

Comprehensive Management Plan of Tallinn Old Town 2014–2021



View of Tallinn Old Town from the east. A. Olearius 1635

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SUMMARY

Tallinn Old Town was inscribed on the World Heritage List in 1997. Tallinn Old Town derives its Outstanding Universal Value mainly from its rich layers of archaeological findings, well-preserved historical buildings and street network, mostly preserved fortifications, and traditional use as a living environment.

The central and permeating goal of the Comprehensive Management Plan is to preserve the Outstanding Universal Value of Tallinn Old Town and to pass the cultural heritage on to future generations. With this goal in view, the Comprehensive Management Plan describes in closer detail the most important cultural heritage attributes of Old Town and provides an evaluation of their authenticity and integrity. The Plan includes an analysis of the legal, economic and administrative means applied to protect the value of Old Town, and of the necessity to improve those means. Various possible threats to the preservation of cultural heritage are also discussed as well as the aims and actions planned to maintain the unique attributes of Tallinn Old Town.

Old Town as the historic city centre of Tallinn has come down to us as a unique combination of the material heritage and the intangible heritage of the past. In addition to being an authentic architectural heritage site, the significant value of Old Town lies also in its functioning as a living environment. While the heritage conservation standards that apply in preserving the material environment can be regarded as comparatively stable, the necessities of the living environment are constantly changing. Consequently, the Comprehensive Management Plan focuses on maintaining the living community of Tallinn Old Town and achieving a balance between the living, business, working and visiting environments.

Compared to the currently valid Development Plan of Tallinn Old Town, the Comprehensive Management Plan provides a more exact definition of the OUV of Tallinn Old Town and its protection mechanisms. That was made possible by the active involvement of the local community in the drafting process and by the advice and technical support received from the UNESCO World Heritage Centre.

INTRODUCTION

Estonia signed the UNESCO Convention Concerning the Protection of World Cultural and Natural Heritage in 1995. In doing that the Republic of Estonia assumed the obligation to identify, protect, preserve, popularize and pass on to future generations the cultural and natural heritage sites on its territory¹. The Historic Centre (Old Town) of Tallinn was inscribed on the World Heritage List in 1997. According to the Convention and its Operational Guidelines, all World Heritage sites must have an adequate protection and management system that ensures the protection of the site's Outstanding Universal Value. In order to protect Tallinn Old Town as a World Heritage site and to ensure its sustainable development, the current Comprehensive Management Plan for the years 2014-2021 has been drawn up, with a focus on heritage protection in all aspects of city life.

The purpose of the Tallinn Old Town Comprehensive Management Plan is to guarantee that the Outstanding Universal Value of Tallinn Old Town as a World Heritage site is understood, protected and sustained.

Tallinn Old Town is a complex World Heritage site, where the cultural heritage is simultaneously a modern living environment and an internationally significant historical heritage site. Therefore the Comprehensive Management Plan addresses heritage conservation demands as well as those related to the local community. The objectives of the Plan are the following:

- to define the tasks of the parties involved in the protection and sustainable development of Old Town;

¹ The Convention for the Protection of World Cultural and Natural Heritage, <https://www.riigiteataja.ee/akt/13118943>

- to raise awareness of the unique values of Old Town and the means to maintain those values among the local community as well as the visitors of Old Town;
- to point out the potential threats to Old Town as a World Heritage site, and suggest means to avoid those threats;
- to improve the living environment of Old Town;
- to increase the popularity of Old Town and broaden its use for educational and scientific purposes.

In order to give the Plan legal power, the main task was to provide the necessary juridical framework for it. Therefore it was devised as the development plan of a part of the city territory in conformity with the Local Government Organization Act, the Statutes of Tallinn and the Procedures of Processing Development Documents of Tallinn. The Plan also takes into account the UNESCO Convention for the Protection of the World Cultural and Natural Heritage, its Operational Guidelines and the handbook “Management Plans for World Heritage Sites, A Practical Guide” issued by the German National Commission for UNESCO.

The Comprehensive Management Plan was based on the “Tallinn 2030” strategy and on the Tallinn Development Plan for the years 2014-2020. The Plan covers not only the Tallinn Old Town Conservation Area, but also its buffer zone, view corridors and sectors. It is important to stress that the notions “Tallinn Old Town Conservation Area” and “World Heritage site” are synonymous in the current Plan as the boundaries of the UNESCO World Heritage site and the conservation area are identical.

The Comprehensive Management Plan has been divided into seven sections: the introduction, the vision of Tallinn Old Town, the description of the conservation principles and means, the analysis of the cultural heritage, living, working and visiting environment of Old Town, the objectives of the Plan, and the 5-year action plan for reaching the objectives. The action plan includes the means and activities for the years 2014-2018 that are necessary to meet the objectives of the Plan; the completion of those activities will be regarded as performance indicators for the objectives of the Plan. The Plan also lists the risks associated with its implementation as well as the possibilities for risk management. The last section of the Plan includes the procedures of monitoring the implementation of the Plan, and the bibliography.

The starting point for the compilation of the Comprehensive Management Plan of Tallinn Old Town was the initial task adopted by Tallinn City Council in 2011. The compiling of the Plan was steered by Tallinn City Office. Altogether 8 open workshops were held to discuss the various aspects of Old Town. The public was offered the possibility to add their proposals as inputs to the Comprehensive Management Plan on Tallinn City Government’s website, where all the working materials were also available. The working group included representatives of the various stakeholders: heritage protection specialists, representatives of city government institutions and district administrations, ministries, local community, entrepreneurs, non-governmental organizations, and other parties and partners interested in the protection and management of the World Heritage site. The members of the workgroup have been listed at the end of the Plan. Additional consultations were held with representatives of the UNESCO World Heritage Centre, ICOMOS, the Estonian National Commission for UNESCO, the UNESCO Tallinn Old Town Management Committee, departments of Tallinn City Government, Ministry of Culture and other organizations concerned.

Various topics were under discussion in the workshops: the heritage protection aspects of Tallinn Old Town; Tallinn Old Town as a living, working and visiting environment and the various mechanisms - heritage protection, legal, economic, social and natural - that guarantee the functioning of the different types of environment. From the aspect of authentic and integral preservation of buildings, the issues concerning the zoning of Old Town into different functional areas were discussed. The Comprehensive Management Plan was introduced at public discussions held on 15 June 2012 and 5 March 2014. The Plan has received the approval of the UNESCO Tallinn Old Town Management Committee and the UNESCO World Heritage Centre in Paris.

Tallinn Old Town Comprehensive Management Plan is a periodically updated document that covers the period 2014-2021, the accompanying Action Plan covers the period 2014-2018. The monitoring of the implementation of the Plan will begin after the next report has been submitted to the UNESCO World Heritage Centre, i.e. in 2015, and the Plan will be amended upon necessity. In order to improve the protection of the World Heritage site, Tallinn City Government founded the UNESCO Tallinn Old Town Management Committee in 2010. It is the task of this Committee to supervise the implementation of the Plan. The Comprehensive Management Plan shall be monitored by Tallinn City Centre Administration as part of the overall City Centre Development Plan monitoring process. The Comprehensive Management Plan has been adopted by a Tallinn City Council resolution and is available on the Tallinn City website.

THE VISION OF TALLINN OLD TOWN 2021

Tallinn Old Town, inscribed on the UNESCO World Heritage List, is a complete and high-quality living, working and visiting environment with a historical and cultural continuity, the Outstanding Universal Value of which is appreciated and preserved for future generations.

The heritage conservation principles of Tallinn Old Town derive from the preservation of its historical authenticity and milieu peculiarities. The sustainable management of Tallinn Old Town is based on values that appreciate the contributions of the preceding generations, pass on cultural traditions, and support the involvement of the local community in preserving the cultural heritage and moulding the living environment. Old Town, the city centre of Tallinn, is physically and visually well integrated with its surroundings, and offers a high-quality, sustainable and human-friendly urban environment for living, working and leisure. The vision shall be implemented by means of extensive cooperation involving interested parties on the local, national and international levels.

1. UNESCO WORLD HERITAGE AND TALLINN OLD TOWN

1.1. World Heritage Convention, criteria and the notion of Outstanding Universal Value

UNESCO, the United Nations Educational, Scientific and Cultural Organization adopted the Convention Concerning the Protection of the World Cultural and Natural Heritage at their meeting in Paris, 1972. Estonia joined the Convention in 1995. The purpose of the Convention is to safeguard the voluntary protection of the cultural and natural heritage of the countries involved. Being inscribed on the World Heritage list means, first and foremost, that a culturally or naturally valuable site of universal importance in that country is internationally recognized. It also means sharing the responsibility for the preservation of the site for future generations.

The status of World Heritage site serves as an advantage in applying for financial support for the conservation of the heritage from different international funds, and increasingly often the fact of being inscribed on the World Heritage List helps to turn the site into a tourist magnet.

According to the World Heritage Convention the preservation of the World Heritage must be regulated by local legislation. The countries that have signed the convention also commit to introduce the World Heritage to the inhabitants as well as visitors in conformity with the Convention and its Operational Guidelines, to organize World Heritage protection in the country, and to report periodically to the World Heritage Centre as to the site's state of conservation.

In order to be inscribed on the World Heritage List, a site must have Outstanding Universal Value (OUV), which means that the site in question belongs to the most outstanding cultural legacy of the world.² The World Heritage Committee has set up 10 criteria to specify the outstanding value in more detail, and a candidate has to meet either one or several of these criteria (the first 6

² The Operational Guidelines for the Implementation of the World Heritage Convention (2012) art. 49

concern cultural heritage, the latter 4 natural heritage) in order to become inscribed. By inscribing a site on the List, the World Heritage Committee approves of the Statement of OUV of the site, which is a key document in protecting and managing the World Heritage.³

The OUV of a World Heritage derives from its authenticity and integrity. Authenticity means – in the broadest sense – the capability of the site to express its cultural significance in a genuine manner through e.g. material, form, design, tradition etc.⁴ Integrity means that the site has been preserved in its original form, which is assessed by evaluating the state of conservation of the tangible culturally valuable components of the site.⁵ Authenticity has also been explained as the site's ability to pass on its cultural significance through time.⁶ The aspects of authenticity and integrity have both been analysed below from the point of view of Tallinn Old Town as a whole as well as from the point of view of the five main criteria of World Heritage.

1.2. Outstanding Universal Value of Tallinn Old Town and its attributes

The Outstanding Universal Value of Tallinn Old Town, which is the main focus of this Comprehensive Management Plan, lies in five major attributes:

- 1) a rich layer of archaeological findings from the 800 years of town history as well as from the preceding 5,000 years of human settlement;
- 2) well-preserved many-layered dwellings, public and sacred buildings with a strong medieval component;
- 3) a medieval street network that has preserved its original structure;
- 4) a mostly preserved circular town wall and earthworks turned into green areas;
- 5) a traditional living environment.

The following is the actual wording of the Statement of Outstanding Value of Tallinn Old Town, on which the objectives and activities of this Comprehensive Management Plan are based. The Statement was submitted to the UNESCO World Heritage Committee in 2011 and received its approval at the meeting in St. Petersburg in 2012.

Overview

Tallinn Old Town is a complete and well-preserved medieval North-European trading town on the coast of the Baltic Sea. The town evolved during the heyday of the Hanseatic League in the 13th-16th centuries, and was an important centre within that vast trading organization.

The upper town on the high limestone plateau and the lower town at its base with the numerous church steeples form an impressive silhouette which is visible from land as well as sea.

Upper town – Toompea, where the castle and the Dome Church are located - has always been the seat of power. Lower town boasts a well-preserved medieval street network with many narrow and winding streets still bearing names that date back to the Middle Ages. Many admirable public buildings as well as private houses owned by citizens are still there, such as the town wall, the Town Hall, the drugstore, churches, monasteries, guild houses of merchants and handicraftsmen, and merchants' dwellings. The boundaries of estates have not changed much since the 13th-14th centuries.

³ 21COM III. The requirement for the Statement of OUV was included in the Operational Guidelines on the World Heritage Convention in 2005. Sites that were inscribed before that, including Tallinn Old Town, have compiled or are compiling the required document after receiving the inscription. The OUV Statement of Tallinn Old Town received the approval of the World Heritage Committee in 2012.

⁴ The Operational Guidelines for the Implementation of the World Heritage Convention (2012) art. 82.

⁵ The Operational Guidelines for the Implementation of the World Heritage Convention (2012) art. 88, Jokilehto J. 2006, Considerations on authenticity and integrity in world heritage context. City & Time 2 (1): 1.

⁶ Stovel H. 2007, Effective use of authenticity and integrity as world heritage qualifying conditions. City & Time 2 (3): 3.

The OUV of Tallinn Old Town is based on the fact that it is an outstanding, remarkably complete and well-preserved medieval northern European trading city, which still retains features characteristic of a medieval economic and social community.

Criterion (ii): Tallinn Old Town was one of the most remote and powerful outposts of the Hanseatic League in the colonization of north-eastern Europe. Here the traditions of Cistercians, Dominicans, the Teutonic Order and the Hanseatic League came into contact with each other, creating a secular and ecclesiastical culture of various international influences. It spread all over northern Europe.

Criterion (iv): The town's structural layout and the buildings within it constitute a remarkable reflection of the coexistence of the seat of feudal overlords and a Hanseatic trading centre within the shelter of a common system of walls and fortifications.

Integrity

In 2008, the boundaries of Tallinn Old Town as UNESCO World Heritage Site and its buffer zone were changed to match the boundaries of Tallinn Old Town Conservation Area which is under national heritage protection. Thus the territory inscribed on the List increased from 60 ha to 113 ha. It now encompasses Toompea and the territory of lower town within the medieval town wall, as well as the 17th-century earthworks surrounding Old Town and the mainly 19th-century structures and streets making up the green belt around the medieval town. The change considerably improved the integrity of the area inscribed on the World Heritage List, involving all the major elements that give Tallinn Old Town its Outstanding Universal Value.

The buffer zone that was increased from 370 ha to 2,253 ha in 2008, now encompasses also the close vicinity of Old Town. The zone was extended to the sea, now covering views from Viimsi Peninsula as well as Kopli Peninsula. The extended buffer zone includes nine view sectors and five view corridors (Drawing 1).

At the moment, the unique silhouette of Tallinn can be seen from land as well as sea, but it may be endangered by high-rise buildings planned outside the buffer zone.

Authenticity

Tallinn Old Town preserves to a remarkable extent the medieval urban structure of building plots, streets and squares, as it developed in the 13th century, as well as a large number of medieval buildings. The radial network of streets is well endowed with buildings from the 14th – 16th centuries. The town defences have been preserved over large sections at their original length and height, rising to over 15m in places. Besides preserving its architectural traits, Tallinn Old Town has retained also its functions: there are dwelling houses, businesses and churches in Old Town. Toompea is still the administrative centre of the country. However, an increasing number of historic dwellings are being renovated for tourists or for public use despite having to meet severe safety and access requirements.

Several significant buildings from the end of the 19th - beginning of the 20th century are also situated within the authentic territory of the World Heritage Site. Among them there are schools, theatres and several unique wooden suburban quarters which constitute an integral part of the historic townscape surrounding Old Town.

Only recently the wooden quarters were endangered by the tangled ownership relations and the bad reputation of the living spaces there, because the houses were not properly maintained and were repaired and renovated inappropriately. Today the situation is completely different: wooden

living quarters are highly appreciated and appropriate measures have been adopted to preserve the authentic milieu.

Heritage protection requirements and administrative arrangement

Tallinn Old Town Conservation Area was created by Regulation No. 360 of the Estonian SSR Council of Ministers. It was the first heritage conservation area in the former Soviet Union, with the purpose of protecting the preserved buildings as well as the historic whole of Old Town. This decision was reinforced by the Estonian Ministry of Culture in 1996.

A few legal acts and City Government regulations from later periods also govern the protection and management of the cultural property of Tallinn Old Town, for example the Statutes of Tallinn Old Town Conservation Area based on the Heritage Conservation Act adopted in 2002 and amended in 2011.

The Statutes govern the whole of the territory inscribed on the World Heritage List and its buffer zone within the limits defined in 2008. The Statutes regulate preservation, conservation, planning and building activities and the respective management practices. The legal act protects the historic layout of building plots, the construction volumes and density, and all the historic buildings and details.

According to the amended Heritage Protection Act, any research, conservation, restoration and planning concerning monuments and buildings situated on the World Heritage is allowed only by permit from the National Heritage Board. Such a permit must be obtained also for buildings that are not under heritage protection. This measure is applied to guarantee that construction activities are always preceded by appropriate historical and archaeological research.

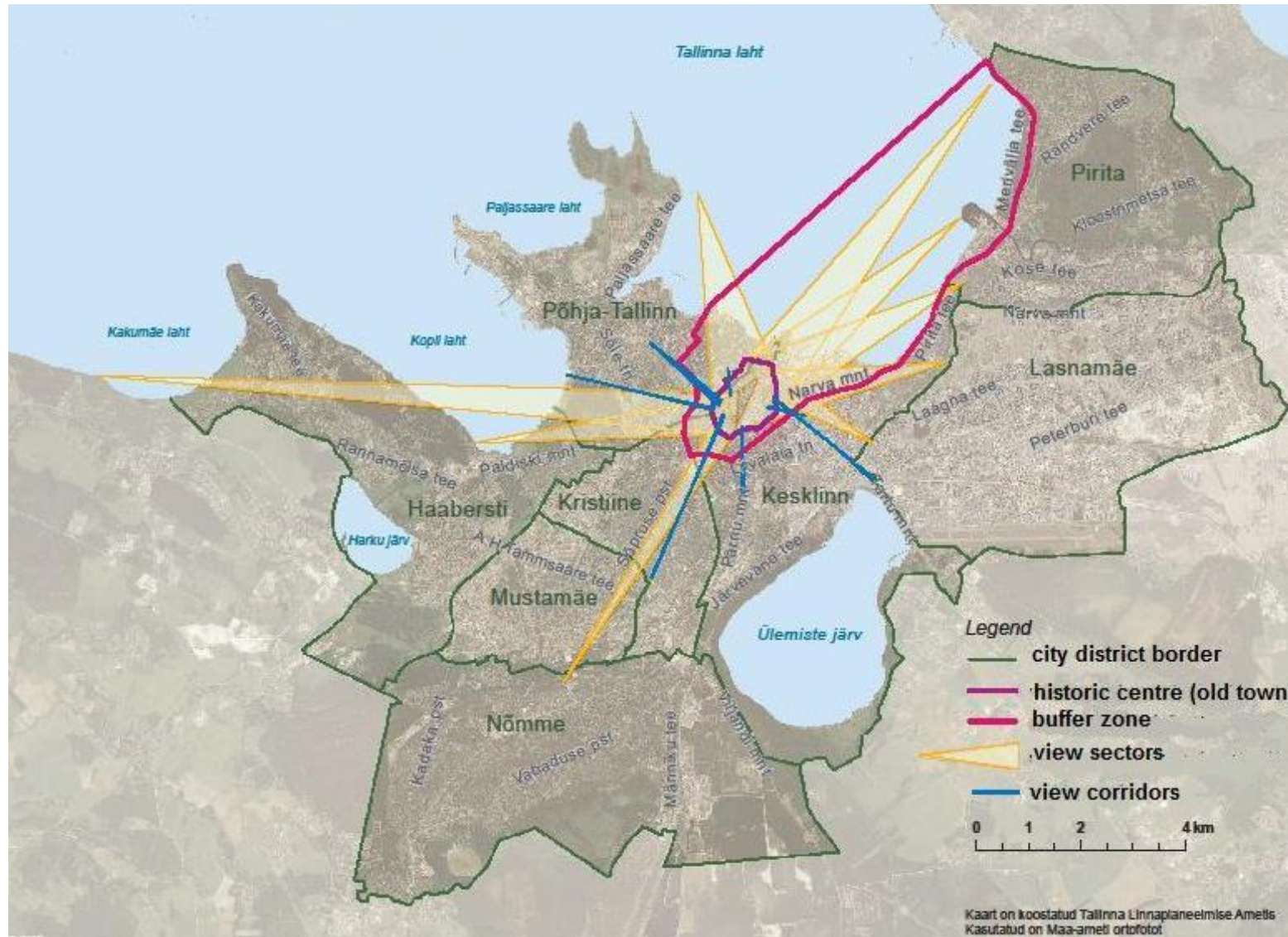
The execution of the above legal acts and Statutes is supervised by the National Heritage Board on the national level and Tallinn City Government on the municipal level. The National Heritage Board is responsible for overall supervision; Tallinn Culture and Heritage Department as the representative of Tallinn City Government is responsible for the implementation of the Statutes. The experts of the Heritage Committee function as advisors in addressing single issues. Decisions concerning planning and construction activities on the World Heritage site are made by the Heritage Board and Tallinn City Government jointly.

In 2010, UNESCO Tallinn Old Town Management Committee was founded, with the purpose of improving cooperation between the various institutions, free associations, the local community and other interest groups involved in protecting Tallinn Old Town. It is the duty of the Management Committee to supervise the compiling, implementation and updating of the Tallinn Old Town Comprehensive Management Plan. The Plan for 2014-2021 shall replace the Development Plan adopted on 28 August 2008 for the years 2008-2013, and the main focus of the Comprehensive Management Plan shall be on protecting the OUV of Tallinn Old Town.

The measures protecting Tallinn Old Town are further supported by Tallinn City Government – in order to enhance the archaeological supervision of new projects, Tallinn Culture and Heritage Department employed a full-time archaeologist in 2010. Suggestions made at public discussions are also important. For example, the final resolution of the conference “Alternatives to Historical Reconstruction in UNESCO World Heritage Cities”, held in May 2002, includes several fundamental principles concerning the future of Old Town.

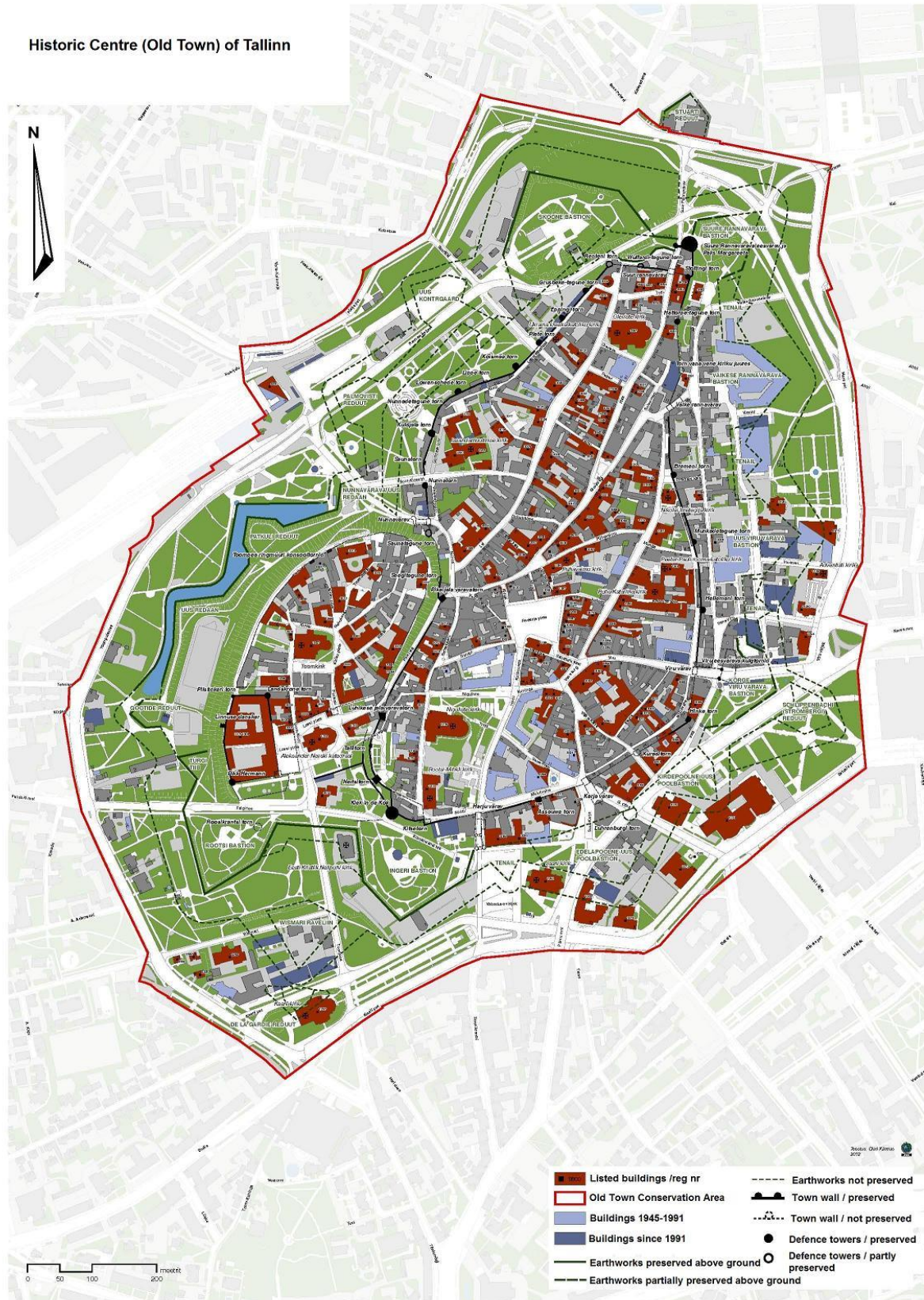
In the current as well as future protection and management plans it is vital to focus on preserving the authenticity and integrity of the World Heritage site. A balance should be reached between the living environment of Old Town and its other public and private uses which could endanger the authenticity of the whole area. The integrity of Old Town could be jeopardized by high-rise buildings outside the buffer zone. This can to some extent be restrained by the thematic plan

“Framework for high-rise buildings in Tallinn”, adopted by Tallinn City Government in 2008. The thematic plan protects the silhouette of Tallinn as well as the respective view sectors and view corridors. But, for the thematic plan to become effective in preserving the visual integrity of the World Heritage site, separate agreements must be reached with those concerned with each view sector separately.



Drawing 1. The buffer zone of Tallinn Old Town World Heritage Site and the view sectors.

Historic Centre (Old Town) of Tallinn



Drawing 2. Tallinn Old Town heritage protection area (corresponds to the territory of the UNESCO World Heritage Site).

1.3. The World Heritage site and its buffer zone

Current state

Two protection zones have been set up in order to preserve the Tallinn Old Town World Heritage property. The smaller protection zone – 113 ha (Drawing 2) – includes the World Heritage site within the Town Wall and its surrounding earthworks-green areas. The World Heritage site, in turn, is surrounded by a buffer zone of 2,253 ha together with its adjacent view corridors and sectors (Drawing 1). The main purpose of the buffer zone as well as the view sectors is to preserve the unique views of Old Town from different viewing points in Tallinn, and to diminish construction pressure on Old Town.

Administratively, Old Town together with its buffer zone is located on the territory of the City Centre. It is surrounded by territories of different character and function, several of which have been recognised as valuable historical milieu areas.⁷ Awareness of the value and historically evolved functions of these territories contributes to the protection of the cultural heritage and the development of the living environment of Old Town. Below is a short description of the territories adjacent to Old Town and the aspects that link them to the World Heritage site, and also an overview of the challenges, aims and devised activities.⁸

The suburbs located in the close vicinity of Old Town have in recent decades undergone a remarkable development as far as the maintenance of buildings and public spaces is concerned as well as the overall reputation of these territories, including a change in the structure of the population and a rise in real estate prices. At the beginning of the 1990's several historical suburbs were still considered to be “suburbs of decay”, with many buildings in very bad repair and partly uninhabited, accompanied by serious social problems. By now, the situation has completely changed. Several houses have been renovated, many suburbs e.g. Kalamaja and Kassisaba have become popular among young families and creative people. While the wooden suburbs surrounding Old Town were historically inhabited by the working class, then nowadays they have become attractive for the more well-to-do middle class. As a living environment, the suburbs have become a substantial alternative to Old Town, with the potential of attracting permanent residents of Old Town to move to a more peaceful milieu. A positive impact on order and safety in Old Town is the potential of these suburbs to serve as alternative tourist destinations. That, on the one hand, could increase - in synergy with Old Town - the attractiveness of Tallinn as a site worth visiting, but on the other hand would help to decrease the excessive volume of tourists visiting Old Town in the high season.

The historical Tõnismäe Quarter within the Old Town buffer zone is, in addition to Toompea, one of the oldest residential areas of Tallinn. The first written record of Tõnismäe dates from 1348. It was given its current name after the cemetery chapel that was situated in the area. Due to its natural peculiarity (it is 30 m above sea level) Tõnismäe has witnessed military action throughout its history, which is why the buildings there have been destroyed on several occasions. Many government institution and embassies are situated there, not to mention St. Karl's (Kaarli) Church and the Estonian National Library. As the boundary of the Old Town buffer zone runs along Kaarli Avenue in that quarter, any plans to alter the height of buildings there need to be approved by heritage conservation specialists.

Kassisaba Quarter. Kassisaba (Cat's Tail) is the name for the residential quarter between Toompuiestee, Paldiski Avenue, Tehnika Street and Endla Street (Drawing 3), defined as a historical milieu quarter. Kassisaba as a place name was first mentioned in 1732 (Kassi sabba).

⁷ The protection of historical milieu areas is regulated by the thematic plan “Establishing of the borders of historical milieu areas in the city centre of Tallinn and the conditions for their protection and use”. The thematic plan “Framework for high-rise buildings in Tallinn” is important from the aspect of protecting the views of Old Town and setting restrictions to building activity in the buffer zone.

⁸ Source: Tallinn City Centre Development Plan 2012–2016.

Before the railway was built in 1869-1870, all the streets in the east-west direction ran over the current railway track. The district developed in the 17th-19th centuries as a suburb of Toompea, and is characterized by apartment houses with wooden weatherboarding. Kassisaba quarter as one of the oldest suburbs of Tallinn will preserve its milieu also in the future and will continue to function mainly as a residential district supported by sufficient infrastructure. The oldermann of the Dome Guild, Hans Heinrich Falck, played an important role in the development of Kassisaba. He had the beginning of Paldiski Road paved at his own expense in 1849. Construction on a wider scale began in 1877, as a result the quarter of Kassisaba expanded to the south.

The Süda-Tatari Quarter with a primarily residential function is situated between two major traffic lines of Tallinn – Liivalaia Street and Pärnu Road. The beginning of the historical milieu quarter, characterized by high greenery and mainly 2-3-storey apartment houses, goes as far back as the 14th century. The majority of current buildings date from the end of the 19th and the beginning of the 20th century. The Soviet occupation and WW II., particularly the air raid in March 1944, caused serious damage to the area. In 1999, the building of the Estonian Music and Theatre Academy was constructed in the area; the beginning of the 21st century added several new office buildings to the quarter. No major changes can be foreseen in the structure of the Süda-Tatari quarter in the near future, but increasingly more attention will have to be paid to restoration.

The Harbor Quarter has throughout centuries functioned as the sea gate to Tallinn. In the centre of the quarter there are the terminals of the passenger port of Tallinn, where ferries from Helsinki and Stockholm arrive as well as cruise ships from all over the world. The quarter is developing fast, several tourist-oriented shops, accommodation and entertainment institutions are clustering in the district. Any plans to develop this region will have to take into account the need to preserve the superb views of Old Town from the sea.

The district of North-Tallinn, situated next to the district of City Centre, encompasses several quarters of valuable residential milieu as well as examples of industrial architecture. The quarter of Kalamaja, to the north-west of City Centre, stands out as one of the most peculiar quarters of North-Tallinn. In pre-historic times it was an outpost for fishermen, later it was turned into a working class residential area built around the barracks of Patarei. The quarter is characterized by two-storey wooden houses built at the end of the 19th - beginning of the 20th century. Another type of building characteristic of Kalamaja is the so-called Tallinn house – a wooden house with a stone entrance hall and stairway. Due to its peculiar character, historical milieu and close vicinity to the City Centre, Kalamaja is developing into a creatively versatile urban quarter, with a potential to become the centre for creative businesses. Former industrial buildings in the vicinity of Tallinn City Hall are being turned into a centre for experimental culture and creative businesses called “Kultuurikatel” (Culture Kettle).

Another historical milieu quarter between Old Town and the sea is the Rotermanni Quarter, consisting of industrial limestone buildings from the end of the 19th – beginning of the 20th century, a number of which are under heritage protection. Well-considered development plans for the quarter will create a multi-functional urban environment with a good balance between the business, cultural and residential aspects.

Drawing 3. The residential quarters and milieu valuable areas surrounding Old Town.

The Maakri quarter, which is under protection as a 13th – 16th-century settlement, used to be a centre for mills and workshops located on the banks of the former Härjapea River in the Middle Ages and early modern times. From this so-called pre-industrial region several modern industrial enterprises developed in the late 19th – early 20th century, such as Johanson's paper mill, Birk's dry cleaning industry, various leather industries etc. One of the buildings of the paper mill still stands, as well as the base of a chimney. The art-nouveau production and administrative building of the dry cleaning and colouring industry at 23 Maakri Street is under heritage protection, another good example of art-nouveau architecture in the quarter are the former leather industry buildings at 19-21 Maakri Street.

Earlier layers, i.e. buildings from the so-called mills' period, no longer exist, but their remains have been found and will most probably continue to be found during archaeological excavations. Härjapea River was directed into a collector in the 1920's -1930's. The medieval Saint John's (Püha Johannese) hospital, also known in Estonian as "Jaani seek" (almshouse), is also located in the Maakri quarter. It was active as a hospital and welfare institution until the first half of the 20th century. Of all the buildings of the former almshouse complex only the church still remains. Archaeological excavations carried out during the construction of the Tartu Road extension unearthed a former church cemetery as well as foundations of other almshouse buildings. Some of the latter have been conserved and are displayed in a pavilion built especially for that purpose. Differently from other historical suburbs, only a few examples of wooden buildings still remain in the Maakri Quarter. The majority of the wooden buildings were destroyed in WW II., other were demolished in the 1960's-1990's. High-rise buildings, visible already in Soviet general architectural plans, started to appear in this quarter in the 1990's and the early 21st century.

Challenges

The planning and building activities in the City Centre over the last decades have on several occasions invaded the buffer zone around Old Town. Although a number of buildings that do not fit into the Old Town buffer zone were erected there in earlier times, in recent years the city administration has managed to avoid the construction of buildings obstructing the views of Old town, e.g. an extension to Viru Hotel. The thematic plan "Framework for high-rise buildings in Tallinn" also bans the erecting of high-rise buildings in the Old Town buffer zone, sets height restrictions to buildings, and provides for an additional view sector of Old Town. On the other hand, in order to preserve the visual integrity of Old Town, the impact of high-rise buildings planned close to the boundaries of the buffer zone needs to be assessed from the World Heritage aspect (Drawing 4).

In order to improve movement between Old Town and North-Tallinn as well as Old Town and the harbour area, it is of primary importance that the traffic scheme should be updated, the volumes of traffic - including transit traffic – through the City Centre should be diminished and better conditions for public transport and light traffic be provided. It is also important to integrate the different types of traffic more, to increase the percentage of environmentally sustainable vehicles, and to continue building new pedestrian and cycling paths. It is necessary to improve the system of informative signs so that there would be signs at each major crossroads in Old Town. The streets along which tourists usually move should also be equipped with signs showing the way to and across the major squares of the city.

Based on current developments it may be predicted that, in the future, the Old Town buffer zone will be relevant in several construction tasks that the city is facing. Therefore it is important to involve heritage conservationists and carry out heritage impact research already at an early stage of planning; it is equally important to improve communication between city planners, heritage conservationists and real estate developers. The use of new IT-based solutions makes it possible to test the visual coherence of planned buildings with the World Heritage property. UNESCO Tallinn Old Town Management Committee, founded upon the initiative of the City of Tallinn in 2010,

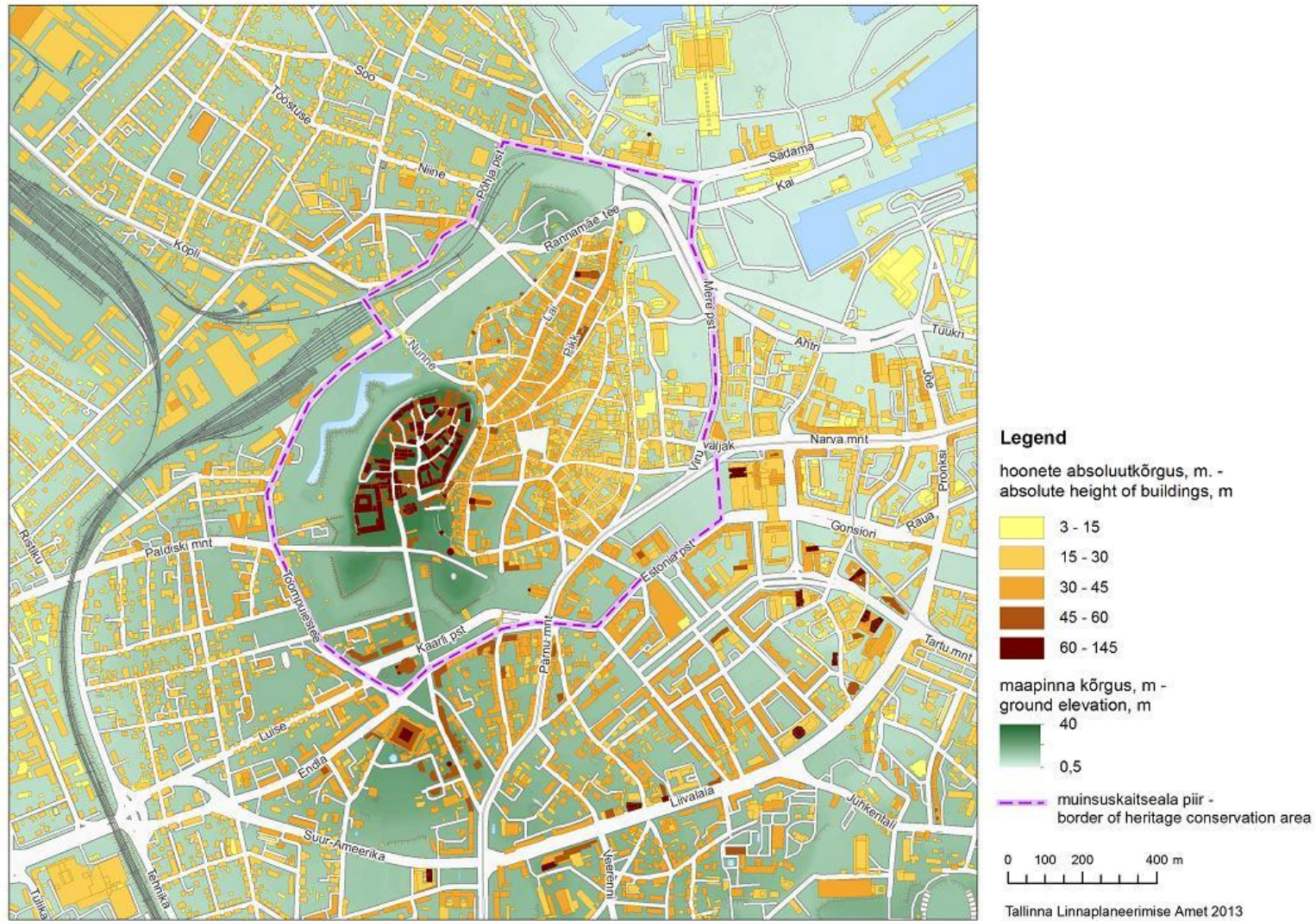
shall also provide their evaluation on all major issues concerning the preservation of World Heritage.

Aims

- Measures have been applied to sustain the milieu valuable environment of the areas surrounding Old Town
- Ways have been found to improve the links between Old Town and the surrounding areas
- Disused structures with a cultural function have been taken into use again, creative businesses are flourishing
- Effective means have been applied to retain the green belt around Old Town
- Recreation areas have been developed
- The views of Old Town are well preserved

Activities

- Organizing research to define the links between Old Town and the surrounding urban space (as specified by UNESCO Tallinn Old Town Management Committee) (City Planning Department).
- Promoting the activities of Cultural Quarters (City Enterprise Board, Culture and Heritage Department, City Centre Administration)
- Improved integration of the green areas of Old Town with the surrounding greenery (Environment Department)
- Improving pedestrian access to the green belt surrounding Old Town (the Rotermann Quarter, Maakri Street, the harbour area, the Baltic Railway Station) (Municipal Engineering Services Department)
- Marking the light traffic roads in the city (Transport Department)
- Marking cultural monuments (Culture and Heritage Department)
- Holding competitions for decorating buildings and show windows in Old Town as well as for producing and installing waymarks and signposts (City Centre Administration)



Drawing 4. The absolute height of buildings in Old Town and the surrounding areas.

2. PRESERVATION OF THE CULTURAL HERITAGE OF TALLINN OLD TOWN AND ANALYSIS OF THE PRINCIPAL DOMAINS

2.1. Legislation and institutions protecting the cultural heritage of Tallinn Old Town

Current state and challenges

The main legal acts regulating the protection of Old Town are the Heritage Conservation Act and the Statutes of Tallinn Old Town.⁹ These documents explain the term “monument” (a place, building or object of cultural value), and establish conditions for the preservation of monuments. They also describe the rights and obligations of monument owners and possessors both on the territory of Tallinn Old Town Conservation Area and in its buffer zone. The most significant requirements concerning any activities carried out on the World Heritage property are preliminary research, obtaining an activity license, approvals from concerned institutions for all works and heritage conservational supervision.

Tallinn Old Town is reflected in the Heritage Conservation Act from various viewpoints: as a heritage conservation area, as UNESCO World Heritage property, as the site of an archaeological monument, but also through the numerous single monuments (ca 140) located on the territory of Old Town. The Statutes of Tallinn Old Town Conservation Area specify the Heritage Conservation Act by stipulating the exact boundaries of Tallinn Old Town Conservation Area and the buffer zone, and by laying down specific conservation and construction requirements.

This Comprehensive Management Plan obtains its legal force through being adopted by Tallinn City Council as a local government development document. It has been formulated as the development plan of a part of the city territory in conformity with the Local Government Organization Act, the Statutes of Tallinn, and the Procedures of Processing Development Documents of Tallinn. The Plan also takes into account the UNESCO World Heritage Convention, its Operational Guidelines and the handbook “Management Plans for World Heritage Sites. A Practical Guide” issued by the German National Commission for UNESCO. The challenges, aims and activities below were defined in cooperation with representatives of state and non-governmental organizations as well as inhabitants of Old Town.

Photo 1. A good example of a well-preserved medieval merchant’s dwelling, situated at 12 Raekoja plats (Town Hall Square). It currently houses the heritage protection and milieu sections of the Culture and Heritage Department. Photo: 2013.



The institutional structure of heritage protection in Tallinn Old Town is based on decades of tradition, experience and institutional development. The national government and the local government have years of experience in managing the cultural heritage protection of Old Town in cooperation, and that experience is a good foundation for developing such cooperation further.

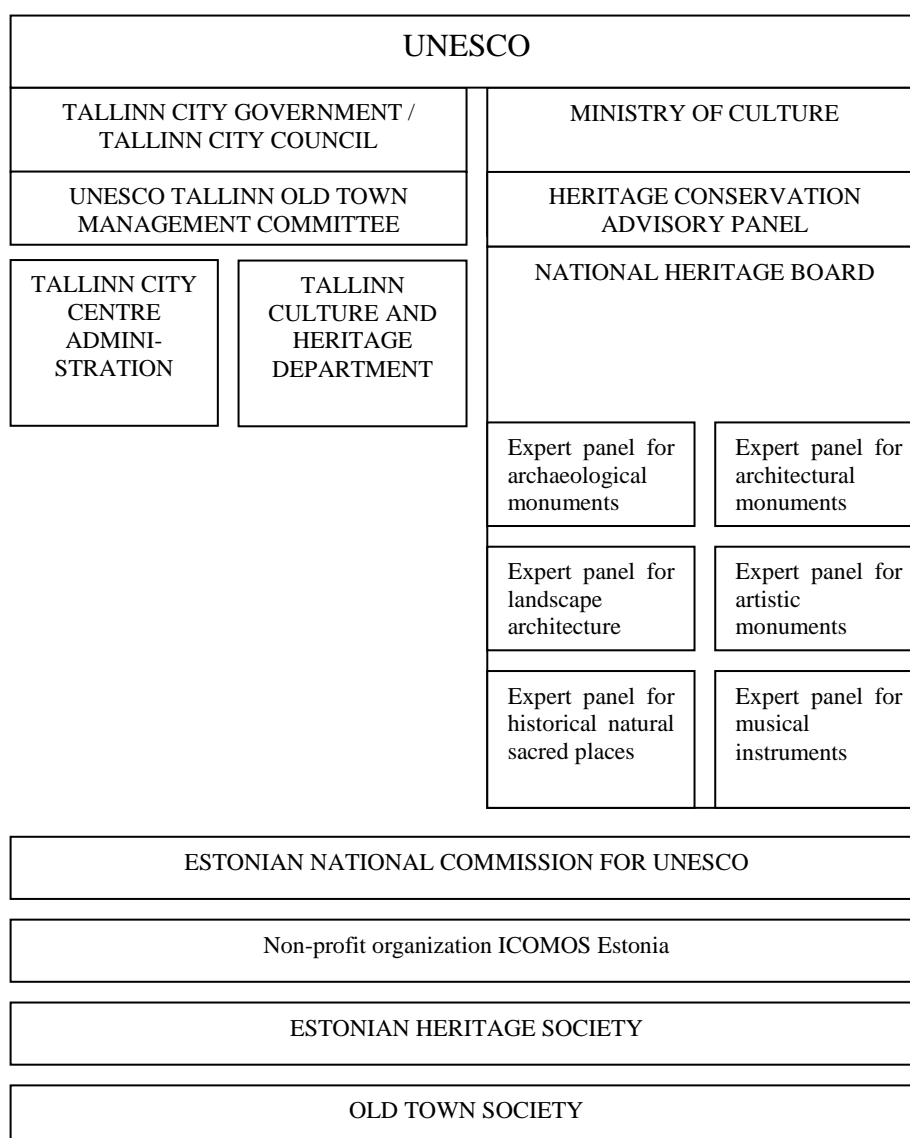
⁹ Heritage conservation areas are referred to e.g. in the Building Act, Planning Act and the Building Regulation of Tallinn.

According to the Contract under Public Law signed between the Republic of Estonia and the City of Tallinn, it is the City of Tallinn who is responsible for the protection of the World Heritage of Tallinn Old Town.¹⁰ Such an agreement of cooperation exists between the state and the City of Tallinn since 1999. On the national level, heritage protection is under the governance of the National Heritage Board, on the municipal level it is governed by the Culture and Heritage Department of Tallinn. The Contract under Public Law delegates to the City of Tallinn most tasks related to the restoring, monitoring and documenting of cultural monuments as well as informing their owners. Hence, the City of Tallinn is responsible for the protection of the World Heritage of Tallinn Old Town and for its sustainable development, but also for drawing up and submitting state of conservation reports to the UNESCO World Heritage Centre.

The municipal level of administrative arrangement in Old Town takes into account the territorial aspect as well as the status of Old Town as a heritage conservation area. Old Town is, in terms of territory, part of Tallinn City Centre. Issues concerning public services and other living environment matters are therefore within the competence of the City Centre Administration. Issues related to the protection of cultural heritage are within the competence of the Culture and Heritage Department, which is also the first institution to which any issues concerning heritage conservation in Old Town should be addressed. Since most issues in Old Town need to be considered from both aspects, standing committees with representatives from both institutions have been formed.

Non-profit organizations representing the various interest groups of Old Town play a significant role in protecting Old Town and maintaining its living environment. By way of generalization, institutions involved in Old Town cultural heritage conservation can be divided into three groups: national, municipal and third sector institutions (Drawing 5).

¹⁰ According to the Contract, it is possible to specify in procedures regulating heritage conservation, which tasks are placed within the sole competence of the Culture and Heritage Department and which can be executed by approval of the National Heritage Board. Approval of both institutions is primarily required in cases which concern construction and planning within the Tallinn Old Town World Heritage Site and border issues between the estates and plots of Old Town.



Drawing 5. Institutions and organizations involved in heritage conservation.

Advisory bodies and committees

1. From the aspect of protecting the cultural heritage of Tallinn Old Town the most important advisory body is the UNESCO Tallinn Old Town Management Committee which unites representatives of the state, the city and the local community as well as experts.¹¹ The Committee was founded by a Tallinn City Government regulation in 2010 with the aim of giving advice to Tallinn City Government on matters concerning UNESCO World Heritage protection and on measures necessary for the preservation of the Outstanding Universal Value of Tallinn Old Town. One of the main tasks of the Committee is monitoring the execution and updating of Tallinn Old Town Management Plan. The Committee serves as a common platform for discussing any issues related to Tallinn Old Town and for working out strategies. The chairman of the Committee is the vice mayor responsible for the sphere of culture. The Committee meets at least 4 times a year.
2. The Heritage Conservation Advisory Panel is the oldest national advisory body in Estonia established to protect cultural heritage. The predecessor of the Panel was the Heritage Council established by the 1925 Heritage Conservation Act. According to the currently effective Heritage Conservation Act, the Heritage Conservation Advisory Panel is a body

¹¹ Statutes of UNESCO Tallinn Old Town Management Committee,
<https://oigusaktid.tallinn.ee/?id=savepdf&aktid=118957>

attached to the Ministry of Culture and consists of a minimum of 7 members. The Panel makes proposals and gives advice in all matters arising from the Heritage Conservation Act. Decisions adopted by the Panel serve as an advisory basis for the regulations or procedures guiding the work of the Heritage Board and the local heritage conservation institutions.¹²

3. The Heritage Board Expert Panels consist of groups of experts working for the National Heritage Board, each panel functions on the basis of their own statutes. Their main task is to give expert evaluations in their respective fields of activity. There are altogether 6 expert panels working for the National Heritage Board. The panels specialize in the following fields: archaeological monuments, architectural monuments, artwork monuments, historical natural sacred places, landscape architecture, and musical instruments.
4. In 1991, Estonia became a member of UNESCO. The Estonian National Commission for UNESCO, which was founded by a regulation adopted by the Government of the Republic in 1992, is active in four major spheres: education, science, culture, and information and communication technologies. In the sphere of culture, the National Commission has made a contribution to preserving cultural diversity, including World Heritage, by acting as the liaison between UNESCO and the Estonian community, and by increasing awareness of heritage issues as well as sharing information about training and scholarship programmes.
5. The principles of ICOMOS (International Council on Monuments and Sites), the Advisory Body of UNESCO, are represented in Estonia by the Non-profit Organization ICOMOS Estonia. It consists of experts and scientists working in the field of heritage conservation and restoration, whose main aim is to raise awareness of immovable monuments in Estonia, to conserve them and integrate them into the contemporary environment.¹³ According to the Statutes of Tallinn Old Town Heritage Conservation Area, recommendations approved by UNESCO and ICOMOS are taken into account when deciding upon issuing building permits within the heritage conservation area.¹⁴
6. The Estonian Heritage Society, founded in 1987, is the broadest non-governmental heritage conservation organization in Estonia. The Society has approximately 1,000 active members and over 50 local societies involved in heritage conservation.¹⁵ The Society aims at increasing awareness of heritage conservation and encouraging citizen initiatives in heritage conservation matters.
7. Tallinn Old Town Society was established in 2010 as a non-profit organization that brings together the inhabitants of Old Town. The aim is to appreciate the unique and many-featured living environment of Old Town. The society is currently actively involved in shaping the short and long term objectives of maintaining Tallinn Old Town as a living environment.¹⁶

Challenges

- The current legislation concerning Tallinn Old Town is mainly focused on preserving the physical environment, not offering much for maintaining the traditional living environment which is one of the main values of Old Town. In order to foster a balanced living environment in Old Town it is necessary to adjust legislation so that in the process of preserving the World Heritage, public interests could take precedence over private property, providing for additional compensation mechanisms if necessary.
- The abundance of various types of restrictions in Old Town and its buffer zone may cause confusion among owners of monuments, entrepreneurs and inhabitants.
- Improving the cooperation between the city and the state in protecting the cultural heritage.

¹² Heritage Conservation Act § 8 par. 4

¹³ Statutes of ICOMOS, <http://www.icomos.ee/pohikiri/#>

¹⁴ Statutes of Tallinn Old Town Heritage Conservation Area § 10 par. 6, <https://www.riigiteataja.ee/akt/795759>

¹⁵ Estonian Heritage Society, <http://www.muinsuskaitse.ee/>

¹⁶ Old Town Society, <http://www.vanalinnaselts.ee/cmtls/node/247>

- Improving the funding system of the World Heritage site in cooperation between the city and the state.
- Closer cooperation with other World Heritage sites in order to learn from their experience.

Aims

- The legislation concerning Tallinn Old Town has been improved to allow for more effective means to protect the living environment
- The interest groups of Old Town are aware of the values and restrictions of Old Town
- Smooth cooperation between the national and municipal levels of heritage conservation
- UNESCO Tallinn Old Town Management Committee is more involved in solving issues concerning the protection of the World Heritage
- The city has sufficient resources for marking the monuments and the World Heritage property of Tallinn Old Town
- Regular cooperation and exchange of experiences with one or several UNESCO World Heritage cities

Activities

- Creating a workgroup consisting of representatives of the City of Tallinn and state institutions to improve the legislation concerning Tallinn Old Town (Tallinn City Government)
- Issuing cultural monument protection obligation notices (Culture and Heritage Department)
- Old Town heritage conservationists take part, at least once a year, in international or Nordic meetings of UNESCO World Heritage sites (Culture and Heritage Department)

2.2. Preserving the values of Old Town

Assessing the OUV of Old Town and its state of preservation is always to some extent subjective. Worldwide it is common practice in conservation that a monument and its parts must be preserved as authentically as possible, i.e. in their original form, and as a whole. The value of Old Town has therefore been presented in five aspects – archaeology, fortifications, buildings, street network and living environment -, which have been analyzed in greater detail below, focusing on their current state, integrity and possible threats. The aims and tasks for the next few years have also been presented.

2.2.1. Rich layers of archaeological findings from 800 years of city history as well as from the preceding human settlements over a period of 5,000 years

Current state and challenges

The World Heritage site is an archaeological monument and therefore under heritage protection. Hence any excavation and construction within the World Heritage site is strictly regulated. Any projects concerning the site must be approved by the Culture and Heritage Department of Tallinn, and archaeological research preceding actual construction may be carried out only by institutions and businesses possessing an activity license issued by the National Heritage Board. Archaeological research carried out so far has shown that there exists a medieval and early modern cultural layer with remains of buildings and archaeological findings under the whole territory of Old Town. In addition, the whole bastion zone surrounding Old Town has been placed under national protection as an architectural monument, including the town fortifications still visible today above the ground as well as those that have survived underground.

The requirement of preserving the rich archaeological cultural layer of Tallinn Old Town is stipulated in the Heritage Conservation Act as well as the Statutes of Tallinn Heritage

Conservation Area.¹⁷ As the cultural layer hidden underground is already endangered by the mere launch of archaeological excavations, the main task here is to find possibilities to preserve and display the excavated remains of buildings and the archaeological findings.

Archaeological research carried out in Old Town and the related documentation from Soviet times can be considered excellent. The first excavations involving archaeologists were carried out at the end of the 1970's in connection with the restoration of monuments and the digging of ditches.¹⁸ Therefore there is a substantial body of outdoor study reports, and an abundant collection of findings from different periods in the history of Old Town currently displayed in museums. Special mention should be made of the representative collection of 18th-century glass and porcelain unearthed during the restoration of 29 Lai Street.

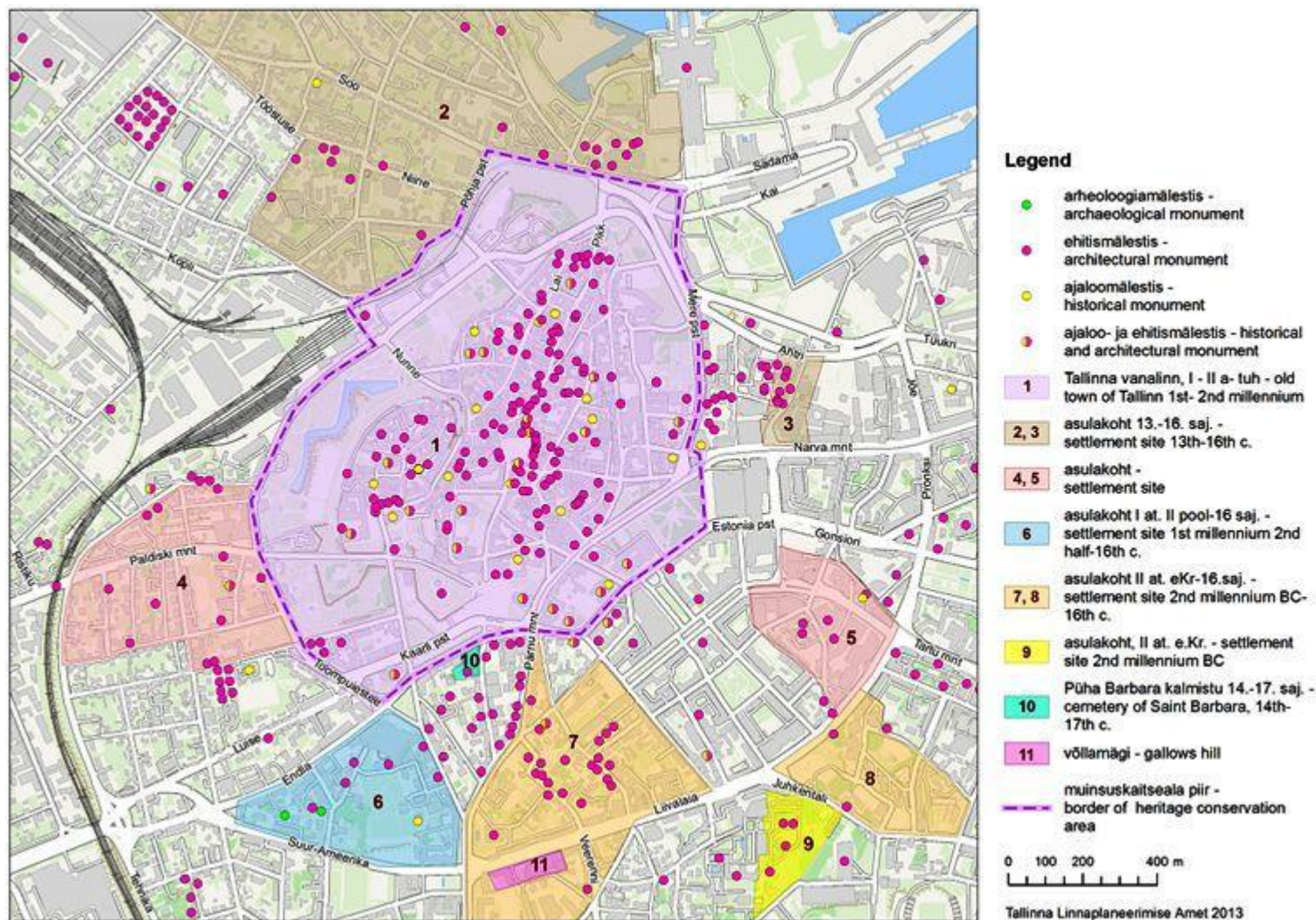
In the middle of the 1990's, the volume of archaeological research increased considerably due to the implementation of archaeological research requirements in the buffer zone of Old Town. Yet the cooperation between the public and private sectors was not sufficient in conserving and displaying the remains of buildings discovered during the excavations in Old Town and its buffer zone. The remains of buildings unearthed during the excavations were academically studied but were generally not preserved on location.¹⁹

Since then there have been positive developments in conserving as well as displaying archaeological monuments. Upon the initiative of the City of Tallinn the most extensive rescue-archaeological excavation (in Estonian terms) of all time was carried out in 2008-2009, prior to the construction of the Vabaduse (Liberty) Square parking lot. The excavation uncovered a number of rare findings from different periods, among them the remains of a Stone Age settlement dating back to 3000 BC. From a later period the remains of the Harju front gate tower were displayed on location as well as the majority of the supporting walls of the bastion moat. The former gate structures have also been marked in the newly built Vabaduse Square. A significant step was creating the office of town archaeologist at the Culture and Heritage Department in 2010. The town archaeologist's task is to supervise all archaeological excavations carried out in Tallinn.

¹⁷According to § 41 of the Heritage Conservation Act and § 6 par. 1 of the Statutes of the Heritage Conservation Area,

¹⁸J. Tamm (2009). *Agu-EMS ja linnaarheoloogia*. –Yearbook. 2008, 83-91

¹⁹J. Tamm (2002). [Varemed ajaloolises linnas](#). – Kultuur ja Elu 3, 26-27



Drawing 6. Single monuments and protected areas in Tallinn Old Town and its surroundings.

From the archaeological viewpoint it is essential to inform the owners of monuments in due time and to communicate with real estate developers, but also to supervise the works executed on the monument. It is important to reserve sufficient time for archaeological research already in the planning phase. Deriving from the above, it is necessary to establish a better functioning cooperation mechanism between heritage conservation, city planning and the private sector, which would cover the whole cycle of activities from archaeological excavations to displaying the unearthed heritage and integrating it into the city environment. An adequate funding mechanism is vital in preserving the archaeological heritage of Old Town and its buffer zone.



Photo 1. A view from Snelli Pond towards Toompea stronghold and the earthworks, with Tall Hermann on the right, the Convent House in the middle and Pilsticker Tower on the left. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441785/separate>

Aims

- Businesses functioning in Old Town are aware of the necessity of preliminary archaeological studies prior to excavations
- The archaeological heritage is appreciated and displayed as much as possible

Activities

- Consulting, sanctioning and supervising archaeological excavations in Old Town (Culture and Heritage Department)
- Scientific research of the building legacy of Old Town and issuing respective publications (Culture and Heritage Department)

2.2.2. A mostly preserved circular town wall and its surrounding earthworks-green areas.

I have to admit my weakness for this little town surrounded by a wall, which is called Tallinn or Reval.../
Old towns need a wall just like a painting needs a frame.
D. Chandler, National Geographic, 1938²⁰

Rarely do we find in medieval towns that still remain, a town wall as well preserved as it is in Tallinn.
Villem Raam, Estonian Radio, 1958²¹

Current state and challenges

The medieval town fortifications of Tallinn are divided into two fortification zones, which evolved at different times and are also different in character. The latter of the two, the 17th-18th century earthwork zone, is nowadays a picturesque circular green belt, serving as the dividing line between two peculiar groups of buildings – it separates lower town together with Toompea stronghold from the newer parts of Tallinn.²² At the beginning of the 16th century the town wall surrounded Tallinn like a 2.35 km stone belt with 27 mainly three-storey towers of up to 14 m in height.²³ A remarkable 1.85 km of town wall and 26 defence towers (Drawing 7) have been preserved, plus the so-called unacknowledged bits of the town wall hidden in walls of houses as well as underground.

The development of military technology around 1530 caused a significant change in Tallinn's defence systems, the outdated circular wall had to be strengthened by earthworks or bastions.²⁴ The most intense period in building earthworks was 1670-1710, when the Rootsi (Swedish) and Ingeri (Ingrian) bastions were completed at the south side of town. Nowadays these bastions are the green areas of Lindamägi (Linda Hill) and Harjumägi (Harju Hill).²⁵ At the end of the 18th century the earthworks lost their military significance and were gradually handed over to the city.²⁶

The conservation of the Town Wall of Tallinn has also served a didactic purpose – at different stages of its conservation the Wall itself has served as an example of architectural history.²⁷ For example, the spires of the towers in the Square of Towers were reconstructed on the basis of measure drawings made in 1728 and 1738, i.e. the towers were given the look they had had in the 18th century or possibly even earlier. The Bremen Tower, on the other hand, was restored as an example of the open towers of the 15th century.²⁸ Therefore, in order to get a better overview of the history of the Town Wall as well as its architecture, it is necessary to continue conserving and displaying the findings of the various stages of construction, including those that have been unearthed during archaeological excavations.

From the aspect of preserving and displaying the Town Wall and the earthworks, it is vitally important to guarantee regular maintenance and to improve accessibility. In conserving the Town Wall, it has been one of the main principles of the City Government of Tallinn to open the towers as well as the defence passageways to the public. Over the last few years Tallinn has opened several towers of the Town Wall to the public, and restored and displayed a part of the defence passageways of the Swedish and Ingrian bastions, offering a unique experience of time travel. The major project of 2012 was the restoration of Neitsitorn (Virgin's Tower) and Tallitorn (Stable

²⁰ National Geographic Eesti, October 2011 No. 1

²¹ V. Raam, R. Zobel (13.05.1958). Vanalinna kindlustusvöönd (phonogram). Tallinn: Eesti Rahvusringhääling

²² R. Zobel. Tallinna linnamüür (Tallinn Town Wall). 1966, 5

²³ R. Kangroopool, D. Bruns. (1972). Tallinn sajandeis (Tallinn in Centuries). Ehituskunstiline ülevaade (An Architectural Review). 37

²⁴ The defence system that was designed by the Swedish rulers at the end of the 17th century to improve the earlier earthworks was supposed to consist of 11 bastions and 6 ravelins. Only the Swedish (No 8 Drawing 7), Ingrian (No 7 Drawing 7) and Skoone bastions (No 9 Drawing 7) and the Wismar ravelin (No 12) were completed, which have survived practically undamaged until today. The bastion of Väike-Rannavärv (No. 2 Drawing 7) was modelled after the original bastions in the 1980's.

²⁵ R. Kangroopool, D. Bruns. 1972. Tallinn sajandeis. Ehituskunstiline ülevaade, 100.

²⁶ R. Kangroopool, D. Bruns. 1972. Tallinn sajandeis. Ehituskunstiline ülevaade, 113.

²⁷ Zobel, R. (1966). Tallinna linnamüür (The Town Wall of Tallinn). 110.

²⁸ Ibid.

Tower) and the reopening of the defence passageway from Neitsitorn to the tower of Kiek in de K  k.

As far as the defence structures of Old Town are concerned, it must be taken into account that there is a need to study and display the sections of the Town Wall and earthworks that have so far been hidden. This may change the course of action for many a project or building activity, and will definitely bring about the need for additional resources for the conservation and scientific study of the Town Wall as well as for the display of the possible findings.

The history of the parks of Tallinn goes back as far as the Middle Ages, when there were three public parks in the Hanseatic City of Reval in 1346-1561 – the Rose garden, the Parrot Garden and the Archer’s or Crossbow Garden. The Rose Garden and the Parrot Garden were situated in front of the fortification tower called Paks Margareeta (Fat Margaret). The Archer’s or Crossbow Garden was most probably situated near the Nunne Gate. The first green area in Old Town was created on the territory of the medieval fish market in the 19th century and was given the name “The Green Market”, because mainly fruit and vegetables were sold there. On the borderline between upper town and lower town there is the Danish King’s Garden (Taani Kuninga aed) and the Goat’s or Nunne green area established in the 20th century. The newest green area is that of Harju Street, established on the site where buildings were destroyed in WW II.; that green area was completed in 2007.

After Tallinn was excluded from the list of fortification towns, the bastions were handed over to the city in 1857-1858. The bastions have since then been gradually turned into a public park zone, which nowadays consists of Tammsaare Park, the green areas surrounding Jaani (St. John’s) Church, Harjum  gi (Harju Hill), Lindam  gi (Linda’s Hill), Hirvepark (Deer Park), Toompark (Dome Park), Tornide v  ljak (Square of Towers), Rannam  gi (Shore Hill), Margareeta aed (Margaret’s Garden), Kanuti aed (Knut’s Garden), and Virum  gi (Viru Hill) also known as Musum  gi (Kissing Hill). The above green zone ended in a circular avenue built on former earthworks, which is nowadays visible as the avenues of Estonia, P  hja and Toompuiestee. Special mention should be made of Kaarli Avenue which is an esplanade.

The parks in Old Town and in the bastion zone are valuable not only from the aspects of history, archaeology and culture, but also from the aspect of nature protection. The parks that are under nature protection are Tammsaare Park, the complex of parks consisting of Harju Hill, Deer Park and Linda Hill, Dome Park, the Square of Towers, Knut’s Garden, Viru Hill and the Green Market. Next to Niguliste (St. Nicholas’) Church there is the Kelch lime tree which is under nature protection.

As far as greenery within the confines of the Town Wall is concerned, a compromise must be found between the man-made environment and the natural environment. First of all, a full inventory of existing high greenery must be made. Secondly, a decision in cooperation with respective institutions and citizens’ associations must be adopted as to which trees should definitely be preserved. Those trees should then be guaranteed the best possible growth environment. The specific steps that follow shall be outlined in the action plan.

There is no complex overview of the current condition of the green area spreading across the former earthworks zone, nor is there a clear understanding of its situation from the point of view of ecology, dendrology, aesthetics and heritage conservation. In order to evaluate the greenery and to plan purposeful activities, an action plan for the green areas in the bastion zone surrounding Old Town must be drawn up. The plan will be preceded by a historical overview of green areas, including an analysis of changes in landscape architecture (street network, views, greenery, bodies of water, etc.), which will highlight the values that have been preserved in the course of time. After the status quo has been described, a broad-based working group must be put together with the task of drawing up the action plan and working in cooperation with the UNESCO World Heritage Committee

The possibility to expand the park area in the earthworks zone should be considered. In order to revitalize the green belt it would be appropriate to hold architectural competitions with the task of binding the green areas outside the Town Wall from Harjumägi to Kanut's Garden into one recreational area encompassing also Musumägi and Tammsaare Park. The concept should provide for improved functionality and safety. It would be practical to build pedestrian tunnels under Falgi Road and Toompea Street to improve the links between Old Town and the bastion zone. Skåne bastion with its underground casemates²⁹ and a huge gunpowder cellar has particularly great potential for attractive use, including introductions to history. Redirecting traffic from Rannamäe Road around Skåne bastion would improve the connection between the Square of Towers and Skåne bastion. A pedestrian bridge across Rannamäe Road could also be an option.

In order to make Toompark more attractive, the issue of land needs to be solved first, i.e. the detailed plan of the area will have to be adopted. It is important to pay attention to preserving the circular avenue: guarantee sufficient growing space to the trees when reconstructing the streets and maintain or improve the growing conditions of the trees. The number of people using the parks of Old Town and the surrounding bastion zone for recreation is high mainly due to the guests of Tallinn. Therefore the above parks need high-quality maintenance to survive the volume of visitors.

Aims

- The Town Wall and the earthworks have been conserved for didactic purposes; the various historical stages of construction have been displayed
- The Town Wall and earthworks are maintained, conserved and cleaned of damaging plant roots
- Good access to the Town Wall and the fortifications is guaranteed
- Greenery in Old Town is in good shape and does not cause damage to historic buildings
- Green areas just outside the Town Wall form an integral and aesthetically and functionally whole recreation area

Activities

- Restoration of the Town Wall (Culture and Heritage Department)
- Opening of the bastion passageways (Culture and Heritage Department)
- Inventory of the existing greenery in Old Town and its evaluation from the point of view of dendrology as well as heritage conservation, including mapping greenery which is obstructing views and damaging walls; putting together an action plan (Environment Department)
- Drawing up and implementing an action plan for the green belt of the bastion zone (Environment Department)
- Tidying up the parks and gardens of Old Town (Environment Department)
- Reconstructing the Green Market (Environment Department)
- Completing the works done at the Danish King's Garden (Municipal Engineering and Services Department)
- Tidying up Lindamäe Park (Municipal Engineering Services Department)
- Renovating Tammsaare Park (including drawing up the project) (Municipal Engineering and Services Department)

²⁹ The inner room of a fortification, made of concrete or other bomb- and shellproof material



Photo 3. A view from Governor's Garden at Toompea. The tower of Tall Hermann in the background. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441768/separate>

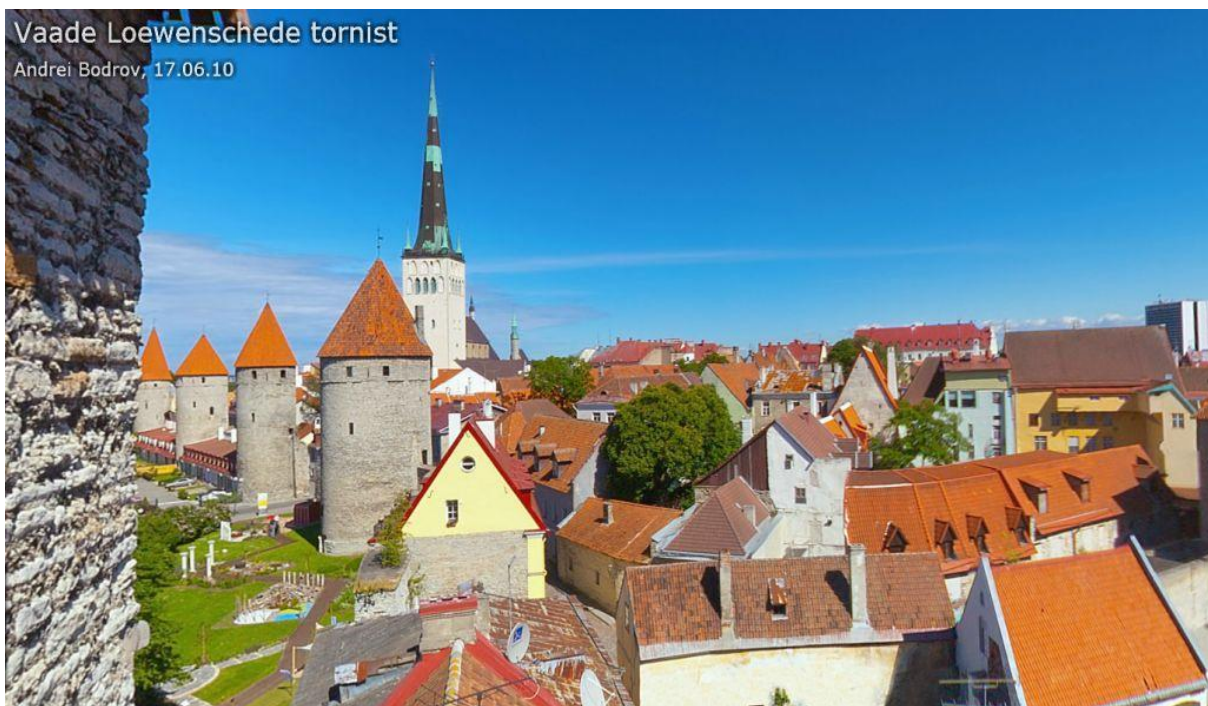
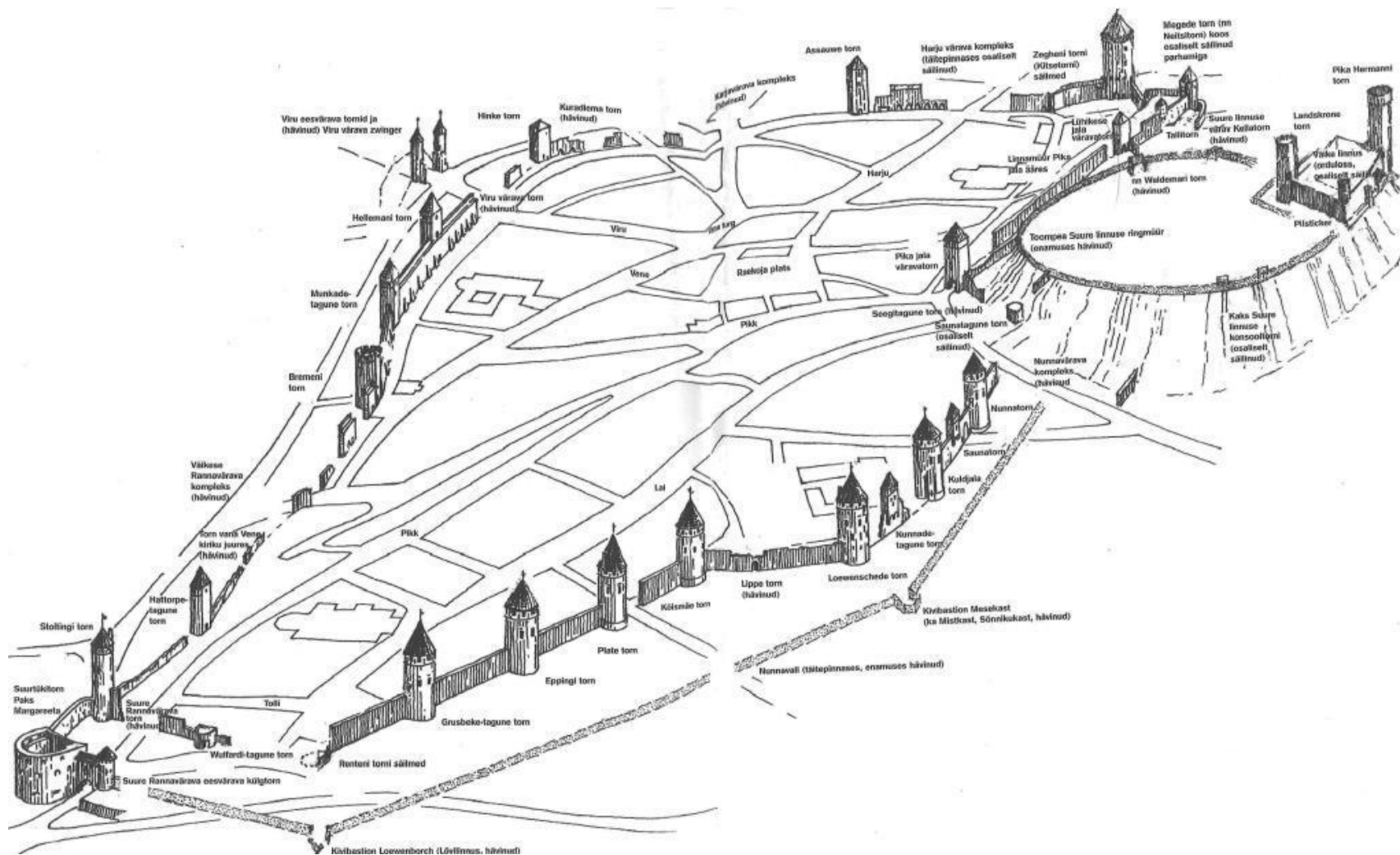


Photo 4. A view of the Square of Towers from the tower of Loewenschede. The towers visible are those of Köismäe, Plate, Eppingi and the Tower-Behind-Grusbecke. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441819/separate>



Reconstruction. The buildings or parts of buildings that still remain of the medieval fortifications of Tallinn. Overview without the moats, earthworks and obstructing buildings. R. Zobel. 2011.

All buildings in Old Town are subject to heritage protection due to their location in a heritage protection area; there are also buildings that have great cultural value of their own and are therefore under protection as single monuments. The sanctioning and supervision requirements that apply to single monuments and those that apply to the so-called non-monuments located in the heritage conservation area have been unified over the last years.³¹ The main difference between the requirements is that of the protection obligation notice describing the value and conservation conditions of single monuments.

The beginning of restoration in Tallinn goes back to the year 1625, when Oleviste (St. Olaf's) Church was restored after a fire. Other restoration projects worth mentioning were the steeple of Püha Vaimu (Holy Ghost) Church in 1685 and the Town Hall steeple in 1781.³² A major restoration project in the 19th century was that of Oleviste Church after the fire caused by lightning on 16 June 1820. Restoration works were completed 20 years later and the church was re-consecrated on 16 June 1840.³³

A valuable example of the many-layered architectural scene of Old Town and of the difference between Upper Town and Lower Town are the Gothic merchants' dwellings in Lower Town and classicist and baroque palaces of aristocrats in Upper Town.

Many merchants' dwellings still boast the authentic *Diele-Dornse*³⁴ layout of rooms, as well as other architecturally valuable elements such as mantle chimneys, original stoves and several details of masonry. Although the outer walls, as well as the interiors, have been altered during the style periods that followed the Gothic period, about 3/5 of the medieval wall structures have remained unaltered.³⁵ The characteristic building material in Old Town has been limestone. Different types of limestone are represented here, such as limestone from Lasnamäe in earlier buildings, later dolomite from Orgita near Märjamaa and dolomite from Kaarma in Saaremaa.³⁶ Knowing the qualities of those different types of limestone is essential in restoration practices.

Conscious preservation of the historic values Tallinn Old Town goes back to the beginning of the 20th century, when restoration was started on segments of the Town Wall and on the defence towers. The 1936 Heritage Protection Law provided protection for 41 objects of Tallinn Old Town, *inter alia* 12 city fortification structures, and included them in the list of historic property. World War II. brought serious damage to Old Town – in the air raid of March 9, 1944 several quarters around Niguliste Church were destroyed, smaller damage occurred in other parts of Old Town, altogether ca 11% of the buildings in Old Town were destroyed. In 1947 the first heritage conservation area was formed in Toompea; in addition, 87 historic properties including city fortifications (the Town Wall, towers, gate constructions, bastions and the moat) were taken under heritage protection. Several ruins were placed under protection with the prospect of rebuilding them. The end of the 1950's marks the beginning of a conscious and successful conservation of Tallinn Old Town as a whole. The more people in Europe came to realize the interruptions that occurred in the townscape due to war damages as well as by the demolishing and modernizing that took place after the war, the faster they began to appreciate the historical legacy.

In the second half of the 20th century it is impossible to overestimate the contribution of Helmi Üprus and Rein Zobel towards preserving and renovating buildings in Old Town. The same applies to Rasmus Kangro, who was head of Tallinn Heritage Conservation from 1958 to 1998. The role of restoration architect Teddy Böckler in preserving the buildings of Old Town during almost half a century is also remarkable, especially his dedication to the Town Hall, which

³¹ Here mainly the activity license required for working in the heritage conservation area has been referred to.

³² J. Tamm

³³ Ü. Puustak. [Muinsuskaitse ajalooline areng Eestis](#) (1468-2008)

³⁴ *diele*- entrance hall, *dornse* – back chamber

³⁵ V. Raam (1989). Tallinn. Toompea linnus ja loss. (Tallinn. Toompea Stronghold and Castle). 38

³⁶ H. Perens, E. Kala (2002). Paekivi kasutamisest Tallinnas. (On the Use of Limestone in Tallinn). Vana Tallinn XII, editor Raimo Pullat. Tallinn: Estopol

is unique in the whole of North-Europe. In 2005 it received the European Union Cultural Heritage award - the Europa Nostra medallion - as the most successful conservation project.³⁷



Photo 5. A view of the Town Hall of Tallinn from the Town Hall Square. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441808/separate>

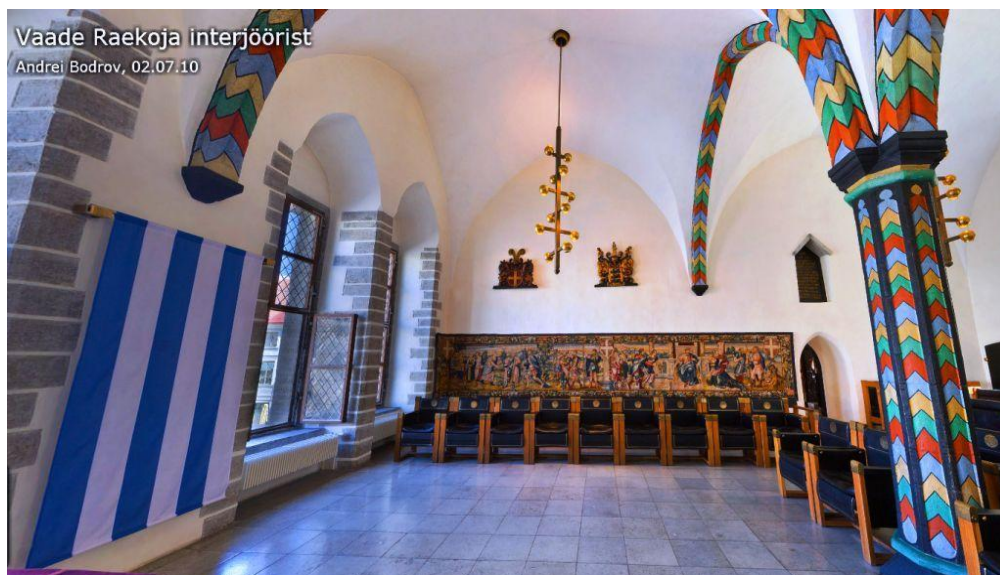


Photo 6. A view of the interior of the Town Hall. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441811/separate>

Already the first Statutes of Tallinn Heritage Conservation Area adopted in 1966 prohibited, as a general rule, the construction of new buildings and extensions to existing buildings in Old Town. Such activities were allowed only by a separate permit issued by the so-called Executive Committee³⁸ and based on special restrictions. The 1995 Statutes adopted in the re-independent Republic of Estonia specified those provisions: new buildings are allowed to be constructed only on the sites of buildings destroyed in World War II., and extensions to existing buildings have to be harmonised with the historically developed architectural structure, street network, diversity of styles and ages, volumes of buildings, perspective views, silhouette, roofline, and other factors characteristic of Tallinn Old Town. In order to preserve the OUV of Tallinn Old Town, recommendations for World Heritage cities approved by UNESCO and ICOMOS must also be taken into account when erecting new buildings in Old Town.³⁹ Although there are comparatively few vacant plots in Tallinn Old Town (one of the biggest gaps after the 1944 bombardment is in

³⁷ J.H.Stubbs, E.G.Makaš (2011). Architectural Conservation in Europe and the Americas, 199.

³⁸ The municipal executive body in Soviet times.

³⁹ Tallinn Building Regulation § 10 par. 6

Harju Street), the principles of constructing new buildings were further developed in the resolution adopted at the international conference “Alternatives to Historical Reconstruction in UNESCO World Heritage Cities” in 2002.⁴⁰

The restoration of buildings in Old Town is nowadays also influenced by ownership relations and financial issues. As a result of the privatization process launched in 1990's most of the buildings in Old Town are privately owned, which has made it complicated to preserve and display cultural heritage of public interest authentically.

Several persistently conserved buildings that have so far fulfilled public functions are facing privatization, which may mean – besides the loss of their public function – a discontinuation of funding for conservation. Hence the acute issue of preserving the House of the Brotherhood of Blackheads (Mustpeade maja) as municipal property. Mustpeade maja, one of the best-known cultural monuments of Tallinn, is an extremely important, actively used cultural venue with hundreds of events every year. Likewise it would be recommendable for Niguliste Church to remain in state ownership as the keeper of a nationally significant art collection. Niguliste Church is among architectural monuments of all-European importance, and the art collection kept there is the most valuable and high-level collection of old art in Estonia.

One of the concerns of Old Town is the so-called ghost palaces, i.e. empty buildings, the renovation of which is tangled in court disputes. The proprietor of the building can be forced to do minor repairs in case of damage, but a full restoration in these cases requires a judicial decision. Due to legislation and the form of ownership, the role of the public sector has in several cases been limited to advising, supporting and monitoring. Thus, there is the tradition in Tallinn already since 2003 to elect the best restored building (both in Old Town and outside it) once a year and to award its owners, architects and builders. The owners of monuments have received support in restoring historically valuable architectural details and in drawing up project documentation. The state has also assisted in marking the monuments.

In the process of conserving buildings it is vital to try and preserve the historical exterior as well as the interior layout as close to the original as possible. Preserving historically valuable architectural details is just as important, in Old Town it would be the limestone masonry of stone portals, stone pillars, candle - and wall niches. Many buildings still have their trapdoors and lifting beams for lifting up goods, beamed ceilings and various other details. The roofscape of Old Town is valuable and integral, clogging it up with antennae and unsuitable rooftop annexes should be avoided. The visibility of the buildings and their historical façades can occasionally be hindered by improper advertisements, terraces or other temporary structures. In order to avoid making mistakes in designing and setting up statues or other smaller works of art, it is important to have the approval of the advisory committee.

Aims

- Diminished visual noise (advertisements, street cafe porches, etc.)
- The buildings in Old Town are in good repair; details of historical-architectural value have been conserved and displayed
- Buildings that are important from the aspect of public use stay in municipal or state ownership
- Adequate cooperation with the owners of buildings, raising awareness of the possibilities of preserving the values of Old Town

Activities

- Supervision of the fulfilment of requirements concerning exterior constructions and facades, counselling and sanctioning if needed (Culture and Heritage Department)

⁴⁰ Alternatives to Historical Reconstruction in UNESCO World Heritage Cities. International Conference in Tallinn, Estonia. May 16-18, 2002. Tallinn: Estonian National Commission for UNESCO, 2003.

- Keeping an inventory of the historic buildings and structures of Old Town (Culture and Heritage Department)
- Conservation of buildings of cultural value, historic fortifications, preserved original details and infrastructures in Tallinn Old Town, supporting their restoration (Culture and Heritage Department)
- Restoration of the building at 19 New Street/30 Vene Street (the so-called Palace of the Sleeping Beauty) (Culture and Heritage Department)
- Restoration of the building of the Brotherhood of Blackheads (Culture and Heritage Department)
- Opening up the passageways of the Swedish bastion (Culture and Heritage Department)
- Restoration of the passageways of the Ingrian bastion (Culture and Heritage Department)
- Reconstruction of Skåne bastion and the adjacent stadium (Environment Department)
- Promoting joint activities of the city administration, inhabitants of Old Town and local businesses; involving permanent residents through their representative organisations in solving issues concerning Old Town as a living environment (round table, common administrative and maintenance services) (City Centre Administration)

Sacred buildings

The majority of the renowned building masters and artists of Tallinn have left their traces, small or big, on the long history of Niguliste, skilfully combining their contemporary architectural and artistic notions with those of the preceding times.
Mai Lumiste, Rasmus Kangroop⁴¹

Current state and challenges

Monasteries and churches held a dominant position in the early history of Tallinn. This position is still visible in the panorama of Tallinn, with church steeples as a characteristic element.⁴² The 13 sanctuaries of Tallinn Old Town show influences from the Middle Ages as well as the later periods, and they are among the most outstanding and valuable buildings in Old Town.

The heart of Toompea, which dominates the wide panorama of Tallinn as its Upper Town, is the 13th-century Dome Church (Toomkirik), dedicated to Virgin Mary. Dome Church has been the most significant sanctuary in Estonia throughout the various regimes of government.⁴³ It boasts the richest collection of gravestone slabs, epitaphs, sarcophagi, tomb monuments and arms-epitaphs, dating back to the 13th-20th centuries.

⁴¹ M. Lumiste, R. Kangroop (1990). Niguliste kirik (Niguliste Church), 61

⁴² V. Raam (1989). Tallinn. Toompea linnus ja loss, 37

⁴³ T. Vendelin (2006). Vana Tallinn (Old Tallinn), 39.



Photo 7. A view of the churches of Old Town from the tower of Tall Hermann. From left to right: Dome Church, Oleviste Church, Alexander Nevski's Cathedral ja Niguliste Church. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441810/separate>

The oldest churches in Lower Town were Püha Vaimu (Holy Ghost), Oleviste (St. Olaf's) and Niguliste (St. Nicholas') Churches, all built in the 13th-14th centuries. Niguliste Church was badly damaged in the bombardment of March 1944. The first steps towards its reconstruction were taken already in 1949, major restoration took place from 1953 to 1984 when a large portion of the dilapidated building was rebuilt. The church was transformed into a museum-concert hall. Thanks to the thorough field research carried out simultaneously with the restoration, Niguliste Church is one of the most thoroughly studied medieval buildings in Estonia. Niguliste Church has retained its architectural wholeness, its current appearance is the result of developments from the early Gothic period to historicism, whereas the additions from different periods have been executed in a manner that complements the earlier structures and lets the medieval architecture dominate.⁴⁴

Püha Vaimu Church, which has come down to us mostly unchanged in its main structures, houses a huge double-winged cabinet altar by the famous Lübeck master Bernt Notke.

Oleviste (St. Olaf's) Church, named after the Norwegian king Olaf II. Haraldsson, was first mentioned in 1267. It has the most beautiful star-vaulted choir room in Estonia. Oleviste acquired its current late Gothic appearance and volume in the 15th century, being the largest building in Tallinn at the time. Its 159-metre steeple was the highest steeple in the world around the year 1500.

⁴⁴ M. Lumiste, R. Kangro (1990). Niguliste kirik, 61



Photo 8. A view of the interior of Holy Ghost Church. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441793/separate>

The 13th-century church of the Cistercian nunnery was turned into the Church of the Transfiguration of the Lord (Issanda Muutmise kirik) in the 18th century, the currently existing baroque-helmeted steeple was added at that time. The church houses a rich baroque iconostasis from 1732.⁴⁵

Several historicist church buildings date from the 19th-20th centuries. One of the architecturally most remarkable churches is Kaarli (Karl's) Church (built in 1862-1870), which is unique in Estonia because of its twin steeples. The church was named in the honour of King Karl XII. of Sweden. Jaani (St. John's) Church was built on the example of late- Gothic cathedral architecture. The neo-Gothic Roman Catholic Peeter-Pauli (Peter and Paul's) Church was built on the foundations of the medieval Dominican monastery's dining hall in 1844. In the 1920's, the neoclassical western façade with two stout and low steeples was added.

The Russian Orthodox Nikolai (Nicholas') Church (1820-1827) is remarkable as the first cupola-building in Tallinn; however, the biggest cupola church representing Russian sacred architecture in Tallinn is Alexander Nevski's Cathedral, which is impressive in the town silhouette and renowned for its mightiest ensemble of church bells.

The most beautiful example of Estonian sacred buildings of the 1920's is probably the Seventh Day Advent Church. This stone church built during the first Estonian Republic (1922-23) was built on the example of German sacred buildings, and it boasts a Bavarian steeple helmet and a small oriel at the base of the steeple.⁴⁶

Visually less noteworthy, but with a long and interesting history are the Ukrainian, Rootsi-Mihkli (Swedish Michael's) and Katariina (St. Catherine's) Churches in Old Town. The peculiarity of the Rootsi-Mihkli Church, originally built as a hospital, is its lack of steeple. Its hall is the largest double-vaulted hall in Tallinn. In the Soviet period this church was used as a heavy-weight training centre, the function of sanctuary was reinstated in 1990. The Ukrainian Greek Catholic Church has preserved a symbiosis of medieval warehouse and 19th-century neo-Gothic elements.

⁴⁵ A wall of icons in front of the altar room.

⁴⁶ Church Renaissance Programme

The conserved ruins of Katariina Church mark the location of the once significant Dominican monastery. The two western portals with pointed arches and rich stonework decor have remained undamaged, the best preserved part being the motif of a running dog symbolizing the Lord's dog (*Domini canus* in Latin).⁴⁷

In this day of age, it is important not only to restore churches, but also to make sanctuaries more open and to display their artwork monuments to a wider public. Since specific conservation projects are often too big a financial burden for the congregations, the state and municipal funding schemes are of crucial importance here. Many sacred buildings have been restored in Old Town within the framework of the Tallinn Church Renaissance Programme. The project was launched in 2002 with the purpose of renovating the most outstanding and interesting churches in Tallinn – which are also cultural monuments - and opening them to visitors. One of the priorities was to restore the valuable interior decorations (altars, pulpits, paintings, icons, etc.) of the sanctuaries. The state of conservation of sanctuaries has improved considerably in Tallinn thanks to the Church Renaissance Programme, many roofs and façades have been renovated. Today all the sanctuaries in Tallinn are in a sustainable condition. Since the year 2000, the city of Tallinn has invested over 6 million euros in the restoration of sacred buildings, the state has added 1 million. As a result of the recent economic recession, resources allocated to restoration decreased in 2011. With funding from the city of Tallinn, fire alarm systems have been installed in all the churches as a precaution against fire, the source of damage that has threatened churches in Tallinn through centuries. In order to uphold systematic conservation and improve public access it would be advisable to consider planning a new stage in the Church Renaissance Programme.

To improve the state of conservation of churches, the restoration of buildings and interiors must be continued. Outdated and worn-out technical systems are an acute problem. Many churches still have Soviet electrical and heating systems that have by now become inflammable and are thus an actual threat to the preservation of cultural heritage. The inefficiency of heating systems is another problem, restricting the use of church premises in winter. From the World Heritage point of view it is important to improve the visibility of churches and increase the number of visitors, for example by creating a common electronic system of ringing the chimes of the different churches of Tallinn.

Aims

- The state of conservation of church buildings and interiors is under constant monitoring. Stable maintenance and renewal of technical systems is guaranteed
- Churches are more widely used as venues for public concerts and exhibitions

Activities

- Support to the restoration of churches (Culture and Heritage Department)
- Putting together a concept for the use of the Dominican Monastery complex as a cultural and educational centre as well as a museum; supporting its restoration (Culture and Heritage Department)

Movable heritage

The criteria of World Heritage do not directly concern the outstanding works of art found in Old Town, but these works of art constitute an important part of Old Town and the history of its buildings, which is why some of them have been mentioned below.

Current state and challenges

There is an abundant collection of art works of European significance in Tallinn Old Town, the majority of which have been designated as artwork monuments. Among the most valuable artistic monuments there is the most famous medieval work of art in Tallinn – the painting „Dance Macabre” by one of the best-known North-European artists of the Middle Ages [Bernt Notke](#). Other

⁴⁷ Church Renaissance Programme

significant works of art include the cabinet altar of the Püha Vaimu Church from 1483 by the same author, and the 1370 Gothic town council bench in Tallinn Town Hall.

Although artistic monuments may be in the possession of public sector institutions, churches or private persons, it is the duty of the city of Tallinn, according to the Contract under Public Law, to determine the protection requirements of these monuments. The city is often involved in conservation projects, too. A good example is the conservation of the most representative collection of arms-epitaphs in northern Europe – the collection in Toomkirik (Dome Church). The conservation process lasted for 16 years and was financed by the city of Tallinn in cooperation with the Estonian Knighthood in Germany. As the cultural heritage of Old Town is multi-layered, it is most likely that new valuable findings may yet be discovered. The success of their conservation depends to a great extent on the technical state of the building, on the owner's level of awareness, and on timely cooperation with heritage conservation specialists.

The conservation of movable monuments should therefore focus more on the appropriate conservation conditions and the safety of monuments as well as on adequate informing of the parties concerned. This means additional obligations for the owner as well as the public sector. As was mentioned above, there is an acute need for a more flexible financing mechanism for the conservation and research of monuments, which should be devised in cooperation between the state and the city. The need for the studying of movable monuments is still urgent. In order to guarantee the conservation of movable monuments of European significance, and to work out restoration methods best suited to those monuments, it is important to expand cooperation contacts with leading European restoration specialists and research institutions.

Aims

- The movable monuments of Old Town are preserved and kept in appropriate conditions

Activities

- Issuing protection obligation notices concerning the movable monuments (Culture and Heritage Department)

2.2.4. An unchanged fully preserved medieval network of streets

Current state and challenges

Tallinn Old Town evolved historically as a peculiar combination of Upper Town and Lower Town. Lower Town evolved around the port and the market place, creating the complex street network that has come down to us from the 13th century practically unchanged, and the closely packed groups of merchants' and handicraftsmen's houses. The oldest constituents of Tallinn were Toompea stronghold, the port on the coast and the paths connecting the port with the stronghold. Since it was difficult or nearly impossible to reach Toompea – which was up on the hill – with a heavy load of goods, the first trading point must have evolved at the base of Pikk jalg (Long Leg) Tower. Pikk jalg was the starting point for Rataskaevu Street leading inland and Pikk Street leading to the port. As the settlement expanded, the trading point was moved to the present Town Hall Square. The initial Lower Town nucleus evolved around Town Hall Square. The peculiarity of the historical town plan of Old Town is the lack of so-called new towns with independent centres, the city stretches around one single central square – the Town Hall Square.⁴⁸

Developments on the limestone plateau created by the ice age followed a different scenario. Upper Town came to be called Toompea (Dome Head) because of the Dome Church ("Toomkirik" in Estonian) founded there in the 13th century. Toompea was governed by representatives of the Danish king, later by the Livonian Order. Administratively it was united with Lower Town as late as 1889.⁴⁹ Toompea has traditionally been the seat of power; at present it is also the seat of the Government of the Republic of Estonia and the Parliament (Riigikogu). The street network of

⁴⁸ R. Kangroopool, D. Bruns. (1972). Tallinn sajandeis. Ehituskunstiline ülevaade, 10. (Tallinn in Centuries. An Architectural Overview)

⁴⁹ V. Raam (1989). Toompea linnuse ja lossi ehitusloost. (The Building of Toompea Stronghold and Palace). Tallinn. 16-38.

Toompea, separated from Lower Town and with no prospect of expansion, served mainly defence purposes: all the radial streets, or their extensions in the present-day layout, led to towers, which were important elements of the circular defence system.⁵⁰ The 8 streets converging on Dome Church have remained practically unchanged. Hence we are dealing with an authentically preserved street network that has come down to us from at least 1219, part of which had evolved already in ancient times before the Danish conquest. The street network of Toompea can thus be viewed as the interior plan of an ancient stronghold.⁵¹

The building line of streets has been preserved in its authentic form, it has not changed despite the buildings that have been added at later periods.⁵² Oblong plots are also characteristic of Old Town, with the narrower end of dwellings facing the street. The way the borders between the plots developed throughout history has been rather well documented, and their integrity, as well as the volume of buildings, is currently under protection. The traditional pavement of streets is cobblestone, the knowhow of making such pavements should be appreciated and handed down. Limestone plates, which were occasionally also used as pavement material, have not proven to be durable enough after restoration, granite plates have therefore been used instead (e.g. under Saiakang).

Inner courtyards are a picturesque sight in Old Town, some of them are still in public use but many are privately owned and hence access to them is limited. Enabling visitors to see also the courtyards that are privately owned would add to the uniqueness of Old Town.



Photo 9. A view from Katariina's (St. Catherine's) Passageway. On the south wall of St. Catherine's Church - on the left - tombstones from the 14th-15th-centuries have been displayed. St. Catherine's courtyard is one of the most picturesque publicly used courtyards in Old Town. A full-view panorama photo is available at: <http://www.360.tallinn.ee/et/pano/show/1441823/separate>

The smallest street in Old Town – Trep (Stairway) Street together with the Nõelasilma (Needle's Eye) Gate leading from Harju Street to Niguliste Church – needs special attention and protection because of a conflict of public and private interests. Trep Street was reconstructed in 2007. Financed by the Culture and Heritage Department, the reconstruction of Trep Street and Nõelasilma Gate recreated a section of historical urban space and also restored a portion of the wall lining the street on both sides. Removing the rubble created by air raids and re-opening the historical passageway between Harju Street and the former Niguliste cemetery that had been

⁵⁰ The description of a clash between the knights of the Order and their vassals in 1233 leads to the conclusion that the street network had acquired its permanent layout by then.

⁵¹ R. Kangro, D. Bruns (1972). Tallinn sajandeis. Ehituskunstiline ülevaade, 10.

⁵² D. Bruns. 1993. Tallinn, linnaehituslik kujunemine. (Tallinn, its Architectural Development) 51

closed for more than 60 years served both heritage conservation and memorial purposes, “giving the city, its citizens, and the tourists visiting Tallinn as a town inscribed on the World Heritage List, back a bit of the Hanseatic town milieu that was brutally taken away from them by the air raid”.

Preserving the reconstructed and conserved walls of the historical Trepil Street, despite the fact that they are located partly on private property, should thus be regarded as a heritage protection and safety matter of importance and public interest.

Challenges (see also the chapter on traffic schemes)

- Increased number of cars and bigger traffic load in Old Town
- Old Town inner yards are closed to the public

Aims

- It is safe and convenient to move about Old Town on foot
- The majority of Old Town is car-free
- Access to the inner yards of Old Town has improved

Activities

- Reviewing the present traffic schemes, including limitations to car traffic in Old Town (signs) (Transport Department)
- Marking light traffic roads in the city (Transport Department)
- Inventory of all the streets of Old Town (Municipal Engineering Services Department)
- Redesigning pedestrian areas to suit the special needs of disabled people (ramps, single-level streets) (Municipal Engineering Services Department)
- Improving pedestrian access to the areas surrounding Old Town (Rotermanni Quarter, Maakri Street, the harbour, Baltic Railway Station) (Municipal Engineering Services Department)
- Improving the lighting of green areas and streets, setting up object lighting; drawing up an action plan for outdoor lighting in publicly used areas of Tallinn (Municipal Engineering Services Department)
- Allowing access to the inner yards of Old Town (upon the agreement of owners, Old Town Society)
- Implementation of the programme “Hoovid korda” (Tidy up Yards), purchasing and installing outdoor furniture and smaller works of art into the public spaces of the city, renewing park furniture (Municipal Engineering Services Department)

2.2.5. Traditional use as a living environment

I don't think we should forget that for many, Old Town is part of their personal life experience, of discovering dark and mysterious backyards as a schoolboy, of loitering in the streets with one's girlfriend or boyfriend, of bars and concerts and lots of other things. Old Town is thus the frame for many a „personal history“.

Krista Kodres

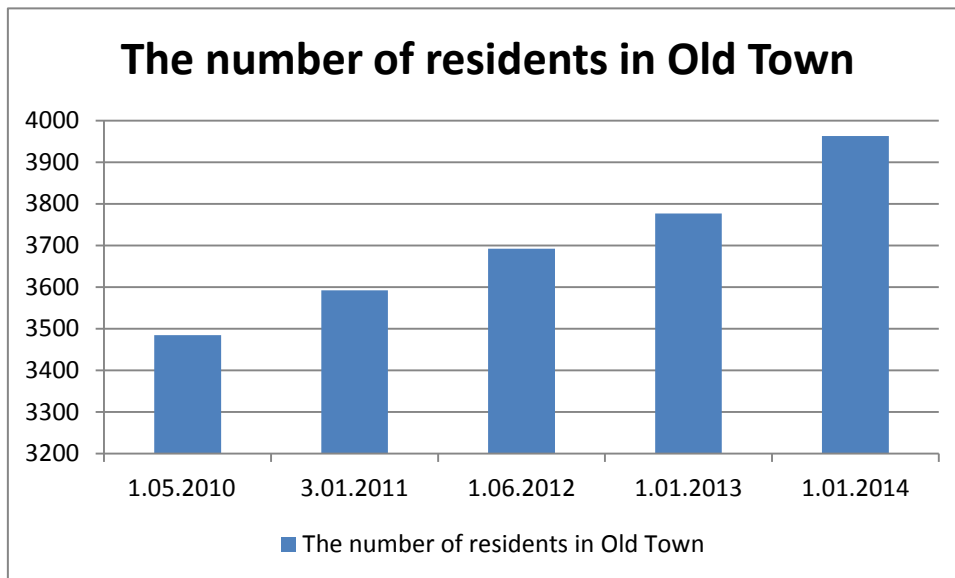
One of the most important attributes of the OUV of Old Town is its functioning as a living environment. Special attention should therefore be paid to sustaining the permanent population of Old Town. It is necessary to preserve the services rendered and the traditional places visited, such as bookshops and cafes. While acknowledging that the permanent population is one of the most significant attributes of the living environment of Old Town, we should not leave the entrepreneurs and visitors unnoticed. Additional research must also be deemed necessary, in order to find possibilities to preserve the well-established traditional living environment, but also to offer new means to satisfy the needs of the permanent population in a manner suited to the historical environment.

2.2.5.1. Population

Current state and challenges

Tallinn Old Town is governed by the City Centre Administration. According to the population

register of Tallinn City Centre Administration (1 March 2014), the population of central Tallinn was 56,268, which is 13 % of the total population of Tallinn. The number of residents in Old Town has increased in recent years (Drawing 8). On 1 January 2014 it was 3,963. The population is mostly of working age and dominantly male, aged 35-50. These numbers, however, do not represent the total and exact number of residents in Old Town as it is not necessarily the actual place of abode that is shown in the register.



Drawing 8. The dynamics of the population of Old Town.

Drawing 9 presents a more detailed overview of the distribution of the population of Old Town. It shows that there are regions of Old Town in which the concentration of permanent residents is higher than in others. Particularly densely inhabited is the region between Pikk and Lai Street, and also M  rivahe Street. Toompea is clearly more scarcely inhabited than Lower Town. One of the problems of Old Town is that the medieval city is not considered an attractive residential area among citizens. Since a considerable number of buildings belong to owners who are not permanent residents of Old Town themselves, there is the danger that the function of several buildings in Old Town will be primarily tourism-related (hotels, restaurants, cafes, souvenir shops), and hence also seasonal. As the technical and safety requirements presented to public buildings are often much more demanding than those presented to living quarters, the owners often seek to rebuild their property. A change in function may, in turn, endanger the preservation of historical structures and the conservation of monuments. The priority for heritage conservation is to guarantee the preservation of the historical and architectural value of a monument. On the other hand, tourist-oriented businesses do not generally cater for the needs of the permanent residents and are usually under-exploited during the out-of-season period, which again diminishes the attractiveness of the living environment of Old Town. Several state institutions are also expected to move their offices away from Old Town within the next few years.

2.2.5.1.1. Permanent population

Old Town has been inhabited for centuries, which is why the majority of buildings in Old Town were originally built as living quarters or have later been turned into such. The historical and inspiring environment is a good prerequisite for the development of a permanent population who appreciates cultural values. Permanent residents help preserve cultural values and guarantee safety and order in Old Town. They use the majority of buildings in Old Town in their original function, thus saving the historical buildings from having their basic function altered. Permanent residents are the main factor in the continuity of life in Old Town.

Old Town has, in earlier times, been a culturally diverse, synergetic living and business environment; in recent years, the business function has started to prevail.⁵³ That is why the balance kept over the centuries has now faltered and the living conditions of permanent residents in Old Town have deteriorated. The large numbers of tourists in the high season, the orientation of businesses on tourists, the high concentration of entertainment enterprises, noise issues, high costs of residence, street crime, the use of living quarters as guest apartments, and limited access to one's home are reasons that may have an impact on the size of the population of Old Town. Although the above-mentioned aspects can be regarded as characteristic of many other historical city centres as well, it is necessary to find solutions that would guarantee an adequate living environment for the inhabitants of Old Town.

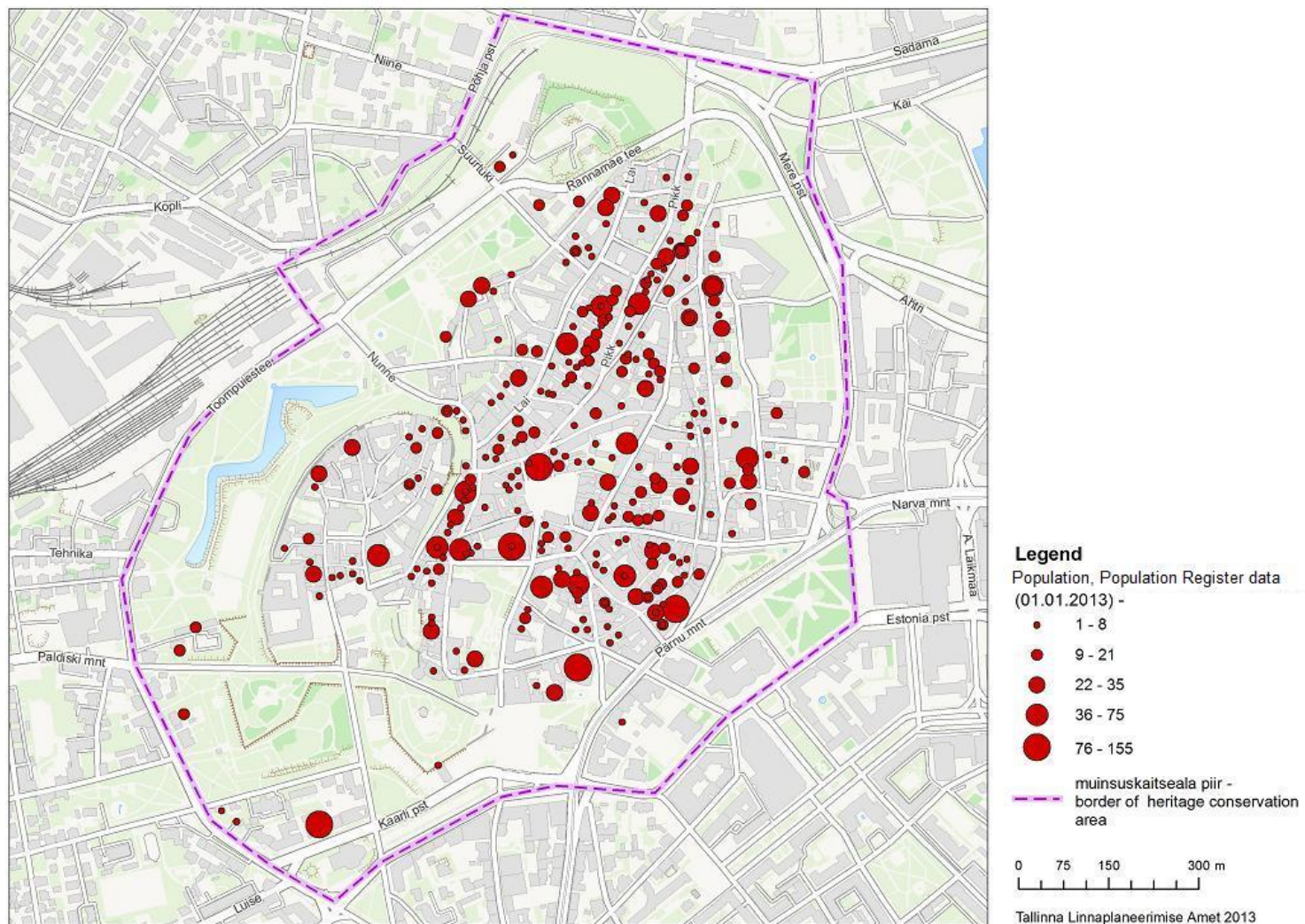
The existence, growth and satisfaction of the permanent population are important indicators showing the functioning of Old Town as a traditional living environment. In order to preserve and improve it, consistent analysis is needed, including the experience of other similar towns, and actual measures are to be taken. Relevant additional studies will also have to be carried out, which would provide the scientific basis for decisions aimed at preserving and increasing the permanent population of Old Town.

It is important to increase the involvement of permanent residents in making decisions concerning Old Town, since they are best aware of the shortcomings and merits of their living environment.

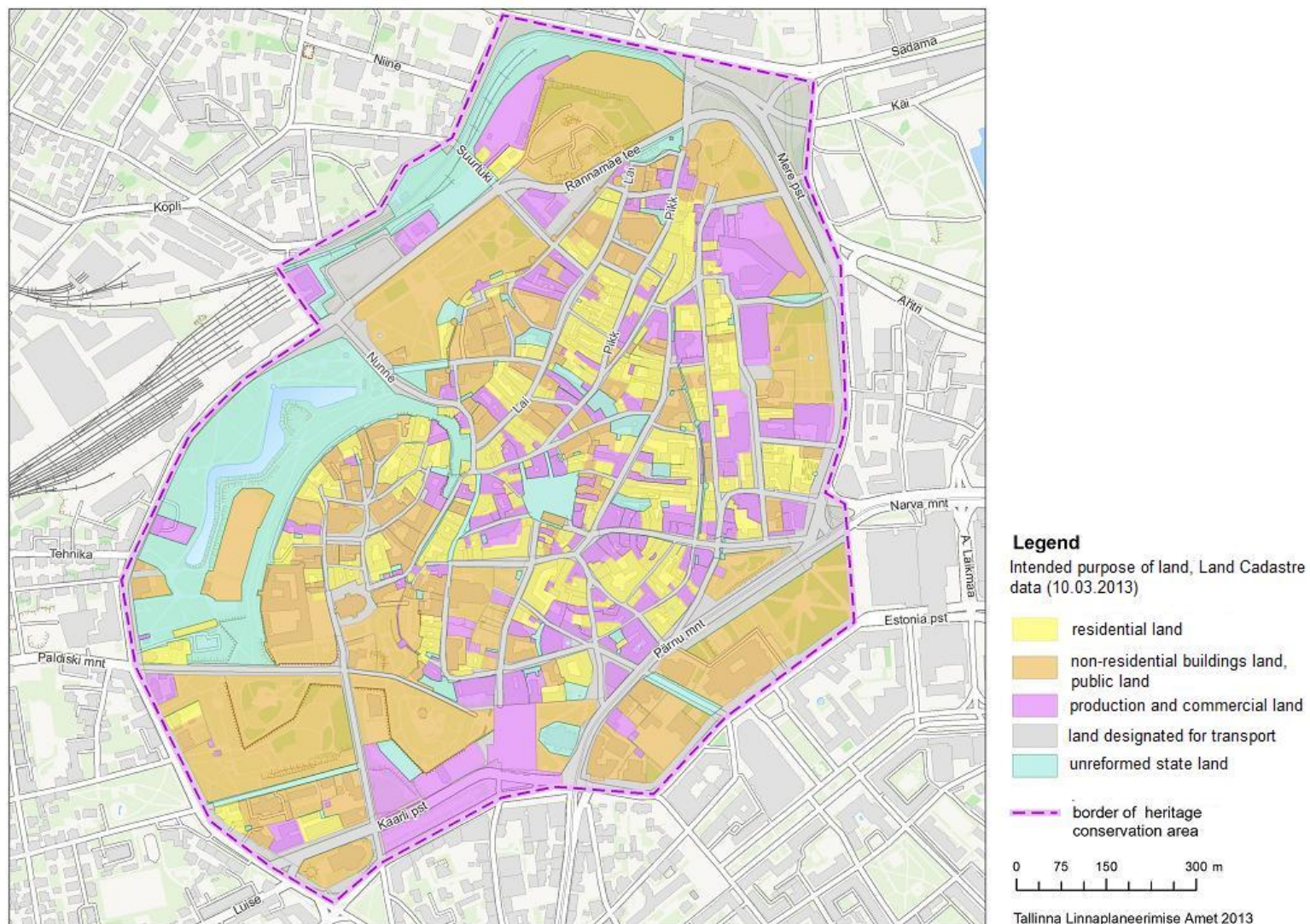


Photo 10. Night view from the corner of Viru and Müürivahe Streets. The full panorama is accessible at <http://www.360.tallinn.ee/et/pano/show/1441803/separate>

⁵³ City Enterprise Department, Marek Jürgenson, Evelin Tsirk and Mart Repnau's report "The Business Environment in Tallinn Old Town" (11.1.2011)



Drawing 9. Distribution of the population of Old Town



Drawing 10. The various uses of land within the Old Town Heritage Conservation Area.

2.2.5.2. Characterization of the living environment

Current state and challenges

The privatization processes that took place in the re-established Republic of Estonia in the 1990's have had the biggest influence on the ownership structure and dominant functions of Old Town in the last few decades. Although the institutions that were responsible for sustaining the historical and living environment in Old Town remained basically the same, their space of action and their ability to influence the ongoing processes changed considerably. Hence, one of the greatest challenges of modern times in Tallinn Old Town is to solve conflicts between private and public interests, and to find flexible possibilities for promoting functions that help sustain the historical living environment.

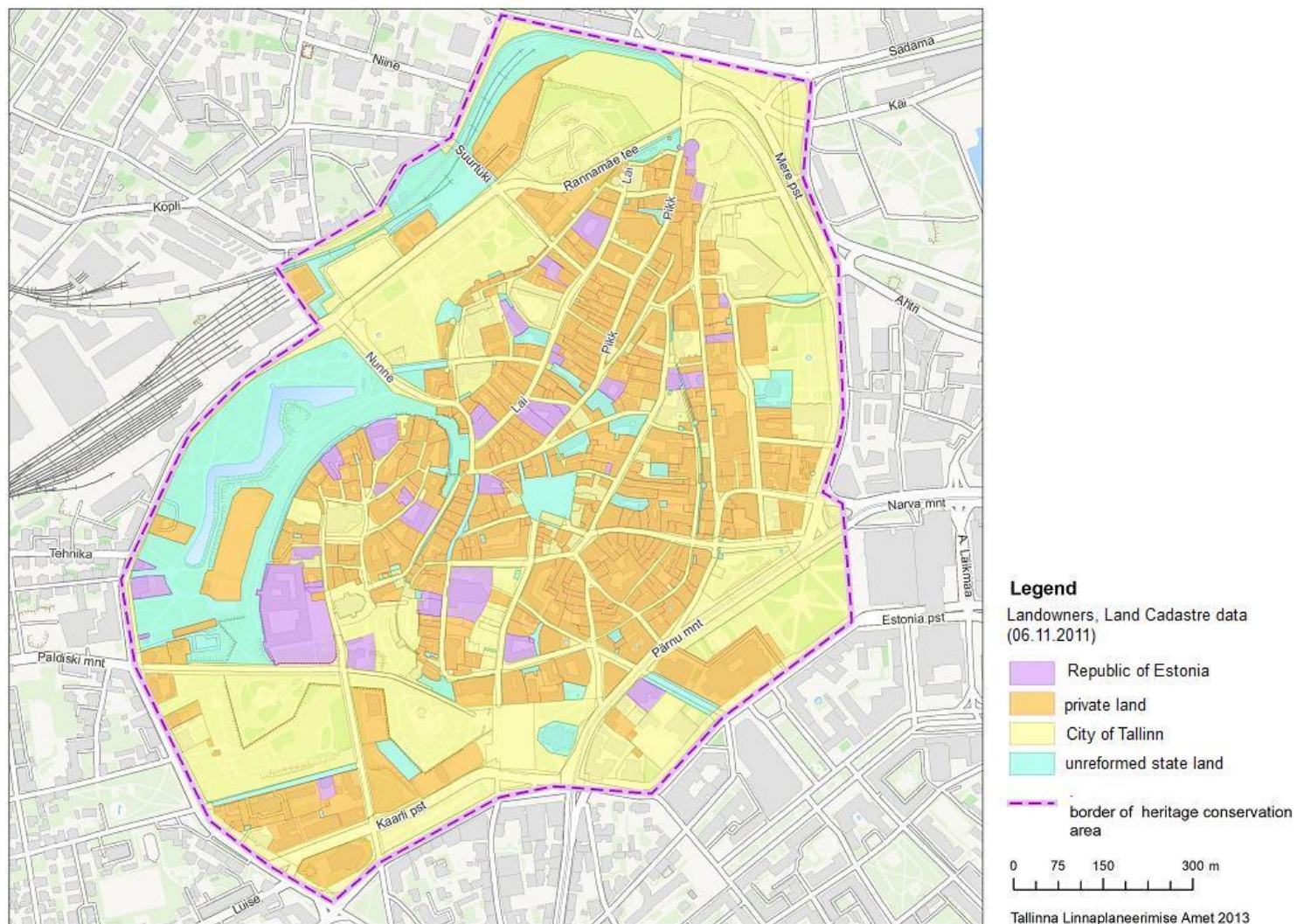
According to the Heritage Conservation Act it is the owner or possessor of a monument who is responsible for keeping it in good repair. According to the real estate survey carried out in 2011,⁵⁴ the majority of buildings in Old Town are used for business purposes (41%), 36% of buildings are used as dwellings and 23% are in public use. The number of buildings in public use is quite big, among them there are state and municipal institutions, schools (gymnasias, kindergartens, children's and adults' hobby schools, etc.), museums, churches, culture and performance institutions, etc. There are no industrial facilities in Old Town. The largest percentage of owners comprises local legal entities (31%), followed by local private persons (21%) and the municipality of Tallinn (17%)⁵⁵ (cf. Drawings 11 and 12).

Private owners have the possibility to apply for financial support from the state and the local government for research and restoration. Over the years, the City Government of Tallinn has made large investments into buildings belonging to the city (Town Wall and its towers, bastions, schools, churches, administrative agencies, municipal museums, streets, parks, etc.). Since government buildings, several ministries and state-owned museums are also situated in Old Town, investments from state funds have also been made towards improving the state of repair of Old Town.

According to the real estate survey commissioned by Tallinn City Government in 2011, only a quarter of real estate in Old Town is now owned by the public sector (city 17%, state 11%). On the one hand, several buildings have been restored and a suitable function has been found for them in cooperation with the private sector. The renovation of some of the run-down buildings is only a matter of solving court disputes over ownership. On the other hand, the private sector dictates the functions of the premises they possess, which may not be suited for the World Heritage environment. As a long-term trend one could, for example, perceive a threat here of tourism-oriented business dominating over the living environment.

⁵⁴ Pindi Kinnisvara AS (Pindi Real Estate Ltd.) (2011) Real estate market survey of Tallinn Old Town, <http://www.tallinn.ee/est/g737s56199>

⁵⁵ Tallinn Old Town is quite densely housed. According to the Registry of Buildings there are 579 buildings in Old Town. There are altogether 2,295 apartment ownerships in the 194 apartment buildings. Among these there are 1,744 dwellings (apartments) and 551 business premises (non-dwellings). The total area under apartments is 151,393 m², the area under business premises 75,792 m². Private persons own a quarter of the property in Old Town, the rest is in the hands of both private as well as state business ventures. A quarter of property is owned by the public sector (municipality, state, non-governmental institutions). Ca 33% of the total premises of whole buildings in Old Town is in public use, the largest percentage is used by state and municipal institutions (25 buildings), followed by educational institutions (19 buildings) and culture- and performance institutions (14 buildings).



Drawing 11. Landowners of Old Town

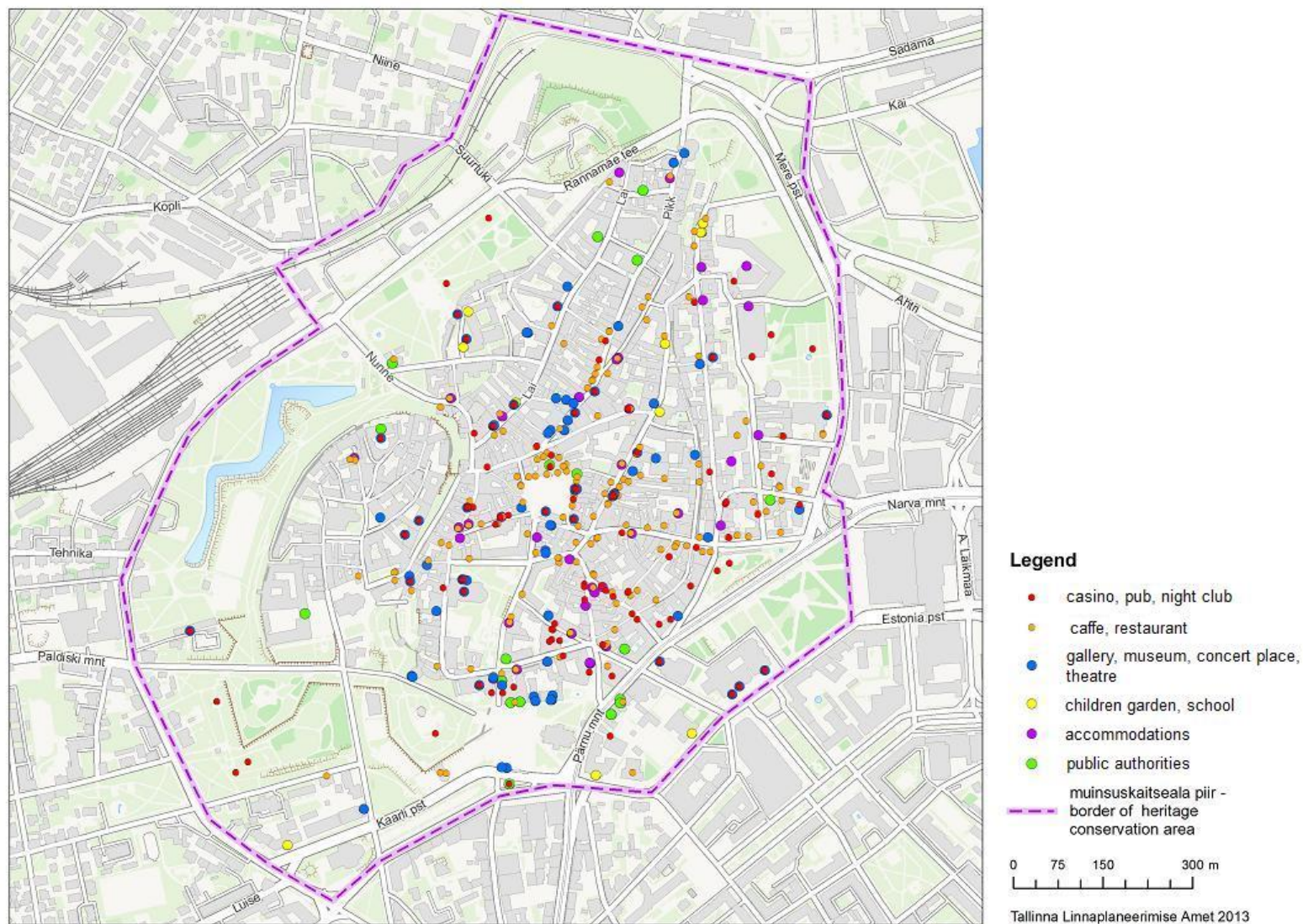
In Old Town, there is one larger food store (RIMI) and a small 24h-shop in Pikk Street. (Several historical groceries have been closed down in the last decade, e.g. Leiburi baker's shop in Suur-Karja Street, "Lutsu" food store in Vaksali Street). There are two sports/accommodation/SPA centres in Old Town (Kalev Water Centre and Sports Club Reval-Sport). 21% of all business premises are trading premises, 18% are mixed usage premises, 17% are offices, and 14% each are accommodation and catering premises.

It is, therefore, of utmost importance to find additional legislative and planning solutions to improve the functioning of Old Town. Below are the underlying principles for the division of Old Town into regions and for keeping order in Old Town, both of which will have to be dealt with in the implementation stage of the Comprehensive Management Plan.

On the basis of an analysis carried out by the Culture and Heritage Department, concerning investments made in Old Town since 1997 (when Old Town was inscribed on the World Heritage List), it can be said that 1/3 of investments have been made by state institutions, 1/3 by the municipality and 1/3 by the private sector.

For the enterprises and inhabitants of Old Town the main problem is the gradually decreasing number of businesses offering services for the local population. Although the quantity of premises offering public services is rather big, the majority of them are meant for the inhabitants of Tallinn in general (e.g. museums and theatres) or for tourists visiting Old Town (accommodation, trade, catering).

The living environment of Old Town has not yet been studied separately, data reflecting Old Town as a living and working environment are approximate and need additional research.



Drawing 12. Location of the different types of institutions in Old Town.

Aims

- Old Town has been kept from turning into a theme park
- Old Town is attractive as a living environment and the permanent population is increasing
- The noise level of entertainment institutions is under control
- There are new initial data for making decisions aimed at improving the living environment

Activities

- Suggesting amendments to legal documents regulating night-time peace and quiet. Defining in closer detail and in conformity with public order the exact rights and obligations of those entertainment facilities that are open during the night. Enhancing supervision over those establishments, and implementing sanctions against establishments that break the code of practice that requires peace and quiet at night (City Centre Administration)
- Creating children's playgrounds and leisure facilities in Old Town (Environment Department)
- Expanding the activities of open youth centres, stimulating children's creative activities (Sports and Youth Department)
- Increasing the number of recreation, sports and leisure facilities suitable to Old Town (Sports and Youth Department)
- Coordinating the activities of the Paul Keres Chess House (29 Vene Street), organising different mind game events and offering services (Sports and Youth Department)
- Carrying out research into subject matter specified by UNESCO Tallinn Old Town Management Committee, with the aim of preserving the living environment in Old Town (City Office)
- Drawing up a list of studies needed to improve the living environment and to increase permanent population (Non-profit organization Old Town Society)
- Promoting cooperation between the City Government, inhabitants and businesses; involving the organisations of permanent residents in solving issues concerning the living environment of Old Town (a round table, a common administrative and maintenance service) (City Centre Administration)
- Carrying out a study to define the connections between Old Town and the surrounding urban space as specified by UNESCO Tallinn Old Town Management Committee (City Planning Department).

Division into regions

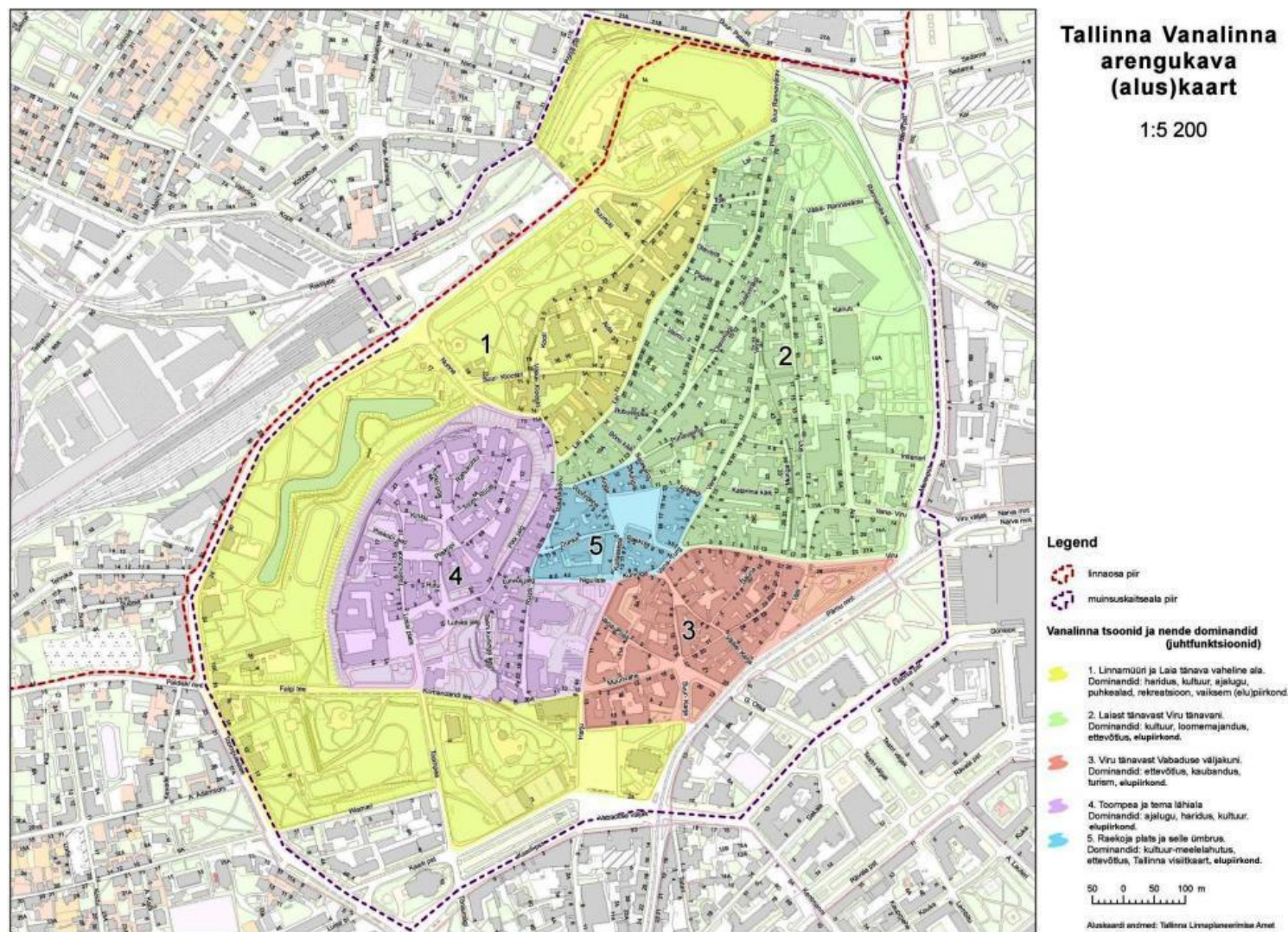
Historically, Tallinn Old Town has always been divided into different regions of influence. Upper Town or Toompea and Lower Town have even been governed by different legislation, monasteries (St. Michael's and Dominican) have had their own territories of influence, the same applies to trading centres (German, Scandinavian, Russian). Even in our days Old Town is not uniform from Toompea to the Viru Gates in the possibilities it offers or the needs it presents, despite the small size of its territory.

As a result of the cooperation between various interest groups, an earlier development plan already presented a vision of Tallinn Old Town divided into functional regions with the aim of promoting activities that cohere with the historical buildings. The conditional division into regions allows for

a better overview of the intensity of business activities and tourism within the different parts of Old Town.

Below is a short description of each region (Drawing 13).

- **Region 1.** The territory between the Town Wall and Lai Street, green areas and parks surrounding Old Town (including bastions, Snelli Pond etc.). Dominants: education, culture, recreation. Advisable uses: Town Wall as a sightseeing destination, schools, masters' workshops, theatres, recreational and sports facilities, habitation, tourism.
- **Region 2.** From Lai Street to Viru Street (including the Latin Quarter). Dominants: culture, education, arts and crafts, business, tourism. Sustaining cultural heritage through activities, centre for intellectual life. Advisable uses: masters' and apprentice workshops, galleries, artists' studios, performance venues, churches, cultural tourism, catering and other services, habitation, tourism.
- **Region 3.** From Viru Street to Vabaduse Square. Dominants: tourism, trade and other types of business. Advisable uses: shops, businesses, diversion and entertainment venues, habitation, tourism.
- **Region 4.** Toompea and its territory of influence. Dominants: history, state administration, education, culture. Advisable uses: cultural education, administrative institutions, habitation, tourism.
- **Region 5.** Town Hall Square and its surrounding area. Dominants: the "business card" of Tallinn, culture, entertainment. Advisable uses: stately events, cultural events, catering, habitation, tourism.

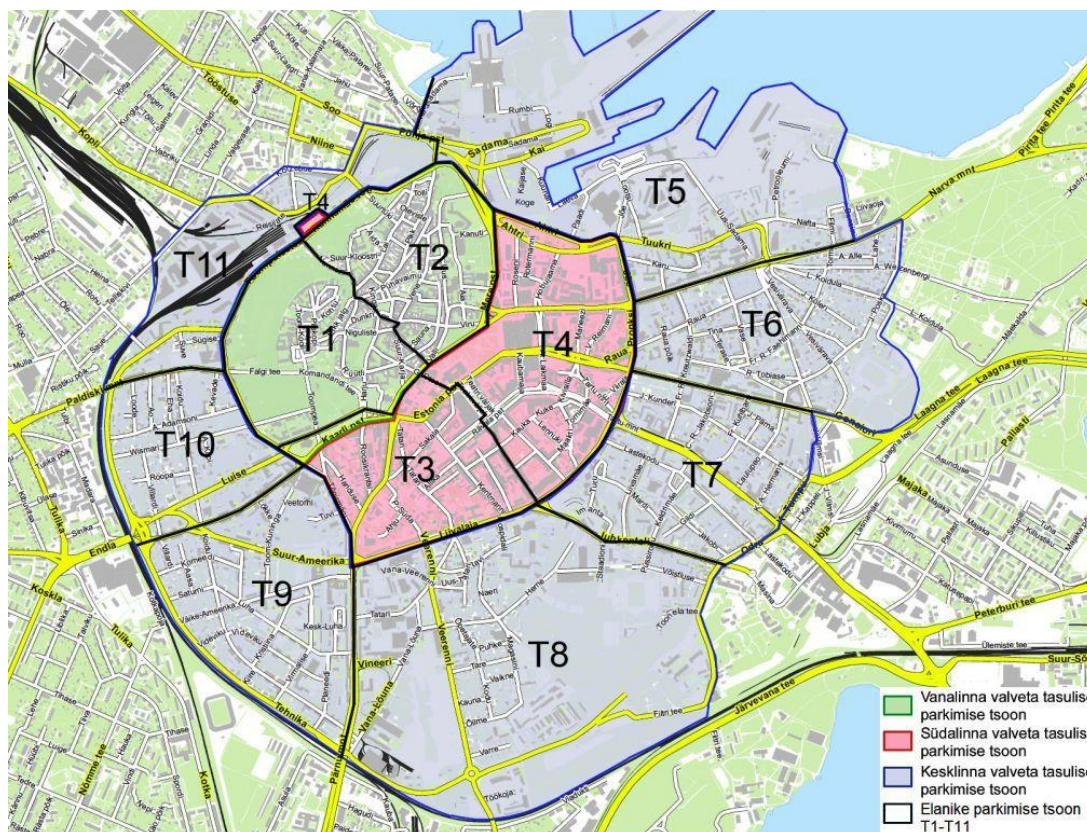


Drawing 13. Tallinn Old Town Heritage Conservation Area and its functional division

2.2.5.3. Traffic schemes and parking

Current state and challenges

Old Town as a unique habitation area under heritage protection has always held an exceptional status in the overall transport system of Tallinn, with individual solutions in traffic as well as parking schemes. One of the most important principles has been decreasing car traffic in Old Town. This has been achieved through various means from mechanical barriers to different access schemes.



Drawing 14. Three parking fare zones of central Tallinn and the inhabitants' zones

Parking in Old Town is separately treated in the Tallinn Parking Scheme Development Plan⁵⁶, in which an important principle is decreasing the number of cars parked in Old Town. According to the Development Plan the parking area in central Tallinn is divided into three fare zones (“Kesklinn” – City Centre, “Südalinn” – Heart of the City, “Vanalinn” – Old Town) among which Old Town is the most highly priced, with special fares for permanent residents (Drawing 14). According to the traffic scheme, Old Town is currently considered a yard territory to which all the respective restrictions apply. Already in 1996 the City Council determined some streets in Old Town as a pedestrian zone. The zone was expanded in 2004 and currently covers 30 of the 68 streets of Old Town.⁵⁷ Arising from the status of Old Town as UNESCO World Heritage site, the Parking Scheme Development Plan prescribes turning Old Town as a whole – with the exception of Toompea – into a pedestrian zone.⁵⁸

⁵⁶ [Tallinna parkimise korralduse arengukava aastateks 2006-2014](#) p.1.2.3 (Tallinn Parking Scheme Development Plan)

⁵⁷ <https://www.riigiteataja.ee/akt/422102013061?leiaKehtiv>

⁶¹ Tallinn Parking Scheme Development Plan 2006–2014 p 5.9.1

⁶² Important cultural centres are located in historically outstanding buildings, such as MTÜ (non-profit organization) Mustpeade maja (the House of the Brotherhood of Blackheads, multifunctionally used), Kanuti Gild (Knut's Guild, dance events), Tallinna Kinomaja (Cinema House, film events) and Cinema Sõprus (multifunctionally used). Other buildings with a cultural function are the Ukrainian Cultural Centre, the Institute of Danish Culture, the Institute of German Culture, the Finnish Institute, the French Institute in Estonia, the Russian Cultural Centre, the Nordic Council of Ministers, Hometown House etc. Institutions that integrate the cultural and educational functions are e.g. the International Union of Amateur Theatres AITA/IATA, MTÜ (non-profit organisation) Hereditas, MTÜ Eesti Teatriliit (Estonian Theatre Union), MTÜ Eesti Kinoliit (Estonian Filmmakers' Union), Estonian Film Foundation, MTÜ Tallinna Noorteklubi Kodulinn (Tallinn Youth Club Hometown), MTÜ Sally Studio (a private art centre), Kullo Lastegalerii (Children's Gallery), Kanutiiaia Noortemaja (Knut's Garden's Youth House), Tallinn Open Youth Centre, Tallinna Toomklubi (Tallinn Dome Club), Tallinna Filharmoonia (Tallinn Philharmonics), Russian Cultural Centre etc.

A number of issues relate to the application of the new traffic and parking scheme in Old Town from the point of view of heritage conservation as well as living environment that need to be addressed separately. A significant challenge is avoiding transit transport through Old Town, which endangers pedestrians, aggravates traffic jams, damages buildings through vibration, and causes air pollution. Supervision over the execution of the already existing traffic restrictions as well as permits needs to be enhanced. Agreements should be reached with the owners of parking lots adjacent to Old Town for providing car parking facilities to permanent residents. Special attention should also be paid to tranquillizing traffic flows and reducing air pollution in the buffer zone of Old Town. Deriving from the aforesaid the primary necessity of the traffic and parking scheme in Old Town is to reduce the traffic flow in Old Town. The following measures will have to be considered:

1. Making Old Town car-free (carrying out appropriate studies, expanding the pedestrian zone and limiting transit traffic).
2. Improving methods of supervision over the execution of existing restrictions.
3. Reaching agreements for improved parking arrangements in cooperation with the inhabitants of Old Town and the employees of educational and cultural institutions, with the aim of securing safe movement for children.

2.2.5.4. Culture and leisure

Tallinn Old Town and its surrounding buffer zone may well be considered to be the region in Tallinn that witnesses the greatest number of cultural events, and houses the biggest number of creative associations. Therefore it is important that Old Town should receive sufficient publicity, and that local people as well as tourists are given enough possibilities and reasons to visit Old Town.⁵⁹

Old Town has become a traditional venue for several nationally and municipally significant events and celebrations. Town Hall Square as the visiting card of Estonia is often the place where foreign heads of state are welcomed on their visits to Estonia, athletes and performers who have had success in international competitions are honoured, important historical events are celebrated, markets, fairs and concerts are held. A new popular leisure ground is the green area of Harju Street, which is used as a skating-rink in winter. Tallinn Old Town Days are a long-term tradition, offering a wide variety of cultural events for the inhabitants of Tallinn as well as visitors. A comparatively recent tradition is the Tallinn Flower Festival held in the Square of Towers. May 15th is significant as Tallinn Day, the day when Tallinn received the Lübeck City Rights in 1248.

In order to make the monuments and cultural heritage of Old Town known to the wider public, it is essential to improve access to Old Town for disabled people. This can mainly be achieved through smooth cooperation between the city authorities and owners. A reasonable compromise should be found between heritage conservation requirements and the special conditions for the disabled, which would enable people with special needs to take more actively part in the life of Old Town.

Theatres located in Old Town are Tallinna Linnateater (Tallinn Town Theatre), Eesti Nuku- ja Noorsooteater (Estonian Puppet and Youth Theatre), Von Krahli Theatre, Tallinna Toomklubi (Tallinn Dome Club) and Toomteater (Dome Theatre), Foundation Fine 5 Dance Theatre, Studio Theatrum, and in the heritage conservation buffer zone Estonian Drama Theatre, National Opera Estonia, Russian Drama Theatre etc.

There are a number of museums and exhibition halls on the territory of Old Town: Estonian Applied Art and Design Museum, Estonian Theatre and Music Museum, Estonian Nature Museum, Tallinn City Museum, Estonian Health Care Museum, Tallin Art House, MTÜ Design and Architecture Gallery, Adamson-Eric Museum, Archaeology Museum of the History Institute, Estonian History Museum, Niguliste Museum of Estonian Art Museum, Estonian Maritime Museum, Mine Museum, Kiek in de Kōk, Photo Museum of Town Hall Prison, Museum of the Dominican Monastery, and Association of the Museum of Economic History. (In the vicinity of Old Town there is e.g. the Estonian Architectural Museum/Rotermann Salt Storehouse).

Noteworthy libraries in Old Town are Estonian Patent Library, Medical Library, Tallinn City Archives and their library, Library of the German Cultural Institute, Library of the French Cultural Centre. Estonian National Library and Tallinn Central Library are located in the vicinity of Old Town.

⁵⁹ [Kodulinna maja](#)

From the point of view of the disabled it is necessary to continue improving the accessibility of health care institutions, administrative agencies and cultural institutions that are located in Old Town. A good example is the Social Welfare House at 9 Pärnu Road, where the City Centre Administration has built an elevator for the disabled. Since Old Town is an important tourist destination, attention must also be paid to the accessibility of enterprises offering accommodation and services. The process of adapting pedestrian areas in Old Town to the needs of the disabled must be continued by building ramps for wheelchairs and constructing single-level streets. In this context the 2013 project of Harju and Kullassepa Streets is worth mentioning - the sidewalks were brought to the same level with the streets and the area was turned into a pedestrian zone. Parking places for the disabled must be properly marked. City Centre Administration in cooperation with other interested parties is mapping the buildings of Old Town with regard to their accessibility, and is actively looking for investments. A peculiar tradition resuscitated by the City Centre Administration and promoting the accessibility of Old Town is the wheelchair race held during the Old Town Days.

The contribution of Kodulinna maja (Hometown House) to improving the state of repair of several monuments of Old Town and popularizing the cultural heritage is difficult to overestimate. This youth movement that began in 1975 with the aim of tidying up Old Town and finding out more about it has developed into a club with an abundant programme of activities and events all the year round promoting the cultural heritage of Old Town.⁶⁰

A unique phenomenon is the Latin Quarter situated on the territory between Vene Street, Müürivahe Street, Katariina käik (St. Catherine's Passage) and Börsi käik (The Exchange Passage). It is a region that boasts a number of cultural, educational and children's institutions, a scientific centre, handicraft workshops and guilds, and hosts several cultural and charitable events.

Since Old Town can also be regarded as the night life centre of Tallinn due to the number of entertainment institutions situated here, public disturbances and noise issues are often relevant, too.⁶¹

Another visible tendency is that less viable cultural and intellectual enterprises like galleries and book stores leave Old Town and their premises are taken over by souvenir shops.

Aims

- The local population is more familiar with Old Town
- Supervision over the execution of legislation concerning entertainment institutions has been enhanced
- Access to Old Town for the disabled has improved

Activities

- Making proposals to the annual calendar of public events, informing the public about them and carrying them out (City Centre Administration)
- Organizing public cultural events (Culture and Heritage Department)
- Promoting the activities of the so-called Cultural Quarters (City Enterprise Board, Culture and Heritage Department, City Centre Administration)
- Creating children's playgrounds and leisure facilities in Old Town (Environment Department)
- Increasing the number of recreational, sports and leisure facilities suitable to Old Town (Sports and Youth Department)
- Expanding the activities of open youth centres, stimulating children's creative activities (Sports and Youth Department)
- Coordinating the activities of the Paul Keres Chess House (29 Vene Street), organising different mind game events and offering services (Sports and Youth Department)

⁶⁰ Kodulinna maja.

⁶¹ See also the chapter on security.

- Re-modelling pedestrian zones to suit the needs of disabled people (ramps, single-level streets) (Municipal Engineering Services Department)
- Holding design competitions for buildings and show windows; producing and installing waymarks and signposts (City Centre Administration)

2.2.5.5. Education

Current state and challenges

Tallinn Old Town has throughout the years provided education to its own community as well as to the population of the entire city on various levels, from hobby schools to higher education.⁶² The education offered in Old Town as a World Heritage site should cover the needs of the local community, and provide knowledge of cultural heritage on different levels for the entire city.

The network of educational institutions in Old Town is used by nearly 2,800 students, which means that these institutions provide educational services also for people living outside Old Town. On the other hand, there is no municipal kindergarten in Old Town. As it is difficult to find accommodation for a kindergarten in Old Town, a small municipal kindergarten for one or two groups of children could be an option (there are 60 children i.e. 4 groups in the currently existing private kindergarten).

From the point of view of secondary education, the existence of a regional school is of crucial importance for families with children living in Old Town. The renowned Gustav Adolf Grammar School (GAG) accepts students on the basis of entrance tests and due to the large number of applicants is often not capable of satisfying the needs of all the residents of Old Town.

The most acute issue in preserving the rich educational structure of Old Town is securing the sustainability of Vanalinna Hariduskollegium (Collegium Educationis Revaliae) and finding appropriate premises. From the aspect of children's leisure activities it is vital that besides holding exhibitions Kullo Children's Gallery should continue its gallery lessons and other events involving children.

Aims

- The City of Tallinn and the interests groups of Old Town are planning the future of educational and cultural life in Old Town on common principles

Activities

- Considering possibilities to establish small municipal kindergartens (Education Department)
- Drafting a heritage education curriculum including museum education (Collegium Educationis Revaliae).

2.2.5.6. Safety and social welfare

Current state and challenges

The increase in the number of visitors to Old Town has brought along violations of law and order. The main concerns are the noise level of entertainment institutions, prostitution, begging, the use

⁶² Collegium Educationis Revaliae, Gustav Adolf Grammar School, Tallinn English College, Tallinn Secondary Science School, Tallinn Old Town Adult Gymnasium, Tallinn Dome School, Old Town Kindergarten, Tallinn Georg Ots Music School, EELK Theology Institute, Cultural Sciences Department of Tallinn University, Tallinn Kanut's Garden's Youth House etc. There is one private kindergarten in Old Town – Vanalinna Lasteaed OÜ (Old Town Kindergarten Ltd.). Private schools located in Old Town include, according to Tallinn City Studies Bureau, Tallinn Finnish School, MTÜ Keeltekooll (Language School) in Lower Town, Foundation Collegiate of St. Michael (functions in cooperation with Collegium Educationis Revaliae). Private hobby schools include Musamari, Fine 5 Dance School, Sally Studio. In addition, there are numerous associations and societies functioning in the fields of education and culture. Despite the large number of hobby schools the demand for enrolment exceeds the supply.

of alcohol and drugs. According to the Northern Prefecture of the Police and Border Guard Board, disturbances in Old Town usually take place in Viru Street and on Viru Square, in the Old Town section of Pärnu Road, in Suur-Karja Street, Vana-Posti Street, and on Mere Avenue on the outskirts of Old Town.

Social welfare is organized in Tallinn Old Town through the Social Welfare Centre of Tallinn City Centre and the social welfare section of the City Centre Administration of Tallinn in cooperation with the Social Welfare and Health Care Department of Tallinn, schools, medical institutions, the police, Tallinn and Harjumaa sections of the Unemployment Insurance Fund, other specialists in the field, and free associations of Tallinn. The task of the City Centre Administration of Tallinn in the field of social welfare is to find out the actual need for social welfare services, provide the services, determine and pay out social allowances, and offer various other kinds of support to the residents.

The concentration of risk groups in Old Town diminishes the security and attractiveness of the city environment for residents as well as visitors. Besides concerns about the safety of playgrounds, parents are concerned about the safety of schoolyards, especially from the point of view of traffic safety. The municipal police have done a great deal to make the environment safer. Finding means to guarantee the security of the residents and visitors of Old Town is hence one of the most important challenges that awaits solutions in Old Town. Establishing a police station in Old Town is important from the aspect of safety as well as order. The City Centre Administration and the Municipal Police have worked in close cooperation with the Northern Prefecture of the Police and Border Guard Board and the City Centre police station to enhance security on Old Town. Additional funding is needed to improve the security systems, i.e. to guarantee outdoor patrol rounds, a wider surveillance of streets through surveillance cameras, and the integration of surveillance cameras of various ownerships into one unified system. These measures would help discover criminal activity in Old Town and in the city centre as a whole. Another key factor in improving security is the spreading of neighbourhood watch and persistent supervision of traffic behaviour.

It is important from the security aspect that further solutions are sought to the issue of transporting hazardous cargo, which would also mean finding an alternative to the Kopli freight yard.

Aims

- Criminal activity has decreased in Old Town and it has become a safe part of town

Activities

- Increasing the number of police patrol rounds in the streets of Old Town and in the green areas, enhancing neighbourhood watch, improving the cooperation between law enforcement institutions (Municipal Police Department)
- Enhancing supervision of the removal of icicles and snow from buildings and structures (Municipal Police Department)
- Suggesting amendments to legal documents regulating night-time peace and quiet. Defining in closer detail the exact rights and obligations of entertainment facilities that are open during the night, enhancing supervision over those establishments, and implementing sanctions against establishments that break the code of practice that requires peace and quiet at night (City Centre Administration)
- Counselling on building and safety requirements, supervision over the improvement of the respective legal documents (City Planning Department)

2.2.5.7. Business environment

Current state and challenges

The entrepreneurial structure of Old Town is rather limited from the point of view of the resident, and has - particularly during the last decade - become strongly focused on foreign visitors and entertainment. Shops selling everyday consumer goods are practically non-existent, because the

shopping tourists buy goods at department stores like the Viru Centre, Kristiine or Stockmann, or at shopping malls like Rocca-al-Mare or Ülemiste. Since the price level is often higher, they do not usually go shopping in Old Town, therefore only the more expensive boutiques still survive in Old Town.

Considering the changes that have taken place in Old Town, there is reason to believe that the clientele in Old Town is not sufficient to enable even shops selling food products or consumer goods, or businesses offering basic services to be profitable. There are obviously several reasons for that: the number of permanent residents is small, the people working in Old Town do not consume there, rents are higher, etc.

For the businesses of Old Town the region is attractive, with well-functioning principles, and the majority of problems facing the business community can be solved in cooperation with municipal and state institutions. Old Town is dominated by businesses focusing on foreign visitors and tourists – they sell souvenirs, national products, offer catering, there are cafes, beauty parlours, hotels, hostels and guest apartments. In recent years, enterprises selling souvenirs have expressed an increasing demand to be located in architecturally valuable buildings in the most attractive tourist zone with the biggest flow of pedestrians.⁶³ The list of streets attractive for merchants has grown shorter, trading centres mainly around Town Hall Square, Viru, Harju, Suur-Karja and Väike-Karja Streets. Interest in those streets is incomparable to any other region of Old Town. Since the supply of trading premises in the attractive region favourable to business is limited and the demand is high, prices are dictated by the vendors. Prices may therefore differ considerably from one region of Old Town to another. The sales prices of trading premises with similar characteristics may differ several times. High rents in the more attractive regions subsequently determine the range of goods sold there.

There has also been a considerable increase in the number of newly founded service and catering businesses in Old Town. Since tourists come to Old Town mainly from May to September, many tenants – catering businesses in particular – give up their rented premises in winter due to the failure of their business plans to take into account the seasonal variations. In addition, businesses need to be aware that the buildings are old, their management costs (maintenance and administrative costs) are higher than those of new buildings due to outdated technical systems, high heating and ventilation costs, etc.

In the case of office premises, the main problems are access and parking. A large number of private businesses have therefore moved away from Old Town, municipal and state institutions still remain, but even among those there is a tendency to leave Old Town (e.g. Ministry of the Interior). On the other hand, bureaus in Old Town are unique, with a special atmosphere created by the long history of the buildings, and are suitable for creative businesses who appreciate the possibilities offered by an unconventional environment.

Creative businesses play an important role in Old Town. Their main fields of activity are performance arts, applied and fine art, festivals, architecture, design. Creative centres like galleries, masters' and handicraft workshops, various types of theatres, dance studios, concert halls, party and reception rooms enliven the overall living and visiting environment of Old Town. Creative entrepreneurship includes also art and handicraft fairs which bring indoor activities out of doors. It is important for the content of trading events and cultural programmes to be based on Old Town's traditions, and their occurrence and location not to interfere with the activities of the local full-time businesses. A good example of the clustering of creative businesses is the so-called Latin Quarter. It consists of a number of cultural, educational and art establishments in the area around the former Dominican monastery. Such clusters cannot be induced, but they can be supported once they have emerged.

⁶³ Sources: Priit Rauk, IPartner OÜ and Tarvo Tamme, BREM Kinnisvarabüroo OÜ

The increasing number of entertainment establishments, the ban on smoking indoors, the lack of restrictions concerning opening hours, the popularity of Old Town as a meeting venue, and insufficient (as far as authority and resources are concerned) supervision has brought about conflicts between residential and business interests. The contradictions arise from noise, hubbub and risky behaviour of visitors. Those entertainment establishments that systematically ignore the code of practice that requires peace and quiet at night must realize that they may actually be punished. The use of outdoor terraces by outsiders after closing time is an issue for public order supervision. There is no reason why alcohol should be available after 3 a.m. in such a densely populated area as Old Town, but closing all businesses at 11 p.m. in certain regions of Old Town would be too early, especially in summer. Hence there is a necessity to establish seasonal regulations.

The concentration of activities in a small number of streets may create an opportunity to stimulate certain activities in the less frequented streets (by varying prices), on the other hand this may be a positive tendency – with a respective empowerment standard, division into regions could more easily be based on determining which type of business activity disturbing the life of permanent residents should be allowed, which restricted, which banned. It is vital for businesses as well as residents to know well in advance what can be expected in one or another quarter of Old Town.

Aims

- The business community in Old Town suit its historical environment and takes into account the needs of the population as well as visitors

Activities

- Promoting the cooperation of creative individuals and institutions and the formation of creative clusters (City Enterprise Board)
- Fostering the use of unused premises by creative entrepreneurs and artists (City Enterprise Board)
- Promoting limitations to the retail sale of alcoholic drinks in Old Town (City Centre Administration)
- Working out measures, in cooperation with interest groups, to manage the business environment in Old Town in a sensible manner, taking into consideration the cultural heritage and traditions, appreciating local goods and services, and making a contribution to the living environment of Old Town

2.2.5.8. Tourism

Current state and challenges

Tallinn Old Town is the most visited tourist destination in Estonia. The number of visitors to Tallinn and Old Town has been increasing since 1991, when Estonia regained its independence. In 2011, a total of 1.5 million tourists visited Tallinn, 89% of whom were foreign tourists.⁶⁴ The increase may be attributed mainly to more frequent movement between Estonia and Finland, reflected also in the airline and cruise ship timetables. The peak season for tourism is undoubtedly summer. A positive development is the gradual shift from tourists who mainly come to Tallinn for the shopping to those who come to see the historical and cultural monuments and enjoy spa and beauty services. Thus, Old Town plays a significant economic role in Tallinn, offering tourism-related jobs, particularly in summer. A research carried out by the Port of Tallinn among cruise visitors revealed that the visitors were mostly satisfied with their trip to Tallinn (the average estimate on a 10-point scale was 8.7). The cruise visitors considered Old Town, including Town Hall Square, Nevski's Cathedral and Toompea, to be the most memorable places they visited.

⁶⁴ Tourism statistics of the City Enterprise Department of Tallinn,
http://www.tourism.tallinn.ee/static/files/092/tallinna_turism_2011_1.pdf

As Old Town is unevenly crowded depending on the season and on the time of the day in summer, it is vital to direct the flow of tourists during the peak season. Travel agencies need to work in coordination to disperse the movement of tourist groups, their departure points and tour times. Guides should be trained to plan the movement of tourist groups along the streets as well as indoors, and important events should be dispersed among the various regions of Tallinn and Old Town. On the other hand, Old Town should be more associated with other areas of Tallinn that are of interest for tourists.

It is important to proceed with the efforts of increasing the number of out-of-season visitors to Old Town and to secure the normal functioning of the tourism-related infrastructures for permanent residents also outside the tourism peak season. Access to Old Town should be guaranteed to tourist buses, public toilets should be available, signposts should be relevant and adequate, pavements and buildings should be safe, etc. The police, the municipal police and the security companies will have to work in closer cooperation with the entrepreneurs and residents in order to guarantee safety on the streets of Old Town. Web-based solutions should also be used more in providing services to tourists.

How to combine the increasing flow of tourists and the services rendered with other aspects of city life is an issue that has become increasingly acute in Old Town. In order to diminish the negative impact of increased visits, it is essential to come up with a time arrangement that would disperse the amount of tourists visiting historical and cultural monuments over a longer period of time. The willingness of ports to cooperate in dispersing the flow of tourists is the key to solving this problem. In the last few years, the number of people visiting Old Town during Christmas and New Year has gone up. This tendency hints at the threat of Old Town becoming a theme park and of the expansion of activities not suited to Old Town. Another threat is becoming too visitor-oriented and alienated from the inhabitants of Tallinn and Estonia.

Aims

- Visitors can easily access information on the cultural heritage of Old Town through different channels
- The influence of the volume of tourists on Old Town has been studied and measures against negative impacts have been implemented

Activities

- Developing a system of evaluation and service standards for tour guides (City Enterprise Board)
- Training the staff of service enterprises to provide tourist information (City Enterprise Board)
- Making audio, printed and other informative materials available at tourist information centres (City Enterprise Board)

2.3. Scientific research and availability of information

2.3.1. Scientific research

Current state and challenges

Systematic scientific and applied research is important from the aspect of preserving the World Heritage of Old Town as well as introducing it to the public. Although thorough field research is always carried out on monuments prior to the execution of any works and special heritage conservation conditions are determined, as prescribed by the Heritage Conservation Act, there is still need for holistic scientific treatments covering the entire Old Town Heritage Conservation Area and its buffer zone. For an improved systematic protection of the heritage of Old Town it is essential to carry out studies in spheres such as physical heritage, the influence of occurrences in the buffer zone on the World Heritage, but also concerning long term tendencies in the living environment, flows of tourism and types of entrepreneurship.

Earlier records and studies concerning the archaeology of Tallinn Old Town and the restoration of monuments are of utmost importance for documentation purposes. These are preserved in Tallinn City Archives, the National Heritage Board and Tallinn Culture and Heritage Department. In particular, the research done on Tallinn Old Town by the National Institute of Restoration of Cultural Monuments is impressively large-scale and in many ways still applicable.⁶⁵ The studies by Villem Raam, Helmi Üprus, Teddy Böckler et al., of single monuments and Tallinn Old Town as a whole, have served as the foundation for a number of later studies.

Old Town and its cultural as well as historical heritage is nowadays studied at the universities of Tallinn as well as via different projects financed by the state and the municipality. The choice of the subjects of study is usually determined by the academic interests of the universities or by issues concerning applications in a particular field. Consequently, scientific treatments of Tallinn Old Town and the acquired knowledge tend to be fragmentary and scattered between different institutions. For instance, the curriculum of general and medieval history at Tallinn University includes urban studies and urban administration. The Estonian Academy of Arts has disciplines of art history, architecture, cultural heritage and conservation. Tallinn City Government has co-operation contracts with all public law universities. These contracts have provided for scholarships, internships and research funding. It has become a tradition to involve students in compiling inventories of cultural monuments and to offer heritage conservation internships to students. Tallinn City Government has conducted several studies with the aim of improving the management of the living and visiting environment of Old Town. These studies have provided valuable information for enhancing security in Old Town and increasing local population.

Compared to the previous centralized model of studying cultural monuments in Old Town, the advantages of such a special heritage research establishment with scientific know-how are quite obvious. An additional responsibility accompanying the status of UNESCO World Heritage Site is to make the documentation and research concerning Tallinn Old Town available to the public. The deeper the knowledge, the clearer it becomes what needs to be protected and how it should be done to preserve the site's OUV. The training of specialists is also important in this context.

Therefore, from the aspect of systematic preservation of the World Heritage of Tallinn Old Town, one or several of the following initiatives should be carried out in co-operation between the state and the municipality:

1. to establish a World Heritage Chair at the Estonian Academy of Arts as part of the UNESCO network of chairs;
2. to establish as a cooperation between the state and the municipality a target scholarship under the umbrella of the Cultural Endowment of Estonia for the study of Tallinn Old Town;
3. to establish a City History Chair at the Art History Institute of the Estonian Academy of Arts or at the Centre of Medieval Studies of the University of Tallinn;
4. to support the scientific study of Tallinn with a long-term research scholarship of 1–3 years.

Preserving the value of Old Town as a sustainable and balanced living environment and acquiring more detailed information of the socio-economic tendencies requires more initial data and field analyses than currently available. Therefore it is essential to acquire more know-how based on relevant studies. A database of the statistics concerning Old Town must also be established as the source of preliminary material for studies.

⁶⁵ Period 1978–1988

Aims

- Systematic studies of the cultural heritage and the living environment of Old Town are carried out
- Protective and administrative measures to improve the living environment of Old Town can be implemented on the basis of research results
- The fields of research concerning Old Town cover a wider spectrum.

Activities

- Carrying out two studies concerning the living environment and city environment of Old Town in conformity with the themes specified by UNESCO Tallinn Old Town Management Committee (City Office, City Planning Department)
- scientific study of the architectural heritage of Old Town and issuing respective publications (Culture and Heritage Department, City Archives, Tallinn City Museum)
- Making proposals as to what kind of studies are needed to protect the OUV of Old Town (Culture and Heritage Department)

2.3.2. Availability of information

Current state and challenges

Already in the first Statutes of Old Town, adopted in 1966, one of the main aims was “to make the existing cultural monuments available to the population and tourists”. By ratifying the UNESCO Convention Concerning the Protection of World Cultural and Natural Heritage the Republic of Estonia has accepted the obligation and responsibility - equal to international treaties – to make the heritage known to the public. Awareness of both the wider public and the local inhabitants can be raised through various informative and educative programmes involving institutions of heritage conservation and nature protection, the press, schools, museums and tourist agencies.

Basic information on monuments and heritage conservation areas has been assembled in the National Registry of Cultural Monuments, available to everyone on the internet.⁶⁶ The Registry contains information on the history of each monument, its description, justifications for its protection, an overview of its current state, and photos. The digitalized building documentation archives of the Culture and Heritage Department are also available on the internet, containing building and reconstruction plans of buildings in Old Town, drafts for advertisements that have been submitted for approval, correspondence, etc., mainly from the second half of the 19th century until the middle of the last century.⁶⁷

In order to increase awareness of the World Heritage Site of Tallinn Old Town, the City Planning Department of Tallinn carried out a project in 2010-2012 financed by the EU Structural Funds to a total sum of 394 820.85 euros to create a 3D web model of Old Town. Within the framework of this project the Old Town Heritage Conservation Area was mapped in 3D to enable a virtual tour of the whole of Old Town. The application is available in three languages and contains videos, audio material, virtual tours, panorama photos, historical photos and descriptions of historical buildings. The virtual Old Town is available at <http://3d.tallinn.ee/> and the panorama photos at <http://360.tallinn.ee/>. By April 2014, the web applications had been visited for 124,300 times, 43% of the visits were from abroad, altogether from ca 130 foreign countries.

A selection of major restoration works is reflected in articles published in the annual joint publication of the National Heritage Board and Tallinn Culture and Heritage Department - the Heritage Conservation Yearbook. The section of heritage conservation and milieu areas of Tallinn Culture and Heritage Department gives advice on issues related to safeguarding the OUV of the World Heritage. The National Heritage Board also hands out free publications of restoration guidelines.

⁶⁶ <http://register.muinas.ee/>

⁶⁷ www.biblioserver.com/ehitustoimikud

Citizens' associations have traditionally been involved in processes concerning the preservation and popularization of Tallinn Old Town, too. A good example is Tallinn Youth Club „Kodulinn“ (Hometown), established in 1975, upon whose initiative regular brainstorming sessions are held in the Club's Kodulinna Maja (Hometown House) to generate ideas on how to develop Old Town; the Club also organizes events promoting heritage protection.

For several years the school of the Collegium Educationis Revaliae has promoted appreciation of the cultural environment of Old Town. The Collegium is now active all over the Latin Quarter, combining basic education with lessons on cultural heritage, arts and music, guided by the motto "There is no heritage without inheritors".

Another citizens' association actively promoting preservation and appreciation of the living environment of Old Town is the Old Town Society formed in 2010. Its members are inhabitants and patriots of Tallinn Old Town.

In 1985, the tradition of celebrating the Heritage Conservation Month was initiated. It starts on International Heritage Conservation Day on April 18 and lasts until International Museum Day on May 18. The focus of the Heritage Conservation Month has gradually moved towards popularizing and preserving cultural heritage, and each year the City of Tallinn plays an active role in organizing events that serve this purpose. Other long-lived cultural events with a focus on Tallinn Old Town are the Old Town Days (held since 1982) and Medieval Days (since 1999), both with the aim of reviving the cultural traditions of Hanseatic times as well as creating new ones.

The networks of World Heritage Sites as well as several institutions that don't belong to the network play a significant role in popularizing Old Town on an international level. The Organization of World Heritage Cities was established in 1993; Tallinn is one of its 238 member-cities. Estonia is also associated with prominent international heritage protection organizations like ICOMOS⁶⁸ and ICCROM (International Centre for the Study of the Preservation and Restoration of Cultural Property).

European Heritage Conservation Days are celebrated at the beginning of September every year. In 2011 they were dedicated to the 45th anniversary of Tallinn Old Town Heritage Conservation Area – the event that paved the way for becoming a World Heritage Site.

Aims

- The owners of monuments in Old Town are aware of the value of their property as well as of the World Heritage Area and of the possibilities of preserving that value
- The valuable buildings of Old Town have been marked
- Information about Old Town is available to the local population as well as visitors through as many different channels as possible

Activities

- Issuing heritage protection notices (Culture and Heritage Department)
- Marking of cultural monuments (Culture and Heritage Department)
- Placing information boards on the valuable buildings of Old Town (Culture and Heritage Department)
- Publishing and spreading informative material (leaflets, books, stories etc.) about Old Town for different target groups (City Centre Administration, Culture and Heritage Department)
- Managing, updating and developing the 3D model of Old Town (City Planning Department)

2.3.3. Use of the World Heritage Emblem

All sites inscribed on the World Heritage List have the right to use the World Heritage Emblem on the local level and for non-commercial purposes, with the aim of informing the public of the site's

⁶⁸ International Council on Monuments and Sites

inscription on the World Heritage List. It is advisable to use the World Heritage Emblem together with the UNESCO logo.

In Tallinn Old Town, the use of the World Heritage Emblem must be approved by Tallinn Culture and Heritage Department. Further information concerning the rules of using the Emblem is available at the Estonian National Commission for UNESCO.



World Heritage Emblem

2.4. SWOT analysis

A SWOT analysis was carried out among the workgroup to evaluate the situation in Old Town. The results are presented in Table 1, with two separate focal points – heritage conservation and living environment.

Table 1. Old Town SWOT analysis.

A. Heritage conservation aspects

Strengths	Weaknesses
<ul style="list-style-type: none"> UNESCO World Heritage site. A well-preserved medieval urban structure, street network, a large number of estates in their original boundaries, building silhouette of streets. Efficient heritage conservation of Old Town, productive cooperation between the organizations involved in protecting Old Town. Appreciation of the continuity of the history of Old Town; a unique part of the development potential of Estonia. 	<ul style="list-style-type: none"> Old Town turning into a theme park, the spread of activities unsuitable for Old Town. Neglected, run-down, gradually perishing buildings, unsafe pavements, inner yards closed to the public. Exceeding growth of greenery, negative impact on buildings and views. Lack of an enduring management model for the upkeep of Old Town as a unique urban environment.
Opportunities	Threats
<ul style="list-style-type: none"> An increasing global interest in Old Town as a tourist destination. Improving the legal environment to guarantee the preservation of Old Town, the so-called Old Town Law (the right to determine the functional use of buildings, regulation on unused buildings, duties, etc.). Allocating state, municipal and EU funds to the protection and safe keeping of Old Town. An increasing willingness for cooperation between the central government and the City of Tallinn to preserve Old Town as a UNESCO World Heritage site. 	<ul style="list-style-type: none"> The uniformity of lifestyles, which increasingly diminishes the national peculiarities that are the basis for inscription on the World Heritage List. Shortage of investments into the restoration and maintenance of Old Town. Old Town becoming visitor-oriented, alienation from the inhabitants of Tallinn and the population of Estonia. Demand for construction within Old Town and on its outskirts, deterioration of the views of Old Town. Changes in climate and their effects on the infrastructure (buildings, protected

	<p>sites, green areas etc.).</p> <ul style="list-style-type: none"> + New buildings in Old Town and in its buffer zone. + The erection of high-rise buildings in the close vicinity of Old Town and in areas covered by the high-rise thematic plan, which obstruct the unique silhouette of Old Town.
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B. Living environment aspects

Strengths	Weaknesses
<ul style="list-style-type: none"> + An established base of permanent residents, increased activity of societies and active involvement of residents in the development of Old Town. + Prestigious living and office quarters, a traditional centre of power (government institutions, diplomatic representations, head offices, etc.). + Jobs and incomes for residents. + An attractive culture and sightseeing environment, diverse possibilities for recreation (museums, theatres, concert halls, traditional Old Town Days and Tallinn Day, Christmas fair, etc.). + Logistically accessible town centre that is actively used. + Development of the creative businesses cluster, appreciation of education and heritage culture. + Attractive real estate. + Constructive dialogue between city administration and interest groups. + Extensive green area. 	<ul style="list-style-type: none"> + The small number of residents in Old Town, their insignificant visibility in the overall urban picture. + The change from living environment to business environment (pressure to redefine the function of buildings to suit business purposes, habitation turning into guest apartments, seasonal differences, etc.). + Bad condition of infrastructure (pavements, buildings, lighting, public outdoor furniture, shortage of public toilets, signposts, etc.). + Audio-visual and moral pollution: noise and hubbub caused by events, graffiti, street harassment, smokers in front of entertainment establishments, services and goods not suited for Old Town. + Shortcomings of the legal system in providing security and dealing with irresponsible owners. + Shortage of services provided to the residents of Old Town (no market-place, very few shops selling consumer goods). + Poor use of the potential of some regions (Baltic Railway Station/Skåne bastion, Town Hall Square, etc.). + An excess of cars, considerable traffic burden. + Being seasonally overcrowded by tourists. + Dispersion of responsibility in administration and supervision. + The building boom a few years ago, which was brought about by fast economic growth, and which left Old Town with modernizations and new living and additional premises that were built with the purpose of making quick profits. + Increase in the price of building

	materials, especially traditional ones, followed by the use of cheaper low-quality materials the characteristics of which have not been tested in long-term use.
Opportunities	Threats
<ul style="list-style-type: none"> + The development of other parts of Tallinn, dispersion of tourists flows in Old Town. + Improved legislation, legislative initiatives to secure the sustainability of the living environment. + Wider renown of Old Town, increase in population and in the number of businesses, investments. + Entering Tallinn into international cooperation networks such as the Baltic Sea network and others. + Use of national, municipal and EU resources for Old Town development projects in cooperation between the public, private and third sectors. Better management of tourist flows by travel agents, positive emotions of tourists and citizens. + New environment-friendly building materials and means of transportation (electric cars, etc.). + Restricting car traffic in Old Town and increasing traffic safety. 	<ul style="list-style-type: none"> + Turning into a theme park, diminishing willingness to live in Old Town. + Deterioration of the business and living environment, shortage of investments to finance the upkeep and proper functioning of Old Town. + Decrease in the number of jobs related to public administration. + The high expenses of living in Old Town, services unavailable to residents, price increase. + Lack of business diversity, domination by tourism related businesses. + Insufficient cooperation between the city and state administrations, shared safeguarding of the future of Old Town, wasting resources. + The functional division of Old Town into regions will not take effect, Old Town regulations will not provide sufficient protection for the monuments of Old Town. + Climate changes and their impact on the infrastructure. + Visual deterioration of the roofscape.

3. VISION OF TALLINN OLD TOWN 2021 AND PERFORMANCE INDICATORS OF THE COMPREHENSIVE MANAGEMENT PLAN

3.1. Vision

Tallinn Old Town, inscribed on the UNESCO World Heritage List, is a complete and high-quality living, working and visiting environment with a historical and cultural continuity, the Outstanding Universal Value of which is appreciated and preserved for future generations.

The heritage conservation principles of Tallinn Old Town derive from the preservation of its historical authenticity and milieu peculiarities. The management of Tallinn Old Town is based on values that appreciate the contributions of the preceding generations, pass on cultural traditions, and support the involvement of the local community in preserving the cultural heritage and moulding the living environment. Old Town, the historical centre of Tallinn, is physically and visually well integrated with its surroundings, and offers a high-quality, sustainable and human-friendly urban environment for living, working and leisure. The vision shall be implemented by means of extensive cooperation involving interested parties on the local, national and international levels.

3.2. Performance indicators of the Comprehensive Management Plan

The effects of the Tallinn Old Town Comprehensive Management Plan shall be evaluated on the basis of three indicators:

- Tallinn Old Town continues to be on the UNESCO World Heritage List.
- Increase in the permanent population of Tallinn Old Town.
- Satisfaction of the residents of Tallinn Old Town with the city environment.

4. FINANCIAL PLAN AND ACTION PLAN FOR 2014-2018

Goal No.1. Preservation and awareness of the OUV of Tallinn Old Town						
	Activities	Responsible body	2014 financing	2015–2018 financing	Total 2014–2018	Financer
1.	Restoration of the building at 19 Uus Str./30 Vene Str. (s.c. Sleeping Beauty's Castle)	TED		3 500 000	3 500 000	TED
2.	Rewarding owners of the best restored buildings in Old Town and its historical suburbs	CAHD	3 200	12 800	16 000	CAHD
3.	Conservation and funding of the restoration of buildings of cultural value, fortifications and remaining original details and infrastructures in Old Town, compiling project documentation	CAHD	130 000	520 000	650 000	CAHD
3.1	Restoration of the House of the Brotherhood of Blackheads	CAHD				CAHD
3.2	Opening the passages of the Swedish bastion	CAHD				CAHD
3.3	Restoration of the passages of the Ingrian bastion	CAHD				CAHD
3.4	Restoration of the Town Wall, the Plate Tower	CAHD				CAHD
3.5	Restoration of the Town Wall, the Bremen Tower	CAHD				CAHD
3.6	Renovation of the façade and roof of the building of Kanut's Guild at 20 Pikk Street	CAHD				CAHD
3.7	Compiling an inventory of the historical buildings and structures of Old Town	CAHD				CAHD
3.8	Scientific study of the architectural legacy of Old	CAHD				CAHD (TCA, TCM)

	Town and respective publications					
3.9	Compiling and issuing protection obligation notices of cultural monuments	CAHD				CAHD
3.10	Marking of cultural monuments	CAHD				CAHD
3.11	Supervision over adhering to the restrictions to facades and exterior constructions, counselling and sanctioning if necessary	CAHD				CAHD (CPD, CCA, MPD)
3.12	Drawing up the concept of using the Dominican Monastery as a cultural and educational centre and a museum; supporting its restoration.	CAHD				CAHD
3.13	Consulting, issuing approvals and supervision of archaeological excavations in Old Town.	CAHD				CAHD
3.14	Representatives of organisations involved in Old Town heritage protection participate at least once a year in an international or Nordic meeting of UNESCO World Heritage sites.	CAHD				CAHD
4.	Drawing up an inventory of all the streets of Old Town	MESD		64 000	64 000	MESD
5.	Drawing up and implementing an action plan for the greenery of the bastion zone surrounding Old Town.	ED		50 000	50 000	ED (CCA)
6.	Managing, updating and developing the 3D model of Old Town	CPD	36 576	227 304	263 880	CPD
7.	Attaching information boards to the most valuable buildings of Old Town	CCA	9 000	36 000	45 000	CCA
8.	Technical servicing of the meetings of UNESCO Tallinn Old Town Management Committee; preservation of the documentation of the	CAHD				

	meetings.					
9.	Developing a curriculum for cultural heritage education (including museum education)	CER (Foundation "Meie pärand")				CED (Foundation "Meie pärand")
10.	Making proposals for studies needed to protect the OUV of Old Town	CAHD				
	Goal No.2. Traditional use of Old Town as a living environment; increase in permanent population					
11.	More frequent police patrols on the streets and green areas of Old Town, more efficient neighbourhood watch, cooperation of law enforcement organisations	MPD				MPD
12.	Making proposals to improve legislation regulating night-time peace and quiet. Specification of the rights and obligations of entertainment institutions working at night according to the rules of public order. Improving supervision over venues that work at night and applying sanctions to those that have violated the rules	CCA				CCA
13.	Creating children's playgrounds and leisure facilities in Old Town	ED				ED
14.	Completing the renovation of the Danish King's Garden	MESD		132 000	132 000	MESD (CAHD, ED, CCA)
15.	Renewing of Lindamäe Park	MESD		175 000	175 000	MESD (CAHD, ED, CCA)
16.	Renovation of Tammsaare Park (incl. drawing up a project)	MESD		2 500 345	2 500 345	MESD, KIK (ED, CCA)
17.	Reconstruction of the Patkuli viewing platform	CCA	144 127		144 127	CCA
18.	Refurbishing of parks and green areas	ED		10 432 000	10 432 000	ED
18.1	Better integration of the green areas of Old Town into the surrounding green belt	ED				ED (MESD, CCA)

18.2	Reconstruction of Kaarli Avenue	ED				ED, KIK (MESD, CCA)
18.3	Reconstruction of the Bishop's Garden	ED				ED, KIK (MESD, CCA)
18.4	Renewal of the surface of the green area surrounding H. Eller's monument	ED				ED (MESD, CCA)
18.5	Construction of the green area of Suurtüki Street	ED				ED (MESD, CCA)
18.6	Completion of the reconstruction of Hirvepark (Deer Park)	ED				ED, KIK (MESD, CCA)
18.7	Completion of the reconstruction of the Square of Towers	ED				ED, KIK (MESD, CCA)
18.8	Reconstruction of Skåne bastion and the adjacent stadium area	ED				ED (MESD, CCA)
18.9	Reconstruction of the Green Market	ED				ED (MESD, CCA)
18.10	Complex evaluation of the greenery in Old Town, drawing up a development- and maintenance plan for the green belt	ED				ED
18.11	Reconstruction of Toompark (Dome Park), diversification of its functions	ED				ED, KIK (MESD, CCA)
18.12	Providing a maintenance scheme for Snelli Pond to achieve a constantly good ecological condition, preserve the diversity of aquatic life and maintain the pond's aesthetic appearance	ED				ED
19.	Execution of the programme „Hoovid korda” (Tidy up Yards), purchasing and installing outdoor furniture and small sculptures for public spaces, renovation of park furniture.	MESD				MESD (ED, CCA, AA)
20.	Improving the lighting of green areas and streets, installing object lighting, drawing up an action plan for outdoor lighting in the public spaces of Tallinn	MESD		320 000	320 000	MESD (ED, CPD)

21.	Coordinating the activities of the Paul Keres Chess House (29 Vene Street), organising different mind game events and offering services	SYD				SYD
22.	Expanding the activities of open youth centres, stimulating children's creative activities	SYD	1 500	6 000	7 500	SYD
23.	Carrying out a study concerning the preservation of the living environment of Old Town, focussing on topics specified by the UNESCO Tallinn Old Town Management Committee	TCO		9 000	9 000	TCO
24.	Promoting the activities of the Cultural Quarters	CEB				CEB (CAHD, CCA)
25.	Promoting cooperation initiatives of creative artists and creative institutions	CEB				CEB
26.	Enabling creative businesses and artists to rent unused premises	CEB				CEB
27.	Supporting limitations to the retail sale of alcoholic drinks in Old Town	CCA				CCA
28.	Creating a workgroup consisting of representatives of the City of Tallinn, the state and the interest groups in order to improve legislation concerning Old Town	TCG				TCG
29.	Working out measures, in cooperation with interest groups, to manage the business environment in Old Town in a sensible manner, taking into consideration the cultural heritage and traditions, appreciating local goods and services, and making a contribution to the living environment of Old Town	CEB				CEB (CAHD, CCA)

30.	Reviewing traffic schemes, limiting car traffic in Old Town (signs and marking)	TD				TD
31.	Marking light traffic roads in the city	TD				TD
32.	Redesigning pedestrian areas to suit the special needs of disabled people (ramps, single-level streets	MESD				MESD
33.	Restructuring Viru Street into a pedestrian area	MESD		1 200 000	1 200 000	MESD
34.	Phase 2 of the reconstruction of Harjumägi (Harju Hill)	MESD		500 000	500 000	MESD
35.	Improving pedestrian access to the zone surrounding Old Town (Rotermanni Quarter, Maakri Street, port area, Baltic Railway Station)	MESD				MESD
36.	Organizing research to define the links between Old Town and the surrounding urban space (as specified by UNESCO Tallinn Old Town Management Committee)	CPD				CPD
37.	Compiling a list of studies needed to improve the living environment of Old Town and to increase the number of permanent residents	NPO Old Town Society				NPO Old Town Society
38.	Making proposals to the annual calendar of public events, informing the public about them and carrying out cultural events	CCA				CCA
39.	Organizing public cultural events	CAHD				CAHD
40.	Holding competitions for decorating buildings and show windows in Old Town as well as for producing and installing waymarks and signposts	CCA				CCA
41.	Considering possibilities to establish small municipal kindergartens	TED				TED

42.	Enhancing supervision of the removal of icicles and snow from buildings and structures	TMPA				TMPA
43.	Counselling on the implementation of building and safety requirements, supervision over the improvement of the respective legal documents	CPD				CPD
44.	Developing service standards for tour guides and improving the quality of services	CEB				CEB
45.	Training the staff of service enterprises to provide tourist information	CEB				CEB
46.	Making audio, printed and other informative materials available at tourist information centres	CEB				CEB

Abbreviations	
TCG	Tallinn City Government
CCA	City Centre Administration
CEB	City Enterprise Board
TED	Tallinn Education Department
MESD	Municipal Engineering Services Department
ED	Environment Department
CAHD	Culture and Heritage Department
CPD	City Planning Department
MPD	Municipal Police Department
SYD	Sports and Youth Department
TD	Transport Department
TCO	Tallinn City Office
AA	Apartment Associations
KIK	Environmental Investment Centre
UNESCO	UNESCO Tallinn Old Town Management Committee
TCA	Tallinn City Archives
TCM	Tallinn City Museum
CER	Collegium Educationis Revaliae

5. RISKS CONCERNING THE IMPLEMENTATION OF THE COMPREHENSIVE MANAGEMENT PLAN AND THEIR MANAGEMENT POSSIBILITIES

The following risks will have to be managed during the implementation of the Tallinn Old Town Comprehensive Management Plan:

- **Incapability of preserving Tallinn Old Town as an authentic and complete living environment in accordance with UNESCO World Heritage requirements, weakness of heritage conservation supervision and domination of business interests in shaping the development of Old Town.**

- Enhance heritage conservation supervision in Old Town, broaden the competence of organizations involved in the supervision of Old Town and its buffer zone, and improve the capability to meet the requirements set by those organizations (planning, building supervision, archaeological works etc.).
- Update the legislative environment to guarantee an efficient supervision of heritage conservation requirements and provide precautions necessary to avoid violations of the requirements.
- Foster cooperation between the Ministry of Culture, Tallinn City Government and interested organizations (e.g. UNESCO Tallinn Old Town Management Committee, Non-Profit Organization ICOMOS Estonia), organize regular meetings of those concerned, work out necessary solutions and provide resources to implement them.
- Establish an Old Town development fund with the aim of allocating additional funds to preserving Old Town as a UNESCO World Heritage Site.
- Promote the values of Old Town, raise awareness of Old Town among the population and organize respective training courses, introduce principles of sustainable development applicable in the urban environment, which help to preserve Old Town and its buffer zone.

- **Decline in the attractiveness of Old Town as a living environment; decrease in the number of permanent residents.**

- Promote the development of a permanent population in Old Town by offering counselling and support in readjusting buildings into living quarters and in providing the technical solutions needed to service them.
- Make the public space in Old Town more civilized, pay more attention to child-friendly solutions.
- Develop the cooperation between legal protection organizations and law enforcement institutions to enhance security; involvement of residents in neighbourhood watch.
- Increase involvement of Old Town residents in the decision making processes to guarantee a resident-friendly living environment as well as the availability and quality of services.

- **Decrease in the proportion of green areas**

- Draw up an inventory of greenery.
- Compile a plan for renewing and refurbishing the green areas in Old Town.
- Guarantee appropriate maintenance throughout the year

- **Mono-functionality of businesses and increase in seasonality**

- Preserve the diversity of business functions in Old Town (trade, services and other types of business) through a flexible traffic and parking arrangement.
- Foster the development of creative businesses and other innovative branches of economy.
- Stimulate the cooperation between Tallinn City Government, residents, businesses and free associations, organizing appropriate meetings.
- Compile and implement a promotion and marketing plan for Old Town.

● **The budgetary revenues of the City of Tallinn and other financiers decrease, therefore there is a shortage of resources for the implementation of the Comprehensive Management Plan, and the planned activities are carried out either partially, later than scheduled or not at all.**

- Draw up a conservative budget for Tallinn, which is based on the town's long term budget strategy. Apply a budget policy that will guarantee funding of the priority spheres of development and the execution of the Comprehensive Management Plan.
- Involve foreign funding in the development of Tallinn Old Town. Possible allocation of the proceeds of Old Town to its development, co-financing from the Ministry of Culture and EU structural funds, project-based acquisition of resources by means of expanding the circle of domestic and foreign co-partners (private sector, public sector, free associations).
- ○ Amend the procedures of applying for restoration support in Old Town.

6. MONITORING OF THE COMPREHENSIVE MANAGEMENT PLAN AND THE PROCEDURE OF MAKING AMENDMENTS

Tallinn Old Town Comprehensive Management Plan shall be implemented in accordance with the Development Plan of the City of Tallinn, the General Plan of the City of Tallinn, and the budgetary means of the City of Tallinn.

The implementation of the Comprehensive Development Plan shall be monitored and, if necessary, amended annually. City Centre Administration shall be responsible for the monitoring of the Plan together with the monitoring of the City Centre Development Plan. Execution of the activities determined by the Comprehensive Development Plan shall be regarded as performance indicators for the Plan's goals.

The Plan shall be amended in conformity with the Procedures of Handling Development Documents of Tallinn, taking into account the proposals made by UNESCO World Heritage Committee and UNESCO Tallinn Old Town Management Committee which are necessary to preserve the OUV of Old Town.

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International conventions and charters

Estonia has signed the following international conventions:

- Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972 (Estonia signed in 1995);
- Convention for the Safeguarding of Intangible Cultural Heritage, 2003 (Estonia signed in 2006);
- Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, 1970 (Estonia signed in 1995);
- The Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict, 1954 (Estonia signed in 1995);
- Protocol of the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict, 1954, and the Second Protocol, 1999 (Estonia signed in 1996);
- Convention for the Protection of European Architectural Heritage, 1985 (Estonia signed in 1996);
- European Convention for the Protection of Archaeological Heritage, 1992 (Estonia signed in 1996);
- Charter for the Protection of Historic Cities (the Washington Charter);
- Statutes of the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), 1993 (Estonia signed in 2000).

APPENDICES

Appendix 1. Members of the workgroup involved in the compiling of the Comprehensive Management Plan of Tallinn Old Town

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Appendix 2. Project of the initial task of the Rules of Old Town

The Rules of Old Town will be formulated as a legislative bill, because it will change some provisions in laws currently applicable to Old Town. Tallinn Old Town has been inscribed on UNESCO World Heritage List, therefore it is a national property of universal significance. It is essential to acknowledge that on the national level in Estonia. The Rules of Old Town, aimed at a conscious preservation of Old Town, should therefore be compiled as a joint effort of the City of Tallinn and state institutions. The underlying principle of the Rules should be preserving the living environment and the authenticity and integrity of the architectural heritage of Old Town by means of securing the following aspects:

- a good living environment;
- services for the local population;
- sustaining educational and cultural institutions;
- fulfilling the functions of the city's service centre;
- fulfilling the administrative requirements of the state and the city;
- a prospective pedestrian zone.

Preparatory tasks to be carried out, for example:

- clarifying what kind of activities the currently existing laws allow for in Old Town;
- getting acquainted with the functioning practices and protection mechanisms of other historical city centres.

Problems to be solved in Old Town:

- regulating the opening hours of businesses providing services (shops, catering, clubs, theatres, museums, etc.) (on the example of Germany);
- determining the functions of privately owned rental premises depending on the location and type of the building as well as on the rational service system of Old Town;
- identifying institutions that need to be moved out of Old Town (if there are any);
- improving the funding schemes for the conservation and restoration of cultural heritage;
- implementing the requirement of keeping the exterior of property in good repair (expropriation as the ultimate means of achieving that);
- state funding to improve the preservation of Old Town, either as an annual definite sum or as an annual exact list of works to be carried out (the applicant, the financing scheme, the procedures of reporting would need to be specified); the list should include research related to Old Town and a plan for the restoration of monuments;
- increasing the number of residential premises (find out, what possibilities there are to turn existing facilities into living quarters, how this process could be financed from taxes or other resources);
- finding possibilities for partial lowering of rents (e.g. flexible payment rates, promoting co-financing);

Tasks outside the Rules of Old Town:

- repairing school facilities from the city and/or state budget;
- finding solutions for the lack of premises of educational and cultural institutions on the basis of municipal and/or state property located in Old Town instead of moving the institutions away from Old Town.