Contents

Introduction
1. Future trends affecting foreign policy 4
2. Links between foreign policy and other fields and global sustainable development goals 5
3. General objective of foreign policy 7
4. STRATEGIC AXES OF FOREIGN POLICY 8

<table>
<thead>
<tr>
<th>Strategic Axis</th>
<th>Title</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>ENSURING SECURITY, STABILITY OF INTERNATIONAL RELATIONS, SUSTAINABLE DEVELOPMENT</td>
<td>8-11</td>
</tr>
<tr>
<td>2</td>
<td>STRENGTHENING EXTERNAL ECONOMY POLICY</td>
<td>20-26</td>
</tr>
<tr>
<td>3</td>
<td>ENGAGING THE ESTONIAN COMMUNITY ABROAD AND EFFECTIVE CONSULAR SERVICES</td>
<td>30-35</td>
</tr>
<tr>
<td>4 (cross-cutting area)</td>
<td>STRONG FOREIGN SERVICE</td>
<td>37-38</td>
</tr>
</tbody>
</table>

5. INDICATORS FOR THE AREA OF FOREIGN POLICY 41
Introduction

The Foreign Policy Strategy has been drawn up for the first time and it covers the state’s foreign policy activities up to 2030. The Strategy has been developed in order to ensure the advancement of Estonia’s interests in a changing environment.

The Strategy:

1) determines the strategic foreign policy objectives and the activities needed to achieve these objectives
2) supports the implementation of strategic documents on foreign policy adopted by the Parliament and the Government of the Republic
3) contributes to the planning of foreign policy activities and resources in cooperation with other agencies
4) applies a strategic planning management system, which is a prerequisite for the implementation of activity-based budgeting

The task of Estonian foreign policy is to ensure the security and prosperity of the state and its citizens and to protect their interests in international relations.* Foreign policy is consistent and intertwined with other fields, and its overall success depends on the clarity and functioning of the principles of cooperation between all actors, including the private and public sectors and civil society. An overview of the sector-specific strategies and development plans related to foreign policy and Estonia’s contribution to the global sustainable development goals is provided in Chapter 4.

The Foreign Policy Strategy takes into account future trends (Chapter 1) and the analysis of the current situation (Chapter 4), the main conclusions of which have been translated into the general objective (Chapter 2) and strategic framework of foreign policy (Chapter 3). Annexes to the Strategy contain relevant additional materials, including a list of partners and stakeholders involved, links to other fields and cross-cutting topics, additional information on the bases of development cooperation, an overview of indicators used in connection with the Strategy, the financial plan of the Strategy and impact analysis.

For the development of the Strategy, a steering committee was set up, which included representatives of all ministries and the Government Office. The task of the steering committee was to monitor the development of the Strategy, make proposals at various stages and ensure that the positions of each ministry are represented. In addition, all key partners and stakeholders were involved in the development of the Strategy to ensure that the Strategy is comprehensive. There was also close cooperation with the committees of the Parliament, in particular the Foreign Affairs Committee.

Responsibility for the development and implementation of the Strategy lies with the Ministry of Foreign Affairs, which is supported by a steering committee consisting of experts in the field. The objectives of the Strategy are pursued with the support of implementation programmes and the annual plan of the Ministry of Foreign Affairs. The Minister of Foreign Affairs will annually present an overview of progress towards the objectives of the Strategy to the Parliament. The implementation of the Strategy is also reflected in the implementation programmes, which will be updated annually. This ensures that the Strategy is a living document. After the end of the first programming period (2020-2023), a mid-term evaluation of the Strategy will be carried out. Based on the results of the evaluation, it will be considered whether the Strategy needs to be revised. Revision of the Strategy may also be initiated on account of significant changes arising from the external environment. An ex-post evaluation will be carried out after the end of the Strategy period. Both the mid-term and ex-post evaluations will be applied to all measures specified in the Strategy. The main text and annexes of the Strategy will be published on the website of the Ministry of Foreign Affairs. The annexes will be updated as necessary.

* Foreign policy and foreign relations are organised in accordance with the Constitution of the Republic of Estonia, the Government of the Republic Act, the Foreign Relations Act and other legislation.
1. Future trends affecting foreign policy

Significant and often unforeseen changes are taking place in the world, and Estonia must be ready to react to them in a timely manner and defend its interests. This requires constant monitoring of external developments, which is why future trends that may have a greater impact on foreign policy have been identified in cooperation with experts in the field and have been taken into account in planning the objectives and activities of the Strategy.

Opposition to European values is growing. Values based on democracy, market economy, human rights and the rule of law are under increased pressure across the world. Western societies, unity and solidarity are under increased pressure from populism. Estonia’s interests are best protected through international cooperation based on values and rules.

Tensions in international relations are growing and rules-based cooperation between international institutions is weakening. Dealing with the effects of globalisation, ongoing and changing conflicts and growing humanitarian crises is becoming increasingly difficult. The use of force and threats to use force to achieve goals are becoming more frequent. Radicalisation, terrorism, economic and social inequalities and illegal migration continue to be sources of tension. It is therefore necessary to further strengthen the world order based on international law, support the peaceful resolution of conflicts and alleviate the situation of people affected by crises.

The diversity of security threats. In addition to the factors set out above, we are likely to see a greater emergence of asymmetric threats that are unconstrained by national borders and the sources of which are difficult to identify, but which have the same security impact as traditional security threats.

Population and migration trends. The world’s population is growing. At the same time, the population of the Western world, including Estonia, is ageing and shrinking, which results in a need to increase the availability of labour. EU Member States compete with one another and with the rest of the world in this. Migratory pressures and job mobility are increasing, as is urbanisation. The share of people of working age in the population is gradually declining, affecting the labour market and budgetary costs, including in the fields of healthcare and social protection.

Climate, the environment and food. Global population growth, growing consumption and increasing use of limited natural resources, as well as climate change, are putting pressures on the environment. Furthermore, food security may decline and the scarcity of agricultural land and safe water may increase in the future. The spread of diseases and epidemics (including pandemics) is another risk factor. Such changes can destabilise the international situation, cause conflicts and crises in the world and lead to migration. At the same time, these changes accelerate the need for the deployment of renewable energy sources and new technologies and the sustainable use of natural resources.

Technological development and innovation. The share of new technologies and digitalisation in the economy is increasing. Issues of digital addiction and cyber security and the development of cyber capabilities are gaining importance. There is a growing need for cooperation on e-government and the resilience thereof. Estonia wants to be one of the global spokespersons in this field but this requires consistent promotion of the field and development of appropriate capabilities.

The implementation of Estonia’s current foreign policy requires that these changes be taken into account.
2. Links between foreign policy and other fields and global sustainable development goals

Just as Estonia’s foreign policy affects the surrounding environment, Estonia’s foreign policy is influenced by the international environment around us, including the activities of states and other foreign policy actors, as well as international problems. The security situation is strained and the rules-based system of international relations is weakening. The global impact of European values is diminishing. Being a small, open and export-dependent country, Estonia is vulnerable to global change.

Estonia has the following strengths, which are conducive to our foreign policy

- strong alliances and compliance with international obligations in the field of security and defence policy
- functioning international networks, the network of Estonian foreign missions, foreign contacts of the state and companies, including in countries where Estonia has no foreign missions

In formulating and implementing foreign policy, the Ministry of Foreign Affairs cooperates with the Parliament, other ministries, the Government Office, the Office of the President, civil society, professional associations, academic and other institutions and other state and international institutions.

Foreign policy is consistent and intertwined with other fields. An overview of the sector-specific strategies and development plans related to foreign policy and Estonia’s contribution to the global sustainable development goals is provided below (Figure 1, and in more detail in Annexes 2 and 3). Foreign policy has close links with all sector-specific policies and global sustainable development goals, but Figure 1 shows the most important links. The overall success of foreign policy depends on the clarity and functioning of the principles of cooperation between all actors, including the private and public sectors and civil society.

In this Strategy, cultural policy is treated as a broad concept, which also includes sports policy.
Figure 1. Links between foreign policy and other fields and global sustainable development goals
3. General objective of foreign policy

Estonia’s foreign policy is based on the values and principles enshrined in the Constitution of the Republic of Estonia and international law, respect for democracy and freedom, including freedom of conscience, religion and thought, market economy, human rights and the rule of law and global sustainable development and climate policy goals. The objective of foreign policy is to realise the full potential of all policies in international relations in order to ensure the comprehensive protection of Estonia’s national interests. It is also our responsibility as a nation to contribute to increasing global prosperity and alleviating poverty and suffering.

Progress towards the general objective is monitored using the following indicators:
- expert assessment of regional security (Ministry of Foreign Affairs)
- EU cohesion (ECFR EU Cohesion Monitor)
- Estonia’s ranking in the Global Competitiveness Index (World Economic Forum)
- Estonia’s global presence and influence (Elcano)
- the share of development cooperation in the GNI (OECD DAC)

The general objective of foreign policy comprises the following:

- Preservation of the Estonian people, the Estonian language and the Estonian culture through the ages as well as reinforcing the sovereignty and independence of the Republic of Estonia in international relations
- Increasing prosperity in Estonia and protecting the interests of the Estonian community abroad
- Estonia’s increasing contribution to global sustainable development

The general objective is pursued by strengthening the three strategic axes of foreign policy: 1) security, the stability of international relations and sustainable development; 2) external economy; 3) the Estonian community abroad. Successful implementation of the Strategy relies on the Foreign Service and diplomats as well as good cooperation with partners. When planning and implementing foreign policy activities, we will give consistent consideration to boosting Estonia’s profile and influence in the world.

Figure 2. Objectives of foreign policy
Analysis of the situation

Security and stability of international relations

Foreign policy and diplomacy play a significant role in ensuring Estonia’s security. This role is about to become even more important, given the current global situation and future trends, including changes in the world order and international power relations, as well as multifaceted security threats. The goal of Estonian security policy is to prevent threats and react flexibly when security threats arise. Foreign policy and diplomatic activities in the North Atlantic Treaty Organisation (NATO) and the European Union (EU) and more broadly at the international level, including the prevention and mitigation of tensions, ensuring stability, counter-terrorism activities, arms control and the creation of conditions conducive to credible deterrence and collective defence, will contribute to securing Estonia’s independence and sovereignty, preservation of the people and the state, territorial integrity, the constitutional order, the security of the population and sustainable development.

The global impact of values based on freedom, democracy, the market economy, the rule of law and respect for human rights is diminishing and opposition to these values is growing. There are centres of power in the world that would like to operate according to beliefs that deviate from universal principles.

The global security environment is strained and the number of conflicts, including in Europe and its immediate neighbourhood, has not decreased. No solutions have been found to many of the conflicts that have been frozen for a long time.

Ideological and religious extremism, the resulting terrorism and autocratic models of governance have expanded their reach worldwide and are increasingly opposed to the democratic world and the fundamentals of its operation.

The security of Europe is affected by the growing aggressiveness of Russia’s foreign policy, the threats to use and the actual use of military force, acts of influence and interference in the internal affairs of other countries in order to achieve its goals. Europe’s collaborative security system based on confidence-building measures is weakening.

The security of Europe is also affected by illegal migration, which in turn is exacerbated by the slow pace of international cooperation and conflict resolution. In addition, we are impacted by the dangers posed by environmental and climate problems. Climate change affects the integrity of the ecosystem, which in turn affects all areas of life and activity. Security can also be threatened by emergencies caused by natural disasters or environmental pollution in Estonia or in the vicinity as well as by biological threats (cross-border infections and pandemics, diseases, pests and poisons).

An example of the materialisation of such threats is the COVID-19 pandemic (2020), which has caused a deep global crisis, a prolonged duration of which is likely to have serious consequences not only for healthcare and the economy but also for security. The short-term effects of the crisis manifest themselves, among other things, in global rivalries in handling the pandemic and pressures on social and healthcare systems (which may affect the internal functioning of countries), and have had an impact on trust and cooperation between countries. We are also witnessing the long-term effects of the crisis: the negative economic effects, which are somewhat mitigated by generous national aid packages; structural changes in the economy, including increasing automation and digitalisation; competition in developing the cure and vaccine as well as the growing role of R&D cooperation. The system of international relations and cooperation based on the current rules may change significantly as a result of the crisis. The pandemic highlighted in particular the importance of international cooperation in tackling global challenges. The Strategy provides for specific activities in this regard.
Solidarity between EU Member States (Figure 3) has come under pressure. The economic difficulties of some countries and the resulting political instability, as well as the decision of one Member State to leave the Union, are factors that put the fundamental principles of the Union to the test, reduce its political impact and loosen the ties that hold the Union together.

In recent years, we have witnessed discord in transatlantic relations, which have had a negative impact on the principled consensus that has prevailed so far on foreign and security policy issues. EU defence cooperation complements NATO’s collective defence, but differing understandings of the objectives of EU defence cooperation may undermine the principles of NATO’s collective defence, on which the security of Europe has relied. The lack of political will of many European Allies to raise defence spending to agreed levels could affect NATO’s sustainability in ensuring the operation of the North Atlantic Treaty. NATO (Figure 4) is the cornerstone of Euro-Atlantic security and collective defence, and it is in Estonia’s interest to contribute to fairer cost-sharing among Allies and see it as a long-term investment in common security by 2024.

In the media landscape, especially in social media, disinformation is increasingly being disseminated in order to influence public opinion, shape decision-making processes and deepen conflicts. Abuse of the cyberspace by states, terrorist groups and organised crime is expanding.

The growing influence of extremist and populist movements in EU and NATO member states and other democracies has made it more difficult to reach a consensus on foreign policy issues both within and between countries. Therefore, the design and implementation of foreign policy should focus not only on external factors but also the changes within democratic societies and the need to increase resilience to malicious external pressures.

The role of development cooperation and humanitarian aid in achieving sustainable development goals

According to international criteria,* Estonia is a country with a high income and a very high human development index. Consequently, Estonia has a moral obligation to contribute to, as well as an interest in, global prosperity, considering the limits of its resources and pursuant to international agreements.

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The objective of Estonia’s development cooperation is to contribute to the eradication of poverty and the achievement of sustainable development goals around the world. The purpose of the humanitarian aid provided by Estonia to other countries is to save lives and help the victims of natural or man-made disasters, focusing particularly on the most vulnerable groups of the population.

The EU is the largest donor in global development cooperation. EU Member States have set a target of 0.7% of GNI for official development assistance by 2030. For the countries that have joined the EU since 2004 (incl. Estonia), the target is 0.33% of GNI (see Figure 5).

* Development cooperation means financial or tangible assistance or know-how provided to a developing country.

** Humanitarian aid means financial or tangible assistance provided to another country to save lives during or after natural or man-made disasters, to protect people and minimise their suffering and to ensure the essential means necessary for living in a manner compatible with human dignity as well as assistance to prevent such situations and enhance the capacity to respond to such situations.
Until now, Estonia’s development cooperation has focused on priority partner countries, which are Ukraine, Georgia, Moldova, Belarus and Afghanistan (see Annex 4 for more details). In the case of countries that have entered into association agreements with the EU, Estonia has focused on supporting reforms aimed at strengthening their integration with the EU. In the case of Belarus, cooperation with, support for and empowerment of civil society organisations has been a priority. Estonia’s development cooperation with Afghanistan has focused on security, education and improving the situation of women and girls. In addition to the Eastern Partnership, it is important to pay more attention to development cooperation activities in Africa, in view of, inter alia, the growing importance of the EU-Africa partnership.

There are more humanitarian crises in the world than ever and it is becoming increasingly difficult for the international community to manage them. The state of the world economy is precarious, and the effects of climate change and inequality are putting a strain on societies and hampering development. Estonia has developed emergency response units in accordance with international standards and a corresponding rapid launch mechanism.

The international visibility of Estonia’s development cooperation and humanitarian aid has been modest. Estonia has not been able to make full use of opportunities to cooperate with other donors and participate in the formulation of international policy and the development of rules. In order to participate in the EU twinning and TAIEX programmes, it is necessary to enhance coordination within Estonia and increase the readiness of agencies to be involved and their ability to participate effectively in calls for proposals. It is also important to strengthen the capacity of organisations to apply for EU funding.

The system for designing and implementing development cooperation and humanitarian aid needs to be further developed. For example, a comprehensive impact assessment system needs to be developed and implemented. There is also a need to step up information activities to raise public awareness of development cooperation and humanitarian aid and their impact.

Estonia’s international reputation and influence

For a small country, its security, influence and participation in international cooperation depend more on it being known and reputable than in the case of large countries. A cross-cutting element in boosting Estonia’s international reputation is building on our strengths, including e-government, digital identity, e-services and cyber security, as well as enhancing cultural, educational and research cooperation and internationalisation. However, despite the fact that Estonia has gained some recognition in these fields, it is still necessary to make efforts to raise Estonia’s profile in the EU and third countries.

Coherent foreign policy and foreign relations

Synergistic and efficient governance, including greater coherence of foreign policy and external relations, as well as a coherent international personnel policy, are something that a small country needs to prioritise. At the same time, society’s awareness of foreign policy needs attention. These factors are key to meeting foreign policy objectives more effectively.

The pursuit of foreign policy goals is supported by Estonia’s active membership in international organisations. Estonia is a member of 303 international organisations and its total membership fees amount to 21.6 million euros per year, of which 4.37 million euros are included in the budget of the Ministry of Foreign Affairs (State Budget Act 2020). In recent years, this amount has increased by around 1.9 million euros (in the state budget of 2013, the membership fees of 318 international organisations amounted to 19.7 million euros). It is important to constantly monitor the need to participate in the activities of international organisations and to set the amount of membership fees against the results achieved.

Main conclusions

The need to increase Estonia’s contribution in various cooperation formats, the more tense security situation and changes in international relations require Estonia to cooperate more closely with allies and partners in international organisations, bilaterally and in regional formats.

Given the international weight of the United States of America, the common values of Estonia and the United States and the fact that without the United States’ participation it is not possible to manage the most serious threats to Estonia and Europe, Estonia’s
main strategic goal must be to ensure United States’ active participation in all aspects of Estonia’s security. Growing economic cooperation with the world’s economic and technological development leader is also very important, while simultaneously supporting the achievement of the main strategic objective and contributing to common security.

Due to increased hybrid and cyber threats, Estonia must pay closer attention to these issues and, above all, continue to actively fight hybrid threats, highlight the need to increase the resilience of societies in the face of information attacks and bolster Estonia’s international advocacy role as well as boost the capabilities of the Foreign Service to address cyber issues.

There is a growing need to address global challenges (including environmental and climate problems, terrorism, poverty, economic and social inequality, pandemics, irregular migration, etc.). All this necessitates closer relations with our immediate neighbours in Europe and more distant countries and calls for a greater contribution to crisis prevention, prompt cooperation and certainly also development cooperation and humanitarian aid.

With a view to improving the coherence of foreign policy and foreign relations, it is important to maintain and increase synergies between ministries, organisations’ headquarters and foreign missions to ensure the exchange of information and the maximum use of resources.

Diplomacy has an important role to play in ensuring security and sovereignty. Therefore, it is critical to develop the capabilities of the Foreign Service (participating in main foreign policy networks, bolstering Estonia’s role as an advocate on key issues, having expertise in certain regions.

Whereas Estonia has established an excellent reputation in certain fields, meeting our security and economic objectives requires increased efforts to raise Estonia’s profile in the EU and third countries.

Based on these conclusions, the Strategy formulates the objectives and interests in the fields of security, the stability of international relations and development cooperation and humanitarian aid as well as the activities needed to achieve them.
Objectives for international relations and security up to 2030:

- There is a strong world order based on rules and international law.
- The security arrangements for the Euro-Atlantic area are secure and indivisible.
- The EU is functional, influential and cohesive and Estonia is at its core.
- Bilateral and regional relations ensure an international environment conducive to Estonia’s interests.
- Estonia is an international advocate for cyber issues.
- Development cooperation focuses on conveying Estonia’s strengths, and the contribution and impact of development cooperation has increased (the share of development cooperation will grow to 0.33% of GNI).
- Estonia’s reputation and influence have grown.
- The coherence of foreign policy and foreign relations has improved.

Major policy changes and capacity building:

- We will enhance our presence in countries of economic importance that have an influence on world politics and in as many NATO and EU member states as possible.
- We will bolster our foreign missions in the Baltic Sea region and step up thematic coordination domestically.
- We will significantly increase cyber security capabilities and set up a cyber competence centre to secure Estonia’s international advocacy role.
- We will expand development cooperation to Africa, separate policy-making and administration and focus more on prevention in the provision of humanitarian aid.
- We will design and implement an international personnel policy on new bases in order to support the successful candidacy of Estonians for strategic posts in international organisations.
- In order to increase the analysis and knowledge base of foreign policy, we will establish the foundations for impact analyses, research and scholarships.
- We will pay more attention to communication in order to raise awareness of foreign policy and strengthen Estonia’s image.
Objectives, interests (sub-objectives) and activities

OBJECTIVE 1.1: Ensuring the security of the Estonian people and state and the growth of prosperity

Progress towards the general objective is monitored using the following indicators:

- Estonians’ support for the EU (Eurobarometer)
- Estonians’ support for NATO (Ministry of Defence)
- Estonia’s ability to form coalitions in the EU (European Council on Foreign Relations — ECFR)
- Ranking in the National Cyber Security Index

INTEREST: Preservation and further strengthening of the current rules-based system of international relations

- Estonia fully supports the preservation of the global order based on rules and international law
  - We will support the functioning of international arms and export control regimes.
  - We will systematically contribute to the pursuit of influential posts of Estonian representatives in the UN, the EU and NATO as well as in other international organisations.
  - We will implement, in cooperation with like-minded countries, the reform of the UN Security Council to ensure that it can meet current challenges in international relations.
  - We will increase our contribution to UN peacekeeping and civilian missions in a coordinated manner and in cooperation with all relevant agencies.
  - We will stand for the consistent application of international law, including in cyberspace.
  - We will develop the expertise of the Ministry of Foreign Affairs in topical areas of international law.

- Violation of international law results in consequences for the violator
  - We will consistently draw attention to violations of international law, attributing them to specific perpetrators.
  - We will support the international sanctions policy and increase the expertise of the Ministry of Foreign Affairs and other relevant agencies.
  - We will support the work of international criminal tribunals to combat impunity.
  - We will achieve the election of an Estonian judge as a judge of the International Criminal Court.
  - We will support, politically and materially, the countries that have fallen victim to aggression.

- Fundamental rights and freedoms are protected
  - We will stand for the consistent implementation of democracy and the rule of law.
  - We will support the creation and strengthening of a legal system that values human rights in the world, including the protection of human rights in the information society, in the use of artificial intelligence, in the fight against cross-border crime, in the protection of freedom of expression and in conflicts.
  - We will protect and strengthen the system of European and UN human rights conventions.
  - We will support and contribute to a strong EU human rights policy in the world, promote women’s and children’s rights, women’s empowerment and the principles of equality and support the fight against violence against women.
  - We will support equal treatment and equal opportunities.
  - We will be active in the European Court of Human Rights, the Court of Justice of the European Union, the United Nations and other international organisations and bodies.
  - We will increase cooperation with research and educational institutions, think tanks, NGOs and other partners.
  - We will support the strengthening of civil society and the involvement of NGOs in the promotion of democracy.
  - We will contribute to the development of the protection of human rights and other principles of the information society.
  - We will protect the freedoms of opinion and expression and the freedom of the media, including in the virtual world.
  - We will stand for the freedom of religion or belief and the protection of religious minorities around the world.
  - We will stand for the rights of indigenous peoples (including Finno-Ugric kindred peoples) and support the preservation and development of the world’s cultural and linguistic diversity.
INTEREST: A secure Euro-Atlantic region

- NATO has the political and military readiness and capacity to ensure the security of the Allies
  - We will contribute to NATO’s three core missions: collective defence, crisis management and collaborative security, maintaining the appropriate balance between them.
  - We will seek to strengthen NATO’s deterrence and defence capabilities by ensuring effective plans, regular exercises and the continuity and sustainability of the Allies’ military presence. To this end, we will participate in the development of collective defence, missions and operations.
  - We will post more staff to the NATO International Secretariat and experts to centres of excellence.
  - We will support the development of NATO’s partnerships, including through the allocation of funds to trust funds.

- Maximum internal unity, solidarity and cooperation of the EU and NATO; a continued strong transatlantic link
  - We will strengthen bilateral partnerships with all EU and NATO member states to ensure greater unity and coherence of the EU and NATO.
  - We support the development of EU defence cooperation, which complements NATO’s collective defence, and actively participate in permanent structured defence cooperation projects that promote our security and capacity-building. Improving military mobility is a priority.
  - We will support the development of civilian preparedness and hybrid threat management capabilities in the EU and NATO and the strengthening of EU-NATO cooperation in the fight against hybrid threats.
  - We will improve the presentation of Estonia’s security-related positions in NATO and the EU and increase support for them in the member states.
  - We will contribute to strengthening EU-NATO cooperation by supporting closer EU-NATO contacts, improved common situational awareness, coordinated capacity-building activities and improved strategic communication capabilities.
  - We will work towards joint EU-NATO exercises.

- Expansion of the shared space of values of the Euro-Atlantic region
  - We will promote EU-NATO cooperation with third countries that share the same values.
  - We will support practical cooperation in implementing NATO’s open-door policy.

- We will support the accession to the EU of European countries that share the same values and meet the conditions for membership.
- We will support the implementation of reforms in the aspiring member states to bring them into line with EU and NATO values.
- We will promote the EU’s Neighbourhood Policy, support the growing political association and economic integration of the EU’s Eastern Partners, including giving them a European perspective, and contribute to the EU’s common goals regarding the Southern Neighbourhood, in particular through development cooperation.
- We will participate in the preparation, organisation and manning of EU civilian missions.
- We will pay special attention to strategic communication and the development of digital solutions and e-government in enlargement and neighbourhood policy countries expressing an interest in this area.

- Stronger collaborative security structures of Europe
  - We will work actively and visibly in the Organisation for Security and Cooperation in Europe (OSCE) to strengthen regional security and protect human rights and fundamental freedoms.
  - We will work in the OSCE to coordinate positions with NATO Allies on arms control and security issues, taking into account collective defence needs.
  - We will contribute to the work of the OSCE missions and institutions, including by participating in election and observation missions.
  - We will be actively involved in shaping NATO’s partnerships, focusing on cooperation that directly affects our region, such as NATO’s relations with Finland, Sweden, Ukraine and Georgia and dialogue with Russia.
  - We will continue our cooperation and partnerships with countries where we participate in civilian or military missions.

INTEREST: A functioning, influential and cohesive EU

Activities are planned and implemented in cooperation with other ministries and the EU Secretariat of the Government Office. Activities may be complemented in line with the priorities of EU policies and sector-specific strategies and development plans.

- We will participate in shaping the future of a strong EU, guiding ourselves by clearly defined national interests. We will prefer the development of the EU within the framework of the Treaties, involving as many member states as possible.
- We will engage in discussions on the future of
the euro area with a view to ensuring its stability and credibility and its ability to resolve crises within the monetary union.
- We will support the development and efficient functioning of the EU single market by fostering innovation, digitalisation and the free movement of data, contributing to the development of markets for goods and services and capital markets, ensuring the free movement of persons and the development of the underlying internal security policies and ensuring the sustainable and balanced development of the internal market.
- We will support the operation of the Schengen area.
- We will increase energy security and diversify energy sources by synchronising our electricity grid with the EU electricity system and developing energy infrastructure.
- We will improve transport links with other European countries and other regions of the world.
- We will boost the unified functioning of the EU and its increased influence in international relations by helping shape and implement the EU's common foreign, defence, security, trade and environment policies and coordinated development cooperation and humanitarian aid policies as well as by supporting the strengthening of the European External Action Service.
- In pursuing the EU's common foreign and security policy, we will focus, in cooperation with our closest neighbours, on the Eastern Partnership and relations with Russia. We will show contribute solidarily to the Southern Partnership.
- We will promote the military and non-military cooperation of the EU.
- We will contribute to shaping threat perception that is as coherent as possible by strengthening the work of EU coordinating bodies.
- We will stand for more robust crisis prevention activities as well as prompt and efficient cooperation within the EU during crises.
- In order to achieve the above objectives, we will ensure coherent cooperation between the ministries, the EU Secretariat of the Government Office, the Ministry of Foreign Affairs, including the Permanent Representation to the EU and other embassies.

INTEREST: Bilateral and regional relations ensure an international environment conducive to Estonia’s interests

- **Stronger bilateral alliances and partnerships**
  - We will increase our presence (including through bilateral visits and direct contacts) in countries of economic importance that have an influence on world politics and in as many NATO and EU member states as possible.
  - We will intensify cooperation with countries that actively contribute to ensuring the security and stability of our region and strengthening NATO’s deterrence and defence stance.
  - We will develop comprehensive and enhanced cooperation with the United States, giving priority to security (military and cyber cooperation) and economic cooperation.
  - We will support the closest possible bilateral and EU cooperation with the United Kingdom, both in the field of foreign and security policy and internal security as well as in guaranteeing citizens’ rights.
  - In order to further elaborate cooperation and Estonia’s interests, we will develop strategies for countries and regions of strategic importance (including for participation in regional cooperation networks).
  - We will stand for strong bilateral relations to ensure crisis prevention and prompt and effective cooperation in crises.

- **Closer and more effective regional cooperation**
  - We will continue close cooperation in the Baltic Sea region, while also strengthening cooperation with the Baltic States for the development of regional infrastructure and energy projects and environmental projects.
  - We will be actively involved in the cooperation of the Three Seas Initiative. We want to contribute to the development of transport, energy and digital connections on the EU’s north-south axis, and thus to the economic competitiveness of the Three Seas countries, the unity and security of the EU and the promotion of transatlantic relations.
  - We will actively participate in the Nordic-Baltic and Baltic Sea regional cooperation formats in areas important to Estonia (security, energy, environment, educational and research cooperation, economy and infrastructure, including e-services and data exchange; we will invite countries to join the development of the X-Road core technology).
  - We will strengthen foreign missions in the Baltic Sea region, step up domestic thematic coordination and develop the capacity for regional cooperation.
  - We will stand for well-functioning regional cooperation to ensure crisis prevention and prompt and effective cooperation in crises.

- **Mitigation of risks in bilateral relations**
  - In cooperation with the Allies, we will influence Russia to give up its aggressive stance towards other countries and to respect their sovereignty and territorial integrity.
  - We will actively participate in shaping the policy and cooperation formats of NATO and the EU with Russia through activities that strengthen the rules-based international order.
  - We will work to ensure that relations with other countries are based on clear agreements, bearing in mind the principle of legal continuity.
  - We will promote neighbourly and mutually
beneficial relations with Russia, including in the field of the environment and transport. We will develop people-to-people contacts, in particular cross-border cooperation in the fields of tourism, culture, education and research as well as the environment.

- We will strengthen our expertise regarding Russia.

- Protection of Estonia’s interests in relations with other regional centres of power
  - We will look for new opportunities for relations and cooperation with and presence in regional power centres, while upholding our values.
  - We will promote economic, trade and logistics cooperation based on mutual interests.
  - In addition to economic cooperation, we will promote joint activities in the fields of information technology, cybersecurity, biotechnology and higher and vocational education, research and culture with like-minded countries.

INTEREST: Estonia is an international advocate for cybersecurity

- We will strengthen the capacity to analyse international law in the field of digital diplomacy and cybersecurity.
- We will develop and strengthen cybersecurity initiatives in the EU, NATO, UN, OSCE and other international organisations.
- We will support and develop the implementation of Estonia’s international cyber initiatives.
- We will develop international bilateral cyber cooperation in line with foreign, security, defence and economic policy priorities.
- We will work actively with like-minded countries to strengthen cyberspace stability and responsible state behaviour and discourage irresponsible conduct.
- We will actively participate in discussions on the application of international law to new technologies and, in cooperation with universities and other institutions, boost our competence in international law and its sustainable development in the cyber domain.
- We will encourage sustainable cyber capabilities of partner countries and support the establishment of an EU cyber development cooperation network.
- We will provide systematic training for diplomats to ensure the necessary competence for participating in discussions on rapidly evolving issues of cybersecurity and new technology.
- We will establish an inter-agency rotation system for cyber experts to be posted to international organisations and key embassies.

OBJECTIVE 1.2: Estonia’s increasing contribution to global security, prosperity and sustainable development. Increased impact and efficiency of development cooperation and humanitarian aid

Progress towards the general objective is monitored using the following indicators:
- Public support for development cooperation and humanitarian aid (Eurobarometer)

INTEREST: The planning and implementation of Estonia’s development cooperation is focused on priority areas where Estonia has been successful.*

- We will focus on the development of democracy and the rule of law, thereby contributing to good governance, supporting civil society and ensuring human rights, peace and stability.
- We will also pursue other activities according to the needs of the target country.
- We will encourage target countries to apply information and communication technologies and e-government solutions more extensively in various fields.

INTEREST: Estonia’s development cooperation is focused on priority target countries and considers foreign policy trends when designating new partners**

- We will act on the basis of country-specific strategy documents to ensure the consistency and further development of activities concerning the Eastern Partnership countries. The activities will be aligned with the four-year cycle of the action programme developed under this Strategy.

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* In development cooperation activities, Estonia follows the criteria for official development assistance developed by the OECD Development Assistance Committee (DAC).

** Development and humanitarian aid can only be provided to countries recognised as eligible by the OECD Development Assistance Committee.
- We will use a holistic approach to Africa, taking into account foreign policy trends and the promotion of the Europe-Africa Partnership.
- Based on Estonia’s foreign policy goals and international agreements, we will continue to respond flexibly to the needs of other developing countries, especially the least developed and post-conflict countries, developing island countries and developing countries without maritime borders.

**INTEREST: Closer cooperation with other donors**
- We will make more active use of EU funding instruments, including twinning and TAIEX programmes.
- We will intensify bilateral cooperation with other international donors.

**INTEREST: Shaping the development cooperation and humanitarian aid policy of the EU**
- We will actively participate in discussions on development cooperation and humanitarian aid and in the preparation of policy documents, focusing in particular on the following areas: aid efficiency, policy coherence, information and communication technologies (ICT), improved integration of humanitarian aid with both civil protection and development policies, gender equality, migration.

**INTEREST: The provision of humanitarian aid is based on the principles of humanity, impartiality, independence and neutrality (see Annex 4 for more details), the share of prevention is increased and our assistance capabilities are maintained.**
- We will pay attention to acute and long-term crises. We will make assistance decisions on a case-by-case basis, taking into account local needs, specific requests for assistance and readiness to provide the requested assistance.
- We will improve the capacity to respond to humanitarian crises. We consider it important to promote international cooperation and coordination between military and civilian institutions, which will make it possible to efficiently combine rescue, emergency relief, initial reconstruction activities and development cooperation and to support the sustainable development of the target country.
- We will help develop innovative solutions for the provision of humanitarian aid, focusing on three main areas: rescuing and assisting victims of natural or man-made disasters; initial restoration and reconstruction activities; disaster prevention and improved preparedness for disasters.

**INTEREST: There is public support for development cooperation and for the contribution to sustainable development goals**
- We will step up information activities regarding bilateral development cooperation, humanitarian aid and global development issues in order to raise public awareness of the importance of development cooperation and humanitarian aid.
- We will continue to support the promotion of global education.
- We will help organisations improve their capacity of applying for EU funding.

**INTEREST: The system for policy-making, administration and implementation of Estonia’s development cooperation functions as intended and in a cost-effective way, taking into account international practices**
- We will separate the policy-making and administration of the implementation of development cooperation and humanitarian aid and set up a development cooperation agency.
- We will improve the coherence of development cooperation with other policies.

**OBJECTIVE 1.3: Boosting Estonia’s profile and influence**

**Progress towards the general objective is monitored using the following indicators:**

- **Globalisation of the country (KOF Globalisation Index)**

**INTEREST: The implementation of foreign policy entails giving consistent consideration to boosting Estonia’s profile and influence. In order to raise Estonia’s profile, the messages and the concept of Estonia’s reputation that have already been developed will be used, which focus on smart people, e-government and pure nature.**
- We will advance the image of an innovative country in shaping foreign policy.
- We will fully advance Estonia’s reputation as an innovative digital country.
- We will advance Estonia’s reputation as a country with a competitive business environment and a diverse and strong economy.
- We will advance Estonia’s reputation as a country with a rich intangible and tangible cultural heritage, and the achievement of foreign policy goals through cultural exchange and cultural diplomacy.
- We will promote the internationalisation of education and research in shaping Estonia’s reputation.
- We will help develop and demonstrate the competitiveness of Estonia’s living and working environment.
- We will advance Estonia’s reputation as a country with a pure natural environment and high-quality and safe food. To this end, we will engage in international cooperation to preserve biodiversity and combat harmful climate change.
- We will promote Estonia’s effective and dignified representation at the international level and international cooperation in ensuring the integrity of sports.
- We will block attempts to damage Estonia’s reputation and refute false information through diplomatic channels.

OBJECTIVE 1.4: Improved coherence of foreign policy and foreign relations and increased awareness of foreign policy

Progress towards the general objective is monitored using the following indicators:

Public awareness of foreign policy (Ministry of Foreign Affairs)

INTEREST: Improved coherence of foreign policy and foreign relations
- The Ministry of Foreign Affairs will maintain and increase synergies between ministries, organisations’ headquarters and the network of foreign missions in order to ensure the exchange of information and the maximum use of Estonia’s resources to protect our interests and explain our positions.
  o Estonia’s objectives in various fields will be achieved in cooperation between the Ministry of Foreign Affairs and other ministries, the Government Office, permanent representations and bilateral embassies.
  o A prerequisite for making the best use of inter-agency synergies is a well-functioning exchange of information, incl. on concluded inter-agency agreements and memoranda of understanding.
  o In order to better pursue our objectives, we will strengthen the day-to-day cooperation and exchange of information between permanent representations and bilateral embassies in the EU and NATO member states and the Ministry of Foreign Affairs and will work with other ministries.
    o We will improve coherence between foreign policy and other policies.
    o We will fully encourage inter-agency rotation.

INTEREST: Estonia has a broad and long-term personnel policy in relation to international organisations (in particular the EU, NATO, the UN).
- We will develop and implement an inter-agency action plan for international personnel policy.
- We will temporarily post employees to EU, NATO and UN institutions and other international organisations in areas of priority for Estonia.
- We will support the candidacy of Estonian nationals, including executives, for posts of interest to Estonia in international organisations.
- We will keep in touch with Estonians experts working in international institutions (e.g. through regular seminars) and encourage their return to Estonia.
- We will offer training and consultation services to candidates for posts in international organisations.

INTEREST: The people of Estonia are more aware of foreign policy and security.
- The Ministry of Foreign Affairs will maintain and increase synergies between ministries, organisations’ headquarters and the network of foreign missions in order to ensure the exchange of information and the maximum use of Estonia’s resources to protect our interests and explain our positions.

INTEREST: Membership in international organisations must contribute efficiently and in the best way to meeting sector-specific and foreign policy objectives.
- Public authorities will constantly assess the need to participate in the work of international organisations and the associated membership fees; membership fees and the real benefits of participation for sector-specific or foreign policy must be balanced.
The world’s rules-based trade regime is underpinned by World Trade Organisation (WTO) agreements. Bilateral agreements (incl. within the EU) and rules agreed in the OECD also help Estonian companies in foreign markets. Countries that dominate world trade are increasingly challenging the principles of the WTO agreements and implementing protectionist measures that have a clear negative impact on the world economy (-0.5% of global GDP by 2020 according to the estimate of the International Monetary Fund). International agreements and the WTO have failed to reverse this trend and maintaining the viability of the WTO’s rules-based trading system has proved difficult. Obstacles to the development of rules regulating e-commerce and to ensuring the free movement of data are also a problem, and it is becoming increasingly difficult to strike a balance between trade and other related issues (environment, social issues) in trade agreements.

In addition to new agreements, it is important that countries comply with existing agreements. Infringements, differing interpretations of provisions, growing protectionism and conflicting and additional national regulations are hampering economic activity in export markets.

The world economy continues to be affected by China’s economic growth. New markets (incl. Asian and African countries) are growing in importance both globally and for Estonia (Figures 6 and 7). There is potential for selling the products and services of Estonian IT companies and other companies in these new markets.

**Figure 6. Power shifts are taking place in the world economy.**
The EU and the US are losing ground to China and India. Shares of world GDP in 2016 and 2050. Source: IMF 2016; PWC analysis for projections to 2050.
The world’s largest economies remain strong despite the declining growth rate. The EU has been able to maintain its share of international trade over the last six years.

Estonian exports have grown somewhat in recent years, and the share of products and services of Estonian origin in total world exports has remained stable (Figure 8). However, we are closely monitoring the aftermath of the COVID-19 pandemic (2020) — as the crisis has created deep uncertainty in foreign markets, the state needs to offer more support to companies in entering and operating in foreign markets. At the same time, new opportunities may open up for Estonian companies, for example, as a result of the transformation of supply chains.
Estonia’s main export partners are its neighbouring countries as well as countries with larger markets, such as Germany and the United States. It is increasingly important to support the export of goods and services with higher added value. For companies, Estonian foreign missions are usually the first point of contact when it is necessary to solve a more serious business-related problem abroad. When entering new markets, companies successfully use the capabilities of our foreign missions, honorary consuls and foreign representatives of the Enterprise Estonia — their knowledge of the market and practices of the target country and the wider political background. However, the growing interest in new foreign markets, together with the ability to export products with higher added value, requires the Foreign Service and the foreign representatives of Enterprise Estonia to be prepared to offer new support services. The current network of economic diplomats and foreign representatives of Enterprise Estonia does not meet the expectations of companies or the needs of Estonia in this respect, especially in terms of entering new markets. Estonian companies (especially the IT sector, agricultural suppliers and food processing companies) are increasingly interested in more distant markets (e.g. Africa and Southeast Asia), and access to them often requires the support of a diplomat seconded by the government.

As the share of services in exports and the spread of digital services is increasing, there is a need to develop an international legal framework in these fields which is wider than the EU and to ensure the free movement of data. Exports of services account for one third of total exports and the number of services associated with goods is constantly growing.

There is interest in the Estonian e-government solutions (incl. secure identity documents and the identity management system) and digital services all over the world, which is why, in addition to active participation in shaping the global regulatory environment, it is important to engage diplomats in the presentation of our key themes and development of international cooperation. The opening of e-services offered by the state to foreign companies, primarily through e-residency, has advanced Estonia’s economic growth (incl. investments) and its image as an e-state. At the same time, the issuance of digital identity cards to e-residents has significantly increased the volume of consular operations, and the size of the network of foreign missions places restrictions on the use of e-residence opportunities (Figures 15 and 16).

Foreign investments are an important prerequisite for economic development. There is global competition between the target countries for companies and foreign investment, and although the volume of direct investments in Estonia has increased year by year, such investments mainly comprise reinvestment of retained earnings (during the period 2015-2017), while
the volume of new (greenfield) investments is declining and is currently the lowest in the Baltic States. In 2017, 13 greenfield investments were made in Estonia in the total amount of 188 million euros, which was the lowest level in the last 15 years. Encouraging new foreign investment that creates higher added value is a priority. Many advanced economies are paying increasing attention to investment-related security threats and cooperating with other countries to make investments as transparent as possible.

A competitive economic environment requires modern infrastructure. The Estonian economy may be affected by changes in global energy markets and the dependence of the EU on Russian energy supplies. In addition, Estonia’s (direct) air and other transport connections with the rest of Europe are still insufficient. In the field of transport, the focus is on the Rail Baltica project and the development of the Saint Petersburg train link, boosting the competitiveness of the shipping sector and, in the field of energy, the Baltic Connector project.

Estonia is in a situation where the population is ageing and shrinking and the need for labour is constantly increasing. Labour shortage, in turn, puts upward pressure on wages, which is not in line with productivity growth and which in turn jeopardises the competitiveness of companies and economic growth. It is therefore particularly important to think about how to ensure sufficient labour in economic sectors with higher productivity potential. The labour demand monitoring and forecasting system OSKA, which analyses the need for labour and skills by sector and occupation in Estonia, predicts an increase in the demand for labour primarily in the fields of ICT, healthcare, social work, forestry and wood processing. In order to remain competitive in the international labour market, Estonia must also present itself as an attractive place to live and work. To increase the labour supply, it is important, among other measures, to support the smooth return of Estonians from abroad and to re-integrate the long-term unemployed in employment.

* World investment report.


Main conclusions

There is a growing need to support companies in foreign markets in order to ensure the sustainable development of exports and the growth of added value, which is facilitated by the increasing interest of companies in new foreign markets. This is particularly important in the changed global environment, where, in addition to many export-related challenges, new opportunities are opening up (including possible changes in supply chains).

In order to ensure competitiveness, it is important to develop the necessary infrastructure, including contributing to the creation of high-quality air connections and the related added value growth.

Global competition as well as challenges to the current principles of free trade and international trade rules have made it necessary to respond to changes in a proactive and efficient manner. This requires further development of the economic diplomacy capabilities of the Foreign Service and other agencies promoting foreign trade.

Striking the right balance between economic and security interests needs constant attention.

Estonia is in a situation where the population is ageing and shrinking and the need for labour is constantly increasing. A solution must be found to ensure that the shortage of skilled labour does not hinder Estonia’s competitiveness and development, while maintaining the principles of a conservative migration policy.

Based on these conclusions, the Strategy formulates the objectives and interests in the field of external economy as well as the activities needed to achieve them.
Objectives for strengthening external economic policy up to 2030:

+ There is a functioning and sufficient base of agreements with all main economic partners as well as a set of international rules and open e-services necessary for exports and investments.
+ Companies have the support of Estonia’s foreign missions and the foreign representatives of Enterprise Estonia in operating in all important export markets and entering new markets.
+ The internal market of the EU is functioning.
+ The tool ‘Export wisely’ has been created for Estonian exporting companies.
+ The growth of foreign investments in Estonia is sustainable.
+ Tourism to Estonia is growing.

Major policy changes and capacity building:

+ We will strengthen our capacity to monitor the balance between security and economic interests in order to ensure the sustainable growth of foreign investment.
+ We will provide services to companies on innovative bases and in e-channels (‘Export wisely’ and market analyses) to improve the availability of the services and ensure that they fully support export growth.
+ We will ensure the support of economic diplomats and digital diplomats on 30 main export markets and in entering important new markets (in conjunction with Enterprise Estonia). Consistency with the business diplomacy strategy of the Ministry of Economic Affairs and Communications and the strategy of foreign representations of Enterprise Estonia will be ensured.
+ We will considerably increase the engagement of honorary consuls and the Estonian community abroad in advancing external economy in order to best ensure the protection of Estonia’s interests abroad.
+ We will expand the network of Estonian foreign missions to Asia and ensure representation in Africa to support our exporters in entering new markets.
+ We will provide visa services in a manner that is more convenient for clients and more efficient for the state.
+ We will improve the image of Estonia with activities that support the fulfilment of economic and security goals.
Objectives, interests (sub-objectives) and activities

The objectives for the field of external economy will be planned and pursued in cooperation with the Ministry of Economic Affairs and Communications and Enterprise Estonia, the Ministry of Rural Affairs, the Ministry of Culture and other agencies and in accordance with other plans drawn up for the field. The measures described here are not exhaustive and the state’s support for exports is broader (measures of the Ministry of Economic Affairs and Communications, Enterprise Estonia and other agencies). Trilateral cooperation, i.e. regular cooperation between the Ministry of Economic Affairs and Communications, Enterprise Estonia and the Ministry of Foreign Affairs, plays a key role in achieving the objectives of external economic policy.

OBJECTIVE 2.1: The prosperity of the Estonian people is growing through more favourable external economy conditions, ensured by the reduction of trade barriers, promotion of exports and sustainable growth of foreign investments.

Progress towards the general objective is monitored using the following indicators:

- Labour productivity as a percentage of the EU average (Eurostat)
- Volume of direct investments (Ministry of Economic Affairs and Communications)
- Exports to third countries (Statistics Estonia)

INTEREST: A favourable and reliable international environment is ensured for companies

- An updated base of functioning agreements has been established for exports and investments*

- We will help ensure that EU free trade agreements are concluded with a significant number of countries in the world (Figure 11), focusing on the timeliness and scope of action. In removing barriers to services, attention will be paid to e-commerce.
- We will help ensure that foreign investment protection agreements are concluded with the main economic partners (Figure 12)** and the interests of companies are protected.
- We support the establishment of an International Investment Court to provide investors with legal certainty and ensure transparent dispute resolution.
- We will ensure that treaties for the avoidance of double taxation are concluded with major export countries and new countries with market potential (Figure 13). We will give particular consideration to whether the contents of the of the agreements meet our standards. When initiating new agreements, we will consider trade indicators (exports, foreign investments), business and foreign policy interests (foreign representations in the region, political background favourable to contractual relations, region-specific approach).

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* We will encourage entry into agreements with regional organisations. For example, the Southern African Development Community (SADC), the EUROMED that unites Mediterranean countries, or the Gulf Cooperation Council (GCC).

** Investment protection agreements are primarily a means of ensuring the fair treatment of investments made from Estonia (as an EU and OECD member state). In addition to the interests of companies and the volume of investments, the principles of EU law are a decisive factor in the entry into the agreements. It is appropriate to conclude agreements with third countries at the EU level, as the better negotiating position of the EU will enable the equal treatment of EU investors to be ensured.
Figure 11. Free trade agreements. Source: Ministry of Foreign Affairs. TO BE UPDATED ACCORDING TO THE LATEST INFORMATION before the session of the Government of the Republic dedicated to the Strategy.

Figure 12. Investment protection agreements. Source: Ministry of Foreign Affairs. TO BE UPDATED ACCORDING TO THE LATEST INFORMATION before the session of the Government of the Republic dedicated to the Strategy.
In the interests of the business sector, we will conclude memoranda of understanding, as appropriate, with countries and key markets where such agreements facilitate business.

- We will ensure that the foreign agreements necessary for the economic activities of our companies are concluded in all relevant sectors (e.g. transport agreements, energy agreements, agreements necessary for the export of agricultural products).

- Estonia’s economic interests in international organisations are protected

- We will work to ensure that the WTO continues to be the basis for an international rules-based trading system.

- We will work in the OECD to improve the economic environment in Estonia and the world

- Development of the internal market and infrastructure of the EU

- We will develop the EU internal market, including the digital internal market, in cooperation with other ministries. To this end, we will support important initiatives and solutions of Estonian companies for the development of the EU internal market.

- We will promote efficient digital data exchange with all Estonian economic partners in Europe. To this end, we will support the development of data exchange infrastructure and cross-border (electronic) services in the Baltic Sea region, the harmonisation of legislation in the Nordic countries and Baltic States and close digital cooperation with France and Germany as well as the implementation of the EU’s digital solutions in the Eastern Partnership countries.

- We will contribute to the implementation of major infrastructure projects and transport service development projects.

INTEREST: Effective support for Estonia’s companies in developing the export of goods and services is ensured.

- Exports of Estonian companies to foreign markets are growing, and the focus is on products and services with high added value

- We will improve support for companies with the help of modern IT solutions, including, if necessary, through the creation of additional tools to ensure the comprehensive availability of foreign policy-related and sector-specific information on target markets.

- We will prepare market analyses for companies entering foreign markets, together with information on the political and cultural background of the target country, and advise companies (including on potential risks); in addition, the preferred export sectors will be determined for each region.

- We will organise business seminars and events abroad, including visits with a business component.
- We will solve the problems of exporting companies in the EU internal market and other target markets.
- We will focus on supporting the growth of exports of companies that generate higher added value, including the growth of the share of IT companies.
- We will advocate for basing economic growth in the Nordic-Baltic region primarily on new economic sectors, such as innovative technologies and start-ups.
- We will develop, in cooperation with other agencies and private sector organisations, export-friendly economic strategies regarding key partner countries and regions (as part of country strategies).
- We will present Estonia as an attractive tourist destination through our foreign missions and the network of Enterprise Estonia, including by participating in major tourism fairs and developing cooperation with foreign tourism networks.
- We will more actively involve honorary consuls and the Estonian community living abroad in business diplomacy activities and place more emphasis on the business diplomacy competence of potential honorary consuls.
- We will strengthen the network of economic and digital diplomats of Estonian foreign missions and increase the number of economic diplomats with regard to priority target countries for exports and foreign investment, and the interests of companies entering new markets (30 markets in 2030 in conjunction with Enterprise Estonia).
- We will present Estonia as an attractive tourist destination through our foreign missions and the network of Enterprise Estonia, including by participating in major tourism fairs and developing cooperation with foreign tourism networks.
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- We will more actively involve honorary consuls and the Estonian community living abroad in business diplomacy activities and place more emphasis on the business diplomacy competence of potential honorary consuls.
- We will develop, in cooperation with other agencies and private sector organisations, export-friendly economic strategies regarding key partner countries and regions (as part of country strategies).

INTEREST: Sustainable growth of foreign investments to Estonia

- We will establish more contacts with potential foreign investors by organising events and cooperating with honorary consuls.
- We will mediate contacts of potential foreign investors in cooperation with partner institutions.
- We will ensure smooth cooperation with partner institutions in informing potential foreign investors of the Estonian economic environment and recommending suitable partners in Estonia.
- We will make sure that the first contact with the Estonian state is positive for potential investors and ensure the sustainability of contacts.
- We will strike the right balance between an open economic environment and security interests as regards foreign investments from third countries.

INTEREST: Consular services and other services of foreign representations related to the external economy axis are efficient and convenient for clients, correspond to our reputation as a digital state and support economic development.

- We will improve the issuance of visas (incl. the e-application environment and e-visa) and e-resident cards by working with the relevant global private companies.
- We will promote the implementation of the e-residency programme and the growth of the contribution of e-residents to the Estonian economy, incl. by increasing their awareness of the operations related to the issuance of digital identity cards with potential investors or trading partners.
- We will encourage and introduce study and work migration to Estonia entailing added value and enable applying for a long-term visa (D-visa).
- We will engage in closer cooperation with e-resident networks, offering them added value (tourism, culture, etc.).
STRAEGIC AXIS 3: ENGAGING THE ESTONIAN COMMUNITY ABROAD AND EFFECTIVE CONSULAR SERVICES

Analysis of the situation

Estonia has a large and scattered community abroad, and the number of Estonians travelling abroad is also constantly growing. Consequently, it is important, on the one hand, to engage the Estonian community living abroad in the development and social life of Estonia and support the return of Estonians, and on the other hand, to ensure high-quality and accessible consular services for all those who need these services or who need help. In addition, it is important to involve the communities of people who support Estonia and to appreciate the role of organisations that support Estonia in raising Estonia’s profile and ensuring its security.

The main population trends have placed many European countries, including Estonia, in a situation where the society is constantly ageing. The long-lasting trend of increasing population and labour force as a result of post-World War II immigration has been replaced by a shrinking population, which has also led to a deterioration in the ratio of taxpayers to groups that depend on tax revenue. Migration, including emigration, has also been an important factor influencing demographic processes. Thus, the size of the Estonian community living abroad in this century is estimated at 150-200,000 people, which is about 15% of the country’s population. This fact (in combination with the large-scale immigration in the 20th century) means that Estonia is one of the countries that is most affected by migration in Europe. In recent years, the number of Estonian residents has increased due to return migration (01.01.2019, Statistics Estonia). During the last 150 years, people have left Estonia mainly in three waves of emigration, which had different reasons and motives. The statistics of the so-called third wave, which began after Estonia regained its independence, show that the largest number of people leaving Estonia are aged 20-39 (the largest group is made up of working-age men) with different and diverse social and economic backgrounds. These people have been driven mainly by the desire to improve their financial situation, the higher standard of living, the social welfare system that provides a sense of security and better working and study conditions in the destination country as well as the desire to broaden their horizons. Affordable and accessible transport options, the development of social networks, e-government and e-services and the expansion of migration opportunities thanks to the expanded free movement of persons (especially in the EU) have also contributed to migration. This is why people leave Estonia primarily for the highly

Estonian citizens living abroad by country, 1 January 2020

Figure 14. Number of Estonian citizens living abroad by country, 1 January 2020. Source: Population Register
developed countries in Europe and North America that are more prosperous (Estonian Human Development Report 2016/2017).

The emigration of Estonians involves both opportunities and challenges. It is important to maintain close contact between those living abroad and their home country and community, to actively engage them in the life and development of Estonian society through civic diplomacy and in other ways and to encourage the compatriots who have acquired knowledge and experience abroad to return to Estonia.

Surveys have shown that Estonians living abroad maintain close ties with friends and relatives living in Estonia and are closely connected with their (former) homeland through active cultural relations and personal and professional networks. Feedback to the Compatriots Programme* also confirms the growing interest of the Estonian community abroad in contributing to the development of Estonian society while abroad. In order to involve them in the development of Estonian society and facilitate the return migration of Estonians in the long run, the emerging diaspora policy must include measures to build the coordination system and infrastructure needed to implement the diaspora policy and the creation of preconditions for effective and close communication between communities abroad and the state. The relevant legal framework (both national law and international agreements fostering free movement and coping abroad) also needs to be reviewed and adequate funding provided for these measures. (Estonian Human Development Report 2016/2017).

All of the above is one of the reasons the demand for public services in our foreign missions has increased. Applying for identity documents (passport and identity card) at a foreign mission and receiving them at the foreign mission or from the honorary consul are the services that Estonian citizens abroad use the most frequently (Figures 15 and 16). Thus, in many cases, Estonian citizens living abroad have to contact the embassy or honorary consul twice to obtain a new identity document. Given the small network of our foreign missions and at the same time, the large diaspora, the current solution forces many people to travel both within the country and often also to another country. There is a need to find a more efficient and foreign community-friendly solution for requesting and serving identity documents in cooperation with the relevant authorities, considering modern technological possibilities and the experience of other countries in this field.

The use of consular services is very volatile (Figure 15), which makes it difficult to plan resources. While resource planning is more flexible in the case of public services offered in Estonia, several issues have to be taken into account in the case of foreign missions. An uneven visa burden has been a problem for a long time, but since 2015, the issuance of e-residents’ digital ID cards has proved to be a new challenge in resource planning, involving a significant

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Figure 15. Number of consular operations. Source: Ministry of Foreign Affairs
increase in the consumption of services in our foreign missions. At present, the issuance of e-residents’ digital ID cards accounts for around a quarter of all consular services. Therefore, there is a need for more flexible and innovative planning of staff work in our foreign missions in order to ensure fast and agreeable service to all those who contact our foreign missions.

The Ministry of Foreign Affairs has worked consistently to increase the number of countries to which Estonian citizens can travel without a visa. In 2020, 179 countries and regions are visa-free for citizens of Estonia (Henley and Partners). Increasing travelling (Figure 17) has led to higher expectations for consular assistance and its provision in foreign missions. Concise risk communication essential for travellers as well as prevention activities are becoming increasingly important. Resources should be focused on ensuring that people are, avoid excessive risks and know how to help themselves in typical situations either by themselves or with the support of loved ones. Based on the statistics of consular

![Figure 16. Distribution of consular operations. Source: Ministry of Foreign Affairs](image)

![Figure 17. Foreign travel and consular assistance cases of Estonian residents. Source: Bank of Estonia; Ministry of Foreign Affairs](image)
assistance cases and the content of appeals, prevention cannot be considered sufficient, as there are many cases that could have been avoided by more knowledgeable behaviour. There are still many uninsured travellers, travellers do not have enough information on the specifics of their destination, travels are started with incorrect documents and less than 1% of all travels are registered with the Ministry of Foreign Affairs.

When it comes to raising awareness about travelling, in addition to prevention, there is a need to improve the capacity of the Ministry for Foreign Affairs to provide travel information, as our possibilities to obtain adequate information directly from the source are limited, in particular due to the small network of our embassies. It is important to ensure that travellers are more aware and mindful of travel advice. It is therefore necessary to analyse ways to improve the quality of information, incl. in cooperation with EU partners.

Crises and terrorist acts in Europe and elsewhere in the world require increasingly better preparedness to protect Estonian citizens and respond quickly to crises. Travelling to destinations where natural disasters are common (Indonesia, Philippines) or where infectious diseases are widespread is becoming ever more popular.

The rapid and unforeseen spread of the coronavirus has clearly demonstrated the need to inform our people more quickly and to better organise the exchange of information. The current crisis notification has a very limited reach, as only a small share of travellers register their travel with the Ministry of Foreign Affairs”. Also, the current solution is technologically limited and does not enable crisis notifications to be provided to a significantly larger number of recipients. During the COVID-19 pandemic (2020), crisis information and assistance was provided to citizens 24/7, and assistance was needed and was provided to all Estonians around the world. Over two months, responses were given to 10,000 enquiries that mainly concerned lockdowns and suspended transport links. We helped thousands of Estonians return home. To this end, special flights were arranged, an emergency ferry link was set up, numerous certificates were issued for passing through transit areas and returnees were supported in every way.

The main task in the field of consular assistance is to find a solution for offering prompt crisis notifications to Estonians travelling abroad so that we would be able to pass on information quickly and efficiently to a maximum number of people in the affected region.

**Main conclusions**

*Estonia has a large community abroad*, which reaches 200,000 people. The number of travels made by Estonian citizens has also increased and the range of destinations expanded. Consequently, it is important, on the one hand, to engage the Estonian community living abroad in the development and social life of Estonia, and on the other hand, to ensure high-quality and accessible consular services and assistance to all those who need these services or who need help. To this end, a coherent and comprehensive policy for the Estonian community abroad will be designed and implemented together with other responsible institutions. Innovative and cost-effective solutions need to be found for the provision of consular services. The Strategy sets out the objectives, interests and activities for the protection of citizens.

**The purpose of registering a short-term stay abroad is to ensure consular protection and assistance to Estonian citizens staying abroad as tourists. Travels can be registered via the Travel Smart website and application. The data obtained will only be used if a crisis situation arises in the country of destination and an overview of citizens temporarily present in the region is needed to provide consular assistance. In the event of a crisis, the Ministry of Foreign Affairs will inform registered travellers by SMS or telephone and consular assistance will be provided if needed.**
Engaging the Estonian community abroad, effective consular services, travelling – objectives up to 2030:

†  The use of e-services by the Estonian community abroad is growing.
†  Applying for an identity document abroad is simple and efficient (i.e. applying in the e-environment, capturing biometrics in conjunction with other services, delivery by post).
†  Crisis notifications are automatically sent to travellers using modern IT solutions and capabilities.
†  We seek to increase the number of visa-free countries.
†  Estonia’s ties with the Estonian community living abroad are strong and the contribution of compatriots to the development of society is growing.

Major policy changes and capacity building:

†  We will provide consular services in a manner that is more convenient for clients and more efficient for the state.
†  We will develop innovative travel information and risk communication solutions to reach clients more efficiently and ensure that Estonians are knowledgeable travellers.
†  We will involve the Estonian community living abroad more in the social life of Estonia to ensure their closer ties with Estonia with the help of civic diplomacy.
Objectives, interests (sub-objectives) and activities

OBJECTIVE 3.1: Consular services are easily accessible to citizens, and people are more knowledgeable travellers. Estonia’s ties with the Estonian community abroad are strong.

Progress towards the objective is monitored using the following indicators:

- Expert assessment of the client-friendliness and efficiency of consular services and their conformity to the reputation of an e-state (Ministry of Foreign Affairs)
- Number of visa-free countries (Henley and Partners)
- Public opinion survey on knowledgeable travelling (Ministry of Foreign Affairs)
- Electoral turnout (Ministry of the Interior, measured at the time of elections)
- Return migration (Statistics Estonia)

INTEREST: Consular services are more accessible and convenient and in line with the reputation of an e-state.

- We will support the increased awareness of the Estonian community abroad of e-services and the advantages of having an identity card for more convenient access to services.
- We will fully support the creation of opportunities for applying for identity documents online without leaving home.
- We will seek to ensure that Estonians living abroad no longer have to turn to the embassy to receive their documents, as the documents will be delivered by post.
- We will promote the solutions for capturing biometrics that are the most convenient for clients, for example, capturing biometrics during the provision of other services.

- We will ensure that as the technical work decreases, the ability of embassies to provide consular services more conveniently will increase; we will improve the training of consuls and increase the volume of training.

INTEREST: Increasing the number of countries where Estonian citizens can travel without a visa. Efficient and modern prevention activities help Estonians become more knowledgeable travellers. We offer novel solutions for crisis notification.

- We will make every effort to increase the number of countries that allow visa-free entry to Estonian citizens.
- We will ensure that location-based crisis notifications can be sent quickly and efficiently to all travellers using ICT solutions around the world.
- We will ensure that the risks related to travel and the necessary prevention activities are widely known to travellers and that travel-related crisis prevention is part of the national defence curriculum in upper secondary schools.
- With the help of its delegations, we will assist the European External Action Service in providing Member States with day-to-day information for compiling travel information. As a result, the quality of travel information will improve and travel to dangerous regions will decrease.
- We will plan the appointment and engagement of honorary consuls more carefully, i.e. we will work to ensure that honorary consuls are motivated and will provide them with guidance and training.
- We will participate in the development of common EU consular crisis plans regarding all third countries in order to ensure consular protection of Estonians in all third countries through other EU Member States in the event of a crisis.

INTEREST: Estonia’s ties with the Estonian community living abroad* are strong and the contribution of compatriots to the development of society is growing.

* By the Estonian community, we mean, in addition to our compatriots, the people, communities and organisations that support Estonia and play an important role in raising Estonia’s profile and ensuring its security.
Activities will be planned and implemented in cooperation with other ministries and in accordance with the plans shaping the compatriots’ policy (incl. the Population and Cohesive Society Development Plan and the Global Estonia Programme).

- We will promote an increased contribution of compatriots to the social life and development of Estonia through civic diplomacy,** including:
  - helping to establish coherent and strong coordination and assisting responsible agencies in pursuing diaspora policies that support their respective activities;
  - contributing to the development of close relations and the networking of foreign missions (and honorary consuls) with the Estonian community of the host country and shaping the role of foreign missions as the primary contact point;
  - providing legal opportunities and secure and user-friendly technical solutions for participation in the social life of Estonia through elections and participatory democracy;
  - involving Estonian companies and the Estonian community abroad in achieving Estonian economic goals, incl. fostering and encouraging the investments of Estonian entrepreneurs living abroad in the Estonian economy;
  - encouraging the creation of networks and the exchange of knowledge, experience and contacts between Estonians living both in Estonia and abroad and engaged in research and development or working in international institutions or in the technology sector;
  - engaging Estonian cultural figures and athletes living abroad in shaping and promoting Estonia’s good reputation and introducing Estonia as an attractive place of business, tourism and residence in the world.
- We will support closer ties between the Estonian community living abroad and Estonia and help preserve and strengthen the Estonian identity among the members of the Estonian community in the host country.
- We will ensure the monitoring of the performance of international agreements and, if necessary, conclude new agreements taking into account the interests of the Estonian community living abroad.

** An opportunity for a citizen to help shape and implement Estonia’s foreign policy.
STRATEGIC AXIS 4 (cross-cutting area): STRONG FOREIGN SERVICE

Analysis of the situation

A strong Foreign Service is a cross-cutting area and the activities described here will be implemented and funded through the three axes described above.

As at 31 December 2008, the Ministry of Foreign Affairs employed 654 people (full-time equivalents). As at 31 December 2019, the number of employees was 604,* which is 50 less (8%) than in 2008. More than half (58%) of all employees of the Ministry of Foreign Affairs work in Estonian foreign missions. Although the need to protect and promote Estonia’s interests in international relations and the number of foreign missions have increased, the decrease in the number of employees has caused difficulties for the organisation (whole regions and areas of activity are not represented).

At the end of 2008, Estonia was diplomatically represented in 42 places in the world. At the beginning of 2019, there were 47 foreign missions. Two new foreign missions are planned to be opened in 2020 (Seoul and Singapore).

* Not counting civilian mission experts who have been posted through the Ministry of Foreign Affairs since 2011.
The network of Estonia’s foreign missions is supported by the activities of Estonian honorary consuls and the foreign representatives of Enterprise Estonia. Estonia has around 200 honorary consuls in ca 90 countries (2020). The cross-cutting task of foreign policy is to involve our network of honorary consuls more effectively and in a manner that takes Estonia’s interests more into account.

Main conclusions

Resolving the challenges discussed in the previous chapters requires the Foreign Service to make an increasing contribution to the protection and promotion of Estonia’s interests in international relations. The importance of new technologies, new skills and competences as well as reliance on analysis and knowledge in foreign policy must also be borne in mind. At the same time, it is necessary to improve Estonia’s visibility and representation in the world.

Over the last decade, funding of the field of foreign policy (share of the state budget) has decreased and is not sustainable. Unfortunately, this is not in line with the growing importance of foreign policy. In order to implement the activities planned in the Strategy, a cost estimate of the Strategy has been prepared (Table 1), which is supported by the impact analysis of the Strategy (Annex 6).

Objectives, interests (sub-objectives) and activities

OBJECTIVE 4.1: The Foreign Service is competent and motivated and the network and services of foreign missions are in line with foreign policy priorities.

Progress towards the general objective is monitored using the following indicators:

- Expert assessment of Estonia’s representation in the world and availability of services abroad (Ministry of Foreign Affairs)

INTEREST: We will seek to ensure that despite its small size, our Foreign Service can successfully participate in global politics and represent Estonia’s interests in a dignified manner. To this end, we will strengthen the Estonian Foreign Service as follows:

- improve diplomatic expertise in regions important for foreign policy;
- expand the network of cyber, economic and digital diplomats;
- develop other capabilities necessary for the successful implementation of foreign policy;
- involve experts of various fields in the Foreign Service and increase the openness of the Foreign Service;
- strengthen the network of special attachés (culture, education, defence, etc.);
- improve the analysis and knowledge base of foreign policy, including using innovative solutions (e.g. artificial intelligence);
- modernise the salary system and ensure the competitiveness of salary levels (this is discussed in more detail in the personnel strategy);
- ensure that the permanent foreign missions to be opened are staffed with at least two diplomats and two administrative employees.

INTEREST: We will ensure that Estonian foreign missions are opened where our security and economic interests are and where our community is located (based on analysis/categorisation). We will achieve a presence and strengthen the network of foreign missions:

- with our main economic and security partners, including EU capitals previously without Estonian representation (innovative solutions);
- in regions with important export markets (Europe) and new emerging markets (Asia, Africa), where we will assist companies in entering and operating in the markets.

INTEREST: We will increase the representation and visibility of Estonia as well as the efficiency of our network of foreign missions using innovative solutions.

- We will find the best way to represent Estonia’s interests in the target countries by combining various approaches:
  o we will ensure that the representatives of different agencies are located together in Estonian foreign missions abroad, which enables more efficient coordination and cooperation and thus better representation of Estonian interests;
  - in setting up new foreign missions and arranging the network, we will consider co-location with other countries in order to achieve greater synergies and efficiency;
- we will use innovative solutions to increase our presence, including open representations and temporary foreign missions as well as greater capacity of consular and special missions;
- we will develop IT and information security capabilities (according to the IT Strategy) by introducing modern information technologies, which are necessary for the successful implementation of foreign policy even in unconventional situations;
- Estonia’s foreign missions will support the achievement of the strategic objectives of the Strategy. The main directions and activities for the development and management of real estate necessary for the principal activities of the Ministry of Foreign Affairs will be provided in the Real Estate Strategy;
- we will ensure that an efficiency assessment is always part of the planning and monitoring process for the location of foreign missions.

INTEREST: We will ensure the efficiency and convenience of public services related to foreign policy, including creating and updating online channels for the provision of services.

- We will be the first country in the world to establish an e-Embassy, thus ensuring our presence in every location across the globe.

INTEREST: We will aim for the sustainable financing of the Foreign Service. The resources needed to reinforce the strategic axes and achieve the objectives described above are set out in the cost estimate section of the Strategy (Table 1).

The cost estimate of the Strategy has been prepared based on the limits specified in the state budget strategy, and the additional amounts needed to pursue the objectives of the Strategy have been set out separately.
<table>
<thead>
<tr>
<th></th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
<th>2026</th>
<th>2027</th>
<th>2028</th>
<th>2029</th>
<th>2030</th>
<th>Total 2021-2030</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>REVENUE</strong></td>
<td>18.60</td>
<td>24.30</td>
<td>24.40</td>
<td>26.33</td>
<td>28.45</td>
<td>30.78</td>
<td>33.35</td>
<td>36.18</td>
<td>39.29</td>
<td>42.71</td>
<td>304.37</td>
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<tr>
<td>incl. additional revenue*</td>
<td>11.22</td>
<td>16.88</td>
<td>16.94</td>
<td>18.87</td>
<td>20.99</td>
<td>23.33</td>
<td>25.89</td>
<td>28.72</td>
<td>31.83</td>
<td>35.25</td>
<td>229.91</td>
</tr>
<tr>
<td><strong>EXPENDITURE AND INVESTMENTS</strong></td>
<td>143.99</td>
<td>140.80</td>
<td>153.22</td>
<td>166.48</td>
<td>182.05</td>
<td>196.66</td>
<td>207.93</td>
<td>212.95</td>
<td>229.97</td>
<td>234.30</td>
<td>1,868.35</td>
</tr>
<tr>
<td>incl. additional need*</td>
<td>54.92</td>
<td>56.45</td>
<td>68.63</td>
<td>81.88</td>
<td>97.45</td>
<td>112.07</td>
<td>123.34</td>
<td>128.36</td>
<td>145.38</td>
<td>149.71</td>
<td>1,018.20</td>
</tr>
<tr>
<td><strong>Ensuring security, stability of international relations, sustainable development</strong></td>
<td>96.46</td>
<td>95.22</td>
<td>104.72</td>
<td>115.86</td>
<td>126.76</td>
<td>137.58</td>
<td>146.70</td>
<td>154.28</td>
<td>168.81</td>
<td>174.64</td>
<td>1,321.03</td>
</tr>
<tr>
<td>incl. additional need</td>
<td>38.89</td>
<td>43.08</td>
<td>53.27</td>
<td>64.40</td>
<td>75.30</td>
<td>86.13</td>
<td>95.24</td>
<td>102.82</td>
<td>117.35</td>
<td>123.18</td>
<td>799.68</td>
</tr>
<tr>
<td><strong>External economy</strong></td>
<td>33.71</td>
<td>33.38</td>
<td>35.82</td>
<td>37.45</td>
<td>41.11</td>
<td>43.99</td>
<td>45.64</td>
<td>43.74</td>
<td>45.63</td>
<td>44.52</td>
<td>404.99</td>
</tr>
<tr>
<td>incl. additional need</td>
<td>10.08</td>
<td>8.73</td>
<td>10.31</td>
<td>11.94</td>
<td>15.60</td>
<td>18.48</td>
<td>20.13</td>
<td>18.22</td>
<td>20.12</td>
<td>19.01</td>
<td>152.60</td>
</tr>
<tr>
<td><strong>Estonian community abroad</strong></td>
<td>13.83</td>
<td>12.21</td>
<td>12.68</td>
<td>13.16</td>
<td>14.17</td>
<td>15.08</td>
<td>15.59</td>
<td>14.94</td>
<td>15.53</td>
<td>15.14</td>
<td>142.33</td>
</tr>
<tr>
<td>incl. additional need</td>
<td>5.95</td>
<td>4.64</td>
<td>5.06</td>
<td>5.54</td>
<td>6.55</td>
<td>7.46</td>
<td>7.97</td>
<td>7.32</td>
<td>7.91</td>
<td>7.52</td>
<td>65.92</td>
</tr>
</tbody>
</table>

Foreign policy programme | 118.65 | 107.90 | 112.29 | 116.89 | 126.75 | 135.20 | 139.97 | 134.08 | 139.57 | 136.08 | 1,267.39     
Development cooperation and humanitarian aid programme | 25.34 | 32.90 | 40.93 | 49.58 | 55.30 | 61.46 | 67.96 | 78.87 | 90.40 | 98.22 | 600.96    
Foreign policy outcome area | 143.99 | 140.80 | 153.22 | 166.48 | 182.05 | 196.66 | 207.93 | 212.95 | 229.97 | 234.30 | 1,868.35     

*Additional revenues and additional needs represent changes compared with the decisions made in the 2020 state budget process for the years 2020-2023. For 2024 and subsequent years, additional revenues and additional needs were identified on the basis of the amount of funds for 2023.

Table 1. Estimated cost of the Strategy
The following is an overview of all the indicators for the objectives specified in the Strategy and the target levels set for them. A more detailed overview with descriptions of the indicators is provided in Annex 5.

### 5. INDICATORS FOR THE AREA OF FOREIGN POLICY

<table>
<thead>
<tr>
<th>Indicator (general objective of the Strategy)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expert assessment of regional security</td>
<td>stable</td>
<td>stable</td>
<td>stable</td>
</tr>
<tr>
<td>(Source: Ministry of Foreign Affairs)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>EU cohesion index</td>
<td>stable</td>
<td>≥6.8</td>
<td>≥6.8</td>
</tr>
<tr>
<td>(Source: ECFR EU Cohesion Monitor)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estonia’s ranking on the Global Competitiveness Index</td>
<td>improving</td>
<td>25</td>
<td></td>
</tr>
<tr>
<td>(Source: World Economic Forum)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estonia’s global presence and influence</td>
<td>≤11/84</td>
<td>≤11/84</td>
<td>≤11/84</td>
</tr>
<tr>
<td>(Ranking among small countries/overall ranking)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Source: Elcano)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Share of development cooperation in GNI</td>
<td>0.13% (2019)</td>
<td>0.23%</td>
<td>0.33%</td>
</tr>
<tr>
<td>(Source: (OECD DAC))</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (1.1 security and stability of international relations)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support for the EU in Estonia</td>
<td>74% (2019)</td>
<td>≥74%</td>
<td>≥74%</td>
</tr>
<tr>
<td>(Source: Eurobarometer)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support for NATO in Estonia</td>
<td>74% (2019)</td>
<td>≥74%</td>
<td>≥74%</td>
</tr>
<tr>
<td>(Source: Ministry of Defence)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estonia’s ability to form coalitions in the EU</td>
<td>12 (2019)</td>
<td>≤12</td>
<td>≤12</td>
</tr>
<tr>
<td>(Source: European Council on Foreign Relations (ECFR))</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ranking in the National Cyber Security Index</td>
<td>3 (2020)</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>(Source: National Cyber Security Index)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (1.2 sustainable development and development cooperation)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public support for development cooperation and humanitarian aid</td>
<td>68% (2018)</td>
<td>≥68%</td>
<td>≥68%</td>
</tr>
<tr>
<td>(Source: Eurobarometer)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (1.3 Estonia’s profile and influence)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Globalisation of the country (general ranking/political globalisation)</td>
<td>18/54 (2019)</td>
<td>≤18/54</td>
<td>≤18/54</td>
</tr>
<tr>
<td>(Source: KOF (ETH Zürich))</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicator (1.4 awareness of foreign policy)</td>
<td>Baseline level</td>
<td>2023</td>
<td>2030</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>----------------</td>
<td>------</td>
<td>------</td>
</tr>
<tr>
<td>Public awareness of foreign policy</td>
<td>76% (2019)</td>
<td>≥76%</td>
<td>≥76%</td>
</tr>
<tr>
<td>Source: Ministry of Foreign Affairs</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (2.1 external economy)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Labour productivity as a percentage of the EU average</td>
<td>80% (2019)</td>
<td>87%</td>
<td>100%</td>
</tr>
<tr>
<td>Source: Eurostat</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sustainable growth of foreign direct investment</td>
<td>21 bn (2018)</td>
<td>≥21 bn</td>
<td>≥21 bn</td>
</tr>
<tr>
<td>Source: Ministry of Economic Affairs and Communications; Bank of Estonia</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Exports to third countries</td>
<td>4.8% (2019)</td>
<td>≥4.80%</td>
<td>7.20%</td>
</tr>
<tr>
<td>Source: Statistics Estonia</td>
<td></td>
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<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (3.1 Estonian community abroad)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expert assessment of the client-friendliness of consular services and their conformity to the reputation of an e-state</td>
<td>45% (2020)</td>
<td>55%</td>
<td>100%</td>
</tr>
<tr>
<td>Source: Ministry of Foreign Affairs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of visa-free countries</td>
<td>179 (2019)</td>
<td>≥179</td>
<td>≥179</td>
</tr>
<tr>
<td>Source: Henley and Partners</td>
<td></td>
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</tr>
<tr>
<td>Public opinion survey on knowledgeable travelling</td>
<td>baseline level to be set under 2020 survey</td>
<td>to be specified</td>
<td>to be specified</td>
</tr>
<tr>
<td>Source: Ministry of Foreign Affairs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Electoral turnout of Estonians living abroad</td>
<td>8.30% (2019)</td>
<td>≥8.30%</td>
<td>≥8.30%</td>
</tr>
<tr>
<td>Source: Ministry of the Interior and Ministry of Foreign Affairs, measured at the time of elections</td>
<td></td>
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</tr>
<tr>
<td>Return of persons born in Estonia</td>
<td>3.2% (2019)</td>
<td>≥3.20%</td>
<td>≥3.20%</td>
</tr>
<tr>
<td>Source: Statistics Estonia</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicator (4.1 strong Foreign Service)</th>
<th>Baseline level</th>
<th>2023</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expert assessment of Estonia’s representation in the world and availability of services abroad</td>
<td>64% (2019)</td>
<td>80%</td>
<td>100%</td>
</tr>
<tr>
<td>Source: Ministry of Foreign Affairs</td>
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</tr>
</tbody>
</table>