

# Estonia 2035

Action Plan of the  
Government of the Republic  
(11 May 2023)



# Necessary changes in Estonia

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**Skills and the labour market**



**Sustainability of the population, health, and social protection**



**Economy and climate**



**Space and mobility**



**Governance**

The “Estonia 2035” action plan compiles the changes in various areas that are needed to maintain the basic principles, achieve the strategic goals, and meet the development needs described in the long-term development strategy “Estonia 2035”. Targeted and coordinated cross-sectoral cooperation is important. The action plan has been prepared in the course of preparing the “Estonia 2035” strategy. The “Estonia 2035” action plan is also the Estonian reform plan submitted within the framework of the European Semester for the coordination of economic policies.

Of the proposals presented and negotiated during the preparation of the strategy, the changes that need the most attention are tied into five thematic bundles. The changes and reforms provided in the action plan will be implemented through development plan programmes in the respective field. Their implementation is monitored on the basis of a more detailed action plan each year and, if necessary, adjustments are made based on domestic events affecting the development of Estonia and changes in the foreign environment.

The action plan highlights the objectives and indicators for the change needed for each thematic bundle. The activities are related to the development needs described in the strategy “Estonia 2035” and Global Sustainable Development Goals. For each activity, the leaders and persons responsible, who mostly contribute to the implementation of this action, have been stated. If necessary, all ministers contribute to the implementation of the activities in their respective areas of government.

## Development needs of Estonia (DN)

- DN1 Population
- DN2 Health and life expectancy of people
- DN3 Society and opportunities
- DN4 Learning opportunities
- DN5 Business environment
- DN6 Biodiversity and the environment
- DN7 Cultural space and the living environment
- DN8 Security and safety
- DN9 Governance

# Skills and the labour market

## What is the change that we seek?



**Estonian people have the knowledge, skills, and attitudes that enable self-fulfilment and personal development**

**Indicator:** Share of adults (25–64 years old) with professional and vocational education



**Estonian education and labour market policies are flexible, future-oriented, and internationally competitive**

**Indicator:** Labour force participation rate (age group 15–74); gender pay gap



**Estonia has a sufficiently qualified workforce to support the development of the country and its economy**

**Indicator:** Share of people aged 25–34 with tertiary education

## Content of the change and participants



### A. Making the education system learner-centred and flexible DN1, DN3, DN4, DN9

Integrating formal education with non-formal learning

Minister of Education and Research	Minister of Defence, Minister of Culture, Minister of the Interior
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Designing a harmonised upper secondary education system

Minister of Education and Research	Minister of Regional Affairs
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Reorganising the network of upper secondary schools and basic schools in cooperation with local governments and empowering them in reviewing and reorganising the basic education network

Minister of Education and Research	Minister of Regional Affairs
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Transforming curricula to be more learner-focused

Minister of Education and Research	Minister of Defence, Minister of Climate, Minister of Culture, Minister of Regional Affairs, Minister of Economic Affairs and Information Technology, Minister of Social Protection
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Supporting the professional development of education staff and ensuring the next generation thereof

Minister of Education and Research	Minister of Regional Affairs, Minister of Economic Affairs and Information Technology
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Developing high-quality, smart, and accessible digital learning tools and methodology and applying learning analytics in the learning process at all levels of education

Minister of Education and Research	Minister of Economic Affairs and Information Technology
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### B. Bringing people's knowledge, skills, and attitudes in line with the needs of the labour market and structural changes in the economy DN1, DN3, DN4, DN5

Upgrading the adult education system

Minister of Education and Research	Minister of Economic Affairs and Information Technology, Minister of Culture, Minister of Finance
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Supporting the education system and the return to the labour market of different target groups and improving people's competitiveness

Minister of Education and Research, Minister of Economic Affairs and Information Technology	Minister of Social Protection, Minister of Culture, Minister of Regional Affairs, Minister of the Interior, Minister of Justice
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In cooperation with employers, expanding the target group of the workplace-based study form and the choice of specialities (especially for the target group of young people) and ensuring the quality of internships and workplace-based study forms

Minister of Education and Research	Minister of Economic Affairs and Information Technology, Minister of Regional Affairs, Minister of the Interior, Minister of Climate
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Introducing micro-qualifications in the Estonian education and vocational training system

Minister of Education and Research
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Reforming the vocational education system (including a shift from occupation-based to skills-based qualifications and, where possible, taking regional specificities into account in labour projections)

Minister of Education and Research	Minister of Economic Affairs and Information Technology
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Increasing the provision of the skills required for the digital and green transitions, developing curricula, and building the skilled workforce in the relevant sectors

Minister of Education and Research	Minister of Economic Affairs and Information Technology, Minister of Climate
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Supporting the labour markets in North-East and South-East Estonia to ensure a regional balance

Minister of Economic Affairs and Information Technology, Minister of Regional Affairs	Minister of Social Protection, Minister of Climate, Minister of Education and Research
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**C. Preparing for future work**  
**DN4, DN5**

Adapting social protection schemes to take new forms of work into account

Minister of Social Protection, Minister of Health, Minister of Economic Affairs and Information Technology	Minister of Finance, Minister of Culture
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Need-based updating of labour law and working environment rules in response to changing forms of work

Minister of Economic Affairs and Information Technology
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Developing the knowledge and skills needed for future work, increasing the readiness of teachers, lecturers, and trainers, and modernising learning environments for the implementation of updated curricula

Minister of Education and Research
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Developing an entrepreneurial mindset and business competences at all levels and in all types of education, including increasing the preparedness of the learners to start a business

Minister of Education and Research
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**D. Improving the quality of higher education and increasing the efficiency of its funding**  
**DN4, DN5**

Ensuring the sustainability of the higher education system by ensuring fair access to higher education and its relevance to the needs of the society and the labour market (including reviewing the funding and student support systems)

Minister of Education and Research
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Improving the quality and international competitiveness of higher education

Minister of Education and Research
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Providing higher education in regional colleges and expanding their functions, taking into account regional policy objectives

Minister of Education and Research	Minister of Regional Affairs
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**E. Creating a talent-friendly environment**  
**DN1, DN4**

Developing a comprehensive system supporting talented students in the formal education system and non-formal learning in cooperation with local governments

Minister of Education and Research	Minister of Culture, Minister of Social Protection, Minister of Economic Affairs and Information Technology
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Encouraging the learning of science, technology, and creative subjects, and ensuring the training of new teachers in all age groups and types of education to teach those subjects (including in non-formal learning)

Minister of Education and Research	Minister of Culture, Minister of Social Protection, Minister of Economic Affairs and Information Technology, Minister of Climate
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Developing talent policy programmes (measures for foreign talent and foreign students)

Minister of Economic Affairs and Information Technology	Minister of Education and Research, Minister of Culture, Minister of the Interior
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**F. Increasing social cohesion and equal opportunities in education and the labour market**  
**DN1, DN3, DN4, DN5, DN8**

Developing smart and balanced migration, return, and integration policies, taking into account the needs of the labour market and society, and ensuring the sustainability of the nation state, public order, and national security

Minister of Culture, Minister of the Interior	Minister of Education and Research, Minister of Social Protection, Minister of Economic Affairs and Information Technology, Minister of Regional Affairs, Minister of Foreign Affairs
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Implementing the action plan for the transition to Estonian-language learning starting from preschool education

Minister of Education and Research
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Modernising the organisation of learning for people with a linguistic and cultural background other than Estonian in preschool education, general education schools, vocational training institutions, and non-formal learning

Minister of Education and Research	Minister of Culture, Minister of the Interior, Minister of Social Protection
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Creating opportunities for people with special needs (including increasing the accessibility of the education system and supporting labour market participation)

Minister of Education and Research, Minister of Social	Minister of Economic Affairs and Information
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Reducing the gender pay gap, stereotypes, and segregation and promoting equal opportunities for minorities

Minister of Education and Research, Minister of Economic Affairs and Information Technology	Minister of Social Protection, Minister of Finance
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# Sustainability of the nation, health, and social protection

## What is the change that we seek?



In Estonia, the well-being of all people is valued during the entire life cycle and the growth of the population is encouraged

**Indicator:**  
Income quantile ratio multiplier



The Estonian people are physically and mentally healthy for longer and make healthy choices that reduce risks and preserve the living and natural environment

**Indicator:**  
Percentage of overweight people



The Estonian health, occupational health, and social protection system is integrated, people-centred, and sustainable

**Indicator:** Share of people aged 16 and over with a high care burden (20 or more hours per week)

## Content of the change and participants



### A. Developing a comprehensive population and family policy to ensure the sustainability and well-being of the population

DN1, DN3

Developing a diverse family policy supporting births and parenting, taking into account the different wishes and needs of families

Minister of Social Protection  
Minister of Economic Affairs and Information Technology

Increasing cross-sectoral cooperation for the implementation of a population policy supporting the sustainability of Estonia as a nation state

Minister of Social Protection

Developing the organisation of child protection based on a partnership between local governments and the state, taking into account the comprehensive needs of the child, developing basic and in-service training for specialists required for this purpose, and valuing child protection work

Minister of Social Protection

Developing integrated services and interventions to improve the well-being of children (including children with special needs, behavioural problems, and trauma experiences) and replacing institutional care with family-based care

Minister of Social Protection  
Minister of Education and Research, Minister of Justice

Encouraging a change in societal attitudes to value intergenerational cohesion and support the social engagement and dignified and violence-free ageing of older people (e.g. their greater contribution to volunteer work)

Minister of Social Protection, Minister of Culture  
Minister of the Interior, Minister of Justice



### B. Shaping the living environment and people's attitudes and behaviour to protect health and the environment and reduce risk behaviour

DN2, DN6, DN8

Developing cross-sectoral and community-based integrated prevention and counselling services to improve the awareness of people, change their attitudes and behaviour, and prevent deaths due to accidents and injuries (incl. developing the necessary supporting digital solutions)

Minister of Health, Minister of the Interior  
Minister of Culture, Minister of Education and Research, Minister of Climate, Minister of Regional Affairs, Minister of Justice, Minister of Economic Affairs and Information Technology

Developing an early noticing system for people using drugs (nicotine, alcohol, narcotic substances)

Minister of Health, Minister of the Interior  
Minister of Justice, Minister of Education and Research

Increasing the physical activity, sports, and community activities of people and promoting health-conscious eating habits

Minister of Health, Minister of Culture  
Minister of Regional Affairs, Minister of Education and Research, Minister of Economic Affairs and Information Technology

Developing an early intervention system in primary health care and expanding the primary health care team to reduce health risks

Minister of Health  
Minister of Education and Research

Shaping a living environment that supports health (incl. improving the environmental and consumer awareness of people, reducing food safety risks, and creating a regulatory environment that is more protective of health and the environment)

Minister of Climate, Minister of Regional Development, Minister of Health  
Minister of Education and Research

Leader(s)      Other responsible person(s)



**C. Supporting mental health and reducing mental and physical violence**

**DN2, DN8**

Ensuring high-quality mental health services across the life cycle, promoting the protection of the rights of people with mental disorders

Minister of Health, Minister of Social Protection | Minister of Justice, Minister of Culture, Minister of Education

Developing an early detection system across the life cycle in cooperation with local authorities and communities, network-based assistance to victims, developing measures to prevent the recurrence of violence and prevent radicalisation

Minister of the Interior, Minister of Social Protection, | Minister of Justice

Reducing recidivism, ensuring the compliance of young people with the law, introducing restorative justice principles, development and wider implementation of alternative punishments, and the extension of resocialisation activities

Minister of Justice | Minister of the Interior, Minister of Social Protection, Minister of Education and Research

Expanding the target groups of evidence-based prevention and socio-emotional skills programmes and developing measures (incl. in areas such as bullying in school, workplace bullying, and other risk behaviours) in cooperation with local governments, the private sector, health and education institutions

Minister of Education and Research, Minister of Health, Minister of Social Protection, Minister of the Interior, Minister of Justice



**D. Modernising the occupational health system to support health and reduce people's incapacity for work**

**DN2**

Developing an effective occupational health and safety system and the relevant services to prevent physical and mental health problems and raise awareness among labour market actors

Minister of Economic Affairs and Information | Minister of Health

Developing a system to support people with temporary incapacity for work to remain in the labour market to prevent permanent incapacity for work

Minister of Health | Minister of Economic Affairs and Information



**E. Integrating health and social services in a people-centred way**

**DN1, DN2, DN3**

Comprehensive development of the health care system of Estonia, including providing integrated people-centred social and health care services in cooperation with local authorities and developing event-based services

Minister of Health, Minister of Social Protection

Creating a next-generation health information system

Minister of Health



**F. Integrating personal medical solutions into the daily activities of the health care system**

**DN2**  
Integrating genetic and health data into evidence-based decision-making processes, and their implementation

Minister of Health | Minister of Justice, Minister of Education and Research, Minister of Economic Affairs and Information Technology

Training health professionals, renewing responsibilities, and raising awareness among people and the society

Minister of Health | Minister of Education and Research



**G. Modernising the organisation of social protection, taking into account the changes in society**

**DN1, DN2, DN3**

Developing a system for the prevention of permanent health loss and ensuring the sustainable financing of health care (incl. reduction of waiting lists for treatment, changes in the system of reimbursement and availability of medicines)

Minister of Health | Minister of Finance, Minister of Culture

Implementing the pension reform to ensure a sustainable pension system and the well-being of pensioners (including promoting employer's pensions and improving pension literacy)

Minister of Social Protection | Minister of Finance

Developing needs-based social protection (incl. enhancing the provision and financing of long-term care), improving the flexibility of unemployment and redundancy benefit schemes, reorganising the system of occupational accidents and diseases

Minister of Social Protection, Minister of Economic Affairs and Information Technology | Minister of Regional Affairs, Minister of Culture



**H. Improving the well-being and social activity of people with special needs and improving the efficiency of the long-term care system**

**DN1, DN2, DN3**

Developing a system of services for the prevention of long-term care needs (including community empowerment, promotion of the principle of early detection, creation of assessment systems and tools)

Minister of Social Protection | Minister of the Interior, Minister of Regional Affairs

Developing care services (with an emphasis on home/community care) (including infrastructure investments, increasing the use of technology and innovative solutions) and ensuring the necessary workforce

Minister of Social Protection | Minister of the Interior, Minister of Regional Affairs, Minister of Education

Coordinating and integrating health, employment, social protection, and cultural sector services (e.g. aids, rehabilitation, support services, information services, access to cultural and sporting events) to achieve greater effectiveness in their interaction

Minister of Social Protection, Minister of Health | Minister of Culture, Minister of the Interior, Minister of Economic Affairs and Information Technology, Minister of Regional Affairs, Minister of Justice

Supporting the social engagement of people with special needs (incl. empowering advocacy organisations of people with special needs)

Minister of Social Protection | Minister of the Interior

# Economy and climate

## What is the change that we seek?



### Entrepreneurship is smart and responsible

**Indicators:** Number of researchers and engineers in the private sector per 1,000 inhabitants; the amount of material



### The economic environment is reliable, attractive, and flexible

**Indicators:** World Competitiveness Index of the International Institute for Management Development (IMD)



### The economy is climate neutral

**Indicator:** Share of renewable energy in the total final energy consumption

## Content of the change and participants



### A. Introducing new solutions to encourage research and development and innovation in the business sector DN1, DN5, DN8, DN9

Consolidating existing innovation services and grants, developing missing ones, and reorganising support for applied research in enterprises

Minister of Economic Affairs and Information Technology

Minister of Justice, Minister of Education and Research, Minister of Culture, Minister of Climate, Minister of Defence, Minister of Regional Affairs

Developing knowledge-intensive start-ups

Minister of Economic Affairs and Information Technology

Minister of Justice, Minister of Education and Research, Minister of Culture, Minister of Climate, Minister of Defence, Minister of Regional Affairs

Bringing foreign economic policy and business diplomacy capabilities to a new level (including a focus on knowledge-intensive enterprises)

välisminister, majandus- ja infotehnoloogiaminister

regionalminister, kliimaminister, kultuuriminister

Increasing the research and development (R&D) investment by public companies (as part of the state's participation policy)

majandus- ja infotehnoloogiaminister

haridus- ja teadusminister, rahandusminister

New technological solutions and consulting for implementing the digital and green transitions in the enterprise sector

Minister of Economic Affairs and Information Technology, Minister of Climate

Minister of Defence, Minister of Education and Research, Minister of Regional Affairs



### B. Increasing the capacity of areas important to the Estonian economy DN1, DN5, DN6, DN7, DN9

Ensuring R&D cooperation between R&D institutions and enterprises in focus areas important to the economy of Estonia and its regions (digital solutions in every area of life, health technologies and services, valorisation of local resources, smart and sustainable energy solutions)

Minister of Economic Affairs and Information Technology, Minister of Education and Research

Minister of Climate, Minister of Regional Development, Minister of Finance

Developing a sustainable circular bioeconomy (including a blue economy) and making Estonia a leader in regional circular bioeconomies

Minister of Regional Affairs

Minister of Education and Research, Minister of Climate, Minister of Defence, Minister of Economic Affairs and Information Technology



### C. Creating a flexible and secure economic environment that promotes innovative and responsible entrepreneurship and fair competition DN5, DN6, DN8

Developing a legal framework conducive to the introduction of new technologies (e.g. kratts, self-driving cars, drones) and business models (platform, digital, real-time economy) and research and development, taking into account security risks, among others

Minister of Economic Affairs and Information Technology, Minister of Education and Research, Minister of Justice

Minister of Finance, Minister of Climate, Minister of Social Protection, Minister of Health, Minister of Culture, Minister of Regional Affairs

Diversifying and improving access to funding options for businesses (including for companies operating in areas removed from centres of attraction and for investments that reduce the environmental footprint of businesses)

Minister of Economic Affairs and Information Technology, Minister of Regional Affairs, Minister of Climate

Minister of Finance

Making Estonia one of the centres of attraction of the digital economy, where it is good to use, create, and offer digital services to the world (incl. ensuring the availability of specialists, development of the e-residency programme, development of cross-border e-services, and improving Internet access across Estonia)

Minister of Economic Affairs and Information Technology, Minister of Foreign Affairs

Minister of Justice, Minister of Finance, Minister of Education and Research, Minister of the Interior

Leader(s)

Other responsible person(s)

Developing a national framework for a voluntary carbon market to incentivise companies to contribute to climate targets

Minister of Climate

Minister of Economic Affairs and Information Technology, Minister of

Designing a framework to support the green transition (including environmental economic measures, financing model, accounting for natural goods, sustainable finance taxonomy and reporting, developing a sustainable food system)

Minister of Climate, Minister of Finance

Minister of Education and Research, Minister of Regional Affairs, Minister of Economic Affairs and Information Technology

Promoting responsible entrepreneurship (incl. setting up a system for assessing the environmental footprint of businesses, promoting social entrepreneurship, self-generation and volunteering by NGOs, and reducing the administrative burden on NGOs)

Minister of Economic Affairs and Information Technology, Minister of Climate

Minister of Education and Research, Minister of Regional Affairs, Minister of Economic Affairs and Information Technology

Increasing competition in the banking market, while ensuring that different risks (including risks related to money laundering) are adequately mitigated. Developing the non-bank capital market and thereby creating more diversified financing opportunities for entrepreneurs

Minister of Finance

Minister of the Interior, Minister of Culture, Minister of Social Protection

Developing the regional business environment in cooperation with local governments (including the provision of business support services based on the development preconditions of the region and supporting the growth of the added value of enterprises, and taking into account regional balance in state support measures) and increasing the capacity and motivation of the local level to engage in business development

Minister of Regional Affairs

Minister of Economic Affairs and Information Technology, Minister of Education and Research, Minister of Climate

Creating incentive mechanisms to increase the sense of ownership which will allow developments to be carried out in a community-friendly way

Minister of Regional Affairs

Minister of Climate

### D. Introducing the principles of the circular economy DN5, DN6

Developing and introducing production and consumption patterns that reduce primary raw materials and increase the use of secondary raw materials, as well as a safe material cycle, and building capacity in this area, in cooperation with businesses and local authorities

Minister of Climate

Minister of Economic Affairs and Information Technology, Minister of Culture, Minister of Education and Research, Minister of Regional Affairs, Minister of Health

Significantly increasing resource (including energy) efficiency in businesses (including in industry and services) to improve the resource productivity of the economy

Minister of Climate, Minister of Economic Affairs and Information Technology

Minister of Regional Affairs, Minister of Finance, Minister of Education and Research

Efficient and innovative restructuring of waste management (incl. developing separate collection infrastructure, increasing the reuse of materials, reducing food waste and donating surplus safe food)

Minister of Climate

Minister of Economic Affairs and Information Technology, Minister of Education and Research, Minister of Finance, Minister of Social Protection, Minister of Regional Affairs



### E. Transitioning to climate-neutral energy production, ensuring energy security DN3, DN6, DN7, DN8

Transition to climate-neutral energy production (including the gradual reduction of the share of oil shale energy and the development of climate-neutral energy production and storage solutions)

Minister of Climate

Minister of Defence, Minister of Finance, Minister of Regional Affairs, Minister of the Interior, Minister of Education and Research, Minister of Economic Affairs and Information Technology

Launching a package of services in Ida-Viru County to support the exit from oil shale energy

Minister of Regional Affairs

Minister of Economic Affairs and Information Technology, Minister of Climate, Minister of Culture, Minister of Education and Research, Minister of Social Protection

Considering energy supply alternatives and making choices (including strengthening the necessary institutions, updating the regulatory framework, ensuring a sustainable system, and initiating planning)

Minister of Climate

Minister of the Interior, Minister of Regional Affairs, Minister of Education and Research, Minister of Social Protection, Minister of Health

Achieving a balance between security, environmental, and public interests on land and at sea (e.g. a supportive regulatory environment) that supports the growth of the share of renewable energy

Minister of Climate

Minister of Defence, Minister of Regional Affairs, Minister of the Interior





# Space and mobility

## What is the change that we seek?



**The living environment is inclusive, accessible, of high quality, and safe**

**Indicators:** Accessibility indicator; percentage of people who consider their neighbourhood safe



**The living environment promotes healthy and sustainable lifestyles**

**Indicators:** Greenhouse gas emissions in the transport sector; share of people commuting via public transport, cycling, or walking



**The living environment is well-maintained and diverse**

**Indicators:** Energy consumption of residential and non-residential buildings

## Content of the change and participants



### A. Ensuring a viable cultural space DN1, DN3, DN7

Increasing the regional accessibility of cultural areas to ensure a more attractive living environment also outside the centres of attraction and to support the cohesion of society and the well-being of people all over Estonia



Increasing the accessibility of the Estonian culture in physical and e-environments for different target groups (incl. compatriots, people with a linguistic and cultural background different from Estonian, people with special needs) and establishing common repositories for museums



### B. Planning and renovating the space and services comprehensively and at a high quality while also taking into account the needs of the society, demographic changes, health, security, biodiversity, and environmental protection DN1, DN2, DN3, DN6, DN7, DN8

Creating state-of-the-art solutions to ensure the availability and timeliness of spatial data



Sustainably and comprehensively renewing a high-quality living environment and building stock in partnership with local governments (incl. improving the availability of high-quality and accessible housing and ensuring the safety of residential buildings and diversifying financial instruments promoting out-of-centre settlements)



Continuously implementing solutions that contribute to the green transition and supportive planning in cooperation with local governments to mitigate, reduce the effect of, and adapt to climate change, increase and preserve biodiversity, diversify the living environment, and promote environmentally friendly living and visiting environments



Continuously adhering to the basic principles of quality space and spatial planning principles in spatial decisions at the local and national level



Creating the preconditions for comprehensive spatial planning (including a vision for a high-quality living environment) in line with national strategic plans



Finding and implementing solutions to adapt to a declining population to ensure the availability of quality services and a high-quality and sustainable built environment (including infrastructure)



Shaping the role of the public sector as a smart construction procurer (including the implementation of counter-cyclicality in construction investments)



Developing a sustainable waste management and public water supply as well as sewerage infrastructure and services in cooperation with local governments



Implementing the maritime protection reform

Minister of Climate  
Minister of Regional Affairs, Minister of the Interior, Minister of Defence

Constructing a radioactive waste disposal site

Minister of Climate

Mapping and exploring land resources, including critical raw materials, and using resources sustainably and efficiently

Minister of Climate  
Minister of Regional Affairs, Minister of Education and Research

Ensuring high-quality and accessible security services (including police, rescue, emergency services) and making solutions sustainable, in partnership with local governments, and promoting and diversifying volunteering for creating a safer environment

Minister of the Interior  
Minister of Economic Affairs and Information Technology, Minister of Climate, Minister of Justice, Minister of Regional Affairs, Minister of Culture, Minister of Social Protection, Minister of Finance, Minister of Defence, Secretary of State

Developing maritime surveillance and ensuring and developing maritime and aerial rescue and maritime pollution response capabilities to ensure the safety of maritime traffic and the protection of the marine environment, and to develop the maritime economy

Minister of the Interior, Minister of Climate  
Minister of Defence

Strengthening the capacity to control and protect the national borders and implementing integrated border management to ensure the security of the Schengen area. To this end, fully developing the eastern border and the provision of technical surveillance systems and the reinforcement of the presence of the European Border and Coast Guard Agency (FRONTEX)

Minister of the Interior  
Minister of Finance, Minister of Defence, Minister of Economic Affairs and Information Technology, Minister of Foreign



**C. Providing a needs-based interoperable transport service that includes all means of transportation**

**DN1, DN3, DN7, DN9**

Ensuring the availability and user-centred design of mobility services and information in cooperation with local and regional authorities for both local residents and foreign visitors (incl. smart use of mobility data and awareness raising, multi-modal implementation of mobility as a service (MaaS) across the country)

Minister of Climate  
Minister of Social Protection, Minister of Regional Affairs, Minister of Justice

Increasing the competitiveness of efficient, accessible, and sustainably managed public transport and shared modes of transport in cooperation with local governments (including the development of flexible and user-friendly on-demand and social transport)

Minister of Climate, Minister of Regional Affairs  
Minister of Social Protection, Minister of Education and Research

Developing and implementing a model that takes into account socio-economic and environmental factors to ensure integrated mobility across Estonia (including light traffic, aided mobility, self-driving vehicles, land, water, air, rail transport)

Minister of Climate  
Minister of Social Protection

Supporting research, development, and education for the development of transport and the emergence of new business models, and creating the regulatory framework

Minister of Climate  
Minister of Education and Research, Minister of Defence, Minister of Economic Affairs and Information



**D. Implementing a safe, environmentally friendly, competitive, needs-based, and sustainable transport and energy infrastructure**

**DN6, DN7, DN8**

Developing transport connections that reduce the time spent on travelling (including impact investments, prioritising and developing active modes of transport and environmentally sustainable solutions)

Minister of Climate

Establishing a fast and convenient rail connection with Europe and developing external transport links (including finding a niche in the north-south-east-west corridors)

Minister of Climate, Minister of Finance  
Minister of Regional Affairs

Implementing the polluter/user liability concept in the use and management of transport infrastructure

kliimaminister, rahandusminister  
regionaalminister

Synchronising the electricity network with the continental European frequency band

Minister of Climate  
Minister of Finance

Establishing a climate-proof infrastructure to support the transition to climate-neutral energy production/consumption and creating the necessary conditions for the transition to climate-neutral energy production/consumption on land and at sea (e.g. radars, grid connections, refuelling infrastructure, charging infrastructure at ports, smart heat and power grid, short- and long-term storage)

Minister of Climate  
Minister of the Interior, Minister of Defence, Minister of Regional Affairs

# Governance

## What is the change that we seek?



**Estonia is an ambitious and democratic digital state**

**Indicator:** Satisfaction with public services



**Public services are of high quality, predictable, and accessible in every region, guaranteeing the fundamental rights of people**

**Indicator:** Satisfaction with local government services



**Society is research-intensive**

**Indicator:** Share of people with a doctorate degree

## Content of the change and participants



### A. Increasing the unity of governance and ensuring the smooth functioning of the state DN3, DN8, DN9

Transitioning to needs-based and flexible governance and ensuring the capacity to develop public service provision both at the level of organisations and of officials (including promoting recruitment regardless of the location and supporting international career for officials)

Secretary of State, Minister of Finance, Minister of Justice all ministers

Organising the regulatory framework for strategic planning (at the national, local, and regional level) and for the preparation of the national budget, incl. ensuring a comprehensive approach to the country's long-term objectives and underlying principles

Secretary of State, Minister of Finance Minister of Regional Affairs

Developing knowledge-based, innovative, and high-quality policy making and co-creating with communities, based on the good legislative practice, evidence and data, and taking into account the needs of different regions and target groups

Secretary of State, Minister of Finance, Minister of Justice all ministers

Developing a distributed data economy, a secure cyberspace, a coherent and high-quality data space, and a functioning infrastructure for a democratic digital state

Minister of Finance, Minister of Economic Affairs and Information Technology Minister of Defence, Minister of Culture, Minister of the Interior, Minister of Social Protection, Minister of Health, Minister of Justice

Promoting sustainable, flexible, and value-based public procurement (incl. by giving priority to environmentally friendly, socially responsible, and innovative products, services, and construction works), which, where possible, add value to the priority areas of the country in addition to the results obtained

Minister of Finance all ministers

Centralised management and streamlining of the support activities of public authorities through digitisation and consolidation

Minister of Finance, Minister of Economic Affairs and Information Technology

Improving the quality of governance and performance of state-owned foundations and streamlining the network

Minister of Finance Minister of Culture

Ensuring the presence of employees with skills that are vital for the state (e.g. teachers, health care workers, rescuers, police, social workers, prison officers, legal professionals) and officials in different regions of Estonia

all ministers

Taking into account the principles of both the digital and green transition in the planning of public sector activities (including services) and increasing the relevant competence in local and regional authorities

Minister of Economic Affairs and Information Technology, Minister of Climate, Secretary of State all ministers



**B. Improving the quality and availability of state and local government services and reviewing the division of responsibilities**

**DN1, DN3, DN4, DN7, DN8, DN9**

Improving the quality and accessibility of user-centred services regardless of location and developing a system for monitoring services

Minister of Regional Affairs, Minister of Economic Affairs and Information Technology

all ministers

Reducing regional inequalities and strengthening the administrative and development capacity of local governments (including strengthening the spatial dimension of sectoral policies and coordinated support from ministries to develop the capacity of local and regional authorities)

Minister of Regional Affairs

Minister of Economic Affairs and Information Technology, Minister of Education and Research, Minister of Social Protection, Minister of Health, Minister of Culture, Minister of Climate

Reviewing the tasks and funding of the state and local governments, enhancing the role of local authorities through decentralisation and promoting regional cooperation, and developing a system for monitoring services

Minister of Regional Affairs

Minister of Economic Affairs and Information Technology, Minister of Education and Research, Minister of Social Protection, Minister of Health, Minister of Culture, Minister of Climate, Secretary of State, Minister of Finance

Developing a platform-based approach to data and digital solutions

Minister of Economic Affairs and Information

Minister of Justice

Extensive use of artificial intelligence or kratts in the public sector (incl. the creation of a legal space and dissemination of the #bürokratt concept, preserving the person's right to decide and their freedom of choice, and ensuring the reliability and people-centredness of kratts)

Minister of Economic Affairs and Information Technology, Minister of Justice

Minister of Culture, Minister of the Interior

Developing a culture and organisation of continuous experimentation in developing the digital state, in partnership with the private sector and non-governmental organisations

Minister of Economic Affairs and Information

Minister of Justice, Minister of Finance

Reinforcing and digitising the justice system and the enforcement of rights and fully digitising the criminal justice process in line with the rule of law

Minister of Justice

Minister of the Interior



**C. Increasing the effectiveness and diversity of research while maintaining its high quality**

**DN4, DN5**

Developing an academic career model that supports diverse development, fostering international research collaboration, and ensuring the succession and next generation of researchers

Minister of Education and Research

all ministers

Ensuring the quality of research infrastructures and results and making them more accessible to society

Minister of Education and Research

all ministers

Increasing the knowledge transfer capacity of research institutions and higher education institutions (including staff training, development and provision of new services)

Minister of Education and Research

all ministers

Increasing and implementing the research and development capacity (including through staff mobility between sectors) based on the key development needs of Estonian society

Minister of Education and Research

all ministers



**D. Improving the country's international position and ensuring security and safety**

**DN5, DN6, DN8**

Ensuring security and safety in all circumstances and improving preparedness for crises (including diplomatic action, mitigating hybrid and cyber threats, ensuring food security and enhancing the preparedness of public authorities, local governments, communities and populations, ensuring preparedness to prevent mass immigration, etc.)

Minister of Defence, Secretary of State, Minister of the Interior, Minister of Foreign Affairs, Minister of Economic Affairs and Information Technology

all ministers

Building the capacity of local governments and the community as partners of the state in creating a safe living environment and improving crisis preparedness

Minister of Defence, Secretary of State, Minister of the Interior

Minister of Justice, Minister of Economic Affairs and Information Technology, Minister of Regional Affairs, Minister of Climate



Leader(s)



Other responsible person(s)

Amplifying the potential of Estonia abroad and systematically sharing its strengths, identity, and heritage with the world (including the development of economic diplomacy and tourism) and using the opportunities of development cooperation

Minister of Foreign Affairs, Minister of Culture, Minister of Economic Affairs and Information Technology	Minister of Education and Research, Minister of Regional Affairs, Minister of Defence
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Ensuring the solutions for enhancing economic security in cooperation between the private and public sector (including through the implementation of a credibility mechanism for foreign investments)

Minister of Economic Affairs and Information Technology	all ministers
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Making the detection, prosecution, prevention, and confiscation of criminal assets more effective in cases of crimes committed for economic gain (e.g. money laundering, corruption, etc.)

Minister of the Interior, Minister of Justice, Minister of Finance	Minister of Climate
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Promoting global Estonianness and supporting the visibility and accessibility of Estonian culture abroad (including developing civic diplomacy and improving the accessibility of consular services)

Minister of Foreign Affairs, Minister of Culture
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Participating in civilian and military operations and hosting partners in Estonia, both as part of our military presence and as participants in our managed centres

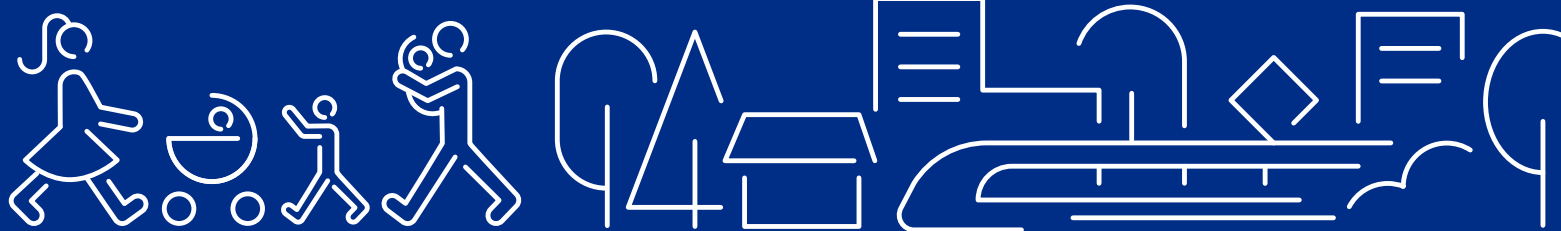
Minister of Defence, Minister of Foreign Affairs	Minister of the Interior
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Developing a reception system for the beneficiaries of international protection and implementing an effective migration monitoring and return policy respecting fundamental rights

Minister of the Interior, Minister of Social Protection	Minister of Justice
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# Estonia 2035

Action Plan of the Government  
of the Republic (11 May 2023)



# “Estonia 2035” indicators

The maintenance of the basic principles of “Estonia 2035”, the achievement of the strategic goals, and the implementation of the necessary changes will be monitored with interconnected indicators. The strategy will be implemented through sectoral development plans and programmes, and these indicators will be reflected in those plans and programmes. Wherever possible, data is also provided by age, sex, nationality, level of education, disability/special needs, and region. In the case of indicators showing significant differences in age, sex, nationality, level of education, special needs, or region, development plans and programmes in the sector must, where possible, aim to reduce these differences.

**The prerequisite for achieving these goals is a democratic and secure state that preserves and develops the Estonian nation, language and culture**

Indicator	Baseline	Current level	Target level
Cohort fertility rate	1,86 (2019)	1,79 (2022)	1,86
Population, percentage of people living outside Harju and Tartu Counties	1,330,068 (as at 1 January 2021) 42.9% (2020)	1,357,739 (as at 1 January 2023) 42% (2022)	Population not decreasing, regional disparities are diminishing
Participation in cultural life	78,7% (2017)	73,8% (2020)	80%
Share of people who speak and use Estonian as a mother tongue	Percentage of native speakers of Estonian: 66.7% (2020) Percentage of people using Estonian: 91% (2021)	Percentage of native speakers of Estonian: 66.6% (2022) Percentage of people using Estonian: 91.2% (2022)	Percentage of native speakers of Estonian: ≥ 67% Percentage of people using Estonian: > 91%
Proportion of the population who consider Estonia safe	92% (2020)	90% (2022)	≥94%
Perceived risks (OECD risks that matter)	Falling ill or becoming disabled: 60.7% Covering all costs: 48.4% Job losses: 47.6% (2018)	Falling ill or becoming disabled: 52.3% Covering all costs: 57.2% Job losses: 55.3% (2020)	Falling ill or becoming disabled: ≤ 60.7% Covering all costs: ≤ 48.4% Job losses: ≤ 47.6%
Gender Equality Index (EIGE (European Institute for Gender Equality))	60.7 merit points out of 100 (2020)	61 merit points out of 100 (2022)	70.7 merit points out of 100
Net greenhouse gas emissions in tonnes of CO2 equivalent (including LULUCF, i.e. the land use, land use change, and forestry sector)	15,69 Mt CO <sub>2</sub> eq (2019)	15,5 Mt CO <sub>2</sub> eq (2021)	8 Mt CO <sub>2</sub> eq
The rank of Estonia in the Global Sustainable Development Goals Index	10 (2020)	10 (2022)	≤10

## People

Smart, active,  
and caring for  
one's health

Indicator	Baseline	Current level	Target level
Healthy life years	men 54.1; women 57.6 (2019) county difference compared to the Estonian average: men -12.13, women -10.31 (2019)	men 54.9; women 58 (2021) county difference compared to the Estonian average: men -9.65, women -8.53 (2021)	men 63.0; women 64.5 county difference compared to Estonian average: men < 5, women < 5
Participation in employment, cultural life, sports and volunteer work (active person indicator)	22,3% (2021)	39% (2022)	35%
Participation in lifelong learning (including informal learning) of adults (25–64 years old)	Formal and non-formal learning: 17.1% (2020) Informal learning: indicator to be measured in 2023	Formal and non-formal learning: 21.1% (2022) Informal learning: indicator to be measured in 2023	Formal and non-formal learning: 25% In informal learning: the indicator will be measured in 2023, when a target will be set

## Society

Open, caring,  
and cooperative

Indicator	Baseline	Current level	Target level
Indicator of tolerance and cooperation	61% (2021)	–	>61%
Contacts between different groups in society	Contacts of people of other nationalities with Estonians 2.0 (2020) Contacts of Estonians with people of other nationalities 1.7 (2020)	–	Contacts of people of other nationalities with Estonians 3 Contacts of Estonians with people of other nationalities 2
Persistent relative poverty rate	16,7% (2018)	14,4% (2020)	≤15,6%

## Economy

Strong, innovative,  
and responsible

Indicator	Baseline	Current level	Target level
Private R&D expenditure as a share of the GDP	0.89% of the GDP (2019)	1% of the GDP (2021)	2%
Labour productivity as a share of the EU average	77,8% (2019)	82,5% (2022)	110%
Share of GDP per capita generated outside Harju County in the EU average	57,4% (2019)	60,7% (2021)	67%
Resource productivity	0,64 eurot/kg (2019)	0,70 eurot/kg (2021)	0,90 eurot/kg



**Living environment**

Considerate towards everyone's needs, safe, and of high quality

Indicator	Baseline	Current level	Target level
Satisfaction with the living environment (satisfied or rather satisfied)	73.5 (2022); regional differences: 14.7 (2022)	–	>73,5%; regional differences (deference between the top 10% and bottom 10% of local governments) ≤ 15 percentage points
Environmental trend index	69,4 (2020)	75 (2021)	87
Number of deaths from accidents, poisonings, and injuries per 100,000 people	57,96 (2019)	70,25 (2021)	≤31,7

**Governance**

Innovative, reliable, and people-centred

Indicator	Baseline	Current level	Target level
Good Governance Index (Worldwide Governance)	Effectiveness of governance: 1.2 Quality of legislation: 1.6 Freedom of expression and participation: 1.2 (2019)	Effectiveness of governance: 1.4 Quality of legislation: 1.6 Freedom of expression and participation: 1.2 (2021)	Effectiveness of governance: ≥ 1.2 Quality of legislation: ≥ 1.6 Freedom of expression and participation: ≥ 1.2
Trust in state institutions (Eurobarometer)	Local government: 56% Government of the Republic: 43% Parliament: 40% (2019)	Local government: 50% Government of the Republic: 39% Parliament: 31% (2022)	Local government: 60% Government of the Republic: 50% Parliament: 50%
Position in the Global Presence Index (Elcano Global Presence report)	88 (2019)	82 (2021)	≤89
Local government expenditure as a share of THE general government expenditure	25,45% (2019)	24,23% (2022)	>25,24%

## Skills and the labour market

Indicator	Baseline	Current level	Target level
Share of adults with special or vocational education (25–64)	74,1% (2020)	74,7% (2022)	80%
Labour market participation rate (15–74)	72.1% (2020) Difference between the counties with the largest and smallest figures in Estonia 15.5 percentage points (2020)	73.3% (2022) Difference between the counties with the largest and smallest figures in Estonia 15.0 percentage points (2022)	≥ 72% Difference between the counties with the largest and smallest figures in Estonia ≤ 10 percentage points
Gender pay gap	17,1% (2019)	14,9% (2021)	5%
Share of 25–34-year-olds with tertiary education	43,1% (2020)	43,9% (2022)	45%

## Sustainability of the population, health, and social protection

Indicator	Baseline	Current level	Target level
Income quantile share ratio	5 (2019)	5,4 (2021)	≤6
Percentage of overweight people	50,7% (2018)	51,6% (2020)	≤50%
Percentage of people aged 16 and over with a high care burden (20 hours or more per week)	2,1% (2019)	2,5% (2022)	1,3%

## Economy and climate

Indicator	Baseline	Current level	Target level
Number of scientists and engineers in the private sector per 1,000 people	1,53 (2019)	1,82 (2021)	4,53
The place of Estonia in the IMD International Competitiveness Index rankings	28 (2021)	22 (2022)	10
Amount of material recycled	15,6% (2019)	15,1% (2021)	30%
Share of renewable energy in the total	31,7% (2019)	38% (2021)	>65%

**Space  
and mobility**

Indicator	Baseline	Current level	Target level
Accessibility indicator	33,1% (2020)	33% (2021)	>33,1%
Percentage of people who consider their home safe	96% (2018)	92% (2022)	≥94%
Greenhouse gas emissions in the transport	2 466,16 kt CO <sub>2</sub> ekv (2018)	2 350,65 kt CO <sub>2</sub> ekv (2021)	CO <sub>2</sub> 1700 kt
Percentage of people commuting to work by public transport, cycling or walking of all employed persons	38,7% (2019)	34,3% (2022)	55%
Residential and non-residential energy demand	16,4 TWh (2019)	17,2 TWh (2021)	14,5 TWh

**Governance**

Indicator	Baseline	Current level	Target level
Satisfaction with public services	Satisfaction with public digital services among private individuals*: 69% (2021) Satisfaction with local government services: 60.7 (2022); regional differences: 24.8 (2022)	Satisfaction with public digital services among private individuals*: 80% (2022) –	Satisfaction with public digital services among private individuals*: 90% Satisfaction with local government services: > 61; regional disparities (difference between top 10% and bottom 10% of local governments*) ≤ 25 percentage points
Percentage of people aged 25–64 with a doctoral degree	0,8% (2019)	1% (2022)	1,5%

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