of growth in recent years, increasing from 50 years (2005) to 54 years (2018) and reaching 57 years between (2016 and 2017). In Harju County, this indicator is permanently a little better: health expectancy has increased from 55.86 (2006) to 57.83 (2018) and was the highest (59.08) in 2007/2008. The indicator differs somewhat in the case of women and men: while the health expectancy of the women of Harju County has increased from 58.1 (2006) to 58.4 (2018) years, the same indicator in the case of men is 53.7 (2006) and 57.4 (2018) years. As these statistics are currently not published for Tallinn separately from Harju County, it is necessary to consider whether the collection of such statistics is reasonable or whether the health of the residents of Tallinn should be assessed according to the indicators of Harju County.

The health expectancy of people in European Union Member States has also increased from 61.8 (2010) to 64.0 (2018) on average. As we can see, Harju County and Estonia as a whole are considerably below the EU average, in fact ranking second from last after Latvia.<sup>29</sup> Thus, we really have to work hard to achieve a significant increase in health expectancy.

The increase in health expectancy is the main indicator of the Public Health Development Plan 2020-2030 (PHDP). A joint seminar of the steering committee of the PHDP, the Research and Innovation Council and the local government level is held every year to present the results achieved and to identify and discuss the horizontal topics that must be solved. This means that Tallinn is one of the parties that contributes to the achievement of this objective and assesses said indicator primarily in the context of whether the indicators of the areas of activity of Tallinn, which should contribute to the increase in health expectancy, have improved. For example, whether the share of people engaged in physical activity has increased.

Health and physical activity are closely connected to each other. In addition to awareness, the daily types of mobility preferred by people also depend on how convenient one or another type is for them. This is assessed with objective indicators (**division of types of mobility**) as well as subjective ones (**share of people satisfied with mobility options**). Annual satisfaction surveys identify the aspects of mobility possibilities that people are more or less satisfied with. The survey carried out in 2019 indicated that the respondents were the least satisfied with the possibilities of parking and storing bicycles close to home, and they were also concerned about car parks (adequacy of parking spaces and the procedure for parking close to home). The share of fully dissatisfied respondents was the highest in respect of the adequacy of cycling lanes and the maintenance of roads in city blocks during winter. It must be noted that the share of people who were very satisfied with the condition of all roads and traffic options was small, especially in relation to cycling and the mobility opportunities of people with special needs (see the figure below).

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<sup>29</sup> Eurostat. <https://ec.europa.eu/eurostat/databrowser/view/tps00150/default/bar?lang=en>.

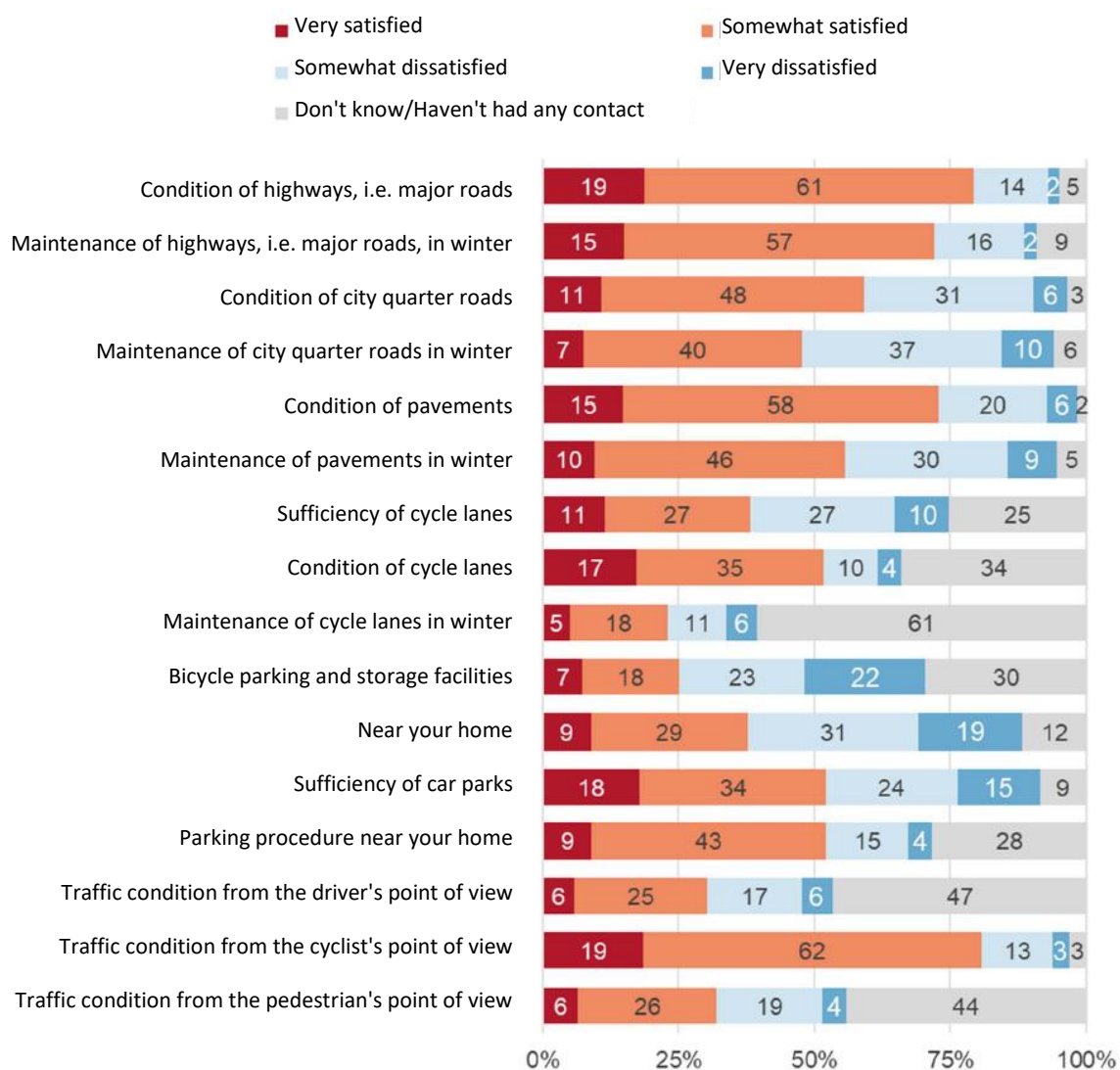


Figure 3. Satisfaction with the condition of roads and traffic options in a person's city district (Satisfaction Survey of the Citizens of Tallinn 2019).

In the comparison of the last five years, satisfaction with most aspects has remained the same or improved, and the opinions on the condition of roads and pavements in city blocks has improved the most. Opinions on a couple of aspects have deteriorated, e.g. people are less satisfied with the adequacy of cycling lanes and car parks and the opportunities for parking and storing bicycles close to their homes. The balance of the division of types of mobility has been set as a separate goal in the area of mobility: **The share of everyday journeys made by the residents of the Tallinn region by public transport, on foot or by bicycle is at least 50% by 2025 and 70% by 2035.** The increase in the share of active types of mobility is particularly important here, as it has the biggest positive impact on people's health. The **share of schoolchildren who can move independently** is measured separately. Traffic safety is also a direct connection between health and mobility. Thus, the indicators related to safety in the area of mobility are monitored under this goal (**road users consider the Tallinn mobility environment safe and the number of traffic accidents with human victims will decrease by half**).

	Total:	North Tallinn	Haabersti/ Õismäe	City Centre	Kristine	Lasnamäe	Pirita/ Merivälja	Mustamäe	Nõmme
Condition of highways, i.e. major roads	3,0	3,0	3,2	2,9	3,0	3,0	3,1	3,0	2,9
Traffic condition from the pedestrian's point of view	3,0	3,0	3,1	2,9	2,8	3,0	3,1	3,0	2,8
Condition of cycle lanes	3,0	3,0	3,2	2,7	2,6	3,1	3,2	3,0	3,0
Maintenance of highways, i.e. major roads, in winter	2,9	2,9	3,0	2,9	3,0	2,9	3,0	3,0	2,9
Condition of pavements	2,8	2,9	3,1	2,8	2,8	2,9	2,9	2,8	2,4
Traffic condition from the driver's point of view	2,8	2,8	2,9	2,7	2,8	2,8	3,0	2,9	2,8
Condition of city quarter roads	2,7	2,6	2,9	2,7	2,7	2,6	3,0	2,6	2,5
Mobility options for people with special needs	2,6	2,5	2,8	2,5	2,5	2,7	2,8	2,7	2,5
Parking procedure near your home	2,6	2,6	2,5	2,7	2,8	2,3	3,2	2,6	3,0
Maintenance of pavements in winter	2,6	2,6	2,7	2,5	2,5	2,7	2,7	2,7	2,4
Traffic condition from the cyclist's point of view	2,6	2,7	2,9	2,2	2,4	2,6	3,0	2,6	2,5
Maintenance of cycle lanes in winter	2,6	2,5	2,8	2,3	2,1	2,7	2,8	2,6	2,5
Sufficiency of cycle lanes	2,5	2,5	3,0	2,1	2,3	2,5	2,9	2,6	2,6
Maintenance of city quarter roads in winter	2,5	2,5	2,6	2,4	2,4	2,5	2,7	2,6	2,4
Sufficiency of car parks	2,3	2,5	2,3	2,4	2,5	1,9	2,8	2,3	2,7
Bicycle parking and storage facilities near your home	2,1	2,1	2,2	2,2	2,1	1,9	2,5	2,3	2,7

Table 1. Satisfaction with the condition of the roads and traffic opportunities in one city district in comparison with other city districts (arithmetic averages on a four-point scale, where 1 = very dissatisfied and 4 = very satisfied) (Satisfaction Survey of the Citizens of Tallinn 2019).

There are many circumstances that have an impact on the type of mobility people choose. Thus, other related indicators must be taken into consideration when moving towards the strategic goal. For example, people consider **how comprehensive the main and health network of cycle lanes is** (including the share of people to whom the main network of cycle lanes is accessible at up to 500 m), how well **the ten most important destinations in the city** can be reached by public transport, the extent to which **the existence of public transport stops within 400 m of most residents** is guaranteed and **the share of people who have unobstructed access to public transport stops**. Public transport must be fast in order to be the preferred option, which is why one of the indicators in the area of mobility that is also observed in the case of strategic goal in question is the duration of the public transport ride: **it should take no longer than half hour on average and, as a rule, no more than 20 minutes between the most important centres of Tallinn**. In the case of accessibility, the compliance of public transport vehicles and stops with the requirements of universal design and the decrease in the number of pedestrian crossings with high kerbstones are also observed. A detailed overview of accessibility is provided by the [accessibility information system](#).

As mentioned in the case of the indicator of health expectancy, the indicators set in various areas are also observed to assess progress towards the goal. For example, the increase in health expectancy is supported by regular physical activity. Physical activity has a direct impact on the mental and physical health of people and thereby on health expectancy. To this end, it is observed how **the regular physical activity of Tallinn residents (aged 15-74) changes (the objective: people are consciously physically active at least twice a week for 30 minutes)** and **the share of young people (aged 7-19) who are moderately or intensively physically active for at least 60 minutes every day**.

In order to increase health expectancy, it is important that people are health-conscious and follow a more balanced diet and that risky behaviour decreases. It is observed how **inequality in health** changes (assessment of the National Institute for Health Development) and all **indicators of the action programmes in the health sector** are constantly monitored. Higher **satisfaction with the accessibility of health services** and a bigger **share of students covered by health checks** also support a longer health expectancy.

Also, similarly to the goal 'Friendly urban space', the achievement of the goal 'Healthy mobility' requires **the city to have the necessary real estate**, e.g. for the development of infrastructure. The achievement of the target levels of this indicator is therefore also monitored.

### 3. City's areas of activity that support the achievement of this goal

As the goal 'Healthy mobility' addresses the health and physical activity of people, the areas that contribute the most to its achievement are **health and healthcare, mobility, physical activity and sports**. The areas of **urban planning** and **city property** also play a very important role in the achievement of the strategic goal by supporting the achievement of an urban space that supports health and physical activity and is accessible. All action programmes in the **area of health and healthcare** contribute to making the residents of Tallinn healthier and live longer and minimising the risks arising from the living environment and the health behaviour of people. Above all, efforts are made to increase health awareness and prevent risk behaviour by promoting healthier choices and lifestyles. Optimal physical activity, a balanced diet, safe road use and leisure activities, risk-free sexual behaviour and lack of addictive habits help prevent many diseases and allow people to be as healthy as possible for their entire lives. Separate attention is given to guaranteeing the health and safe development of children and young people, as the experience gained in childhood has an impact on an adult's values, social coping skills and health behaviour. A working, learning and living environment that supports health as well as accessible and contemporary health services also contribute to the longer health expectancy of the residents of Tallinn.

Active types of mobility have a significant impact on people's health. Similarly to goal 'Friendly Urban Space', the **area of mobility** also supports the achievement of the goal 'Healthy mobility' by trying to improve the balance of mobility in Tallinn. To this end, it is necessary to increase the share of everyday use of public transport, walking or cycling. Fast, convenient and pleasant public transport connections between the centres of the city and with neighbouring municipalities create the prerequisite for people preferring public transport instead of their own cars and combining different types of mobility. This in turn helps reduce the quantity of cars in urban space, make car traffic smoother and reduce traffic jams. The area also covers the implementation of the principles of universal design in Tallinn, which allows everyone to move independently in the city. The streets, pavements, public transport stops and the main network of cycle lanes of Tallinn must be accessible to everyone all year round. It is very important to pay attention to guaranteeing safety so that children and the elderly can also move independently. This calls for the use of a comprehensively designed urban space, streets that are in

good order and maintained well all year round, use of traffic calming measures and speed limits as well as all road users being considerate of one another. The **area of physical activity** supports an active and athletic lifestyle through awareness raising, development of sports infrastructure and services and benefits. The goal is to ensure that physical activity is a natural part of every citizen's life and is supported by diverse opportunities both close to home as well in citywide sports facilities located further away.

**Urban planning** contributes to the 'Healthy mobility' goal by creating a friendly urban space. As noted above, the achievement of these two objectives is closely related. In addition, the plans provide for specific attractive places for outdoor activities that inspire people to spend time outdoors irrespective of the weather. Reducing the flood risk and the impact of heat islands is also very important. When developing the accessibility policy, the city makes sure that urban space is made accessible to everyone.

**The preservation and development of city property supports** the achievement of the goal primarily by ensuring that the city has enough land or rights for the development of mobility services at a new level. The urban environment will also be made accessible by implementing the principles of universal design in designing the real estate environment. This is achieved through the use of planning and land readjustment and participation in the development of the related policies, principles and guidelines. Ensuring a living environment that supports health is supported through the action programme of buildings that use innovative solutions, which helps to guarantee a good indoor climate and the standard CO<sub>2</sub> level in the renovated city buildings (including health, welfare and educational institutions).

In addition to the aforementioned three fields, there are aspects that contribute to the achievement of the goal 'Healthy mobility' in the following fields as well.

**Social welfare** – This supports the independent coping of citizens by providing needs-based support for the prevention of poverty risk and supporting people who are already deprived. Social welfare thereby contributes to people being mentally and physically healthier and living longer.

**Urban landscape** – An attractive urban space promotes spending time outdoors and safe movement in recreational areas, such as parks, playgrounds, skating rinks and dog walking parks. The area contributes to the achievement of the goal 'Healthy mobility' by ensuring that the green areas of the city are accessible and attractive, inviting people to use them for physical activities and ensuring that their functions are based on the needs of citizens. With the planning of a network of playgrounds and the construction and maintenance of playgrounds, the area contributes to children having more opportunities and reasons for being outdoors, which in turn supports their health. The maintenance of dog walking parks also helps to ensure that people feel good when being outdoors with their pets. The area also contributes to the achievement of the goal with other seasonal or one-off projects (e.g. outdoor toilets, drinking places and ice rinks) that all support spending time and being active outdoors.

**Environmental protection** – Similarly to urban landscape, the area helps to create an urban space that invites people to go outdoors and be active irrespective of the weather. For example, tall vegetation offers shade during hot summers or rainy autumns. The area also deals with topics that have a direct impact on health – clean water and air and less noise.

**Utility networks** – Lighting that makes urban space usable during the hours of darkness is very important for everyday mobility and physical activity.



#### 4. Explanations of the subsections of the goal

##### ✓ HEALTHY LIFESTYLES

**Explanation:** A healthy life begins from a healthy lifestyle and the urban environment can support healthy choices. Physical activity supports people's health: cardiovascular diseases, obesity, the risk of diabetes and stress decrease and general physical fitness and physical and mental wellbeing improve. Social cohesion and supporting one another improve as an additional factor: those who are active in their mobility are not separated from others and communicate with other healthy movers as they move<sup>30</sup>.

Health expectancy in Harju County is currently 59.7 years for women (57.8 in Estonia) and 57.9 years for men (54.2 in Estonia).

A person's own assessment of their state of health is also an important indicator of quality of life, which primarily reflects wellbeing and social health, not the absence of diseases. The health assessment of the residents of Tallinn is somewhat more positive than the average indicators of Estonia. 61.5% of Tallinn citizens aged 16 and over assess their health as very good or good (55% in Estonia) and 10.8% assess it as bad or very bad (13.7% in Estonia). 9.3% of them say that their everyday activities are limited to a large extent due to health and 19.6% say that their everyday activities are somewhat limited.

According to the National Institute for Health Development, the incidence of mental and behavioural disorders per 100,000 residents was 11.67 in 2017 and 12.48 per person in 2009. Unfortunately, the incidence of sadness, discouragement and depressive episodes has increased among students. The study of the health behaviour of students in the 2017/2018 academic year found that the frequency of sadness and depressive episodes among girls has increased by 8% from 2010 to 2018. The sadness indicator (children aged 11-15 who have felt sad more than once a week) increased from 25% to 33% and the indicator of depressive episodes (the incidence of two-week depressive episodes in students aged 11-15 in the last 12 months) went up from 32% to 40%. The sadness indicator of boys increased by 6% during the same period – from 11% to 17%. The indicator of depressive episodes in boys increased by 8% by 2018 – from 18% to 26%.

Statistics indicate that the main causes of premature death of the residents of Tallinn are cardiovascular diseases, malignant tumours and accidents, intoxication and traumas. On the positive side, it can be highlighted that the number of such cases per 100,000 residents has decreased between 2009 and 2017. The mortality rate of cardiovascular diseases has decreased (the mortality rate per 100,000 residents was 623.08 in 2017 and 849.18 in 2009); the mortality rate of tumours has remained almost unchanged (293.46 in 2017 and 298.01 in 2009); 64.03 residents per 100,000 died as a result of accidents, intoxication and traumas in 2017 and 98.28 per 100,000 residents died of these causes in 2009. The number of new cases of mental and behavioural disorders has increased (30,113 cases in 2016; 26,331 in 2009). Incidences of cardiovascular diseases have also increased (26,725 cases in 2016; 26,055 cases in 2009). The number of new cases of injuries and intoxication has decreased (74,440 cases in 2016; 89,746 cases in 2009).

The occurrence of chronic diseases (asthma, diabetes) or risk factors of chronic diseases (overweight, high blood pressure) among children and young people is increasing. The mortality rate of children and young people due to injury and intoxication is also high.

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<sup>30</sup> Avila-Palencia, I. *et al.* (2017). 2023 – Active Mobility and Subjective General Health: Roles of Mental Health, Social Support and Physical Activity. <https://www.sciencedirect.com/science/article/pii/S2214140517303857>.

### ✓ MOBILITY SERVICE AT A NEW LEVEL

**Explanation:** The most important aspects of mobility planning, which are necessary for achievement of the goal 'Healthy mobility', are listed in the mobility subsection. The change in the paradigm of mobility planning is highlighted first of all: instead of planning different modes of transport and rides, a uniform mobility service is planned, which would allow more households to satisfy their mobility needs without having a personal car. It is not yet certain how the mobility service will be planned and provided. The service providers that set up such chains for consumers (Mobility as a Service or MaaS) may be foundations, private companies or entities belonging to local governments. A car is a link in the mobility chain that is equivalent to buses and bicycles. According to ITS Finland, an organisation which introduces smart transport solutions, it is possible to follow the example of mobile communication plans in transport. In the future, consumers will be able to choose between, for example, a city, business or family plan and additionally purchase the pan-European travel service for the plan. Each buyer chooses the content of the plan according to the organisation of their life, which may include a pre-determined number of taxi rides and the use of public transport and, if necessary, rental cars for a daily, monthly or annual fee. ITS calls this service transport-Spotify. A larger number of taxi rides are cheaper than ordering them one by one, but still more expensive than taking the bus<sup>31</sup>.

However, it is clear that the fast public transport connection based on trams and express buses will remain the backbone of mobility services in Tallinn at least until 2035. The use of bicycles will also increase, and making combining different types of mobility easier is particularly important. As a result of the model of multi-centre planning and the target that at least 75% of the residents live in the catchment area of centres, it is possible to ensure that a public transport stop is at least 400 m away for most residents.

Tallinn Development Strategy proposes the diversification of mobility, not the prohibition of road traffic. Alternatives will be created for the use of cars so that people are not obliged to own a car or they can solve their driving needs with short-term car rental, for example. The mobility possibilities of drivers are improved at the same time (the number of cars decreases, there are fewer traffic jams).

The background information that is the basis for mobility planning is presented in the mobility plan, the working version of which can be found [here](#).

### ✓ LIFE IN FRESH AIR

**Explanation:** As the main emphasis of the goal 'Healthy mobility' is on an active lifestyle, active life in fresh air is addressed in a separate section – the possibilities to make everyday mobility (going to school, the shop, etc.) as active as possible as well as to make opportunities for physical activity as close to people's homes and workplaces as possible.

### ✓ CITY ACCESSIBLE TO EVERYONE

**Explanation:** Despite being short, this section is extremely important for the achievement of the goal 'Healthy mobility' as well as in the context of the entire development strategy. No matter what the city we create is like in theory, it is not really a good city if it isn't accessible to everyone. The term 'universal design' has been used in the section to explain the concept of accessibility. It is also known as 'inclusive design' and its content is to ensure equal opportunities and equal participation in society for people

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<sup>31</sup> Martin Kallasmaa (2020). Jagatud auto on ühiskonnale kasulik / A shared car is more beneficial for society/. *Postimees*, 27 February 2020.

with limited coping abilities. For this purpose, the existing obstacles are removed and the emergence of new ones is prevented. Universal design covers a new way of thinking because it sets higher demands for equal opportunities than the definition of accessibility applicable to persons with reduced coping abilities. If the issue of accessibility of disabled persons can be solved with special measures, the solution in the case of universal design must meet the needs of all users. Universal design is aimed at all people, irrespective of their age, body shape or abilities<sup>32</sup>.

Accessibility has a big impact on the entire society, as everyone of us may be visually impaired and have mobility difficulties in our old age. Accessible mobility means that everyone can use the mobility infrastructure, especially the streets and public transport, including people who use wheelchairs and guide dogs or move with a pram or pushchair. Tallinn proceeds from the principle of universal design and the 8:80 principle: people aged 8 and 80 alike must be able to move independently in the urban space. Equal opportunities for physical activity must be guaranteed to everyone. This contributes to everyone participating in working and social life in a small society and increases the international attractiveness of Tallinn.

All new streets in Tallinn comply with accessibility requirements and the most significant obstacles disappear from the existing streets at the same time. All public transport stops can be accessed with a pram, pushchair or wheelchair. The kerbstones of pedestrian crossings are at the same level as the road and buildings can be accessed by ramps, tactile surfaces for the visually impaired are used on pavements (e.g. in front of pedestrian crossings). There are enough benches with back rests on the street where people can rest.

Accessibility also means that the street network is dense, it is possible to choose different routes and use different types of mobility. Although the goal as a whole focuses on active life, especially outdoors, the importance of ensuring access to virtual space, i.e. information systems and services, is also highlighted in the context of accessibility.

The issue of accessibility is described in detail in the document Tallinn Accessibility Developments Trends 2016-2022<sup>33</sup>. Although this document expires in 2022, the principles set out therein will also be applied in the future and the document will be updated if necessary.

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<sup>32</sup> Centre for Universal Design (1997).

<sup>33</sup> <https://www.tallinn.ee/est/g4144s94823>. Mobility is addressed in Chapter 5.2 and built-up environment and public space in Chapter 5.3.

## Green transformation

### 1. Why this goal?

The achievement of sustainability is one of the most important goals in contemporary planning. This is also an underlying topic in the UN Sustainable Development Goals (as indicated by the name itself), the EU policy (New Green Deal) and in the strategies of Estonia (strategy Estonia 2035 stipulates that Estonia will be a climate neutral country by 2050). Tallinn as the capital of a European Union Member State cannot lag behind everyone else in this. On the contrary – Tallinn places itself at the forefront of the green transformation.

The goal of green transformation not only covers the principles that are important in the global context but also covers the ones that affect the everyday welfare of the residents of Tallinn. Clean air and water, urban nature that is rich in species. The term 'circular economy' will be introduced. Although the reduction of waste generation and the recovery of waste have been a goal for a long time, the conceptualisation of consumption and business in the context of the circular economy is a rather new approach.

### 2. How do we assess our progress towards the goal?

The most important indicator of the achievement of the strategic goals is the **change in CO<sub>2</sub> emissions**. In 2009, Tallinn joined the Covenant of Mayors, which is the energy policy initiative of the European Commission.<sup>34</sup> In 2015, Tallinn joined the climate and energy covenant of mayors<sup>35</sup>, which adds adaptation to climate change to the mitigation policy. When Tallinn joined the Covenant of Mayors, it adopted the goal **to reduce CO<sub>2</sub> emissions in the territory of Tallinn by 40% by 2030 in comparison with the base year of 2007**. A longer goal is **to reach the level of carbon neutral city by 2050**. This objective is also compatible with the objective of reducing greenhouse gas (GHG) emissions by approximately 80% by 2050 (compared with the base year of 1990). The national strategy Estonia 2035 aims to reduce the total greenhouse gas emissions in CO<sub>2</sub> equivalent tonnes – 17.9 million tonnes – from 17.9 m tonne CO<sub>2</sub> equivalent (2018) to 8 m tonne CO<sub>2</sub> equivalent (2035). An overview of the movement towards the strategic goal is given in the figure below.

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<sup>34</sup> Resolution No. 16 of the Tallinn City Council of 5 February 2009, the Covenant of Mayors.

<sup>35</sup> Resolution No. 152 of the Tallinn City Council of 1 October 2015, Mayors Adapt.

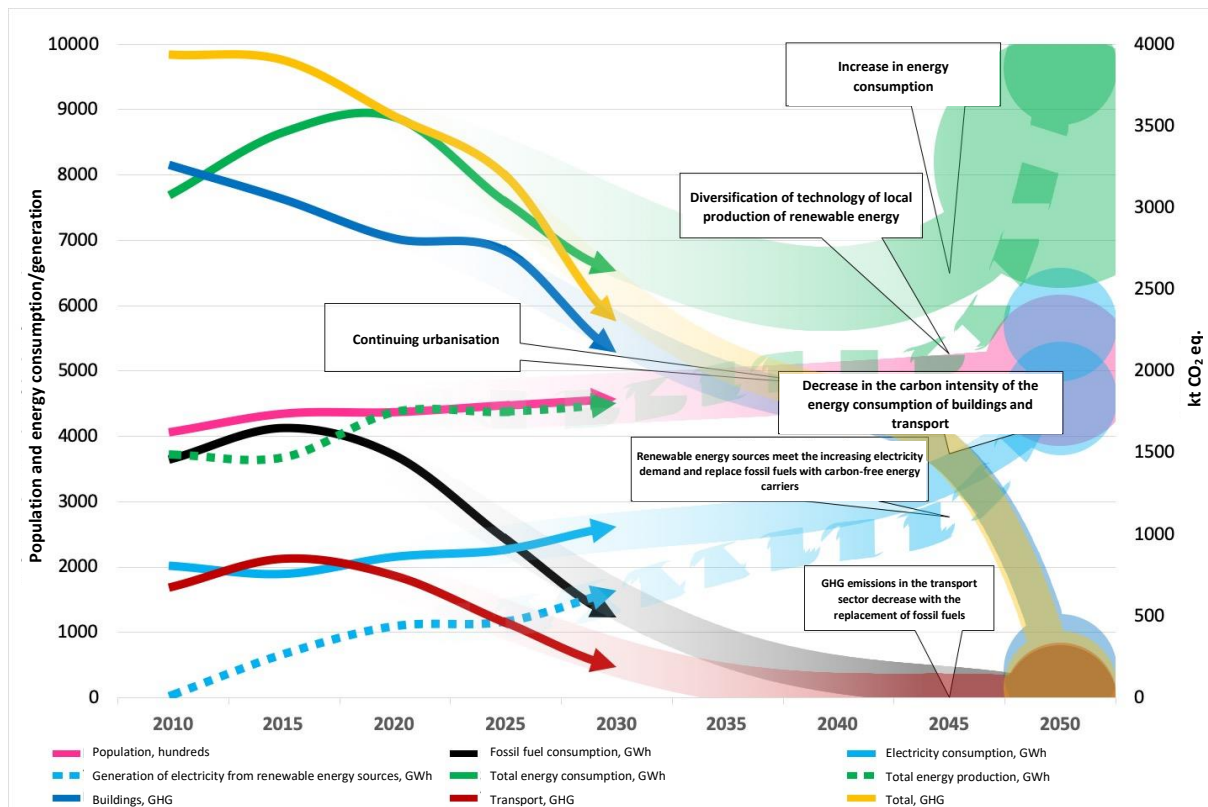


Figure 4. Trends of energy and climate indicators (The Sustainable Energy Economy and Climate Action Plan of Tallinn).

According to the initial inventory specified in 2007 (see Figure 1, BAU 2007), the annual absolute GHG emissions of Tallinn from energy consumption and incineration of fossil fuels was *ca* 3950 kt CO<sub>2</sub> eq. This includes GHG emissions related to the production of electricity and heat consumed in Tallinn and produced outside Tallinn. In 2015, *ca* 78% of the absolute GHG emissions in Tallinn were related to housing and *ca* 22% were generated in the transport sector. In comparison with 2007, the GHG share of buildings decreased by *ca* 6% and the share of the transport sector increased by *ca* 25%. According to the surveillance inventory specified in 2015, the absolute GHG emissions generated by energy consumption and incineration of fossil fuels in Tallinn were *ca* 3900 kt CO<sub>2</sub> eq., which despite the recession was a little less than 2007, but they are growing again based on the initial estimates about 2017.

According to the inventory of 2015, the absorbance of CO<sub>2</sub> in green areas was 1352.4 tons. Absorbance in the city's green areas is small, as the share of over 20-year-old trees in the forests of Tallinn is high.

In addition to CO<sub>2</sub> emissions, it is also important to observe other indicators, including the indicators set in areas supporting the achievement of the goal. For example, the transition to carbon-free energy flows also contributes to **increasing energy-efficiency**<sup>36</sup>. It is important to observe how the **share of natural soil in the total area of Tallinn** (the goal is that the share of natural soil is at least 65% of the area of Tallinn) and **waste generation per resident** change. The generation of waste per resident in Estonia is one of the smallest in comparison with other European Union Member States (the EU average in 2018 was 492 kg per resident), but increasingly more domestic waste is generated in Estonia every year (339 kg per resident (2009) vs 405 kg per resident (2018)).<sup>37</sup> The generation of domestic

<sup>36</sup> Energy efficiency is not the same as energy saving. Transition to alternative energy sources increases the total consumption of energy. Efficiency means the ratio of energy used and spent, i.e. measures are applied that reduce the consumption of power and/or fuel for the performance of work for the same purpose.

<sup>37</sup> Eurostat. <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>.

waste in Tallinn has also increased year over year. In 2018, a resident of Tallinn generated 570 kg of packaging and domestic waste, and 361 kg of waste without packaging on average.

In order to achieve the strategic goal, it is also monitored that **the energy use of (city) buildings complies with the minimum requirements in force and is cost-effective** and that **the greenhouse gas emissions from transport in Tallinn decrease (by 40% by the year 2030 in comparison with 2007)**. In order to achieve the strategic goal, it is also important that the target levels are achieved for indicators set in all action programmes in the areas of environmental protection as well as energy economy and climate.

### 3. City's areas of activity that support the achievement of this goal

The goal of green transformation covers, above all, the achievement of climate goals, resource-efficient living, protection of biodiversity and clean air and water. **Environmental protection, mobility, preservation and development of city property and urban planning** contribute to these topics directly and the most.

Climate and energy issues are analysed and policy is shaped at the central and cross-sectoral levels. Making buildings energy efficient, making urban transport emissions-free and the transport infrastructure climate-resistant, increasing the share of renewable energy in energy consumption, activities for mitigating flood risks and heat islands and ensuring the climate-resistance of vital services all contribute to the achievement of climate goals. Raising the awareness of the population is also essential from the viewpoint of coping with climate change and more resource-efficient living.

**Mobility** contributes the most to the achievement of the goal of green transformation by increasing the share of sustainable types of mobility and transferring to alternative fuels. All action programmes of mobility contribute to this to some extent. For example, the city has to start using gas buses, followed by electric or hydrogen buses. Taxis, rental vehicles and intra-city goods transport must be transferred to electricity. Public transport and types of active mobility (especially cycling infrastructure) in the city as well as in the entire region of Tallinn must be made so convenient, fast and pleasant that people prefer them to using their personal cars. This is the only way to reduce the CO<sub>2</sub> emissions generated by transport.

**Environmental protection** supports green transformation by protecting biodiversity and inspiring sustainable behaviour. The collection and management of information on the natural environment and the development of guidelines that support biodiversity and urban nature and systemic environmental supervision help preserve biodiversity and a diverse urban nature. The area monitors, supervises and provides guidelines for ensuring the cleanliness of water and air. The area centrally coordinates the improvement of environmental awareness. Every resident of Tallinn should value the diverse natural environment, understand the links between nature and human activity and behave responsibly and in a manner that saves natural resources. Waste generation is prevented and reduced with the waste management action programme by creating better opportunities for returning reusable items, organising awareness campaigns and implementing environmental management systems. Efforts are made to ensure that sorting waste by type is guaranteed everywhere, which reduces the share of mixed domestic waste deposited in landfills.

**Preservation and development of city property** – The importance of the area in the context of green transformation lies, above all, in the planning of an optimal spatial programme and energy-efficient city buildings, which contribute to the achievement of climate neutrality and resource efficiency. The new buildings in the city are cost-effective and have an A-energy rating. As many energy-efficient



solutions as possible are used in them (e.g. solar panels, lighting control, heat recovery ventilation). The area also contributes to making homes in Tallinn more energy-efficient.

In addition to the aforementioned areas, other aspects that contribute to the achievement of the strategic goal of green transformation can be mentioned in respect of the following areas.

**Education and youth work** – Above all, raising the environmental awareness of citizens: they are taught how nature functions and how to save resources and consume according to the principles of circular economy. This is done in schools as well as through youth projects, supported by competent teachers and youth workers as well as inspiring and innovative learning.

**Municipal order** – Preventive work in this area, including raising the awareness of citizens, plays an important role in preserving a pleasant, clean and healthy urban environment, all of which support green transformation. Municipal order helps make the city cleaner by exercising supervision over adherence to the requirements of maintenance and waste management rules.

**Business environment** – The area contributes to the mitigation and adaptation of climate change and to the establishment and preservation of a good living environment, primarily through the smart city action programme. The development and testing of innovative and smart solutions in the city environment is favoured. The tourism action programme contributes to the goal primarily with the balanced and sustainable development of tourism. Guests are welcome in the city and the visit must be a positive experience, but visits to the city must spare the environment and the local historical and cultural heritage and offer the biggest possible added value to the local community.

**Urban landscape** – The area contributes to the preservation of biodiversity and valuable urban space by ensuring the smart life cycle of green areas.

**Urban planning** – A compact and diverse urban space that allows for different types of mobility contributes to the achievement of climate neutrality, a biodiverse and healthy environment and resource-efficiency. The heritage conservation activities covered by urban planning help preserve the historically valuable city environment for the next generations.

**Culture** – The principles of circular economy are followed in the organisation of cultural events and their possible harmful impact on the natural environment is minimised.

#### 4. Explanations of the subsections of the goal

##### ✓ CLIMATE-NEUTRAL CITY

**Explanation:** This section addresses the most important topics on which the achievement of climate neutrality depends. These topics have been determined upon the preparation of the sustainable energy economy and climate action plan and their detailed descriptions can be found in the plan [/link/](#). In the case of planning, this means the development of a multi-centre city with a compact heart described in the goal 'Friendly urban space', which would reduce forced mobility and car rides (with one passenger). In addition to the mitigation of climate change, urban planning also has an important role in planning the urban space that supports adaptation to climate change: goals have been set for the preservation of green areas, the share of greenery in development projects, green network planning, etc. In mobility, the other topic that supports climate neutrality in addition to the reduction of motorisation is the promotion of the use of alternative fuels, which means that these fuels are already produced from renewable sources or at least will be produced from them in the future. The main courses of action in the case of buildings are reducing the energy consumption of buildings, increasing their energy efficiency, extending district heating areas and testing district cooling and

testing the combined heat and power generation of new and comprehensively renovated buildings. In energy production, the emphasis is on increasing people's awareness and capacity of using solar energy and using waste that cannot be recovered. Adaptation to climate change includes land use and urban planning, health, water management, biodiversity, coping with emergencies and rescue capabilities.

## ✓ FERTILE GROUND FOR GREEN INNOVATION

**Explanation:** Green innovation covers all of the innovation activities that help reduce the ecological footprint of people, organisations, products and services. It can be conditionally divided into social and business innovations, although these may also become interlinked. Social green innovation can mean the joint solution of green problems, such as participation in the "Let's do it!" joint action campaign or giving up products and services that are unnecessary and thereby polluting. Commercial green innovation can cover the green transformation of business models, minimising the ecological footprint of products and services and minimising the footprint of an organisation's operations (e.g. the use of environmental management systems, motivation of employees to use sustainable types of mobility, abandonment or transformation of unnecessary activities and processes).

Green innovation is not insulated in any area but is always a complete and broad-based activity that has a big impact. To put it simply, sorting waste at home or in the office is not enough – all activities that have an impact on the environment must be reviewed.

Tallinn as the largest local authority and urban region in Estonia and the biggest organisation in Estonia has a major impact on whether green transformation succeeds or stalls. This also means that the city's internal procurement processes as well as the broader impact of policy-making have to be thought through. The environmental impact of each decision should be weighed and the option that is more environmentally friendly must be consistently selected. This requires strong value- and evidence-based policy-making: in simple terms, it means that we never twist green values when making decisions and our activities are based on quality (scientific) data.

The goal is to create the Tallinn model of green transformation that could also be offered to other cities. A successful and honest model would be valued by others as well and allow Tallinn to create a story that is just as powerful as the digital story of Estonia. The new opportunities arising from this can then be used for many years.

As mentioned above, nobody can solve the majority of green transformation problems alone. Thus, Tallinn needs all of its partners for the implementation of green transformation. For example, minimising single-use plastic packaging cannot be set as a goal if the large chain stores in Tallinn don't set themselves the same goal.

## ✓ BIODIVERSE AND BLOSSOMING ENVIRONMENT

**Explanation:** Biodiversity means the diversity of plants, animals and their habitats. Biodiversity is necessary for ensuring the reproduction capability of species and offering natural benefits to people. Biodiversity covers both protected and common species that citizens encounter in their everyday lives. The status of biodiversity is considered an indicator of the quality of life in cities.

The biodiversity of Tallinn is based on the diversity of landscapes and communities: cliffs, coasts, dunes, forests, alvars, meadows, bogs, freshwater bodies and other communities. There are large ecologically functional **green areas** in Tallinn that are used by several species (birds, bats, pollinators) as migration corridors. Biodiverse protected areas comprise 19.4% of the area of Tallinn and are supported by garden city-type areas (12% of the area) and tall vegetation (crown coverage 22.5%).



Despite the present situation in Tallinn being very good, the city's biodiversity is still decreasing as the size of green areas, including natural areas, is becoming smaller, equivalent volumes of habitats are not created to replace destroyed ones, the new greenery (grass, thujas) planted is valueless from the viewpoint of biodiversity, the number of old buildings that haven't been renovated and the area of wastelands are decreasing. The content of the strategic goal is to prevent the worsening of the status of biodiversity in comparison with the present situation. The city tries to ensure that the protected plant species growing in development areas are preserved and that the cutting of trees and shrubs is compensated. For example, dendrological assessments and inventories of ground vegetation must be carried out in the course of planning and construction activities.

The green network and the cohesion of habitats make it possible for the widespread protected and ordinary species to move between habitats. Only systemically located green areas of adequate size ensure the functioning of ecosystems, which is very important from the viewpoint of the quality of the living environment. The need to avoid excessive maintenance of greenery has also been emphasised from the viewpoint of biodiversity. This is primarily a guideline for the area of urban landscape, which sets out the requirements for the maintenance of greenery. The word 'blossoming' in the heading of the section refers to the fact that excessive mowing reduces biodiversity.

**Blue areas** are another important topic in addition to green areas. The goal set for environmental protection in this section is the good condition of the city's aquatic environment. The main goal in the protection of surface water is the improvement of the ecological and the physical and chemical status of the largest water bodies in Tallinn, bringing them to good ecological status for 2035. The natural diversity of surface water bodies must also be preserved and improved. The catchment area of Lake Ülemiste and the surface water intake system requires more efficient protection against pollution. The objectives of protecting groundwater are to preserve the groundwater resources, to ensure their protection and quality and to prefer the use of groundwater in regions that are already based on groundwater supply. It is also important to increase the share of the highest-quality groundwater layer in supplying the population with drinking water and to establish a water supply system for crises that covers the entire city and uses groundwater. Tallinn as a marine city is obliged to ensure that the environmental status of the Baltic Sea is improved. Naturally, this means reducing the pollution load of the water discharged into the sea from land as well as participation in international cooperation aimed at improving the environmental status of the Baltic Sea.

Tallinn is currently one of **the capitals with the cleanest ambient air in Europe**. According to the World Air Quality Report 2018, the average annual concentration of fine particles PM<sub>2.5</sub> in ambient air in Tallinn was 7.1 µg/m<sup>3</sup>, which means that Tallinn ranks fourth among the world's cities. There are three urban air monitoring stations in Tallinn, which are part of the national monitoring network and measure air quality in different regions of the city. The air pollution characteristic of a dormitory suburb is measured at the monitoring station located in Õismäe. The North Tallinn monitoring station measures the condition of air in a district of industry and local heat supply and there is also an important railway hub located next to the monitoring station. The third monitoring station is located on Liivalaia Street and it measures air quality in a city centre region with heavy traffic.

The following components are measured in all three monitoring stations: Concentration of CO, NO<sub>x</sub>, O<sub>3</sub>, SO<sub>2</sub> and PM<sub>10</sub> particles and also PM<sub>2.5</sub> particles in Õismäe. The main pollutants in Tallinn are fine particles PM<sub>10</sub> and PM<sub>2.5</sub>, ozone, NO<sub>x</sub>, SO<sub>2</sub> and CO. The level of air quality in Tallinn has improved considerably over the years and the level of pollution is consistently below the standards established in the European Union. The number of times that the concentration of ozone and PM<sub>10</sub> particles was exceeded in Tallinn has decreased by multiple times in the last decade. The average annual concentration of pollutants (O<sub>3</sub>, PM<sub>10</sub>, NO<sub>2</sub>) has always been lower than the limit value in the last ten years (often 2-4 times lower). The SO<sub>2</sub> and CO limits have not been exceeded in Tallinn in the last ten years. In recent years, the PM<sub>10</sub> level has been rather stable; it has mainly been exceeded in the monitoring station located in the City Centre, where a significant share of pollution originates from

traffic. The main sources of PM<sub>10</sub> pollution in Tallinn today are traffic (exhaust gases and deterioration of the road surface), gritting materials strewn on the roads in winter, local pollution sources and the use of solid fuels (mostly wood) in households. The emergence of ozone in Tallinn is very uneven and depends on the weather and the quantity of vehicles, whereas the concentration level of ozone is lower when the level of NO<sub>x</sub> from exhaust gases of cars is higher. Thus, larger quantities of cars in the city can be considered one of the factors that reduces the concentration of ozone and it is therefore the reason behind the reduction of the number of times this limit has been exceeded in Tallinn.

### ✓ CIRCULAR ECONOMY

**Explanation:** The term 'circular economy' was used for the first time when the city's planning system was addressed in the strategy Tallinn 2035. Similarly to the majority of the world, circular economy in Tallinn is still in its early states and is largely limited to waste management, including recycling. However, the idea of circular economy is to untie economic growth from the use of primary raw materials, creating a production and consumption system with as few losses as possible.<sup>38</sup> This means, among others, reducing pointless consumption, reorganising consumption, giving up products that are made without using renewable or reusable resources and other changes in behaviour. This means that companies have to come up with sustainable products that support new business models and circular design.

Although waste management remains the main task of the local government in the case of circular economy, this section provides the guideline that Tallinn treats circular economy on a broader scale and wants to be at the forefront in this. In order to do this, the city's own activities are rethought in the context of circular economy, the awareness of citizens of circular economy is raised and companies are supported in the implementation of the principles of circular economy.

The specific goals of waste management will be specified in the new waste management plan after the Waste Act is updated and the new national waste management plan. The emphasis will still be on the prevention and reduction of waste generation by creating better possibilities for returning reusable items, organising awareness campaigns and implementing environmental management systems. Among others, it is important that the collection of waste by type is ensured everywhere and that the main waste generated in households can be disposed of close to home.

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<sup>38</sup> Website of the Ministry of the Environment: <https://www.envir.ee/et/ringmajandus>

## Home that includes the street

### 1. Why this goal?

The strategic goal 'Home that includes the street' covers everything related to housing, such as their diversity, connection to urban space, accessibility and availability so that every household in the city can find a home that corresponds to its size and other needs.

The topic of home has been moved to a higher level in comparison with the effective development strategy. There are two main reasons for this. Firstly, a person's home forms a major part of the experience of living in a city. This concerns all people and largely determines their quality of life. Secondly, the global trend is that the accessibility of homes decreases as urbanisation grows and jobs with higher added value are created. In July 2018, Amsterdam, Barcelona, London, Montréal and Montevideo submitted a joint declaration<sup>39</sup> to the United Nations, where they pointed out that people's right to accessible housing is at risk. Goal 11 of the UN Sustainable Development Goals also states that everyone must be guaranteed adequate, safe and affordable housing and utility services. The situation concerning the accessibility of housing is currently rather good in Tallinn. The goal set with the strategy is to increase the competitiveness and international attractiveness of Tallinn. As this had led to a decrease in the accessibility of housing in other cities, there is reason to assume that this will occur in some form in Tallinn as well. This is also influenced by the fact that the population of Tallinn will presumably increase and we have a lot of residential buildings built in the seventies and eighties of the previous century, which are becoming outdated at the same time.

A home has been regarded as something broader than a place of residence in the context of the goal. The definition of a home has been extended to the neighbourhood and the community. The goal 'Home that includes the street' is strongly connected to the goal 'Friendly urban space'. These two goals have an impact on one another. On the one hand, the location and type of residential buildings has an impact on the kind of space we create: are we creating a friendly urban space? On the other hand, the attractiveness of homes depends on the surrounding environment and the services provided there. This mutual connection is primarily highlighted in the first two sections 'Multi-purpose residential areas' and 'Unique subdistricts and yards'.

The third section discusses that there should be enough homes (the supply covers the demand) and that they are of suitable size, affordable and accessible. Size is addressed because the number of square metres per resident here is smaller than the European average, affordability because it may deteriorate due to the improvement of the standard of living (at least for certain social groups) and accessibility because the majority of the existing housing fund is not accessible to everyone.

The fourth topic arises directly from the goal of green transformation. As the activities related to the use of buildings are one of the three biggest sources of CO<sub>2</sub>, the achievement of the goal of green transformation depends partly on the sustainability of buildings. In the long run, this is also an issue of accessibility – fixed costs are lower in more energy-efficient buildings. Comfort also covers the healthy indoor climate. However, the action taken to reduce energy costs may not worsen the indoor climate of the buildings, which has happened before, e.g. as a result of poor renovation.

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<sup>39</sup> See [https://www.uclg.org/sites/default/files/cities\\_por\\_adequate\\_housing.pdf](https://www.uclg.org/sites/default/files/cities_por_adequate_housing.pdf).

## 2. How do we assess our progress towards the goal?

Progress towards this strategic goal is assessed based on two main indicators, i.e. **the share of people who are very satisfied with their home** and **the share of housing costs in total costs**.

**Satisfaction with housing** is measured with the annual satisfaction survey. Satisfaction with current housing is surveyed from four aspects: satisfaction with the location, condition, comfort and size of the housing. According to the survey carried out in 2019, approximately half of the respondents were fully satisfied with most of the aspects. The largest number of respondents were very satisfied with the location of their housing (*ca* two-thirds of the respondents, see the figure below)<sup>40</sup>.

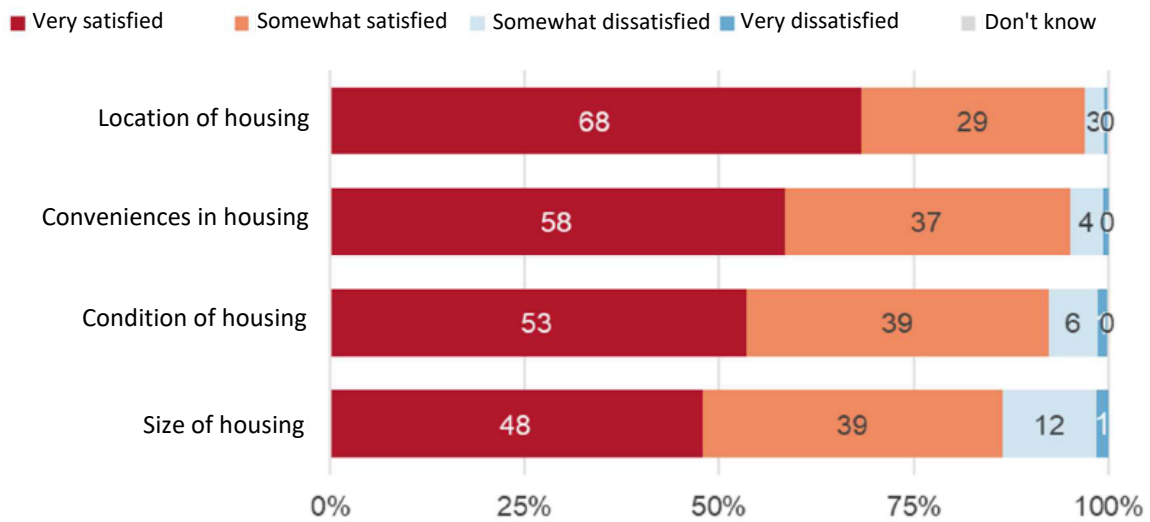


Figure 6. Satisfaction with current housing (Satisfaction Survey of the Citizens of Tallinn 2019).

As the total share of people who are very satisfied and somewhat satisfied is very high, the increase in the share of residents who are very satisfied is observed in the context of achievement of the goal while keeping in mind that the aforementioned total share should not decrease.

In the comparison of districts, the satisfaction of residents with the location of their housing is the highest in Northern Tallinn, City Centre and Pirita and the lowest in Lasnamäe. Opinions of the comfort of housing are better than the average in Pirita and Haabersti/Õismäe, and opinions on the condition of housing are the highest in Pirita and the City Centre. On average, the residents of Pirita and Haabersti/Õismäe are the most satisfied with their housing and the residents of Northern Tallinn are the most dissatisfied.

As for the type of building and preferences, the satisfaction survey of 2019 indicates that 87% of citizens live in apartment buildings, 10% in detached houses and 3% in semi-detached or terraced houses, but only 41% of respondents would prefer to live in apartment buildings while 43% prefer detached houses and 12% semi-detached or terraced houses<sup>41</sup>.

<sup>40</sup> Satisfaction Survey of the Citizens of Tallinn 2019-3.

<sup>41</sup> Satisfaction Survey of the Citizens of Tallinn 2019-3.

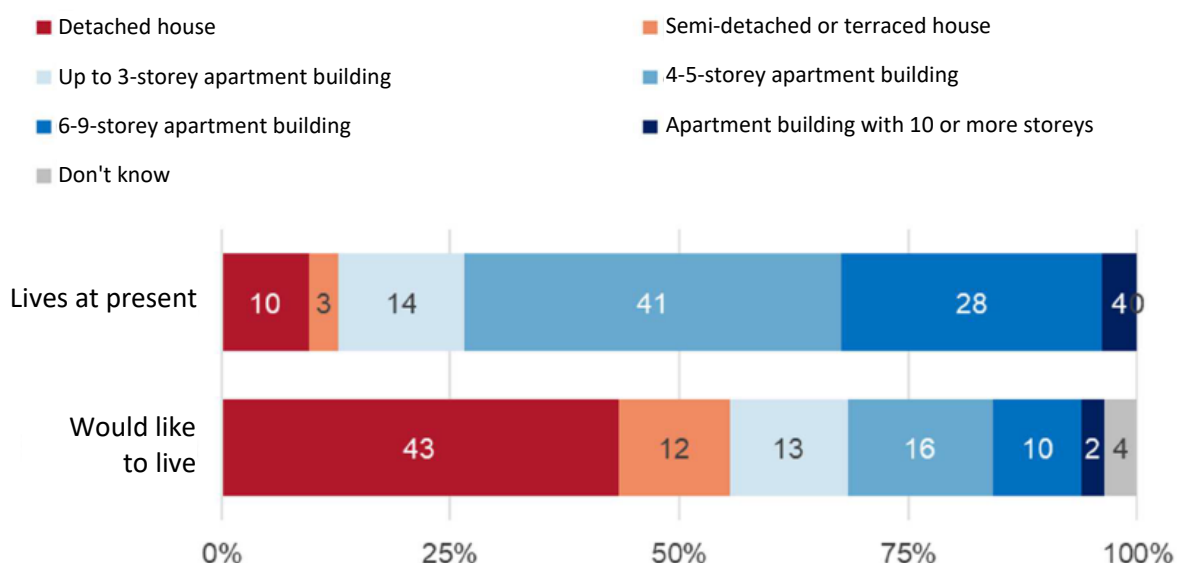


Figure 7. Type of existing housing and type of housing preferred (%) by citizens (Satisfaction Survey of the Citizens of Tallinn 2019).

**Share of housing costs in total costs** is also an important indicator of the strategic goal, which shows the accessibility of homes to residents and the potential for a person to swap their current home for a more suitable one. According to the data of the Estonian Household Budget Survey (2019), housing costs are the biggest cost article with *ca* 15% alongside food and non-alcoholic beverages (15-28%). They are followed by transport and leisure expenses. Total consumption expenses comprise *ca* 98.5% of all expenses (total households). The share of housing expenses has remained the same in the last three years but has decreased over a period of ten years.

The extent to which the size of housing corresponds to the needs of the household illustrates the accessibility of housing. **The change in the number of rooms per household member** is therefore monitored. A positive change in the last 10-15 years is that the share of households that have more than one room per household member has increased consistently (from 30% in 2005 to 46% in 2016). The share of households with one room per household member has decreased by 7% in the same period (40% vs 33%) and the share of households that have fewer than one room per household member has decreased by *ca* 9% (30% vs 21%). From the viewpoint of reducing costs, it is also important that homes are energy-efficient. It is therefore observed how the **share of energy-efficient buildings** is changing in the city (the share of buildings of energy class A and B should increase).

Increasing the share of lower residential buildings (see the section 'Unique subdistricts and yards') is an important part of the 'Home that includes the street' goal. Therefore, the percentage of new or reconstructed homes in buildings of up to four storeys is monitored.

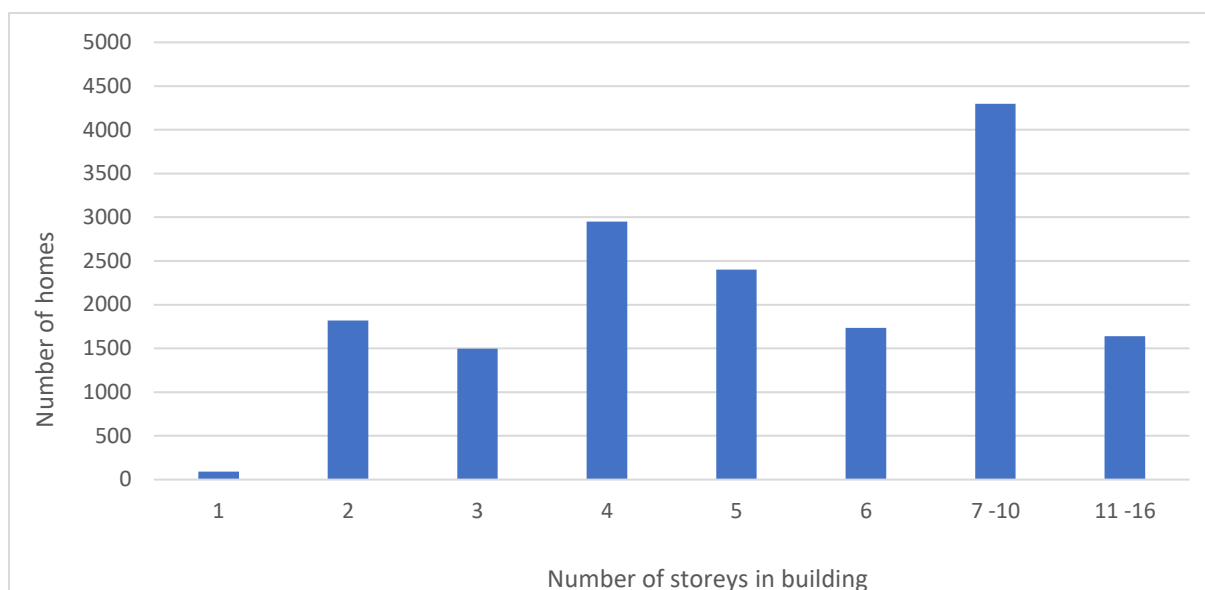


Figure 8. The number of new homes built from 2010 to 2019 according to the number of storeys of the building (EHR).

The indicators set in the contributing areas are also used to assess the progress towards the strategic goal. The condition of the surrounding environment has an impact on satisfaction with housing. Therefore, it is important to monitor the indicators of **environmental protection action plans**. For example, if noise near home increases or the quality of air deteriorates, it affects people's satisfaction with the location of their housing. The value of a home is increased by the aspects of maintenance and greenery – are the outdoor areas clean (**the satisfaction of citizens with the cleanliness of urban space** is monitored) and is there greenery nearby (**the share of green journeys; the share of residents for whom a green area is up to 300 m away**)? The value of a home is also increased by a good public transport and active mobility connections, which in turn is reflected in the indicators of the area of mobility, e.g. **the share of everyday mobility covered by physical activity, walking or cycling** and **the share of schoolchildren who can move independently**.

Providing the necessary housing services to people in need is also a duty of the city. The success of this is evident in **how the waiting list of people applying for municipal housing changes**.

### 3. City's areas of activity that support the achievement of this goal

The achievement of the strategic goal is supported directly and mostly by the area of urban planning, preservation and development of urban property, mobility and utility networks.

**Urban planning** – The area creates the framework for the establishment of multi-purpose residential areas and unique subdistricts and yards. The framework means plans, guidelines, requirements, etc., which are used to direct residential development mainly to the vicinity of centres along with public transport and everyday services, make yards look unique and reduce the share of aboveground parking spaces in yards. The activities of the area support the planning of homes of various sizes so that the needs of different households are met and the majority of residential buildings are located in up to four-storey buildings. Several types of new homes suitable for all types of households are built in city districts.

**Preservation and development of city assets** – The area mainly contributes to the goal by organising the construction of new residential buildings and the reconstruction of existing ones. Its goal is to ensure need-based, affordable, accessible, energy-efficient and comfortable homes in different

subdistricts also for people in need of help and for workers who are important to the city (e.g. teachers, medical professionals). Social housing units and municipal housing are planned everywhere in the city proceeding from a comprehensive living environment. The area also contributes to making homes in Tallinn more energy-efficient. The area improves the capacity of apartment associations to coordinate their activities and distributes financial support for the organisation of yard areas.

**Mobility** – Whether or not a home starts farther than a person's front door largely depends on what the environment surrounding the home is like. This in turn depends significantly on the organisation of mobility, particularly the number of parking spaces, the speed of traffic and the street space allocated to pedestrians and cyclists. Good public transport and light traffic connections also increase the value of homes. Promoting active, economical and environmentally friendly types of mobility will make the city air cleaner and reduce noise, which is essential for creating a healthy and attractive living environment.

**Utility networks** – The area helps organise the utility services provided by the private sector and ensures street lighting, which makes residential areas more attractive and safe.

In addition to the aforementioned areas, other aspects that contribute to the achievement of the strategic goal 'Home that includes the street' can be mentioned in respect of the following areas.

**Social welfare** – The area contributes to the strategic goal by supporting the adaptation of housing. This helps make homes accessible to people with special needs and the elderly, including adjusting the rooms according to their needs. The area supports the goal of accessibility of urban space by developing the accessibility policy and supervising the implementation of accessibility principles.

**Urban landscape** – The area helps make subdistricts and yards more unique, cleaner and safer. Outside areas are greener because of vegetation and there are more reasons to spend leisure time there. The area also plans a network of playgrounds and builds and maintains playgrounds. This gives children and families more opportunities and reasons to spend time in their neighbourhoods.

**Environmental protection** – The area of environmental protection has a major impact on the fact that the sense of home is not limited to four walls but also covers a person's home street or the entire subdistrict. Two action programmes – 'Clean air' and 'Less noise' – contribute to the strategic goal above all by making streets and neighbourhoods more attractive.

**Business environment** – The contribution of the area to the strategic goal is indirect but still important. More competitive companies help increase the standard of living in the society, which in turn increases the accessibility of suitable homes. However, the increase in the standard of living must be accompanied by an increase in the supply of housing, otherwise housing will become even less accessible to people with lower income. A problem that concerns many cities that are attractive tourist destinations is that increasingly more tourists are using rental apartments for accommodation instead of hotels. This has reduced the accessibility of housing, which is why this trend must also be monitored in Tallinn.

#### 4. Explanations of the subsections of the goal

##### ✓ **MULTI-PURPOSE RESIDENTIAL AREAS**

**Explanation:** This section is closely related to the goal 'Friendly urban space', specifically to unique centres. Tallinn should function as a city with multiple centres, where most homes are in the catchment areas of the centres. Thus, most people should be able to consume at least some of the services required for everyday life near their homes. This will make services more accessible to a larger number

of people, reduce transport expenses and save time and make neighbourhoods more diverse and interesting. It also makes it possible to offer better public transport connections to a larger number of people, as it is possible to create better public transport connections between centres as relatively densely populated sites than outside the centres. By reducing the environmental impact of transport, this also contributes to the achievement of the goals in the areas of energy economy and climate.

This is an important topic because regions of apartment buildings with relatively large numbers of residents have been developed in the last 20-30 years outside the catchment areas of centres and without new centres. However, it is not too late to reverse this process, as three-quarters of the homes in Tallinn are still in the catchment areas of centres. In order to maintain this share, it is necessary to ensure that in the future, denser settlements are only established in the catchment areas of centres and only settlements of lower density are established outside centres. As experience shows that this will not happen merely on market conditions, the first sentence of the section emphasises the active role of the city in shaping the living environment. However, this doesn't mean that a very high population density is planned in the catchment areas of the centres. Where necessary, new centres are planned in such a manner that there would not be one or several centres that are too dense. The centres are different so that people can choose between different living environments. Therefore, the centres and their catchment areas are not identical either. For instance, a centre need not be treated as a point spatial object. The map by the goal 'Friendly urban space' shows that the catchment areas of centres overlap and the centres themselves may form networks whose connections will essentially become a part of the centre. A good example of this is Pärnu Road, which has the nature of a centre almost up to the Järve subdistrict and increasingly more activities have gathered next to Tartu Road as well – this creates the prerequisite for extending the heart of the city up to Ülemiste City and the airport.

The achievement of the goal 'Home that includes the street' requires close cooperation between the private and public sectors as well as the development of guidelines that frame this cooperation in order to give all parties a clearer understanding of the spatial development trends of the city. In order to make the cooperation work, the city will increase its capability to update master plans faster and develop guidelines for the implementation of master plans, a system for the assessment of their implementation and other auxiliary materials for planning.

As the city is a service provider and partially also a housing provider, it can contribute by planning the services it provides and the housing to be developed into centres or at least into their catchment areas and developing the necessary (public transport) connections.

#### ✓ UNIQUE SUBDISTRICTS AND YARDS

**Explanation:** While the multifunctionality of residential areas is important for the provision of services and leisure opportunities, this section will discuss what people feel when they look out the windows of their homes or step out their front doors. Can the close surroundings of homes be used for small everyday activities – playing, communicating with friends and neighbours, just being – i.e. does the home really start from the street or only from the front door? People can go to the nearest centre to consume services, but they should be able to stay near their homes when they're outdoors. Although getting from the sofa to the front door is arguably the biggest obstacle to going outside, the picture that opens when you step outside is also important. People don't want to spend time outdoors if the yards are full of cars, there isn't enough greenery or options for activities or the environment simply isn't aesthetically pleasing.



The achievement of the goal described in this section is primarily related to two topics: human-scale space and parking. Among others, the human scale is defined here through the size of the buildings: the lower the buildings, the more human scale the space usually is. Smaller apartment buildings are an alternative as the land in the city is limited and one- or two-storey buildings cannot therefore be offered to everyone who wants them. Thus, the development of buildings with up to four storeys is preferred. This complies with the approach of room psychology to human scale<sup>42</sup>. If the buildings are smaller, it is also easier to solve parking in the volume of the building (see the next section). The uniqueness of the districts or specific subdistricts is emphasised. A four-storey building may also be too big in an area of single-family houses, but a six-storey building may be suitable for the city centre. In general, it can be said that residential buildings with one or two storeys are preferred outside the catchment areas of centres, residential buildings with up to four storeys in the catchment areas of centres and residential buildings of up to six storeys in centres. Buildings with four full storeys plus a penthouse and/or basement floor can also be considered four-storey buildings. The areas of high-rise buildings are of course addressed separately. In any case, building large apartment buildings in the outskirts of the city, which has been done in the last two decades, is not suitable.

The continued rise in the number of cars increases the need to establish parking spaces in residential areas. The outdoor areas of Õismäe, Lasnamäe and Mustamäe have largely been developed into car parks now, which considerably restricts opportunities for other activities. In newly built areas, the situation is sometimes even worse. Efficient parking arrangements, which can reduce the number of cars in yards, play a major role in making yards more pleasant. Outdoor areas should give people more activity opportunities and not be used as car parks. Underground car parks are mainly built in the case of new developments. As previously mentioned, this approach calls for buildings that are relatively low and don't need too many parking spaces so that the depth of the underground car park is reasonable. The possibilities for building parking garages are weighed in existing residential areas.

In addition to the size of the buildings, there are other important aspects in making space more human scale. It must be possible for people to create and use the space in neighbourhoods creatively. There must be details that attract attention and details that can be used as well as the option to redesign the space. Details which have several uses are especially good. In the established regions of apartment buildings where the number of storeys cannot be changed, this is the main opportunity for making the space better in addition to reducing the number of aboveground parking spaces. The direction to be taken in Lasnamäe, Mustamäe and Väike-Õismäe is that yards which are morally and physically outdated will be systematically redesigned so that they encourage people to be outdoors as much as possible<sup>43</sup>.

### ✓ HOMES THAT MEET PEOPLE'S NEEDS

**Explanation:** The population forecast for 2045 indicates that the number of residents will continue to grow both in Tallinn and in Harju County. Tallinn will gain more than 20,000 new residents in the next decade. Thus, demand for new housing is high and residential development must be supported so that the accessibility of homes does not deteriorate and the number of square metres per resident does not decrease but continues to increase.

In this context, it is positive that the increase in housing area per new resident has been higher than the average housing area per resident since 2012. This development mainly occurred due to the last

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<sup>42</sup> See Jan Gehl, 'City for People'

<sup>43</sup> For example, see the survey Temporary Mustamäe:

[https://drive.google.com/file/d/1uSPdizt6D9KpNXtE088\\_GSYKkwdGA9B4/view](https://drive.google.com/file/d/1uSPdizt6D9KpNXtE088_GSYKkwdGA9B4/view).

three years, in which over 40 m<sup>2</sup> of new housing was created per new resident. As a result of this, the average number of square metres per resident in Tallinn had increased to 28.5 m<sup>2</sup> by 2018. For comparison, the area of housing per resident was 34.1 m<sup>2</sup> in Helsinki in 2018 and 37.24 m<sup>2</sup> in Stockholm in 2011 (there are no data for 2018)<sup>44</sup>.

Although the average price of a square metre of homes has also grown significantly in the last two decades, this has occurred hand in hand with the increase in the standard of living and the accessibility of housing has not deteriorated on average.

Approximately 88.5% of households in Tallinn currently live in apartment buildings. Estonia, including Tallinn, stands out among other countries and cities with the fact that our housing fund is mostly in private ownership. The system has functioned well until now and has had a positive impact on the accessibility of housing, but affordable housing may become increasingly less accessible as the population grows and the quantity of new housing built on market conditions increases. Also, a very large part of residential buildings in Tallinn are in areas of large apartment buildings (so-called dormitory suburbs or dormitory communities), which are associated with many possible problems as well as opportunities (see the explanation under 'Integrated society' in the goal 'Kind community').

The survey Housing Scenarios of Tallinn and Future of Dormitory Suburbs was completed in 2015 and suggested three scenarios for dealing with the existing housing fund. Changing the city districts with multi-storey buildings built in the previous century in such a manner that meets the changed demands of people and is attractive enough is a difficult task to solve. The study found that: "The majority of large panel apartment buildings in the dormitory suburbs of Tallinn will last much longer physically than until the end of the period under review (up to 2040)." This is why the development strategy is not in a rush to answer the question of how this housing fund will be renovated. This calls for a more detailed analysis as well as a social discussion in the coming years.

The housing service provided by the city to people in need contributes to increasing the accessibility of housing. The city also has rental apartments that are currently only accessible to a very small share of residents. The city gives ca 300 apartments on lease every year, 10-20% of them to young families and workers necessary for the city. Approximately 27% of people who applied for rental housing received it in 2017, but less than 2% of young families and workers necessary for the city received housing.

In this section, accessibility means that people can get out of their homes. Surveys do not indicate how many people are unable to get out of apartment buildings without lifts, but this needs to be identified. Achieving this is a long process if we consider the large number of inaccessible residential buildings, but after 15 years the quantity of accessible housing should be sufficient for people with special needs to live in accessible homes.

The main question here is whether all new apartments must be accessible or whether this would increase apartment prices to such an extent that their cost-effectiveness would be at risk. The second question is how many adapted homes there should be and where and how they would be made accessible to people with special needs. The areas of preservation and development of urban property and social welfare deal with these topics.

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<sup>44</sup> Eurostat, <https://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>.

✓ **HOMES IN TALLINN ARE COMFORTABLE AND ENERGY-EFFICIENT**

**Explanation:** Buildings are one of the three large sources of energy consumption and CO<sub>2</sub> emissions. An energy-efficient building does not mean limiting CO<sub>2</sub> emissions alone, but complex aspects are also taken into consideration, such as good indoor climate (in the present and future climate) and ensuring the functions of the building during the prescribed period of use. As a prerequisite for this, the building must be energy-efficient and have a healthy indoor climate irrespective of whether it is more important to reduce the energy consumed for heating or cooling. More energy-efficient buildings also means lower fixed costs.

The entry into force of the national minimum energy efficiency requirements for buildings and the application of the respective measures has and will improve the quality of new and comprehensively renovated buildings and their resistance to the impact of climate change. However, buildings that haven't been renovated will remain vulnerable, which is why the extent of the impact of climate change depends largely on the year and quality of construction of the building. The use of renewable energy sources in residential buildings is constantly increasing and new knowledge of the suitability and weather resistance of materials is generated.

In order to ensure that the currently planned and constructed energy-efficient buildings also perform their function in the future, it is necessary to take into consideration the future climate, which will bring about stronger winds, floods caused by heavy rain and heatwaves in summer. Suitable energy efficiency measures must be applied to mitigate this climate impact, such as suitable materials, renewable energy solutions, reflective or green roofs, the suitable location of the buildings on plots and the choice of suitable façade materials based on their location (to avoid large unshaded glass surfaces on the southern or western sides).

The area of energy economy and climate and the area of preservation and development of city property are the ones that primarily deal with the measures for increasing the energy-efficiency of buildings and adapting to climate change. The measures of the local government are mainly related to setting an example (sample of projects of compliance with the requirements related to resistance to climatic conditions in the design and construction of buildings and guaranteeing construction quality) and developing guidelines.

This topic has been covered in greater detail in the [Sustainable Energy Economy and Climate Action Plan](#).

## Kind community

### 1. Why this goal?

The main emphasis of the development strategy is understandably on spatial development and mobility. These are the topics that are the duties of local authorities pursuant to law and where citizens expect the most from the city. However, it must be kept in mind that in addition to being a physical entity, the city is also a social ecosystem and interaction as well as socio-economic coping can be influenced to a certain extent with the way the urban space is planned and public services are provided. The achievement of the goal of a kind community is largely related to the achievement of other goals (e.g. an urban space that fosters meetings and activities, the creation of an inclusive education system or good jobs), but there are also completely separate activities that stem mainly from this goal. The main aspects that help define the goal are highlighted in the summary of the goal. The sentence 'Social groups living together in neighbourhoods' refers to the creation of spatial cohesion between social groups. Security is addressed in the context of the improvement of the subjective sense of security as well as the decrease in objectively assessed accidents and crime. Helping people in need holds an important place in the case of this goal – contributing to fully independent coping, enabling partially independent coping or, if necessary, provision of permanent help. Civil society is also regarded in the light of kindness – caring about the city, the community, fellow citizens and shared values. This is certainly a topic where a relatively young democracy has room for development.

Among the UN Sustainable Development Goals, the goal 'Kind community' primarily contributes to there being no poverty (number 1), increasing gender equality (number 5), reducing inequalities (number 10) and inclusive institutions (number 16). In terms of the goals of Estonia 2035, it is directly related to an open, caring and cooperative society. As a small difference, the topics concerning culture have been defined in the Tallinn Development Strategy within the scope of the goal 'Creative global city'.

### 2. How do we assess our progress towards the goal?

Progress towards the goal is assessed by two main indicators: **the rate of persistent relative poverty** and **the sense of security in public space**. The indicator of consideration and cooperation and the indicator of contact between social groups will also be used either using the indicators to be developed within the scope of the Estonia 2035 strategy or by developing them ourselves.

**The rate of people living in persistent relative poverty** is the indicator in Estonia 2035 which indicates the share of people whose equivalent income was lower than the relative poverty threshold in the year under review and in at least two of the three preceding years. Persistent relative poverty reflects the division of income in society: the rate of relative poverty in society will not change if the income of people increases, but the division of income between them remains the same. The relative poverty rate of the citizens of Tallinn is significantly lower than the average in Estonia (16.7% in 2018) and at the same level as the EU average (12% in 2018)<sup>45</sup>. The increase in the rate of persistent relative poverty reflects the tendency highlighted in the explanation of 'Integrated society', which has been observed in many European and US cities – the difference in wealth between various income groups often increases with the growth of wealth. The rate of relative poverty of children has grown significantly less in Tallinn during the same period (from 11.5 to 12.1) and the respective indicator in Estonia as a

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<sup>45</sup> Eurostat. <https://ec.europa.eu/eurostat/databrowser/view/tessi010/default/table?lang=en>.

whole decreased from 17.3 to 15.2. In addition to the change in the rate of persistent relative poverty, the achievement of the target levels of **the indicators established in the objectives and action programmes of social welfare** must be observed.

Sense of security in city districts (**the share of residents who feel fully secure in the public places of their city district**) is measured with annual satisfaction surveys. The total share of residents who feel fully or rather safe in their districts has increased by 18 percent in comparison with 2012. The share of those who feel fully safe has increased even more (33%). An overview of the results of the 2018 survey by city district is given in the figure below.

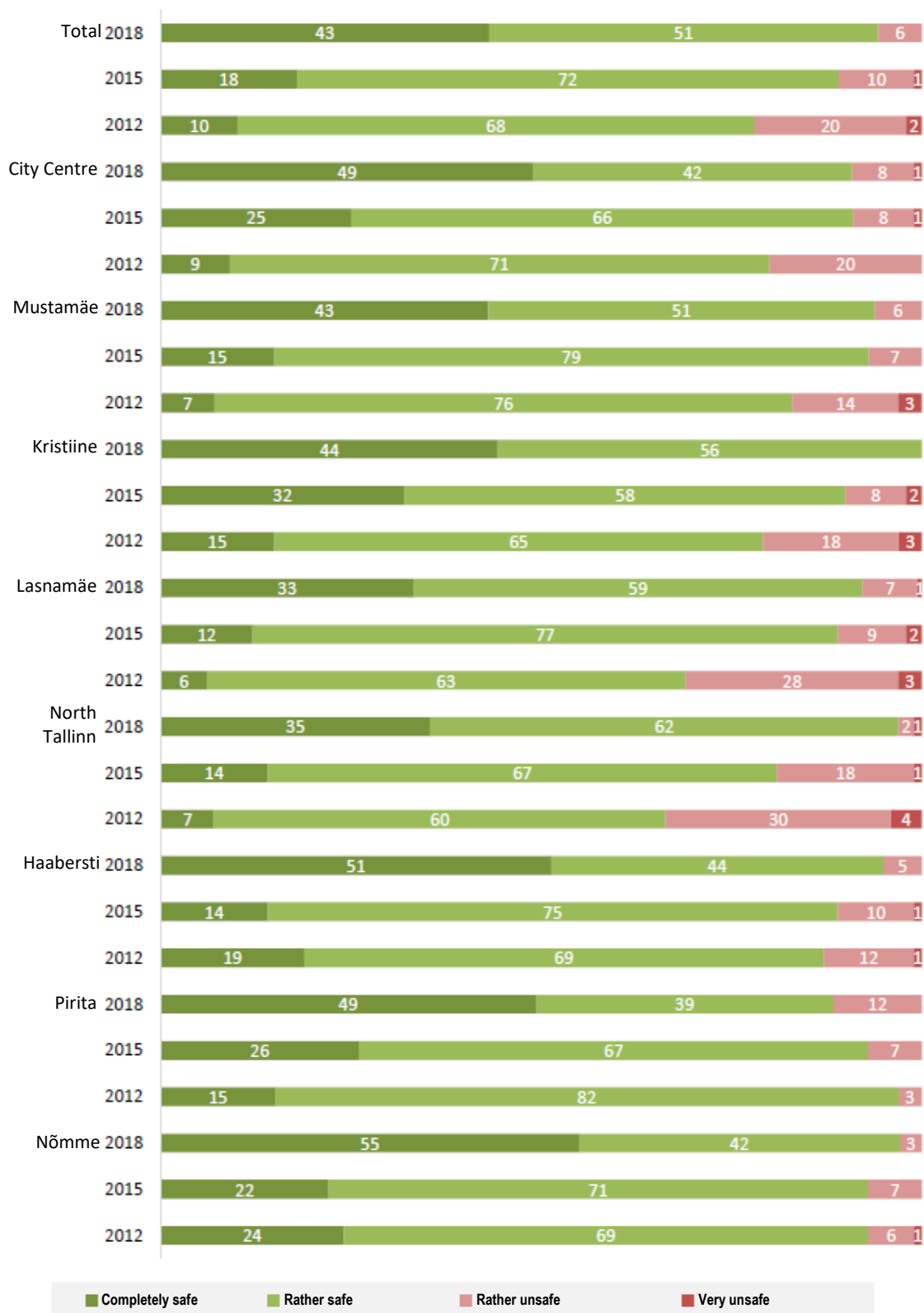


Figure 5. How safe (%) do the residents of Tallinn feel in the public places of their city districts? (Satisfaction Survey of the Citizens of Tallinn 2018)

As the share of people who feel fully or rather safe exceeds 90%, the share of people who feel fully safe should increase (without the total share of the sense of security decreasing).

**Changes in the average income of Tallinn subdistricts** are observed, as the goal 'Kind community' also addresses isolation. This indicates the extent to which the economic status of residents in city districts and subdistricts differs. In 2018, people in seven out of the eight districts of Tallinn earned more than the average income in Estonia (1234 euros). City Centre and Pirita stand out among the other districts of the city in terms of income (over 1600 euros), but the income of the residents of Lasnamäe is approximately 100 euros smaller the average in Estonia<sup>46</sup>.

**Income inequality (income quintile share ration)** is also an indicator of sustainable development. The quintile ratio has decreased in Estonia since 2000, dropping from 6.3 to 5.1 (2018). Estonia ranks 9<sup>th</sup> among European Union Member States with this. According to the average value of the indicators of European Union Member States weighted with the number of residents, the 20% of the population of Estonia with the highest income in 2017/2018 earned 5.1 times more than the 20% whose income was lowest. The given coefficient differed significantly between EU Member States and was 3.4 in Slovenia and the Czech Republic, more than 6.0 in Greece, Latvia, Romania and Spain, more than 7.0 in Lithuania and the largest, i.e. 8.2, in Bulgaria.<sup>47</sup> In Tallinn, this indicator was equal to the Estonian average in 2018, i.e. 5.1.

The progress towards the strategic goal is also assessed on the basis of the indicators set out in other contributing areas. For example, the sense of security in public space can increase if the number of **traffic accidents with human victims** (the number in 2019 was 505), the number of **other accidents with human victims** (the health service providers in Tallinn registered 76,055 injuries in 2018) and **the number of offences** decrease. Security is also increased by **the decrease in income inequality**, which in turn is influenced by, for example, **the decrease of inequality in health** as well as **the indicators of the accessibility of primary medical care and specialised medical care**. There is no doubt that the decrease in income inequality is influenced by **all goals and action programmes in the area of education**, as the education system can be used to ensure that all people have equal opportunities for acquiring the good general skills required for work as well as top-level knowledge.

### 3. City's areas of activity that support the achievement of this goal

The strategic goal 'Kind community' mainly addresses the relations between people, the security of the urban space and ensuring a dignified life and independent coping. **The areas of social welfare, healthcare and business environment** contribute the most to these topics.

Action programmes **in the area of social welfare** contribute to independent coping so that a dignified life and coping is guaranteed to everyone who needs help. For this purpose, welfare services are provided and social benefits are paid to children and families, disabled people, the elderly and other risk groups. The activities in the field prefer measures that help improve the ability of people to arrange their lives as independently as possible. Here, it is very important to assess the need for help in a timely and comprehensive manner and to organise the necessary assistance. The services provided for the prevention of social exclusion and promotion of independent coping also contribute to the improvement of the citizens' sense of security. In order to strengthen the sense of security, people who need help are provided with services aimed at guaranteeing that victims receive assistance that meets their needs as well as the opportunity to make a fresh start for a life free of violence. Services supporting families and safe house services are provided for this purpose.

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<sup>46</sup> <https://blog.stat.ee/2019/06/17/tallinna-rikkamad-ja-vaesemad-asumid/>

<sup>47</sup> [https://ec.europa.eu/eurostat/statistics-explained/images/5/5f/Inequality\\_of\\_income\\_distribution%2C\\_2017\\_%28Income\\_quintile\\_share\\_ratio%29.png](https://ec.europa.eu/eurostat/statistics-explained/images/5/5f/Inequality_of_income_distribution%2C_2017_%28Income_quintile_share_ratio%29.png)

**Business environment** – The existence of jobs (i.e. high employment) creates the preconditions for independent coping. All action programmes in the area of business environment aim to increase business activity, improve the international competitiveness of companies and create greater added value. This contributes to companies being more sustainable and earning bigger profits and to people earning higher salaries, which would improve society's standard of living. Adaptation of working environments so that people with special needs or elderly people can go to work improves the independent coping capabilities of the most vulnerable social groups.

**Health and healthcare** – The area contributes to an integrated society and independent coping as well as a strong sense of security. For this purpose, the accessibility of medical care to underprivileged people is ensured and the safe development of children and young people is supported.

In addition to the aforementioned areas, other aspects that contribute to the achievement of the strategic goal 'Kind community' can be mentioned in respect of the following areas.

**Municipal order** – The area primarily supports the achievement of the strategic goal by raising the awareness of citizens about how everyone can and must contribute to the creation of their own security and that of others. The city cooperates with the Police and Border Guard Board and the Rescue Board to ensure security. The priorities in the area of municipal order when guaranteeing security are traffic, public order and trade, which are included in all action plans of the area – prevention, presence and supervision.

**Culture** – The area and all of its action programmes encourage the people of Tallinn to be more caring, friendly and tolerant and contribute to the achievement of a more integrated society. The goal of the area is to ensure that the living environment in Tallinn fosters creativity and that there are excellent opportunities in the city for cultural activities, which increase contact between people. The developing and innovative urban space connects people with different cultural backgrounds; a person's interest in their own culture and other cultures is natural and fostered. Cultural events introducing the cultures of ethnic minorities are supported, which gives all citizens the chance to experience the traditions of ethnic minorities. Valuing the culture of different nationalities creates cohesion and stronger friendships between the different ethnic groups living in Tallinn. Cultural hobbies also bring together people of different socio-economic backgrounds, which creates cohesion. The activities of citizens' associations, which create a sense of locality by organising events and strengthen the sense of unity of communities, are also supported.

**Education and youth work** – The area of education ensures that all citizens have the opportunity to acquire good general skills and top-level knowledge, thereby contributing to independent and dignified coping and the integration of society. A suitable environment is created for this purpose and the model of an individual learning path is implemented, which supports the development of each learner. Suitable learning opportunities will also be created for all learners with special educational needs and the necessary support will also be ensured. Teachers use modern teaching methods and inspire students. Learning focuses on new and future-oriented skills. The development of learning opportunities in Estonian contributes to the integration of society. Tallinn schools provide the best education in Estonian and opportunities for learning in Estonian are also developed so that newcomers are also able to learn the language. The people who are temporarily in Estonia are also considered and offered the opportunity to acquire primary and general education in English. The activities of youth work are aimed at the inclusion of risk groups and increasing the entrepreneurship of young people.

**Sports and physical activity** – The independent coping of people largely depends on their health. The area contributes with its activities to the majority of citizens being active and engaging in sports throughout the year and thereby being in good health for a long time. Awareness of the usefulness of



sports and physical activity will be increased for this purpose and opportunities for active mobility and exercise will be created for all citizens both in the immediate vicinity of their homes as well as in citywide sports facilities. Active mobility and exercise also foster contact between people, which in turn increase consideration and cohesion. All kinds of sporting events help bring people together and thereby create opportunities for increasing cohesion.

**Preservation and development of city property** – The area contributes to the integration of society by planning the real estate environment as well as social housing units and municipal housing in different regions of the city. Cooperation with the area of social affairs contributes to the provision of all people in need of help with housing that meets their needs and the requirements of legislation.

**Urban planning** – The action programmes of the area help design the kind of urban space that fosters the meetings of people and thereby increase cohesion. Busy streets strengthen the sense of security. Space which has been developed according to the principles of safety reduces the number of accidents.

#### 4. Explanations of the subsections of the goal

##### ✓ INTEGRATED SOCIETY

**Explanation:** In the last twenty years, the city's surveys have started to give increasingly more attention to the fact that the increase in prosperity of cities often goes hand in hand with an increase in inequality, which in turn is expressed in spatial separation. Figuratively speaking, younger highly educated people tend to join creative economy companies that drive the growth of prosperity. These people also start moving to the same geographic regions – suburbs with private houses or residential subdistricts of the city centre that are brought back to life. There is little that the local government can do with the root causes of this process, but urban planning can influence spatial separation and foster contact between social groups in the urban space.

Spatial separation on the basis of income was small in Tallinn by the end of the previous century. Spatial separation was mostly based on nationality. However, both of them, especially income-based separation, have decreased in the last two decades. The main reason for this was the very rapid growth in wealth, after which the middle class moved to neighbouring municipalities and suburbs. The move of the aforementioned creative class to subdistricts in the city centre has occurred in addition to this in the last decade.

The difference between the biggest and smallest share of Estonians in the population in the comparison of the districts of Tallinn is 60%: 85.9% in Nõmme and 25.2% in Lasnamäe. In the case of Russians, the biggest difference at 51% is represented in the same two districts, the other way around.

Proceeding with the average gross monthly income of a paid employee, the people with the smallest income live in the subdistricts of Lasnamäe and North Tallinn, while the people with the highest income live mostly in Pirita (Kloostrimetsa and Lepiku subdistricts), the City Centre (Kadriorg, Raua, Tatari, Tõnismäe and Veerenni subdistricts) and Haabersti (Tiskre, Kakumäe and Haabersti subdistricts).

Spatial segregation based on nationality is not necessarily a problem. Professor Tiit Tammaru points out that if we rely on the argument that similarities attract, a goal we could set ourselves is the conscious development of culturally unique city regions, which would also enrich the city.<sup>48</sup> However,

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<sup>48</sup> Tammaru, Tiit. Eesti ja vene emakeelega inimeste elukohaerinevused Tallinnas /Differences in the Areas of Residence of Estonian and Russian-speaking People in Tallinn/. – *Vikerkaar*, June 2020

Therefore, eliminating this separation is not set as a goal in the development strategy, as it is a natural process in a certain sense. However, restricting the increase in segregation and creating the opportunity for people to choose the city district where they want to live is a goal. As national differences in city districts are here to stay, it would be wise to take advantage of this by supporting the different identity of subdistricts, which would be attractive for their residents and visitors.

✓ **STRONG SENSE OF SECURITY**

As highlighted in the explanation of the summary of the objective, perceived security has improved considerably in the last ten years. Although situations occurring in traffic are still considered a major threat, the share of people who see this threat as significant has decreased considerably: traffic threats rated 5-7 on a seven-point scale by 69% of respondents in 2016 and 46% in 2018.<sup>49</sup> The goal set in the development strategy is that schoolchildren and the elderly, wheelchair users and people with prams and guide dogs can all move without assistance in Tallinn. All of this means that a lot of attention must be given to the safety of journeys and especially pavements – and not only at intersections. For example, a study of the problems of pensioners carried out in the United Kingdom reveals that the biggest concern of as many as 4.3 million pensioners is the fear of falling. Likewise, the data indicate that hundreds of thousands of people over 65 years of age in Europe suffer from fractures or dislocations caused by falls every year.<sup>50</sup> In Tallinn, falls also account for more than 40% (32,386 cases in 2018) of all injuries registered by healthcare providers.

<sup>49</sup> Kantar Emor (2018). Siseturvalisuse avaliku arvamuse uuring 2018 /Survey of the Public Opinion on Internal Security 2018/. Uuringu aruanne /Survey Report/. Tallinn: Kantar Emor

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Several areas of the city help reduce these threats: understandably, the area of mobility, which designs the majority of street space and manages traffic, as well as the area of social welfare, which shapes the accessibility policy, supervises the implementation of accessibility principles and makes sure that urban space is accessible to everyone and thereby increases the sense of security.

Surveys also emphasise that the design of streets and objects may reduce crime and antisocial behaviour and thereby make localities and premises safer. This in turn improves the physical, mental and social wellbeing of members of the community. Although the environment or architecture in itself does not cause crime, it may prove to be a contributing factor in certain cases.

The environment also affects people's sense of security. Crime prevention is more than building higher fences and installing better locks. Crime can also be reduced with environmental planning and design elements that are simple but well thought through. When we think about how the physical environment affects people's individual behaviour, urban planners and developers can create (or redesign) urban spaces that prevent potential offenders from committing crimes. Spatial planning that is well thought through can also be used to reduce the fear of crime among citizens. We have good examples of this from the recent past. Transforming the Baltic Station market and the Telliskivi region and giving a new function to the space as a market and a cultural environment has made these regions, which used to be rather scary, considerably more secure and human-friendly, at least perceptively.<sup>51</sup> The action programmes of the area of urban planning help ensure that the designed urban space is the kind where more people are out and about and contact between people is more frequent, which in turn increases the sense of security.

In addition to the security of urban space, this section mentions the security of close relationships. One of the reasons for this is that the prevention of domestic violence is also an important topic at the national level. The development documents of the state stipulate that the role of the local government in dealing with this problem is important. For that purpose, the city prepared a draft in 2018, which can be found [here](#).

The third topic covered in this section is preparedness for crises and guaranteeing vital services. A regularly updated risk analysis is the basis for being prepared for crises<sup>52</sup>. Vital services are described and continuity requirements are set out in the relevant regulation<sup>53</sup>.

### ✓ INDEPENDENT COPING

**Explanation:** This section addresses independent coping from two aspects. The first two sentences refer to the person's own responsibility and to changes in the labour market – these are the factors that determine how well a person copes. This means that the achievement of this goal is largely affected by the achievement of the goals 'Creative global city' and 'Healthy mobility'. However, statistics confirm that both absolute and relative poverty are a bigger threat to certain social groups in Estonia – women, disabled people and the unemployed. The poverty risk of the unemployed is the biggest. 21.9% of the population of Estonia lived in relative poverty in 2017, which is higher than the European Union average (ca 17%). In Tallinn, this indicator remained slightly below the EU average (16.6%). The problem is acute among the elderly (47.5%) and unemployed (52.3%), as almost half of them lived in relative poverty in 2017. In 2017, the share of children (up to 17 years of age) living in relative poverty was 15.2% in Estonia and 12.1% in Tallinn, and this is a downward trend. 2.1% of the

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<sup>51</sup> Maasing, Helina (2020). Kuidas luua linnaplaneerimisega turvatunnet? /How to create a sense of security with urban planning?/ – *Postimees*, 18.02.2020.

<sup>52</sup>The most recent risk analysis can be found [here](#).

<sup>53</sup> [Descriptions and continuity requirements of the vital services organised by the City of Tallinn](#).

population of Tallinn and 2.7% of the population of Estonia lived in absolute poverty in 2017. The absolute poverty rate of children (up to 17 years of age) in Estonia in 2017 was 2.5%, which is the lowest in the last ten years. There is no separate data for Tallinn.

While the share of people living in absolute poverty and profound material deprivation is more or less the same among the population as a whole, the rate of profound material deprivation among disabled people is considerably higher than the rate of absolute poverty. The rate of material deprivation of disabled people (22.2% in 2017) is approximately twice as high as that of the rest of the population (10.7% in 2017). This is due to the limited opportunities for disabled people to earn income as well as the extra expenses caused by the disability. 41.2% of disabled people and 29.5% of people with reduced capacity for work lived in relative poverty in 2016<sup>54</sup>.

The bigger poverty risk of women, which increases with age, is a sign of the feminisation of poverty in Estonia. The large gender pay gap in Estonia, which is the biggest in comparison with European Union Member States, and the economic inequality between women and men can be considered the main reasons for this. Changes in the household structure caused by significant differences in the life expectancy of women and men also have a role in this. Thus, older women predominantly form one-member households whose relative level of expenses in comparison with the level of income is higher than that of households with two (adult) members.

There are several reasons why people's ability to cope independently deteriorates. Education is an important factor that distinguishes NEET youth (young people who are not in employment, education or training). The negative impact of low education will increase over time. The risk of young people with basic education ending up as NEET youth is higher mainly due to the difficulties of staying on the labour market. According to the summary of Statistics Estonia ordered by the Estonian Youth Work Centre in 2018, the number of NEET youth in Tallinn between 2015 and 2017 was 6.2-8.5% of the total number of young people aged 15-26 in Tallinn.

Thus, the activity of all citizens and the self-regulation of the labour market are not enough to ensure that everyone is able to cope independently. For example, people with profound disabilities and many elderly simply cannot participate in the labour market. Therefore, the majority of this section discusses how to provide assistance to those who need it. Detection is the first part of this process. Needs-basis is another important element: people in need must get the help that is the most effective in their case. The third aspect could be called dignity – a person should be able live in their own home for as long as possible.

## ✓ STRONG AND COURAGEOUS CIVIL SOCIETY

**Explanation:** The strong and courageous civil society participates in good policy-making. Specialists of public law Sheila Foster and Christian Iaione explain in their joint paper 'The City as a Commons' (2016): *The core impetus to conceive of the city as a commons aims at changing the democratic and economic functioning of the city. This change is necessary not only to create a city that better functions according to the needs of all of its citizens, but also to acknowledge the trend towards massive urbanisation and the reality that cities are becoming the center of political life. It is possible to re-situate the role of the state, or city, as an enabler and facilitator of collaboration. The role of the local government is to create conditions for the development of the cooperation of citizens and promotion of mutual cooperation,*

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[https://www.riigikantselei.ee/sites/default/files/riigikantselei/strateegiaburoo/Eesti2035/AV\\_paberid/av\\_vahendada\\_uhiskondlikke\\_lohesid\\_03\\_2019.pdf](https://www.riigikantselei.ee/sites/default/files/riigikantselei/strateegiaburoo/Eesti2035/AV_paberid/av_vahendada_uhiskondlikke_lohesid_03_2019.pdf)

*including with the public sector, to look after the commons, i.e. the city. /.../ Commons-based institutions are characterised by a move away from a vertically (top-down) oriented world to a horizontally organised one in which the state, citizens, and a variety of other actors collaborate and take responsibility for common resources."*<sup>55</sup>

Cooperation between the representatives of the city and civil society – especially subdistrict societies, but also representatives of other non-profit associations and stakeholders – requires a trustworthy and professional attitude from both sides. The responsibility of the city organisation for cooperation is bigger, as the city exercises public authority, decides on the use of taxpayers' money and needs to find the balance between interests and evidence-based policy-making. The city is also more responsible for the preservation of the most important pillar of cooperation – trust – by being transparent, value-based and respectful in its activities. This means that the city communicates information about the policy-making process clearly and in good will, is transparent in defining the circle of participants and shaping the participation process and gives clear feedback on what has happened to proposals and how they were taken into consideration in decision-making.

However, civil society is also responsible for the success of cooperation: the issue of their legitimacy and representation must be honestly conceived, they must be prepared to compromise between different interests and maintain a constructive atmosphere. "Strong, innovative and reliable non-governmental organisations are good partners to the state in solving shared concerns or in finding new and functioning solutions for the better organisation of life."<sup>56</sup>

Non-governmental organisations, especially subdistrict societies, have the potential to be streamliners of their neighbourhoods, organisers of cultural life and providers of help to the region's residents, and they could create cohesion via other activities. While some of this is clearly a matter of local initiative that requires neither the support of nor regulation by the city, there are some topics in the case of which the city and non-government organisations could agree on, such as the division of work and, depending on the conditions, the city could also support the performance of this work.

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<sup>55</sup> Nuter, Mats-Laes (2019). Tallinna asumiseltside potentsiaal kogukondliku sisendi andja ja ruumiotsuste tagasisidestajana /Potential of Tallinn subdistrict societies as a provider of community input and feedback on spatial decisions/. Tallinn: Tallinn University.

<sup>56</sup> Website of the Estonian Association of Non-governmental Organisations: <https://heakodanik.ee/vabauhenduste-voimekus/>