

NARVA CITY COMPREHENSIVE SPATIAL PLAN  
2035+  
Explanatory Report

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The authority arranging the creation of the spatial plan of the Narva City Comprehensive Spatial Plan is the Narva City Government.

The preparation of the Comprehensive Spatial Plan is led by a steering committee established by the Narva City Government, composed of:

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# 1 INTRODUCTION

The preparation of the Narva Comprehensive Spatial Plan 2035+ was initiated by the Narva City Council on 27 August 2020 by Resolution No. 32. The boundary of the area covered by the Comprehensive Spatial Plan coincides with the administrative boundary of the Narva City. The area of the Narva City is 84.54 km<sup>2</sup> (68.98 km<sup>2</sup> excluding water areas).

The planning solution was prepared under the leadership of the Architecture and Urban Planning Department of the Narva City Government (responsible persons and authors: Director of the Department, architect Kaie Enno, and Chief Architect Peeter Tambu), in close cooperation with stakeholder groups and experts from various fields. The preparation of the Comprehensive Spatial Plan and the Strategic Environmental Assessment (SEA) was consulted by Hendrikson DGE. The Comprehensive Spatial Plan is a strategic management tool of the city for the long-term planning of spatial development and the shaping of the urban space. The basis for spatial development is the long-term vision of the city, as set out in the Narva City Development Plan (see also Chapter 2.1). The objective of the Comprehensive Spatial Plan is to shape the Narva City into an attractive area for living and business.

## 1.1 How is the Comprehensive Spatial Plan used?

The Comprehensive Spatial Plan is the basis for the spatial development of the Narva City. The Comprehensive Spatial Plan shall be taken into account in the preparation of detailed plans and in the issuance of design conditions, as well as in making other decisions concerning the urban space.

The Comprehensive Spatial Plan establishes the principles of the city's spatial development and the conditions for the use and construction of land areas and the urban space. Principal purpose of land uses shall be assigned to land areas – these represent the predominant uses of land. At least 70% of a land area or plot shall correspond to the principal purpose of land use specified in the Comprehensive Spatial Plan, which provides the main directions for prospective land use<sup>1</sup>. The Narva City Government shall have the right to calculate the proportion of the principal purpose of land use from a spatially continuous land area with the same designation as well as from a plot. The decision shall be made at the stage of initiating a detailed plan or issuing design conditions. Uses supporting the predominant principal purpose of land use are presented in the table in Chapter 4.1.1. The permission

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<sup>1</sup> For example, in addition to apartment buildings, commercial buildings, public buildings, green areas, playgrounds and other suitable land uses, including infrastructure that supports the development of the area and helps create a high-quality living environment, may also be planned on areas with the principal purpose of land use of Apartment Building area (EK).

of a supporting use in an area and its proportion relative to the principal purpose of land use shall be subject to the discretionary decision of the local authority in each case.

The landowner may continue to use the land for its current purpose for as long as they wish. The bringing into effect of the Comprehensive Spatial Plan does not entail a change in the intended use of the cadastral unit; however, the Comprehensive Spatial Plan shall be taken into account in all development and construction activities, as well as in activities related to the plot (merger or division, determination of intended use). The construction conditions established by the Comprehensive Spatial Plan shall also apply in the case of unrestricted construction activities. Relevant conditions shall also be applied in the reconstruction of existing buildings. Amendments to the Comprehensive Spatial Plan shall be carried out in accordance with the applicable legal acts.

## 1.2 Impact Assessment in the Preparation of the Comprehensive Spatial Plan

A Strategic Environmental Assessment (SEA) was carried out for the Comprehensive Spatial Plan, which ensures that environmental considerations are taken into account during the preparation of the plan and helps achieve balanced spatial development. The Strategic Environmental Assessment focused on significant environmental impacts, which manifest primarily through the natural environment but also affect the living environment (e.g. noise, ambient air quality, etc.). All relevant impacts were also considered during the preparation of the plan. The consideration and assessment of relevant impacts enhances the quality of planning decisions and solutions and increases the transparency of the planning process.

Impact assessors have been involved in the preparation of the draft Comprehensive Spatial Plan – they have participated in the work of the planning working groups and in discussions on the development of the solution. The impact assessment experts have made their own recommendations for the treatment of topics and the formulation of conditions. Therefore, the input from the impact assessment has already been taken into account on an ongoing basis during the preparation of the draft Comprehensive Spatial Plan. The Strategic Environmental Assessment report is presented as a separate document in Annex 6. An overview of the additions and proposals of the impact assessors and how they have been taken into account is provided in Chapter 6.

## 2 LONG-TERM SPATIAL DEVELOPMENT PERSPECTIVE

### 2.1 Vision “Narva 2035” and spatial development objectives

The spatial development objectives and vision of the Narva City have been defined and agreed upon in the Narva City Development Plan "Narva 2035". According to the Development Plan, Narva is a green, contemporary city on the border of East and West. **Narva is a city that supports a green lifestyle, where everyone can live and work well. Population shrinkage has been halted – the city has at least 45,000 inhabitants. The urban space is comfortable for all – both residents and visitors, regardless of age and special needs – enabling an active, green and healthy lifestyle.**

The Development Plan sets out the main strategic objectives and development focuses, according to which Narva is:

- a city supporting a green lifestyle:
  - Narva is a model for green energy and green industry in Estonia;
- a city that cares for its residents:
  - Narva is the best city for children to grow up and be raised;
  - Narva is the best city for ageing with dignity;
- a city of good events:
  - Narva is the European Capital of Culture 2037;
- an active, open and inclusive city:
  - Narva is a city with open and innovative governance.

Narva is one of the four most important regional centres in Estonia alongside Tallinn, Tartu and Pärnu.

The **spatial development objectives** set by the Comprehensive Spatial Plan define the long-term development directions of the city. The objectives are based on the analysis of global trends and the current situation of the city, the Narva City Development Plan and the participatory planning process of the Comprehensive Spatial Plan. On the basis of the objectives, spatial development nodes emerge in the city (see Chapter 2.4), which are also the most important parts of the Comprehensive Spatial Plan.

#### Narva

##### City:

1. is an internationalising Estonian city with a distinctive creative atmosphere and a spatially dense cultural and educational network;
2. is a smart city where modern technology is applied to reduce the ecological footprint and promote more environmentally conscious behaviour;
3. is a climate-friendly city where environmentally sustainable solutions are prioritised, including for the sustainable use of stormwater and the support of biodiversity;

attention is paid to the energy efficiency and environmental sustainability of buildings, and the adoption of renewable energy solutions suitable for the urban space is supported;

4. has, together with the cities of Narva-Jõesuu and Sillamäe, developed into a unified and spatially coherent functional area;
5. is a city that sustainably copes with (urban) shrinkage, using spatial development guidance methods to maintain urban density and to preserve and enhance the quality of the urban space.

#### Central area:

6. consists of four closely interconnected areas with different characters: the historical city centre in the Old Town, the city gate at Peetri plats, the business centre along Tallinna mnt, and the historical Kreenholmi area;
7. active throughout the day, pedestrian-friendly, human-scaled, with a public space that functions year-round, a place with numerous opportunities for living, leisure, shopping, everyday needs and learning;
8. and its vicinity is the preferred location for new construction.

#### City districts:

9. are well connected with each other; the railway, Kerese tn and Tallinna Road connect Narva to the rest of the world and do not separate the districts;
10. the Old Town and areas of valuable urban characters are valued, vibrant and feature a contemporary dignified and enduring architectural language;
11. the areas of gardening cooperatives are predominantly preserved as summer house areas;
12. industrial areas are preserved and further developed.

#### Urban space:

13. is suitable for organising cultural events;
14. supports the development of entrepreneurship and the green economy, including green industry, ensuring suitable conditions for this;
15. is friendly to public transport and active mobility. The active mobility route network is continuous and covers the entire functional area. Public transport traffic passing through the city centre and residential areas is directed to arterial streets, while transit traffic is directed to a special transport corridor;
16. educational, cultural and healthcare institutions, sports and recreation opportunities and other services are located as close as possible to residents – Narva is a so-called 15-minute city;
17. buildings and recreation areas are well accessible, public-use buildings comply with the principles of inclusive design;
18. green space and recreation areas form a coherent network. Activities in recreation and green areas are concentrated along the banks of the Narva River, in the areas surrounding Äkkeküla, Kadastiku and the Narva Reservoir. The riverbanks are walkable and accessible over most of the city territory;
19. urban greenery is diverse;

20. the preservation of buildings and facilities constructed before 1945 is ensured;
21. free wireless internet is widespread;
22. forests in and near the city are suitable for recreation and for mushroom and berry picking.

#### City governance:

23. pays attention to the needs of city residents, to keeping residents in place, and is able to take into account the changes resulting from (urban) shrinkage;
24. supports the business environment, values the initiative of interest groups and bases city development decisions on realistic scenarios;
25. is community-centred, where city residents and citizens' associations have a role in city governance and in the development of city districts.

## 2.2 Strategic principles of the Comprehensive Spatial Plan

The Comprehensive Spatial Plan establishes principles for the spatial development of the city and sets conditions for construction and land use, thereby supporting the achievement of the vision and strategic objectives set out in the Development Plan, as well as the development of a city with a declining population. The strategic principles for the development of the urban space developed in the Comprehensive Spatial Plan are based on extensive preliminary studies and have been prepared in cooperation with city residents and experts from various fields.

In the context of (urban) shrinkage, the strategic principles of the Comprehensive Spatial Plan are as follows:

- adaptation of the urban space to a declining population;
- directing the city's development towards the central area and the river;
- ensuring the coherence of different parts of the city;
- valorising the public space of the city and improving the quality of the urban space in existing valuable areas;
- activating and directing mobility (consistently following the principles of the "15-minute city");
- using existing strengths and resources to guide the city's development;
- ensuring the functioning of the green space and recreation area network;
- meeting climate objectives and adapting to climate change.

The Comprehensive Spatial Plan focuses primarily on the principles of spatial development, enabling their implementation and directing activities on that basis. Conditions for construction and land use are established in locations or topics where development activity requires regulation to achieve the objective.

The Comprehensive Spatial Plan is more general and flexible in areas that are priority development areas (for example, in the central area and industrial areas), and more detailed in areas that require more precise guidance of development taking into account existing values (for example, the Old Town and areas of valuable urban characters). The Comprehensive Spatial Plan describes conditions that ensure better functioning and coherence of the urban space. It also describes activities and conditions in parts that are not regulated by laws and regulations, but for which agreement on activities is necessary to achieve the spatial quality of the city, primarily in public and semi-public urban space.

In order to cope with urban shrinkage, a consciously directed shrinkage strategy has been agreed, which shall be taken into account both in directing investments in public space and in determining preferred areas for new construction (see also Chapter 2.3).

When planning the urban space of Narva, the need to adapt to climate change shall be taken into account to the maximum extent. For this purpose, it is necessary to reduce the CO<sub>2</sub> footprint in the urban space, as well as storm, flood and erosion risks, and to mitigate the heat island effect. The Plan sets out conditions that help achieve these objectives.

## 2.3 Adaptation Scenario for (Urban) Shrinkage

Within the framework of preparing the Comprehensive Spatial Plan, two scenarios were analysed for adapting the urban space to (urban) shrinkage<sup>2</sup>:

1. unmanaged – shrinkage in the urban space is not directed;
2. managed – shrinkage in the urban space is sought to be directed through decisions made by the city.

**Unmanaged shrinkage** is understood as a shrinkage process in which no intervention is made in city governance to influence the emergence of vacancy patterns, and the processes already occurring today are simply allowed to take their course. The resulting urban space is therefore sparse, and vacant buildings arise only as a result of spontaneous initiatives or natural processes. The spatial density of the city decreases unpredictably, but its volume does not decrease; its extent and character correspond to the period of maximum population. Under conditions of population loss and the consequent decrease in revenues, it is difficult for the city to ensure a high-quality urban space and the provision of quality services.

By decision of the Comprehensive Spatial Plan Steering Committee (11.08.2022), the managed adaptation scenario for (urban) shrinkage was adopted as the basis for developing the planning solution. **Managed shrinkage** is understood as a process whereby, in city governance and in making decisions affecting space, the need for the spatial

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<sup>2</sup> Partly also based on the study "[Suunised ruumilise kahanemise analüüsimiseks ja kohandamise strateegia kosotamiseks](#)" by Tallinn University of Technology, SpinUnit (2020).

contraction of the city is taken into account. As a result, the urban space is more compact. In addition to various sectoral decisions that the city will need to make in the coming years in relation to shrinkage (e.g. optimisation of the education network, provision of municipal housing, etc.), residents shall also be offered opportunities for relocation where possible.

The following reasons support the managed shrinkage scenario:

- Cost savings are achieved and abandoned urban space is reduced.
- In conditions of declining investment capacity, investments are directed to locations where their positive impact on the city's development is greatest - the spatial qualities of the existing living environment (housing, living environment) are strengthened. The good reputation of areas with high-quality urban space encourages residents to stay. Accessibility of services improves. A 15-minute city emerges - the need for car use is minimised. The possibility of using public transport reduces the negative impact of car dependency on air quality.

Lower impact on the climate (greenhouse gas emissions) due to reduced car dependency and more efficient infrastructure.

Possibility of partial decommissioning of utility networks, thereby reducing the overall (maintenance) load of the network, e.g. district heating network.

More efficient use of resources and space – public transport and shared networks are more cost-effective.

Ensuring high-quality water supply is simpler and cheaper.

Specific land areas are released for new activities and functions.

Natural biodiversity may increase depending on the subsequent use of the released urban space and the maintenance level of green spaces. To reduce the spread of invasive species, urban greenery requires well-considered planning, which would also strengthen the functioning of the green infrastructure.

To adapt the urban space of Narva to the conditions of (urban) shrinkage, a **priority development area** is designated within the city, to which, under conditions of reduced budgetary capacity, the majority of public investments shall be directed, for example into the improvement of public space, urban greenery, renovation of buildings and the construction of new buildings.

## 2.4 Spatial Development Nodes

The following subsections reflect the most important element of the principles of spatial development of the Narva City – the spatial development nodes, i.e. the concept of the

Comprehensive Spatial Plan on which the conditions set by the plan and the future land and space use are based. At the same time, the spatial development nodes consolidate the most significant changes planned under the Comprehensive Spatial Plan.

### 2.4.1 City-centre area

In the spatial development of Narva, the city-centre area is developed as a priority development area. The city-centre area is the preferred location for new construction, services and businesses are located there, and places of activity are concentrated there. The priority development of the city-centre area enables adaptation to (urban) shrinkage by "pulling together" the rest of the urban space. The city-centre area is characterised by diversity of land use, an abundance of destinations for daily mobility, and the presence of high-quality public space. Places and buildings of landmark significance are located in the city-centre area. The city-centre area is frequently visited by city residents, visitors and transit travellers alike. The city-centre area is a venue for events and a point of intersection for different types of mobility networks.

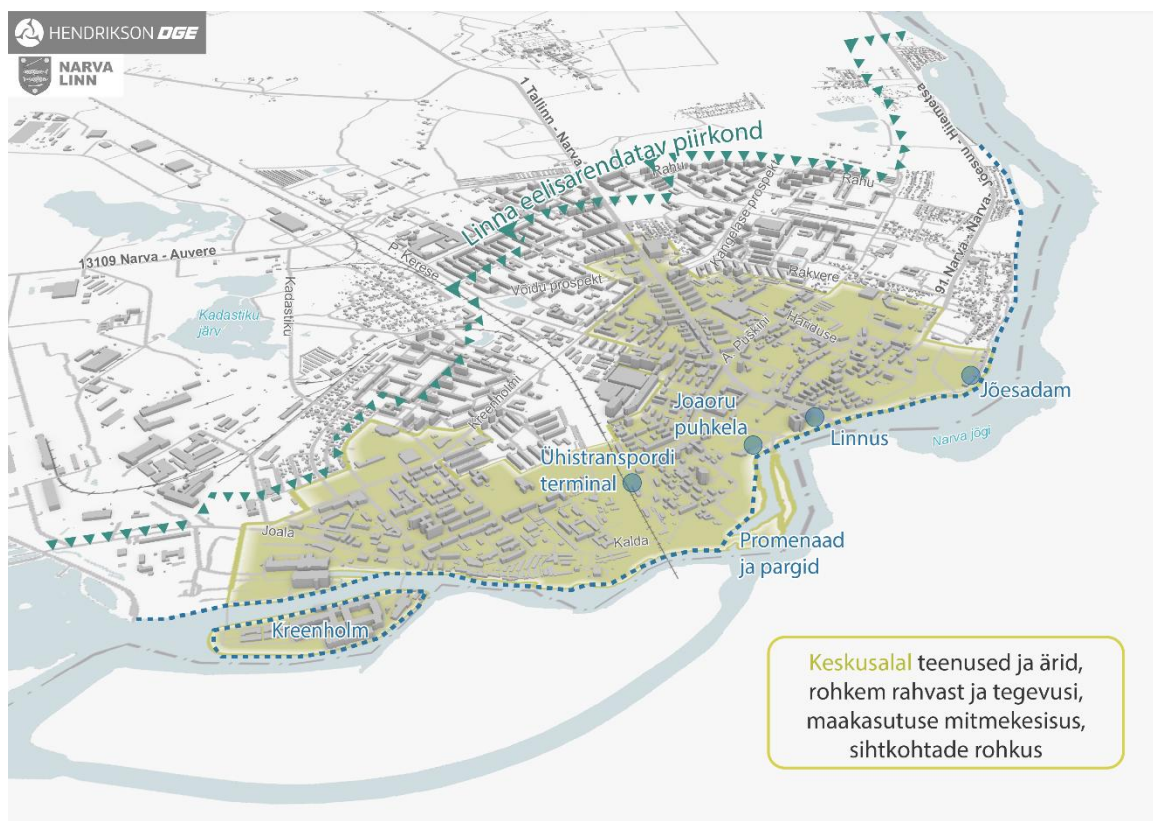


Figure 2.1 City-centre area of Narva City

#### Principles for the development of the city-centre area:

1. Diverse land and space use shall be preserved and developed.

2. The quality of public space shall be continuously improved and an attractive, safe and human-friendly environment shall be created.
3. The city-centre area shall be the preferred location for the construction of new buildings providing public services.
4. Facades shall open onto the street space – the street shall function as a front garden.
5. Buildings shall be architecturally distinctive and fit into the environment. Buildings shall have a diversity of details and vertically accentuated facades (diverse view for a person moving at 5 km/h).
6. Excessively large glass facades that amplify and reflect sounds shall be avoided, or measures to minimise sounds and reflections shall be provided.
7. Building entrances shall be clearly visually perceptible, emphasised by architectural means.
8. The internal coherence of the city-centre area shall be continuously improved, paying special attention to active mobility users: for example, pedestrian-priority areas and streets shall be established and traffic calming measures shall be used.
9. Peetri plats shall be redesigned into a city square.
10. The historical direct connection between the Old Town and the castle (as an extension of Suure tn) shall be restored by constructing an active mobility bridge (gallery); a direct connection between the castle and the Joaoru recreation area shall be established with a staircase; and a new two-level connection between the Kreenholmi and Juhkentali districts shall be built.
11. In the Old Town:
  - 11.1 buildings and facilities preserved from different historical stages (from the 14th century to the present day) shall be exhibited so that the history of Narva from ancient times to the present day is perceptible (see Chapters 4.3.4 and 4.3.5);
  - 11.2 the use of representative green areas shall be diversified by creating activity spaces suitable for the historical milieu (e.g. outdoor stage, bandstand, food pavilions, etc.);
  - 11.3 the pre-war street network shall be emphasised (see Chapter 4.3.14);
  - 11.4 pedestrians shall be prioritised (see Chapter 4.3.14);
  - 11.5 by continuing reconstruction, the relatively well-preserved city fortifications (bastions) shall be preserved and made open and viewable, and the locations of medieval fortifications shall be exhibited (see Chapter 4.3.5);
  - 11.6 when erecting new buildings, the architectural solution shall be based on the historical urban space characteristic of the Old Town (reconstruction or marking of streets and the historical building frontage characteristic of streets);
  - 11.7 street paving, lighting, urban furniture and small-scale elements suitable for the milieu shall be introduced.

## 2.4.2 Recreational network

To improve the quality of the living environment, in addition to representative city-wide recreation areas, nearby recreation areas shall also be developed, which are generally located in the courtyard areas of apartment buildings. Recreation areas form a network, being connected by active mobility route and partly also by green corridors.

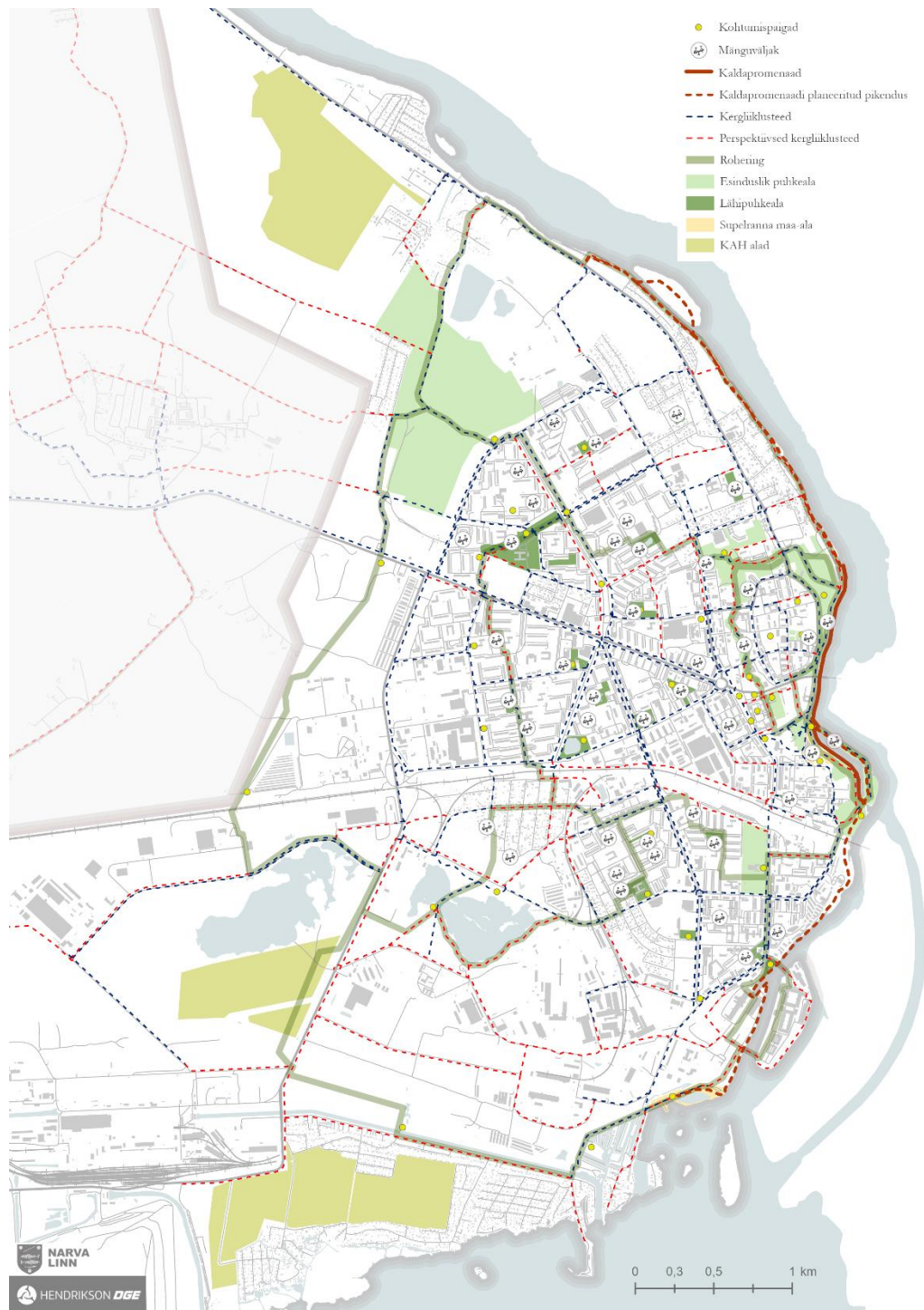


Figure 2.2 Recreational network of Narva City

### 2.4.3 Using bodies of water more actively

The banks of water bodies shall be used more actively – the riverside promenade shall be extended, the use of Narva Kulgu Port shall be intensified, and a swimming beach shall be established near Kulgu tammi tee. Service buildings and event venues shall be planned in waterfront areas.

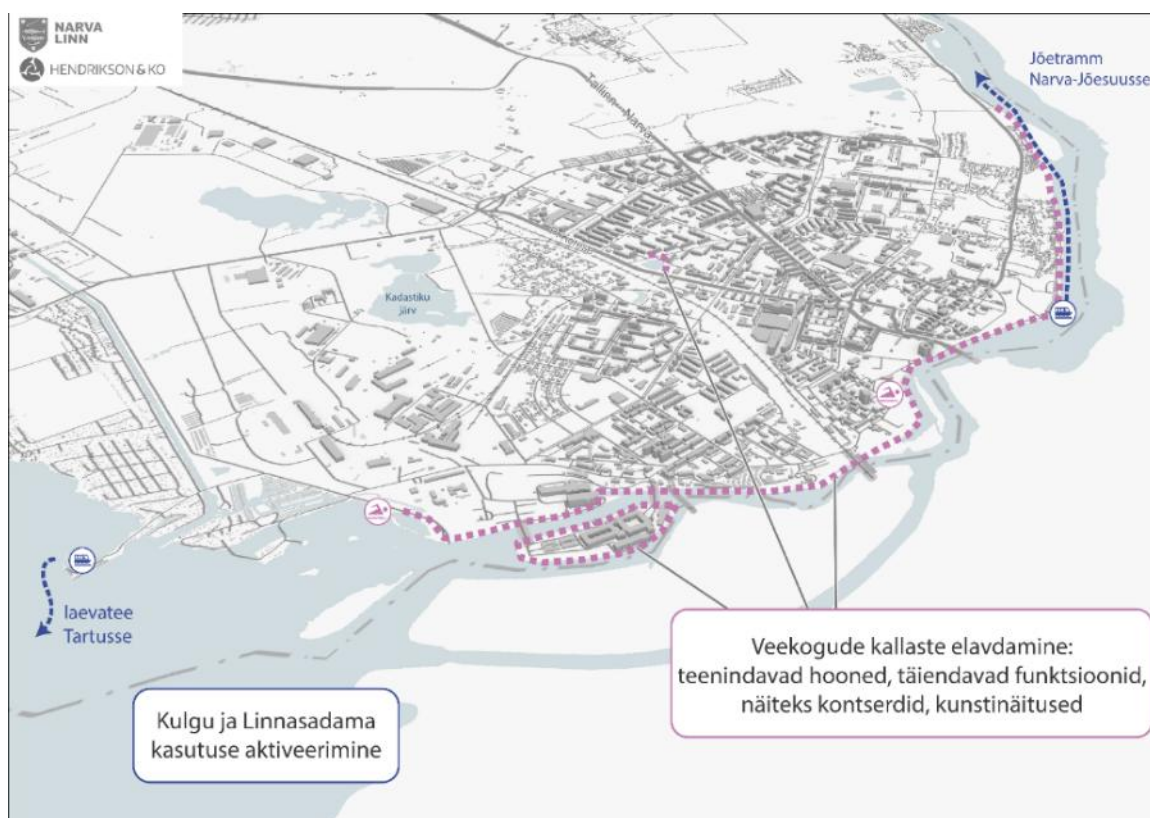


Figure 2.3 Use of water bodies in the Narva City

#### 2.4.4 Urban Mobility

Urban mobility shall be developed to be pedestrian, cyclist and public transport friendly, following the principles of the 15-minute city. In the longer term, the possibility of establishing a tram connection from Kudruküla to Narva-Jõesuu shall be envisaged. Tallinna mnt shall be designed as a main street, where the active street space is enhanced by well-considered landscaping solutions and small-scale elements. A two-level railway underpass connection shall be constructed between Joala tn and A. Puškini tn to connect to a waiting platform serving domestic rail transport, which shall also help improve the coherence of the Kreenholmi district with the northern districts of the city. A two-level railway crossing shall be established between the Paemurru and Soldina districts to improve coherence and safety. The development of infrastructure necessary to support the increasing share of electric vehicles shall be taken into account. The Old Town shall be designed as an area with restricted car traffic, where pedestrians are largely prioritised. Public transport stops shall be treated as mobility hubs, where the movement of active mobility users is well planned and convenient – stops shall be of high quality and connected to the active mobility route network.

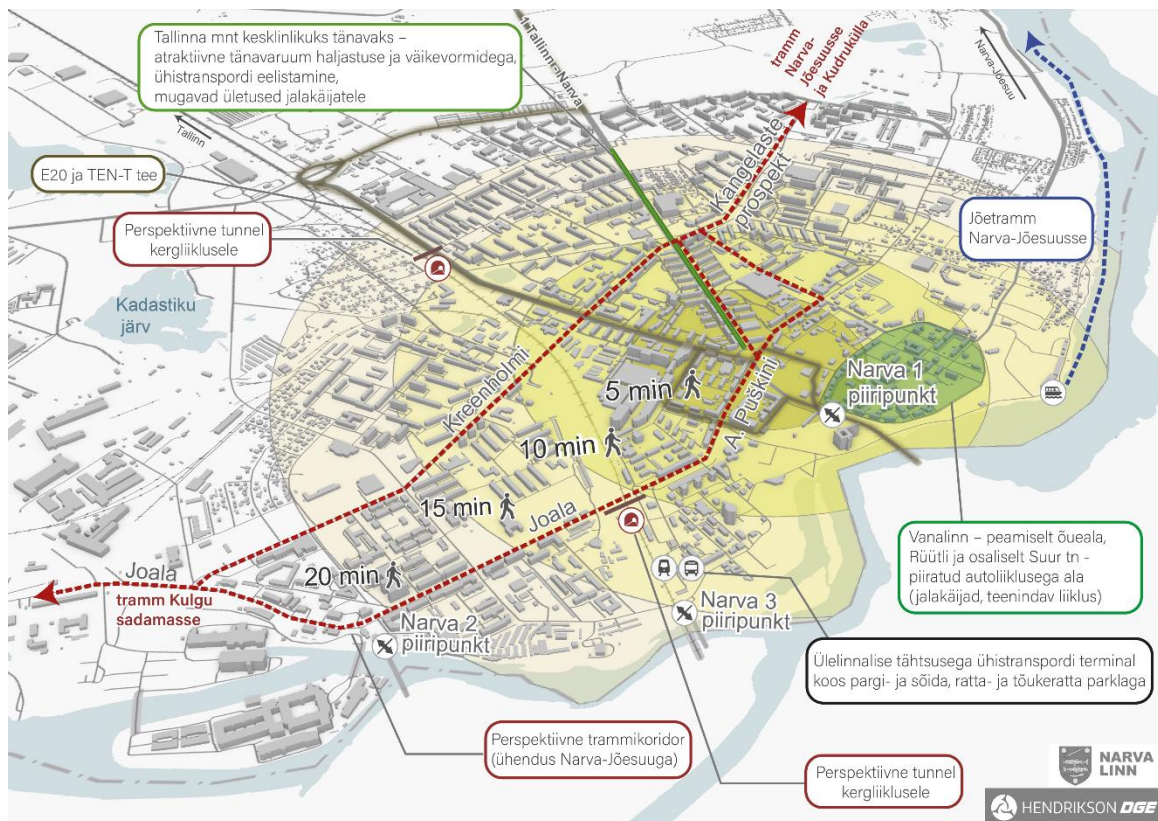


Figure 2.4 Mobility in the Narva City

### 2.4.5 Industrial Areas

In the southern part of the city territory, in the Kadastiku district, lie the historical industrial areas of Narva, which shall be continuously developed into a diverse industrial area offering various development opportunities. It is important to improve the infrastructure of the industrial areas – the street network serving car traffic, the active mobility network, the water and sewerage network and other technical network solutions. The industrial areas partially overlap with valuable recreation and green areas located in the southern parts of the city. Therefore, the further development of the industrial areas must also take into account the preservation of recreational values and ecological values.

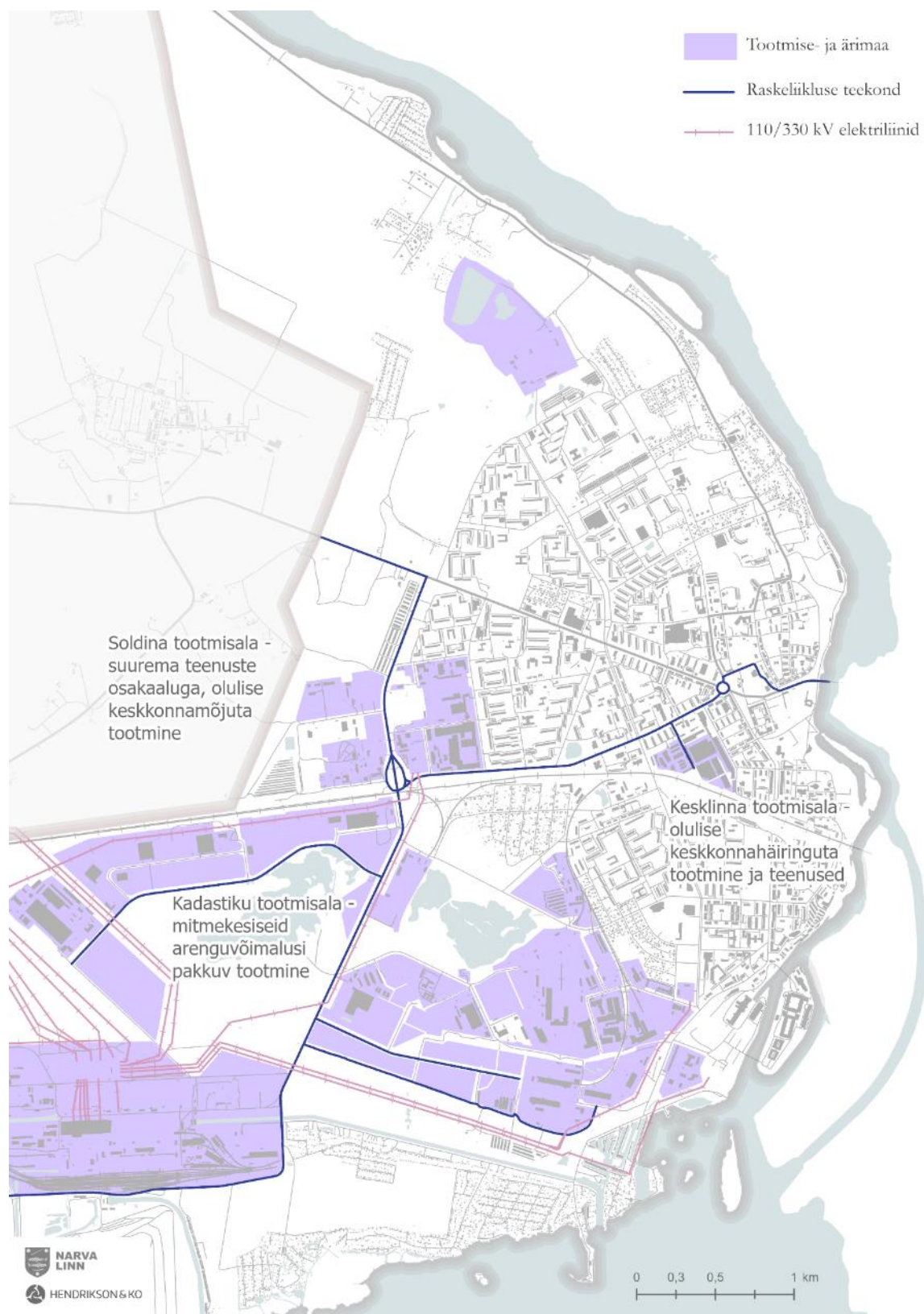


Figure 2.5 Industrial areas of the Narva City

## 3 ORGANISATION OF PLANNING AND CONSTRUCTION ACTIVITY

### 3.1 Preparation of Detailed Plans

The objective of preparing a detailed plan is to ensure, through a public planning process, the best possible quality of the living environment to be developed. The entire territory of the City of Narva is an area with a mandatory requirement to prepare a detailed plan. The preparation of a detailed plan is required for the construction of buildings and for the extension of an existing building by more than 33% of its originally designed volume (including underground volume)<sup>3</sup>. A detailed plan shall also be prepared for the construction of a facility of significant public interest (e.g. stadium, motor racing track, etc.). The Narva City Government has the right, in justified cases, to waive the requirement to prepare a detailed plan, replacing it with an open procedure for design conditions. A detailed plan may also be initiated in the presence of significant public interest in a case not directly specified in the current Planning Act.

In the implementation of the Comprehensive Spatial Plan (except for the planning of buildings with a service or social function through a detailed plan), the interested party shall cover the extraordinary costs arising from the construction of social and technical infrastructure and shall ensure the mitigation of environmental risks (in the case of an activity involving environmental hazard). A detailed plan shall be submitted to the Council for bringing into effect if an agreement has been concluded for the coverage of costs in accordance with the valid Council regulation<sup>4</sup>.

#### 3.1.1 Waiver of the Requirement to Prepare a Detailed Plan

1. The Narva City Government may, as a result of reasoned consideration, waive the requirement to prepare a detailed plan if:
  - 1.1 it is intended to construct a detached house and/or an auxiliary building, or to extend an existing building by more than 33%, on up to three adjacent plots with the principal purpose of land use of Private Housing area (E) as designated by the Comprehensive Spatial Plan in a built-up area, provided that the detached house and/or auxiliary building fits in terms of volume and function into the established

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<sup>3</sup> The originally planned volume shall be based on the data entered in the building register or, in its absence, on the data reflected in the original construction design.

<sup>4</sup> Based on § 131 (2<sup>1</sup>) of the Planning Act established by City Council Regulation RT IV, 01.11.2022, 34

- environment of the area, taking into account, inter alia, the building character of the area and the conditions set by the Comprehensive Spatial Plan;
- 1.2 it is intended to construct a building or extend an existing building by more than 33% (e.g. for the construction of a summer house, auxiliary building or facility) on a Summer House area (ES) plot;
  - 1.3 it is intended to construct a garage or an auxiliary building of an apartment building in an Apartment Building area (EK);
2. In the case of a waiver of the detailed plan, design conditions shall be issued in an open procedure.

### 3.1.2 Premises for the Detailed Plan

In the detailed plan procedure, the premises shall be given in the initiation order, as the preparation of the plan is often delegated to an interested party and, following the principle of good administration, it is not fair for the conditions to be presented after the obligations have been assumed.

When preparing the premises, it must be ensured that they are purposeful, contain the necessary information and correspond to the level of generality of the detailed plan. The presentation of overly detailed conditions or conditions for the construction of structures outside the regulatory scope of the detailed plan shall be avoided (except for conditions presented for the construction of structures intended to service the structures planned in the detailed plan solution or structures essential for the implementation of the detailed plan). Upon initiation, the validity period of the premises must be indicated. If substantive amendments to the premises are necessary, the initiation decision shall be amended. If the premises have not substantively changed, their extension may be decided by the Narva City Government.

The premises shall be prepared in two parts: general conditions and special conditions. The general conditions shall include: the obligation to take into account the valid development documents; a list of actions and base documents that may be referred to when granting the premises; requirements for the submission of the plan; the planned schedule and the participation plan. The special conditions shall be specified on the basis of the specific location, object and objective set out in the application. The special conditions shall include at least: the objective of the plan; data on the planning area and the contact area of the plan (described and reflected on drawings); requirements for the plan to be prepared, including requirements for the sketch solution and the composition of those documents, and requirements for visualisations and/or a model to be submitted as part of the work. The premises shall also describe, among other things, the need for conducting studies and analyses, and the need for public disclosure of the sketch solution and holding a public discussion.

## 3.2 Design Conditions

The Narva City Government shall, based on public interest and the specific characteristics of the location, issue design conditions also for structures that are not subject to a building permit under applicable law. Such structures may primarily include parking areas in Apartment Building area (EK) and Commercial and Industrial area (B/T), the reconstruction and demolition of a private road accessible to the public, structures not requiring a building permit planned in apartment building areas and in public or semi-public space, and the extension of existing buildings up to 33%.

The basis for issuing design conditions shall be all relevant conditions established by the Comprehensive Spatial Plan.

### Conditions

1. The issuance of design conditions shall be considered if:
  - 1.1 a construction design is prepared with the intention to extend the above-ground volume of an existing building or facility by up to 33%, regardless of the intended use of the structure;
  - 1.2 for the construction of a non-residential building with a Maximum Allowable Construction Area (MACA) of up to 60 m<sup>2</sup> and a height of up to 5 m, and for extending the above-ground volume by more than 33%;
  - 1.3 for the construction of auxiliary buildings of apartment buildings with a Maximum Allowable Construction Area (MACA) of up to 60 m<sup>2</sup> and for extending the above-ground volume by more than 33%;
  - 1.4 for the construction of Private Housing area (E) buildings and auxiliary buildings of 20–60 m<sup>2</sup> and for extending the above-ground volume by more than 33%;
  - 1.5 it is intended to implement a detailed plan established more than 5 years ago;
  - 1.6 it is intended to reconstruct a building constructed before 1945, to any extent.
2. As a general rule, an open procedure for design conditions shall not be carried out in the above-mentioned cases.
3. All construction designs in the densification area of the city, including those that do not require a building permit and/or a building notice, shall be coordinated with the Narva City Government at the sketch stage. This condition does not apply to greenhouses of Private Housing area (E) buildings and auxiliary buildings of residential buildings under 20 m<sup>2</sup>.
4. The extension of auxiliary buildings by more than 33% shall be subject to mandatory coordination with the Narva City Government on the basis of a sketch.

## 3.3 Land Consolidation Operations

The conditions described in this chapter shall be complied with in the preparation of detailed plans, design, construction and the conduct of land consolidation operations.

Land consolidation operations within the meaning of the Comprehensive Spatial Plan are:

1. where a plot built up with several buildings is divided between the owners of those buildings into several plots, provided that the building rights and the intended use of the immovable property do not change;
2. an undeveloped plot is divided into several plots;
3. cadastral units are merged with a neighbouring plot through a land consolidation operation;
4. the determination or change of the intended use of a plot;
5. where it is intended to change the boundaries of neighbouring immovable properties and where this does not result in a change to the existing building rights and existing conditions of use of those immovable properties, and occurs on the basis of a written agreement between the owners of the neighbouring immovable properties.

The basis for conducting land consolidation operations shall be all relevant conditions established by the Comprehensive Spatial Plan.

### Conditions

1. The intended use of the new plot resulting from the subdivision must correspond to the principal purpose of land use of the area designated by the Comprehensive Spatial Plan.
2. The size of the new plot resulting from the subdivision must comply with the plot size rules established by the Comprehensive Spatial Plan.
3. The use and development possibilities of the new plot resulting from the subdivision shall be based on the relevant conditions established by the Comprehensive Spatial Plan.
4. When determining or changing the intended use of a plot, the intended use to be determined must be in accordance with the Comprehensive Spatial Plan, i.e. with the principal purpose of land use of the area designated by the Comprehensive Spatial Plan, regardless of the grounds for the change of intended use.

## 3.4 Architectural Competition

The planned urban space shall be attractive, architecturally high-quality, and shall value the living environment as a whole. The objective is to create a safe, well-maintained urban space of a high architectural standard.

In the City of Narva, architectural competitions for the following areas have already been carried out (or are being carried out), and development and construction activities shall be based on the results of these architectural competitions:

- [Narva Peetri plats architectural competition;](#)
- [Narva main street vision competition;](#)
- [Narva Old Town core architectural competition.](#)

### Conditions for organising architectural competitions

1. An architectural competition shall generally be public; the Narva City Government has the right, in justified cases, to permit the conduct of an architectural competition with invited participants.
2. The costs associated with the architectural competition shall be borne by the interested party.
3. The conduct of an architectural competition is mandatory in the Old Town district when planning new construction and when reconstructing an existing building exceeding 33% of the above-ground volume. The size of the area shall be specified in the detailed plan and/or design conditions.
4. The need to conduct an architectural competition shall be considered by the Narva City Government on a case-by-case basis in the historical area of the Kreenholmi district when planning new construction and when reconstructing an existing building exceeding 33% of the above-ground volume.
5. The conduct of an architectural competition is mandatory for the construction of the railway underpass connection between Joala tn and Puškini tn, and there is an obligation to consider it for the construction of other infrastructure facilities that significantly affect the urban space (bridges, viewing platforms, riverside recreational facilities, street reconstructions, etc.).
6. In addition, an architectural competition shall be conducted when planning new construction and when reconstructing an existing building exceeding 33% of the above-ground volume in the following cases:
  - 6.1 accent buildings;
  - 6.2 public buildings, commercial buildings and apartment buildings differing in volume from surrounding buildings located in the city-centre area;
  - 6.3 commercial and leisure centres aimed at the public with more than 5 storeys;
  - 6.4 buildings with more than 9 storeys.
7. The need to conduct an architectural competition in the city-centre area shall be considered both for new construction, for significant reconstruction of a building, and for the extension of the above-ground volume of a building by more than 33%. The need for an architectural competition shall be specified during the detailed plan or design conditions procedure.
8. When planning new public buildings (e.g. hospital, kindergarten, school, etc.) through a detailed plan or through the public procedure for design conditions, the results of an architectural competition shall be followed.

### 3.5 Design Competition

9. The purpose of a design competition is to find the best comprehensive spatial solution for the area in terms of land use, road network, building volumes and placement, and landscaping.
10. A design competition may also be organised for the design of small-scale urban elements (sculptures intended for the public, monument, memorial, fountains, etc.).
11. The Narva City Government may, in other justified cases, require the conduct of a design competition in spatially significant and/or complex locations.

12. When planning public space (street space, squares, parks and green areas) on Tallinna mnt, Kangelaste prospekt, and on Kreenholmi, A. Puškini and Joala tn, the conduct of a design competition is mandatory.
13. The costs related to the design competition shall be borne by the interested party.

## 4 CONDITIONS FOR SPATIAL DEVELOPMENT

### 4.1 Conditions for land use and construction

#### 4.1.1 Principal purpose of land use

Table 4.1 Principal purpose of land use categories

Principal purpose of land use designation	Description	Supporting use
Private Housing area (E)	Land designated for detached houses, semi-detached houses, terraced houses and two-storey apartment buildings, as well as land with other supporting principal purpose of land uses that spatially fit into the outdoor space between residential buildings.	Commercial area, Public Building area, Recreation area, Transport area
Apartment Building area (EK)	Land designated for apartment buildings, as well as land with other supporting principal purpose of land uses that spatially fit into the outdoor space between residential buildings.	Commercial area, Public Building area, Garage area, Recreation area, Urban Gardening area, Transport area
Summer House area (ES)	Land designated for summer houses intended for seasonal residence and for the cultivation of garden produce, as well as land with other supporting principal purpose of land uses that spatially fit into the outdoor space between summer houses.	Commercial area, Public Building area, Recreation area, Transport area, exceptionally Private Housing area (see Chapter 4.1.4.4 point 2)
Commercial area (B)	Land designated for commercial, service, retail, catering, office or accommodation buildings, as well as buildings used for commercial purposes such as entertainment, education, social welfare, research,	Public Building area, Recreation area, Transport area

Principal purpose of land use designation	Description	Supporting use
	healthcare, recreation or sports buildings, together with facilities serving them, and land with other supporting principal purpose of land uses.	
Public Building area (A)	Land designated for state or local government institutions, museum and library buildings, song festival grounds, religious and ritual buildings, non-profit office and administrative buildings, healthcare, social welfare, entertainment, recreation and sports buildings, animal shelters, and land with other supporting principal purpose of land uses.	Commercial area, Recreation area, Transport area
Mixed-use area (S)	Land designated for apartment buildings, commercial buildings, public buildings and facilities serving them. Different functions may be located in one or different buildings; the synergy between functions is important.	Recreation area, Transport area
Commercial and Industrial area (B/T)	Land designated for retail, service, catering, office, production and industrial buildings, as well as warehouse buildings, including wholesale buildings, and facilities serving them, as well as land for renewable energy production.	Recreation area, Transport area
Waste Management area (OJ)	Land designated for waste treatment and disposal facilities. Buildings and facilities necessary for the operation and servicing of the primary function may be constructed.	Commercial and Industrial area, Transport area
Natural Green area (HL)	Land designated for natural and/or semi-natural green areas where human impact is low. Roads and technical structures (i.e. routes crossing the	Transport area

Principal purpose of land use designation	Description	Supporting use
	area, small buildings for servicing technical infrastructure) may be constructed if necessary. Existing high greenery shall be preserved, and may be supplemented if necessary. Buildings or extensive structures (e.g. solar parks) shall not be constructed in the area. In areas that have been used as arable land or forest management land until the establishment of the Comprehensive Spatial Plan, cultivation or forestry may continue.	
Recreation area (PV)	Natural, semi-natural or purposefully designed land areas intended for recreation or sports, including parks, stadiums, playgrounds, etc. Facilities suitable for recreation, sports or cultural activities and buildings supporting the principal use may be planned. At least 50% of the plot shall be landscaped.	Commercial area, Public Building area, Transport area
Beach area (PR)	Land designated for beach recreation along a water body, including infrastructure and buildings related to recreation.	Recreation area, Natural Green area, Transport area
Cemetery/Memorial Park area (K)	Land designated for the burial of the deceased and ashes, for the planning of cemetery buildings (chapel, ritual building, columbarium, crematorium), and/or for commemorating the deceased.	Transport area
Urban Gardening area (AM)	Land designated for small-scale cultivation of garden produce, where small structures and greenhouses may be constructed.	Recreation area, Transport area
Forest area (MM)	Land designated for forest cultivation and management. The construction of	Recreation area, Transport area,

Principal purpose of land use designation	Description	Supporting use
	buildings or large-area structures (e.g. solar parks) is not permitted. Roads and technical structures (i.e. routes crossing the area, small buildings for servicing technical infrastructure) may be constructed if necessary.	Private Housing area
Transport area (LT)	Land designated for roads, streets, railways, bridges, including associated pavements and cycle paths, landscaping, parking areas, recreation and service facilities, and structures intended for public transport stops.	Recreation area
Garage area (G)	Land designated for structures intended for the storage, routine repair and maintenance of motor vehicles. Structures may be either buildings (garages, parking buildings) or parking areas. Underground parking is also permitted.	Apartment Building area, Commercial and Industrial area, Recreation area, Transport area
Boathouse area (LGP)	Land designated for structures intended for the storage of boats, which may, for the purpose of diversifying use, be developed for commercial and public building purposes, preserving the original volume of the buildings.	Commercial area, Public Building area, Recreation area, Transport area
Renewable Energy area (TE)	Land designated for renewable energy production.	Commercial and Industrial area, Transport area
National Defence area (R)	Land designated for national defence buildings and facilities and the land necessary for their servicing.	Transport area
Mining area (TM)	Land covered by mining permits.	Transport area

### 4.1.2 General land use conditions

1. The exact size of the plot and the Maximum Allowable Impervious Surface Area (ISA) and Maximum Allowable Construction Area (MACA) as a proportion of the plot area shall be determined by a detailed plan and/or design conditions, unless otherwise specified in this chapter.
2. Auxiliary buildings shall be included in the Maximum Allowable Construction Area (MACA) of the plot.
3. Small structures and greenhouses, roads, paved areas and other hard surfaces, as well as other facilities, shall be included in the Maximum Allowable Impervious Surface Area (ISA) of the plot.
4. To ensure a fire safety distance, buildings and their associated auxiliary buildings, including greenhouses and fire-hazardous facilities, shall not be constructed closer than 4 m to the plot boundary, unless, with the written consent of neighbouring plot owners, an 8 m fire safety distance between buildings is ensured or appropriate fire safety measures are taken when building closer; or on street-facing sides where this is necessary, for example, to maintain the building line.
5. Alteration of the ground level of the plot, if this results in a change to the stormwater regime on neighbouring plots, may only take place on the basis of a project approved by the Narva City Government.
6. Technical structures may be placed in all principal purpose of land use areas.
7. The minimum required proportion of greenery is at least half of the unbuilt area for all principal purpose of land uses, meaning that the area of facilities located on the unbuilt area, including roads and other paved areas and greenhouses, shall not exceed the area of green space, unless otherwise specified in Chapter 4.1.4. For more detailed conditions for the design of green areas, see Chapter 4.3.1.
8. Access to the plot shall be provided from a public street or public road. For more detailed conditions regarding access and parking arrangements, see Chapter 4.3.14.4.
9. When constructing new public-use buildings, a shelter shall be built in accordance with applicable guidelines.
10. When planning development in giant hogweed habitats, the Environmental Board shall be consulted to find the best possible measures for eradicating the species from the development area and to prevent the spread of seeds to a wider area during construction activities, e.g. during earthworks or by other means.

### 4.1.3 General building conditions

1. The building stock of the City of Narva and the environment surrounding buildings shall contribute to improving the quality of the urban space of Narva. To achieve this, planned or reconstructed buildings and the environment surrounding them shall:
  - 1.1 increase the human-friendliness, safety and social and spatial coherence of the urban space as much as possible; and
  - 1.2 be developed:
    - 1.2.1 in a resource-efficient and energy-efficient manner;
    - 1.2.2 taking cultural heritage into account;
    - 1.2.3 consistently applying the principles of inclusive design.

2. Structures shall be designed and constructed in accordance with good construction practice and generally recognised urban planning principles, including taking maximum account of the need to adapt to climate change (e.g. using sustainable materials, renewable energy solutions, green roofs and vertical greenery, sustainable rainwater solutions, etc.).
3. Arising from climate objectives, reconstruction and/or extension shall be preferred over new construction. The construction of new buildings shall be justified on functional, economic and building life-cycle carbon footprint grounds.
4. Buildings and structures constructed before 1945 shall generally be preserved and, where necessary, reconstructed. When reconstructing, the original facade solutions of the buildings shall be followed, including the reconstruction of damaged or missing decorative elements in accordance with the original elements.
5. For the assessment of urban compatibility, a sketch design of the building together with 3D images or a model shall be prepared in the priority development area, except for the construction of low-density housing, summer houses, auxiliary buildings and small structures. On the basis of the sketch, the Narva City Government shall decide whether design conditions are issued as the basis for designing the building, whether a detailed plan shall be prepared, and whether an architectural competition is necessary.
6. New construction shall be built primarily in the priority development area, except for industrial buildings and buildings necessary for their servicing, low-density housing and terraced houses, summer houses and their auxiliary buildings, and buildings serving recreation areas.
7. The volumetric solution of new construction shall be justified in terms of urban planning and urban space. The suitability of a building intended to act as an accent building and the need for an architectural competition shall be assessed by the Narva City Government through urban planning analysis. For the conduct of architectural competitions, see also Chapter 3.4.
8. Building heights shall be determined by a detailed plan and/or design conditions based on the established building character or other urban planning principles (e.g. based on the function or vision of the building), unless otherwise specified in Chapter 4.1.4.
9. In the historical Old Town, the maximum height of buildings shall be the absolute height of the cornice of Narva Town Hall - abs 47.2 m (EH2000).
10. Where necessary, a building line may be specified in a detailed plan and/or design conditions when planning buildings. The street-side building line shall be determined based on the location of surrounding buildings and the character of the area. As a general rule, the main volume of the building shall not extend beyond the building line, but a staircase, canopy, balcony, loggia, bay window, eaves or other facade detail may project, provided that it does not obstruct pedestrian movement space or create a potential hazard to pedestrians/traffic.
11. In areas with potential for more active public space, the Narva City Government has the right to require that street-side buildings (e.g. on the arterial streets of the city-centre area) include a commercial function aimed at the public on the ground floor.
12. To create a human-friendly and safe environment, passive street-facing facades without windows or door openings shall be avoided in the city-centre area.
13. To create active street space and increase safety, the main entrances of buildings, except summer houses and low-density housing, shall open onto the street.

14. When planning buildings and their surroundings, maximum consideration shall be given to the need to ensure accessibility – safe and convenient access solutions (a coherent pavement network, lowered kerbs, including in parking areas, etc.) and unobstructed movement (ramps, handrails, textured steps, markings for the visually impaired, including with sound, etc.). Accessibility requirements also extend to the common areas (stairwells, etc.) of newly planned apartment buildings.
15. When planning new buildings (except low-density housing) or carrying out significant reconstruction, when using a flat roof larger than 300 m<sup>2</sup>, renewable energy production solutions and/or a green roof shall be planned.
16. For the design of facade finishes (including materials, colour schemes and openings), it is mandatory to prepare a facade passport and coordinate it with the Narva City Government. Facade passports must be prepared and submitted for coordination for buildings for which there is no previous construction design serving as the basis for a building permit or building notice, for which there is no statutory requirement to apply for a building permit or building notice (together with a construction design), or where it is intended to change the solution presented in the construction design.
17. The installation of technical equipment on building facades (air source heat pumps, metal chimneys, solar panels, small wind turbines, air conditioners, satellite dishes, etc.) shall be resolved as a whole for the building and coordinated with the Narva City Government.
18. Technical equipment installed on building facades (air source heat pumps, metal chimneys, solar panels, small wind turbines, air conditioners, satellite dishes, etc.) shall not be visible from the street space, unless they are integrated into the architectural solution of the building or if the buildings are located in an industrial area, low-density housing area or summer house area outside urban settlement.
19. When using plastic windows and metal or plastic cladding on wooden buildings, the manufacturer's installation instructions shall be followed to ensure the longevity of the building facades.
20. To ensure tidiness, waste houses or collection container solutions enabling separate collection that are compatible with the building stock shall be planned.



Figure 4.1 Waste house of an apartment building. Photo: OÜ Sfäär Planeeringud

21. The permissibility, height, exact location, materials and design of fences shall be determined on the basis of a detailed plan or design conditions or coordinated with the Narva City Government on the basis of a sketch. The Narva City Government has the right to assess the need for a fence on a case-by-case basis and to impose conditions arising from the principles of creating a human-friendly public space (see Chapter 4.3.1).
22. When constructing fences, established walkways and paths shall be preserved, including those that are not designated as a publicly used road.
23. When designing buildings, the number and layout of parking spaces shall be determined. For detailed parking conditions, see Chapter 4.3.14.4.
24. In organising construction activities, the principle that construction-period impacts shall be minimal must be followed. The Narva City Government may require the preparation of a construction work plan, which specifies at least the methods of carrying out construction work, the location of the construction site fence, traffic management during construction work, waste collection and utility network solutions, measures for the protection of high greenery, and the tidiness of the plot.
25. Before issuing a certificate of occupancy for buildings or facilities, the existence and functionality of utility networks, as well as the availability of the specified parking spaces, must be ensured.
26. Modular and movable buildings, prefabricated buildings and their installation shall be treated in accordance with the conditions set for the construction of buildings.
27. Without preparing a detailed plan, the maximum allowable impervious surface area of buildings to be constructed in recreation areas is 100 m<sup>2</sup>, and the maximum enclosed net area is 60 m<sup>2</sup>.
28. On plots located in the priority development area, the installation of caravans, mobile homes and similar for permanent use is prohibited.

## 4.1.4 Conditions for land use and construction according to building use

### 4.1.4.1 Private and terraced housing

1. The maximum height of a private or terraced house shall be 9 m from the existing ground level. The construction of private or terraced houses higher than 9 m shall require the preparation of a detailed plan.
2. The minimum size of new plots intended for private housing shall be 600 m<sup>2</sup>, including when dividing or merging plots.
3. Construction rights for a detached house shall be granted on a plot smaller than permitted if the plot was formed on the basis of a detailed plan before the establishment of this Comprehensive Spatial Plan.
4. Only one residential building may be built on a private housing plot.
5. The permitted number of sections in a terraced house is a maximum of six (6). As an exception, an increase in the number of sections may be considered on the basis of a detailed plan, for example when building terraced houses in place of apartment buildings to be demolished in a priority development area.
6. The Maximum Allowable Construction Area (MACA) is 20% of the plot area, except:
  - 6.1 In the Siivertsi and Paemurru districts, the Maximum Allowable Construction Area (MACA) is 30% of the plot area.
  - 6.2 In the Suthoff and Kreenholmi districts, the Maximum Allowable Construction Area (MACA) is 40% of the plot area.
7. When building terraced houses, the Maximum Allowable Construction Area (MACA) is 30% of the plot area.
8. For the registration of existing buildings in the building register, the proportion of the building footprint relative to the plot area may be larger if the previous construction took place on a legal basis.
9. The maximum height of auxiliary buildings is 7.5 m.
10. When establishing plot boundaries for private and terraced housing, the height and character of established fences on the street shall be taken as a basis. Fences shall generally be built along the plot boundaries. If a fence is placed inside the plot boundary on one's own property, the distance from the plot boundary must be at least 0.5 m to allow maintenance of the area outside the fence. The design of fences shall be coordinated with the Narva City Government at the sketch stage.
11. In the Kreenholmi district, main buildings must be located on the building line.
12. The volumes of commercial buildings and public buildings built on a Private Housing area (E) must be similar to the building volumes of private housing.
13. Changes to the facade of an existing private or terraced house must be coordinated with the Narva City Government on the basis of a sketch.
14. The conversion of a summer house into a residential building for year-round use (in an area where this is permitted) must be coordinated with the Narva City Government on the basis of a sketch before submitting a building notice or applying for a building permit (see also the exception in Chapter 4.1.4.4 point 2).
15. When building or reconstructing private and terraced houses, use authentic materials with the smallest possible ecological footprint based on the building's life cycle (e.g. wood, stone, metal, roof tile, standing seam metal sheet).

16. When replacing windows, the window division corresponding to the original architecture (width of window mullions, width of window frame, etc.) must be followed. Changes to window division and materials are only permitted on the basis of a project coordinated with the Narva City Government and a building permit, applied to the entire building at once, without distorting the external appearance of the building.
17. When building a greenhouse, it must be ensured that the required minimum green space area of the plot (at least half of the area remaining from the area above the building footprint) is preserved.
18. Parking for private and terraced housing must be provided on the plot itself, including visitor parking

#### 4.1.4.2 Apartment buildings

1. In Apartment Building areas (EK), it is mandatory to change the intended use of the plot to Commercial area (B) in the corresponding proportion if services are provided in more than 5% of the building volume. The provision of services is preferred on the ground floor.
2. When reconstructing apartment buildings, balconies (including the enclosing of balconies) and the building facade (including window replacement) may only be altered on the basis of a facade project covering the entire building and coordinated with the Narva City Government. The project may then be implemented either for the whole building at once or by individual apartments based on the coordinated solution.
3. Apartment buildings and their courtyard areas (leisure activities, pathways, accessibility, etc.) must be built taking the principles of inclusive design into account – usable as conveniently as possible for people of all ages and for people with special needs. All accessibility requirements apply to the common areas (stairwells, etc.) of newly planned apartment buildings.
4. The planned plot or plots must include an outdoor activity area that accommodates activities necessary for different age groups (including a playground and a covered seating area or other activity area for the elderly). If such an activity area does not fit on the plot, the developer of the apartment building must indicate in the application where the activity area will be built or how an existing activity area or playground will be expanded or modernised.
5. Auxiliary rooms for storing bicycles, prams and electric active mobility devices and assistive devices must be provided within the building volume or on the basis of a separate building. When storing electric active mobility devices and assistive devices, the possibility of charging them must also be provided.
6. To ensure tidiness, waste houses or collection container solutions compatible with the building stock shall be planned. Where possible, plan the building together with a room for bicycles and other assistive devices.
7. The plot of an apartment building shall not be fenced. As an exception, it is permitted to fence a playground or similar object requiring a fence on the apartment building plot on the basis of a scheme or project coordinated with the Narva City Government.
8. On the unbuilt area of an apartment building plot that was built up by the time of the establishment of the Comprehensive Spatial Plan, the area of hard surface shall generally not be larger than the green area, except when using water-permeable

materials. When using the latter, a minimum of 15% of the plot area shall remain as green area.

#### 4.1.4.3 Garages, parking buildings and boathouses

1. In the priority development area of the city, it is permitted to build commercial and/or apartment buildings in place of garage cooperatives, including parking buildings that replace the existing garage function.
2. For garage building complexes located elsewhere in the city territory, an additional commercial and industrial use is permitted up to 10% of the building volume.
3. Boathouses shall generally not be adapted for seasonal living, except in Private Housing areas (E). Diversification of use for commercial and public building purposes is permitted, preserving the original volume of the buildings.
4. Buildings of garage cooperatives (including boathouse cooperatives) shall be reconstructed on the basis of a comprehensive solution. If the units of a garage complex are located on different properties, a single construction design covering the entire garage complex shall be prepared for their reconstruction. During the design process, access roads and the locations of areas requiring necessary servitudes shall also be resolved.
5. The Narva City Government shall consider on a case-by-case basis whether to permit the reconstruction of existing garages and the construction of new garages located on the properties of existing apartment buildings, depending on their suitability in the surrounding urban space in terms of both volume and function.
6. When planning a street-facing parking building, the Narva City Government has the right to require the provision of commercial and/or service premises on the ground floor on the street-facing side of the building.

#### 4.1.4.4 Summer houses

1. The conversion of summer houses into year-round residences (private housing) in a Summer House area (ES) is generally prohibited (see exception in point 2), unless a corresponding building permit has been issued before the establishment of this Comprehensive Spatial Plan. Conversion is permitted in areas with the principal purpose of land use of private housing designated by this Comprehensive Spatial Plan, provided that upon conversion they meet the requirements for residential buildings (including with regard to plot size).
2. As an exception, private housing may be built in Summer House areas (ES) if all the following conditions are met:
  - 2.1 Development is only permitted through a detailed plan.
  - 2.2 The development area shall be determined in cooperation with the Narva City Government to ensure a comprehensive solution for the area.
  - 2.3 In the case of converting summer houses into year-round residences, the owner must, at their own expense and before the issuance of building permits for conversion, ensure either connection to the public water supply, sewerage and electricity network, or construct proper borehole(s), wastewater collection tanks or biological wastewater treatment plants, water and sewerage pipelines, communications and/or electricity lines and routes, as well as roads and

infrastructure (if necessary, e.g. turning areas for fire engines, see Chapter 4.3.14.1.6), which ensure access for emergency vehicles.

- 2.4 The owner of seasonal dwellings and summer houses must also ensure the drainage of stormwater either into the ground or, after treatment, into the Narva River, depending on the location of the seasonal dwelling in the City of Narva.
3. The maximum height of a summer house is 9 m from the existing ground level. A summer house may have up to 2 above-ground storeys.
4. The size of newly formed and built-up plots for the construction of a summer house/garden house in an area with a summer house principal function is a minimum of 600 m<sup>2</sup>.
5. Plots under 300 m<sup>2</sup> shall not be built upon, except that small structures and greenhouses may be built. If there is a desire to build, it is advisable to merge undeveloped plots under 300 m<sup>2</sup> with a neighbouring plot.
6. The Maximum Allowable Construction Area (MACA) is 20% of the plot area.
7. There may be one summer house and two auxiliary buildings (including small structures) on a plot. Greenhouses and facilities such as barbecue areas, gazebos, canopies, etc. are not counted as buildings and small structures.
8. The maximum height of an auxiliary building of a summer house is 7.5 m.
9. On a summer house plot, transparent fences up to 1.5 m high are permitted. Along streets located on the external boundaries of the gardening cooperative, fences up to 2 m high are permitted to mitigate traffic-related impacts, and these do not need to be transparent. Fences shall generally be built along plot boundaries. If a fence is placed inside the plot boundary on one's own property, the distance of the fence from the plot boundary must be at least 0.5 m to allow maintenance of the area outside the fence.
10. Owners of plots bordering ditches and streams shall not obstruct the flow of water or cause damage to the owner of the ditch property or other landowners through any other activity. The owner of the property shall keep ditches and streams in order, clean them and remove trees, bushes and structures that obstruct water flow and maintenance.
11. The volumes of commercial buildings and public buildings built on a Summer House area (ES) (except in Narva Kulgu harbour) must be similar to the building volumes of summer houses.
12. The proportion of green space on the plot area must be at least 20%.
13. Parking in Summer House areas (ES) must be provided on the plot itself, including visitor parking.

#### 4.1.4.5 Commercial, service and public buildings

1. Commercial and service buildings and public buildings (except kindergartens, care homes, specialised care institutions, etc.) shall not be fenced. In exceptional cases, on justified grounds and with the coordination of the Narva City Government, it is possible to construct fences, for example around a yard area used for the storage and/or loading of goods.
2. Buildings and their surroundings (leisure activities, pathways, accessibility, etc.) must be built taking the principles of inclusive design into account – usable as conveniently as possible for people of all ages and for people with special needs. The requirements

for ensuring accessibility must be met – safe and convenient access solutions (a coherent pavement network, lowered kerbs, including in parking areas, etc.) and unobstructed movement (ramps, handrails, textured steps, markings for the visually impaired, including with sound, etc.).

3. In a priority development area, a commercial building shall generally be placed along the street so that the storage yards and parking areas serving it are located at the back of the building or between the planned commercial buildings. In such a case, a uniform building line and rhythm of buildings is created on the street. Exceptions are permitted in justified cases based on the nature of the specific commercial activity and location.
4. To ensure tidiness, waste houses or collection container solutions compatible with the building stock shall be planned.
5. In the city centre district, the minimum proportion of green space on the plot area is 10%.

#### 4.1.4.6 Industrial buildings

1. When planning or significantly expanding industrial buildings, a sketch shall be prepared for the initiation of a detailed plan, from which the following must be evident:
  - 1.1 the layout of buildings and facilities and the specifics of the production activity. If, based on these, the possibility of significant environmental impact becomes apparent, the City Government has the right to require a Strategic Environmental Assessment (SEA) for the detailed plan;
  - 1.2 an overview of the planned movement scheme for hazardous goods.
2. In a detailed plan for an industrial area:
  - 2.1 the minimum percentage of green space on the land unit shall be determined;
  - 2.2 the land unit shall be articulated with green areas that would function as buffer zones. If the industrial area adjoins a residential area, landscaped buffer zones shall be planned in the part of the industrial area facing the residential area;
  - 2.3 the industrial building shall preferably be placed along the street so that the storage yards and parking areas serving it are located on the street-facing side or between the planned industrial buildings (in such a case, the industrial building would function as a noise wall against internal traffic noise on the plot);
  - 2.4 noise barriers for industrial buildings and facilities shall be placed as close to the noise source as possible. If possible, additional (high) greenery that screens the noise barrier shall be planted between the noise barrier and the public road or neighbouring areas;
  - 2.5 based on the specifics of the planned production activity, specific and detailed environmental conditions shall be reflected, which would create a basis for monitoring subsequent design and construction (including requirements for permitted noise levels, air pollution, the risk of odour dispersion, major accident risk, movement schemes for hazardous or oversized goods moving to or from the area, etc.).
3. When designing new industrial buildings, including buildings and facilities built on Waste Management areas (OJ), an environmental disturbance assessment shall be prepared, analysing noise (a model if necessary, e.g. in the case of sensitive locations), odour nuisances, major accident risk, the impacts of traffic load, including hazardous

- or oversized goods moving away from the area, and, if necessary, an insolation calculation shall be prepared.
4. Buildings and their surroundings (pathways, accessibility, etc.) must be built taking the principles of inclusive design into account – usable as conveniently as possible for people of all ages and for people with special needs. The requirements for ensuring accessibility must be met – safe and convenient access solutions (a coherent pavement network, lowered kerbs, including in parking areas, etc.) and unobstructed movement (ramps, handrails, textured steps, markings for the visually impaired, including with sound, etc.).
  5. When establishing an enterprise with a hazard of major accident, the determination of its location must take into account the nature of the planned activity (including the risks and hazards emanating from the enterprise), the risks of the enterprise to the surrounding area, and the location of sensitive areas (residential buildings and public buildings or land with the corresponding principal purpose of land use) in the area.
  6. When developing industry in the western part of the cadastral unit Narva metskond 103, it must be taken into account that the area borders a limestone deposit. Buildings and production planned for the industrial area must be designed and built in such a way that access to the mineral resource and the extractability of the mineral resource are preserved in the limestone deposit. When planning buildings and production, disturbances associated with extraction in the deposit area such as vibration, dust and noise must be taken into account.
  7. Activities with significant environmental impact are not permitted in the priority development area of the city.
  8. The maximum height of new industrial buildings located closer than 50 m to a Private Housing area (E) is generally 12 m.
  9. In areas bordering residential buildings, significant environmental impact must remain within the industrial area.
  10. In the Soldina district:
    - 10.1 Main buildings must be located on the building line, which shall be determined in a detailed plan or by design conditions.
    - 10.2 When replacing an existing building with a new one, the building footprint shall not be larger than the footprint of the existing building.
  11. The landscaped/naturally preserved part of the plot shall be not less than 10% of the plot area (of which at least half as high greenery). For requirements regarding greenery in industrial areas, see also Chapter 4.3.1.2.
  12. Due to the risk of groundwater depletion, when developing industrial areas, the need to use surface water resources (Narva Reservoir) for production and cooling water must be taken into account, and, if necessary, their treatment (if it is not possible to use the water utility's routes).

#### 4.1.4.7 Small structures

1. The planning or extension of a small structure with a non-residential function, including auxiliary buildings of residential buildings, by more than 33% shall be coordinated with the Narva City Government on the basis of a sketch.
2. If, as a result of extension, the impervious surface area increases to over 20 m<sup>2</sup> or the height exceeds 5 m, the structure shall no longer be considered a small structure and

the rules or conditions generally applicable to buildings shall apply according to the new parameters of the building.

3. When planning or significantly reconstructing small structures, if a flat roof is used, it is recommended to plan renewable energy production solutions and/or a green roof.
4. If a small structure is planned on the basis of a manufactured product not intended as a building (e.g. shipping container, motor caravan or caravan, construction site cabin), a project shall be prepared for it and coordinated with the Narva City Government.
5. For the coordination of a small structure with the Narva City Government, the project must include at least: a site plan showing utility networks and restrictions, along with approvals from network operators; a plan and elevations of the structure with references to materials and external finishes.

## 4.2 Demolition of buildings

1. The demolition of a building with a Maximum Allowable Impervious Surface Area (ISA) of 20–60 m<sup>2</sup> (except a summer house/garden house) shall be coordinated with the Narva City Government and the neighbouring plot owners before the start of construction works.
2. In place of demolished apartment buildings, it is permitted to build private and terraced housing, as well as parks, green areas and urban gardening areas or food forests; in the priority development area of the city, also commercial and public buildings and apartment buildings.
3. The reconstruction or major repair of buildings on the list of objects to be demolished (see Annex 5) is not permitted. The list of buildings to be demolished includes buildings or parts of buildings that are:
  - decaying or worthless and clutter the cityscape;
  - located on the site of prospective new buildings;
  - on the alignment of historical streets to be restored; and/or
  - hinder the preservation and reconstruction of valuable architectural heritage.

## 4.3 Conditions for use and construction by topic

### 4.3.1 Public space, landscaping and recreational network

High-quality public space, of which urban greenery is an important part, is an integral component of a human-scale and safe living and business environment. High-quality public space promotes social interaction and ensures the opportunity to spend time outdoors. Therefore, the need to create and design it must be taken into account both at various stages of planning activities and during construction. Urban greenery is crucial in creating a pleasant and enjoyable environment for people. At the same time, well-considered urban greenery ensures the existence of diverse habitats for wildlife and helps mitigate the impacts of extreme weather conditions. The distinctiveness of the urban space is highlighted by views opening onto landmark places and buildings.

### 4.3.1.1 Public space

The public space created in Narva City must be coherent, inviting (including visually pleasant and interesting), safe, offering diverse meeting and activity places, and well accessible to different user groups.

#### Conditions

1. Enrich public space with small-scale elements and design features.
2. The location and visual solution of monuments, sculptures, memorials, fountains and other such structures intended for the public with a height of less than 5 m, as well as the construction design, shall be coordinated with the Narva City Government at the sketch stage before the start of construction.
3. The more walkable areas of public space (streets, surroundings of schools and kindergartens, surroundings of government institutions, active mobility routes, parking areas, bus stops, playgrounds, etc.) must be maintained. The maintenance of greenery depends on the character of the area – the specific nature of maintenance of areas shall be defined in the Narva city greenery development plan (see Chapter 5).
4. To ensure comfort in the urban space, a sufficient number of benches and seating areas shall be planned along main movement trajectories (major streets and main active mobility routes) – in space used more intensively by active mobility users, every 200 m. When installing seating areas, prefer locations with good visibility and take the need for weather protection into account (e.g. shade from trees, under a roof). Equip seating areas with a waste bin, the design of which must be inaccessible to animals and birds.
5. Design sustainable stormwater solutions as functional parts of public space (see also Chapters 4.3.1.2, 4.3.14.4, 4.3.15.2). More detailed solutions suitable for the City of Narva shall be developed in the urban greenery development plan being prepared (see Chapter 5).



Figure 4.2 Stormwater solutions. Photos: Hendrikson DGE

6. Increase the availability of drinking water in public urban space, for example by installing drinking water taps.

7. To reduce climate risks (e.g. to reduce the negative impacts of hot days), plan fountains in the urban space (e.g. ground-level fountains that can also be used by birds and animals).
8. In detailed plans and/or construction designs, a snow collection solution must be indicated, taking into account that snow collection places shall not obstruct the movement of pedestrians and active mobility users, nor damage existing greenery and facilities.



Figure 4.3 Fountain integrated into paving. Photos: Hendrikson DGE



Figure 4.4 Seating areas in urban space. Photos: Hendrikson DGE

1. Urban greenery, including street greenery, greenery in parks, nearby recreation areas and representative recreation areas, greenery in playgrounds, activity squares, buildings providing services (e.g. schools, kindergartens, care homes, hospitals, Narva City Government buildings, commercial and accommodation buildings, office buildings, etc.), apartment buildings and parking areas shall be designed as multi-layered – in addition to high greenery and lawn areas, also shrubs, bushes, grasses and

perennials shall be planted, and some areas shall be designated as extensively mown areas (mown 1–2 times per season). Where possible, the design of greenery shall be integrated with sustainable stormwater solutions.

2. All more frequently used streets located in the priority development area of the city must have high greenery (avenues) in addition to lower layers; streets with active mobility routes must always have high greenery. It must be taken into account that on-street parking shall not be organised at the expense of high greenery.
3. When designing public space, always take the need to avoid the creation of heat islands into account – plant as many shade-providing trees as possible, use grass pavers instead of asphalted or paved areas, use vertical greenery and green roofs.
4. When planning plots and during construction activities, preserve existing valuable high greenery to the greatest extent possible, including protecting it from construction-related impacts.
5. When designing buildings, a dendrological survey must be prepared, valuable greenery to be preserved must be shown in plan, the minimum percentage of greenery on the plot must be specified, and the exact locations of green areas must be determined. If the number of trees on the plot is planned to be reduced during the design process, the need for replacement planting must also be shown. If a tree dies as a result of construction activity, the builder is obliged to replace the dead tree with a new tree as large as possible.
6. When designing high greenery, climate projections shall be taken into account and species that are better suited to changing weather conditions shall be preferred.
7. On the territory of Narva City, the use of ash trees in landscaping is prohibited to reduce the spread of the [emerald ash borer](#) across the state border.
8. Outside the priority development area of the city, prefer local species in greenery that would fit into the surrounding environment and emerging communities.
9. In industrial areas:
  - 9.1 In industrial areas located in the Kulgu district, preserve existing multi-layered greenery to the maximum extent.
  - 9.2 If an industrial area adjoins a residential area or a public building, high greenery buffer zones must be created on the territory of the industrial area, on the side facing the residential area or public building, sufficient to mitigate the environmental impact emanating from the industrial area. The width of the buffer zone shall be determined by the Narva City Government. Exceptions are possible if the established environment does not allow the creation of buffer zones.
  - 9.3 When creating greenery around commercial and industrial buildings, the primary aim shall be to create a comfortable, aesthetic and safe outdoor space for working people, including landscaped rest areas/pocket parks outdoors. Rest areas must be located away from noise and pollution sources, but as close as possible to building entrances. Rest areas should generally be usable also in adverse weather conditions, i.e. provide shelter from rain and sun and be closed from side winds. Greenery created on the territory reduces wind strength between buildings, creating more pleasant working conditions for people working in the storage yard or on a break.

### 4.3.1.2 Recreational network

The recreational network of Narva City (see also Chapter 2.4.2) consists of different types of recreation areas: nearby recreation areas close to home and city-wide representative recreation areas, as well as the green corridors connecting them, and also the promenade along the Narva River. Urban recreation areas are supported by forests on the edge of the city, including areas of heightened public interest (see also Chapter 4.3.10) and the Kadastiku lakes recreation area, which are also connected to the urban recreational network by active mobility routes and hiking trails. All urban recreation areas have been assigned the principal purpose of land use of Recreation area (PV). There are four representative recreation areas in the city: Äkkeküla Sports Park, primarily sports-oriented and offering various activities in a natural environment; Joaoru recreation area with a swimming beach and coastal promenade; the green areas of the bastion belt surrounding the Old Town, including Pimeaed, EV100 park and other areas; and Joala Park in the Kreenholmi district. The recreation function is also supported by children's playgrounds located in various parts of the city and meeting places located along active mobility routes. The RMK hiking trail also passes through Narva City and can be used by city residents for recreation.

### Conditions

1. All recreation areas must offer activities for users of all ages and different abilities.
2. Provide public toilets in all recreation areas.
3. All recreation areas must be well accessible from the surrounding active mobility routes.
4. Access to recreation areas shall be signposted from major roads and green corridors.
5. **Nearby recreation areas:**
  - 5.1 All nearby recreation areas must have a playground or activity area for young children, activities suitable for use by the elderly (elements developing social interaction, motor and sensory abilities, exercise equipment), offer activities for young people (e.g. table tennis, basketball hoop), training equipment, diverse and beautiful seating areas offering views, multi-layered greenery providing pleasant experiences, where possible also a drinking water tap, and parking and charging infrastructure for electric active mobility devices.
  - 5.2 In each city district with a larger number of residents (Kesklinn, Pähklimäe, Soldina, Kreenholmi), plan a playground usable by children with physical disabilities in one nearby recreation area.
  - 5.3 In developing nearby recreation areas, use solutions designed by qualified specialists where possible to ensure the maximum aesthetic quality and usability of the recreation area.
  - 5.4 Integrate small urban gardening areas into the greenery solution of nearby recreation areas, e.g. areas maintained by residents of apartment buildings or by schools and kindergartens.
6. **Representative recreation areas:**

- 6.1 enrich with different activity spaces and offer equipment suitable for organising events;
  - 6.2 enrich with sculptures;
  - 6.3 enrich greenery by offering thematic greenery: e.g. rose garden, sensory garden, butterfly garden, etc.;
  - 6.4 when designing the greenery of Joala Park and the green areas surrounding the Old Town, involve specialists with relevant expertise; if necessary, organise a landscape architecture design competition;
  - 6.5 design the moat of Gloria Bastion as an area with sustainable stormwater solutions. Integrate the area as an educational demonstration site to introduce people of all ages to the need to adapt to climate change;
  - 6.6 when developing Äkkeküla, consider exhibiting the location of the line of Great Northern War-era earthwork fortifications, e.g. it would be possible to highlight the location of the earthwork fortifications with signs and information boards and ensure its visibility in the landscape.
- 7. Green corridors:**
- 7.1 signpost;
  - 7.2 design recognisably (e.g. with special paving, small-scale elements, etc.);
  - 7.3 landscape in a multi-layered manner, including using solutions that support biodiversity;
  - 7.4 install seating possibilities at least every 400 m;
  - 7.5 where possible, enrich with information boards introducing the surrounding historical landscape (e.g. highlighting the location of the line of Great Northern War-era earthwork fortifications in the Äkkeküla area).
- 8. Meeting places:**
- 8.1 offer at minimum a seating place providing shelter from the weather;
  - 8.2 signpost and illuminate;
  - 8.3 depending on the importance of the location, enrich meeting places with additional elements, e.g. possibility to charge phones and/or electric active mobility devices, WIFI network, picnic table, small playground elements, supplement with greenery or design it in the form of a pocket park.
- 9. Playgrounds:**
- 9.1 when building and designing, follow good construction practice and the needs of different target groups – children, young people, in larger playgrounds also users with special needs;
  - 9.2 playgrounds must enable various activities for different age groups (e.g. sandbox, slides, swings, climbing walls, basketball hoops, artificial mounds, skate ramps, table tennis tables, cycle tracks, etc.), encourage creativity and form part of a positive environment, be aesthetic, safe and maintained;
  - 9.3 in addition to attractions, place benches near the playground, create safe movement possibilities between different zones, ensure shelter in the form of a canopy;
  - 9.4 build playgrounds from durable materials and, to the greatest extent possible, natural materials;
  - 9.5 preserve high greenery to the maximum extent in playgrounds and plant new trees and shrubs; the detailed solution shall be determined by the design.

#### 4.3.1.3 Advertisements, signs, information boards and signposts

1. All infographics (i.e. all advertisements, signs (including movable advertising signs), information boards and signposts), both on buildings and as separate solutions, must be coordinated with the Narva City Government before installation.
2. If a building is designed for which infographics are intended, the construction design of the building must address their location and installation (including at the preliminary design stage).
3. All buildings must have the address – street name and building number<sup>5</sup> – in a visible place, with separate lighting on the building if necessary. On undeveloped plots (except green areas, etc.), the address must be placed either on the fence or on a separate small post at the plot boundary on the street side.
4. For more detailed conditions for the installation of infographics, see Annex 2.

#### 4.3.2 Urban Gardening

Urban gardening areas are intended for small-scale cultivation of garden produce, generally on land owned by the municipality or the state. On the planning map, the areas are designated with the principal purpose of land use of Urban Gardening area (AM).

1. For the use of the areas, the gardening association using the area must enter into an agreement with the landowner. To conclude the agreement, a functional scheme of the area must be submitted with a proposed layout, parking area, fence, outdoor toilet and irrigation water solution.
2. If protection zones are located in the areas, all activities must be coordinated with the relevant legal person.
3. In Urban Gardening areas (AM), it is permitted to build small structures (new structures up to 10 m<sup>2</sup>) and greenhouses. It must be taken into account that no more than 50% of one's plot may be covered by small structures and greenhouses.
4. Access to the areas shall be resolved with a single road, at the end of which a small parking areas may be built for the people using the area. The construction of internal car roads within the area is not permitted.
5. To enclose one's own plot, fences up to 50 cm high may be built, using natural materials. To enclose the entire area, a transparent fence up to 1.5 m high may be built.
6. The construction of boreholes, water or sewerage pipelines is not permitted in the areas.
7. There must be a shared outdoor toilet in the areas.
8. The areas must be used in a prudent manner without causing soil, groundwater or other environmental pollution.
9. If necessary, stormwater drainage shall be resolved in the areas. Where possible, collect stormwater and use it, for example, as irrigation water.
10. In urban gardening areas, the following is not permitted:
  - 10.1 keeping domestic animals/birds,

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<sup>5</sup>The design and materials must comply with City Government Regulation No. 537 of 13 May 2009 "Stylistics and technical solution of streets and building numbers in Narva City" or, upon its repeal, the next relevant regulation.

- 10.2 making a fire in a place not prepared for it,
- 10.3 storing firewood, and
- 10.4 parking, maintaining and washing motor vehicles.

### 4.3.3 Social infrastructure

Due to the decline in the population of Narva City and the ageing of the population, the spatial challenge for Narva is to ensure the continuity of the quality of public service provision. The challenge is the availability of supportive services throughout the life course. For example, Narva needs to develop the development of flats/houses offering supported services for the elderly and people with disabilities, the construction of new kindergartens, as well as the modernisation of existing buildings providing social services and the improvement of accessibility. In the future, a location for a care home also needs to be found. A land area for the construction of a care home is designated in the Narva family housing area in the Suthoff district, to continue the established practice where young people and the elderly in need of support live close to each other.

The Comprehensive Spatial Plan sets the following conditions to ensure the quality of social infrastructure also in a shrinking city.

#### Conditions

1. The preferred location for new buildings providing social services is the priority development area.
2. New schools and kindergartens shall be built based on the location of children, preferably within a 15-minute walking distance from places of residence.
3. The surroundings of schools and kindergartens shall be tidied up, and diverse activity areas shall be created, including green areas designed with high greenery, shrubs and perennials. The surroundings of schools shall be designed based on the principles of the "school that invites movement"<sup>6</sup>.
4. In the evenings and on weekends, the areas of schools and kindergartens shall be kept freely accessible to city residents.
5. Community-supporting services shall be developed in the buildings or plots of kindergartens and schools to be closed.
6. Community centres shall be built within residential quarters, close to places of residence.
7. Continue the development of the Narva Hospital territory, including taking maximum account of the needs of active mobility users by building barrier-free pavements.
8. The preferred location for municipal flats and rental houses is the priority development area, to help contribute to the successful direction of shrinkage.
9. Modernise existing city dormitories and those intended for future use for the same purpose based on the requirements for accessibility and modern living spaces.

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<sup>6</sup> <https://www.liikumakutsuvkool.ee/>

10. It is advisable to start modernising existing buildings with those located in the city-centre area.
11. Provide for the development of social housing for the elderly and disabled residents of Narva City who need a supported living service (e.g. as family houses in the existing family house area).

#### 4.3.4 Areas of valuable urban character and valuable individual objects

Areas of valuable urban character are understood as areas valuable from the perspective of urban planning history and milieu. The areas have been designated across the entire city territory, covering different periods of the city's development, and include both buildings and building ensembles, streets or parts of streets, as well as greenery. The purpose of designating areas of valuable urban character and regulating construction activity is to preserve the building character and environment characteristic of a specific area.

In addition to areas of valuable urban character, the Comprehensive Spatial Plan also designates valuable individual objects. The purpose of designating valuable individual objects is to ensure their preservation and protection. The Comprehensive Spatial Plan proposes that all valuable individual objects be placed under local protection. In the event of a wish to demolish buildings and structures on the list of valuable individual objects that are not under national protection, cooperation must be undertaken with the National Heritage Board to give the Board the opportunity to consider initiating proceedings to recognise the object as a cultural monument. The Board must also be involved in matters concerning the demolition and reconstruction of an object that has already received a proposal for recognition as a cultural monument.



Figure 4.5 Areas of valuable urban character of Narva City

Descriptions of areas of valuable urban character and the conditions for preserving their values are set out in Annex 3. Descriptions of valuable individual objects and the conditions for preserving their values are set out in Annex 4.

### Conditions

1. A detailed plan prepared for an area of valuable urban character must include conditions for taking the character value into account for subsequent design.
2. In construction activities in areas of valuable urban character of the city, the traditions of building and construction (plot size, building line, number of storeys of buildings, layout and scale, traditional construction materials and design techniques, landscaping practices, etc.) must be followed, and the preservation or reconstruction of the integrity of the built-up area shall be promoted. If a building located in an area of valuable urban character is in such a technical condition that it cannot be restored, it is permitted to replace it with a new building, provided that the historical building frontage characteristic of the area of valuable urban character is followed.
3. In areas of valuable urban character of the city, it is prohibited to design and build structures incompatible with the architecture and building traditions of the area. To assess suitability in each case, it is mandatory to prepare a sketch solution with 3D visualisations and submit it to the Narva City Government for coordination.
4. Where possible, preserve the greenery of the original design (tree avenues, orchards, etc.).
5. When renewing greenery, preference shall be given to traditional tree and shrub species suitable for the period of the area of valuable urban character.

6. In a detailed plan affecting an area of valuable urban character or a valuable individual object, the following must be included:
  - 6.1 graphically present the locations of protected objects, preserved and opened views, and conditions for the preservation of valuable greenery;
  - 6.2 determine the buildings to be preserved, the principles for building at street intersections, general architectural requirements (roof slopes, roof ridge line, external finishing materials, preserved small-scale elements on buildings, types and heights of fences);
  - 6.3 if necessary, make proposals for placing new objects or areas under protection or for changing the protection regime of existing objects.

#### Design requirements within areas of valuable urban character

7. If there is no requirement for a detailed plan or the issuance of design conditions in areas of valuable urban character, the basis for designing the building envelope structures shall be the premises issued by the Narva City Government. To obtain the design premises, a sketch must be submitted to the Narva City Government.
8. If construction historical, construction technical and/or geodetic surveys are specified in a detailed plan, design conditions or premises, these must be carried out before the preparation of renovation, repair or reconstruction design projects for structures.

#### Construction requirements within areas of valuable urban character

9. When repairing, reconstructing and extending buildings, the preservation, reconstruction and, where possible, exposure of architecturally valuable objects and their parts (facade, architecturally valuable details, including windows and doors, decorative forms, fences, etc.) must be ensured. If a building is demolished, the architecturally valuable details must be photographed and documented, and the documentary material submitted to the Narva City Government.
10. Regardless of the type of building, replacing windows and doors and making new openings requires obtaining premises from the Narva City Government and coordinating the sketch each time.
11. When replacing windows and external doors, the new ones must be analogous to the original ones: the dimensions, window and door frame division and colour scheme must be preserved.
12. When replacing windows and external doors in wooden buildings, the new ones must be analogous to the original ones in terms of materials, dimensions, window frame division, door panelling and colour scheme. Replacing the glass with an insulated glass unit is permitted. Replacing the outer glass with an insulated glass unit is permitted if the frame division is preserved.
13. When repairing or renewing facades and roofs in areas of valuable urban character of the city, original or materials similar to the original must be used (see Annex 3 for more detailed conditions for areas of valuable urban character).

## Design and construction requirements for valuable individual objects

14. When reconstructing valuable individual objects, the specific conditions set out for each object in Annex 4 must be followed in design and construction. As a general rule, when reconstructing valuable individual objects, the values set out in Annex 4 must be preserved, including ensuring that when insulating buildings, the architectural appearance of the building, including the architectural details of valuable parts, is preserved.

### 4.3.5 Cultural heritage, valuable landscape and views

#### 4.3.5.1 Narva valuable landscape

According to the Ida-Viru County thematic plan "Environmental conditions guiding settlement and land use in Ida-Viru County", the Narva valuable landscape is located in Narva.

The Narva valuable landscape is a cultural-historical landscape on the bank of a naturally beautiful river, encompassing the historical urban environment of Narva and the adjacent riverside areas. The centre of the valuable landscape is Narva Hermann Castle. The valuable landscape also includes the Old Town with the Dark Garden park built on pre-Great Northern War fortifications, and the buildings of the Kreenholmi manufactory. The northern parts of the valuable landscape overlap with the distinctive zone of historical cemeteries in Narva.

Attention has been paid throughout the Comprehensive Spatial Plan solution to preserving the distinctiveness of the valuable landscape: by guiding the preservation of the historical urban landscape, the maintenance of settlement in the areas, the use of waterfront areas, and the valorisation and preservation of cultural heritage, a large part of which is located in the Narva valuable landscape. Therefore, this Comprehensive Spatial Plan does not specify further conditions for the Narva valuable landscape. At the same time, it is important to preserve valuable viewpoints and open views to highlight the values of the landscape. The relevant places are marked on the [planning map](#) (see also Chapter 4.3.5.4). The need to preserve values must also be taken into account in the urban greenery development plan being prepared.

#### 4.3.5.2 Cultural heritage, including the valorisation of Narva Old Town

There are 59 immovable cultural monuments and 301 movable cultural monuments<sup>7</sup> located on the territory of Narva City:

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<sup>7</sup> As of December 2023. The current status of cultural monuments and their protection zones is reflected in the register of cultural monuments.

- 6 historical monuments;
- 3 archaeological monuments;
- 50 architectural monuments;
- 301 art monuments (all movable monuments).

All immovable cultural monuments are located in the older eastern parts of the city: in the Old Town, City Centre, Juhkentali, Kreenholmi and Siivertsi districts (see Figure 4.5).

A protection zone has been established for the protection of immovable cultural monuments, the purpose of which is to ensure the preservation of monuments in their historically established landscape structure and in an environment worthy of the monument. Unless otherwise specified, the protection zone of a monument is 50 m; a joint protection zone has been specified for closely located monuments. If it is intended to build or construct roads, lines, routes or similar within an immovable cultural monument or protection zone, the planned activity must be coordinated with the National Heritage Board (or with the administrative partner to whom the obligation to organise the protection of state cultural monuments has been transferred by an administrative agreement).

### Conditions

1. Historical monuments, archaeological monuments and art monuments shall be preserved in accordance with the Heritage Conservation Act.
2. Architectural monuments shall be preserved in accordance with the Heritage Conservation Act and kept in use. For buildings that are out of use, a new suitable purpose shall be found if necessary.
3. The surroundings of immovable cultural monuments shall be tidied up.
4. The visibility of immovable cultural monuments shall be ensured.

### Preservation and Reconstruction of the values of Narva Old Town

An important part of cultural heritage is also the signs on the landscape of the former settlement of Narva Old Town, including pre-war buildings. In addition to preserving the pre-war streets and street locations of the Old Town (see Chapter 4.3.14.1), the plan also provides for the marking and exhibition of the locations of significant historical buildings that have been destroyed to date<sup>8</sup>. The locations are marked on the planning map as the location of the **historical building to be marked**. The locations of the buildings on the map are indicative; their exact location in the landscape will be determined after archaeological surveys have been carried out (some surveys have previously been carried out in the area of these buildings to a limited extent).

The historical buildings to be marked are:

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<sup>8</sup> On the planning map: location of the historical building to be exhibited (*eksponeeritava ajaloolise ehitise asukoht*).

1. medieval city fortifications;
2. Pime Gate;
3. Kuninga Gate;
4. St Michael's Church;
5. St Anthony's Church;
6. St Peter's Church;
7. Town Church;
8. St John's Church;
9. facades of Fama Bastion.

The method of marking shall be resolved during further design and depends on the location and possibilities of the specific object. In certain cases, it is possible to mark an object or part of an object not only on a flat surface but also volumetrically. To date, objects to be marked in Narva have been indicated in the landscape, for example, with a distinctive road surface material or shrub layer. For marking one part of the medieval city fortifications, for example, the construction of Läänemüüri Street running over the fortifications is provided.

Based on the Comprehensive Spatial Plan of the Narva Old Town district (established in 2012), this plan does not provide for the reconstruction of the former building stock of Narva Old Town in its pre-war form and volume. As an exception, the reconstruction of the volume of a few **individual historical buildings or parts** thereof (including reconstruction as a copy) is provided, the locations of which are also marked on the planning map.

The reconstruction of the volume or partial reconstruction of a historical building is planned for the following buildings:

1. Peter I House;
2. Vaekoda (can only be partially restored).

To highlight the cultural heritage of the Old Town, work shall also continue on ensuring the preservation of the relatively well-preserved medieval and early modern city fortifications (bastions and related structures) of Narva Old Town, their reconstruction, and making them open and viewable. Since Narva Old Town, as well as the areas surrounding it, including the castle (see the planning map for more details), overlap with the archaeological site Settlement (reg no 27276), it must be borne in mind that excavation work in this area is only permitted after archaeological surveys or in a way that ensures the presence of an archaeological survey during the work. Archaeological surveys can be carried out on the basis of a permit issued by the National Heritage Board.

For historical streets to be restored or marked, see Chapter 4.3.14.1.5.

#### 4.3.5.3 Buildings constructed before 1945

Due to the historical context of Narva, where the majority of the city's pre-war building stock was destroyed in World War II, all buildings constructed before 1945 are valued in the city. The Comprehensive Spatial Plan establishes an obligation to preserve the external appearance of buildings constructed before 1945 to the greatest extent possible. Buildings

may be put to different uses; it is important that when finding a new use, the original architecture of the building is taken into account to the greatest extent possible. More detailed conditions for the reconstruction and renovation of buildings shall be agreed upon with the Narva City Government. If the reconstruction of structures is planned to any extent, it is necessary to apply for design conditions. Some of the buildings constructed before 1945<sup>9</sup> are also, on the proposal of the Comprehensive Spatial Plan, **valuable individual objects** to be placed under local protection, for which more detailed conditions must be considered based on the described values (see Chapter 4.3.4 and Annex 4).

#### 4.3.5.4 Valuable views

The locations of valuable views are designated by the Comprehensive Spatial Plan. Depending on the nature of the view, both a wider view of the landscape and a view of a specific object are valued. If a wider part of the landscape is valued, view corridors are designated. If a view of a valuable object needs protection, a specific viewpoint is designated.

#### Conditions

1. The following views shall be preserved:
  - 1.1 long-distance views to the Town Hall:
    - 1.1.1 from the intersection of Lavretsovi tn and Vestervalli tn;
    - 1.1.2 from the former Peter I House (from Koidula tn);
    - 1.1.3 from the intersection of Joala tn and Kose tn;
  - 1.2 long-distance views to the Narva River/towards the river:
    - 1.2.1 from in front of the Town Hall;
    - 1.2.2 from the riverside fortification belt;
  - 1.3 long-distance views to the fortification belt:
    - 1.3.1 from the bank of the Narva River;
    - 1.3.2 from Sadama tee and the extension of Sadama tee;
    - 1.3.3 from Tuleviku tn and Peetri plats towards Triumph Bastion;
  - 1.4 long-distance views to the moat:
    - 1.4.1 from Tuleviku tn towards Lastepark;
    - 1.4.2 from Lavretsovi tn towards Lastepark;
    - 1.4.3 from Hariduse tn towards Gloria Bastion;
    - 1.4.4 from the extension of Karja tn towards Gloria and Honor Bastions;
    - 1.4.5 from Sepa tn towards Gloria and Honor Bastions;
  - 1.5 long-distance views to the former Fama Bastion:
    - 1.5.1 from Vabaduse tn;
    - 1.5.2 from Lavretsovi tn;

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<sup>9</sup> In this case, it must be taken into account that the year of first use recorded in the building register for many buildings constructed before World War II is 1945, which is misleading and therefore not sufficient for determining the construction date of the building. To determine the construction date of the building, other documentary sources must be used. If none can be found, experts shall be involved where necessary to determine the age of the building based on style, construction techniques, etc.

- 1.5.3 from Hariduse tn;
  - 1.6 long-distance view from A. Puškini tn towards Viru tn along Tuleviku tn;
  - 1.7 long-distance view from Koidula tn along Suur tn;
  - 1.8 long-distance view from the tower of the Resurrection Cathedral to the tower of Alexander's Church;
  - 1.9 long-distance view to the Resurrection Cathedral:
    - 1.9.1 from the tower of Alexander's Church;
    - 1.9.2 from the intersection of Linda tn and P. Kerese tn;
  - 1.10 long-distance view to the buildings of Kreenholmi Manufactory from the Kreenholmi tn viaduct;
  - 1.11 long-distance views to Narva Castle and Ivangorod Castle:
    - 1.11.1 from the viewpoints on Madise tn (from the so-called "Five-Kroon viewing platform");
    - 1.11.2 from the Swedish Lion;
  - 1.12 long-distance view to the Narva City Government building on Peetri plats from Tallinna mnt in front of Astri shopping centre;
  - 1.13 long-distance view from the intersection of P. Kerese tn and Kreenholmi tn to the water tower-residential building at the Kerese roundabout.
2. Views from the river escarpment and from riverside roads to valuable objects (e.g. Narva Castle, Ivangorod Fortress, Kreenholmi Manufactory buildings, Narva Hydroelectric Power Plant), the historical landscape and the Narva River shall be opened on the most walked and/or driven roads.

#### 4.3.6 Archaeological heritage and archaeologically sensitive areas

As of December 2023, there are 3 archaeological monuments under state protection in Narva City. In addition to these, 2 archaeological sites have been registered in the cultural monuments register. Archaeological heritage has been protected based on the state of discoveries from approximately 1998. Since then, more than 1,500 objects have been discovered across Estonia, with information on 50–100 newly discovered sites added each year. Unfortunately, most of the sites discovered in the last 20 years have not yet been placed under protection. As a predictive method, the National Heritage Board has started analysing, identifying and mapping potential archaeologically sensitive areas, which must be taken into account when planning construction activities, in order to ensure the preservation of archaeological heritage not under protection.

The Comprehensive Spatial Plan designates the currently known archaeologically sensitive areas and areas requiring future research. Archaeologically sensitive areas are shown on the planning map indicatively, taking into account the information known so far or the locations of previously discovered valuable individual finds. The exact locations of valuable structures in the areas and the existence and extent of the cultural layer must be determined through further research. It is possible that the boundaries of the archaeologically sensitive areas shown on the planning map may change in the future.

## 1. Prehistoric and medieval settlement site (so-called Narvia village)

Location: along the Narva River from Narva Port to Taime tn (indicative). The location can be defined more precisely after archaeological surveys, but the presumed core area may have been located at the beginning of Rakvere tn.

The area is located in its southern part partially within the territory of the archaeological monument Settlement Site (reg no 27276) and the architectural monument Narva City Fortifications, 14th century – 1863 (reg no 13999), but the larger part of the presumed location of the ancient settlement falls outside the area of the said monuments.

This concerns an ancient settlement that existed at the location of Narva Old Town before the emergence of an urban settlement, from which the northern suburb of Narva later developed. The formation of the settlement precisely there may have been caused by the narrower section of the Narva River at the location of today's Rakvere tn, which is still observable and perceptible today. This location may have been a crossing point of the river, which is why a transit route and a settlement with a harbour developed there. Rakvere tn may therefore be one of the oldest street alignments in Narva, although it is likely that it did not originally run along exactly the same alignment, i.e. the alignment may have shifted and later probably been straightened. The area presumably contains valuable and informative archaeological find material.

The area is archaeologically uninvestigated in the context of mapping the settlement and searching for its traces. After archaeological surveys have been carried out, it is possible to determine more precise conditions and restrictions for carrying out construction and excavation work in the area.

## 2. Remains and fragments of the Great Northern War defence line

The remains and fragments of the Great Northern War defence line located west and northwest of Rahu tn in the Siivertsi, Pähklimäe and Soldina districts are known, but prior archaeological surveys are necessary to determine the exact location and condition.

The value of the defence lines is that they are an important witness to the city's fortification history, a structure presumably containing significant archaeological find material and information.

### Conditions

1. Planned construction and excavation work in archaeologically sensitive areas shall be coordinated with the specialist responsible for the city's heritage conservation (both for projects requiring an EIA or a detailed plan, and for planning buildings larger than 500 m<sup>2</sup>).
2. Additional conditions shall be based on the situation and the planned construction and excavation work. For conditions for the Great Northern War defence line, see also Annex 4, point 56.

### 4.3.7 Cemeteries

According to various data, there are nearly 20 historical cemeteries in Narva. Currently, residents of Narva are buried in the Riigiküla cemetery on the territory of the city of Narva-Jõesuu. Some of the cemeteries in Narva are in use as parks (e.g. Garrison Cemetery), while the majority of cemeteries have become overgrown. The historical cemeteries of Narva are also reflected as an informative layer on the planning map.

#### Conditions

1. Functionally connect the cemeteries of Narva with the riverside promenade.
2. Take cemeteries with culturally valuable monuments or artistic value into use as memorial parks (e.g. German-Finnish cemetery, Jewish, Baptist and Muslim cemeteries).
3. Enrich cemeteries used as memorial parks with signs introducing their values.
4. Renovate or build access roads to cemeteries used as memorial parks and ensure parking possibilities.
5. Consider the possibility of reusing unused areas of some cemeteries as active burial sites (e.g. the mass of civilian cemeteries southwest of Jõesuu tn, except the most southwestern part of the area, where military and prison camp cemeteries are located).
6. Find a suitable location for a crematorium and columbarium in cemeteries to be reused. A preferred location is in the area of Alexander's Cemetery near Karjamaa tn.
7. The local community has proposed that Peetri Cemetery, as the best and most completely preserved historical civilian cemetery, be placed under state protection as a historical monument. A precondition for taking it under protection is carrying out an inventory of culturally and artistically valuable grave markers and preparing an expert assessment on compliance with the status of a cultural monument.
8. The cemetery located in the Old Town and last used in the 18th century has subsequently been built over and shall also be built on in the future. When carrying out archaeological surveys at the location of the cemetery, this fact must be taken into account.
9. A pet cemetery can be established on cemetery land areas.

### 4.3.8 Protected natural objects, Natura 2000 sites

Protected natural objects on the city territory in accordance with the Nature Conservation Act are: protected areas; conservation areas; protected species and fossils; permanent habitats; and protected individual natural objects. Three protected areas are located on the city territory:

1. Narva River lower reaches conservation area;
2. protected park Narva Pimeaed;
3. Narva River canyon landscape protection area.

Also located within the city boundaries are several habitats and growing sites of protected species, including the Narva River, which has been partially included (also in the part bordering the city) in the list of spawning and living habitats<sup>10</sup> of salmon, brown trout, sea trout and grayling. No valuable habitats or proposed protected areas registered in EELIS<sup>11</sup> are located on the city territory.

Several larger protected natural objects overlap with the international Natura 2000 network area – the Struuga Natura 2000 site. Both protected natural objects and Natura 2000 sites are marked on the planning map. Based on the Natura assessment carried out in the SEA, further development must take the mitigating conditions set in the SEA into account.

### Conditions

1. In areas where development wishes overlap with protected natural objects, the restrictions arising from the Nature Conservation Act apply, including primarily the protection objective of the protected natural object. In localities of protected species outside protected areas, the specimen protection rules set out in § 55 of the Nature Conservation Act must be followed. To avoid adverse impacts of the implementation of the plan, it is necessary to analyse the impact on protected natural objects in these areas before implementing development activities, and the planned activity (e.g. construction of structures, construction of hiking trails) is only possible if it does not cause a significant adverse impact on the protected natural objects.
2. In localities of protected species, the restrictions arising from the Nature Conservation Act apply. If development activities are planned in localities of protected species, it must be understood that there are certain nature conservation restrictions in these areas, the substantive scope of which will only become clear in the detailed stages of development.
3. The implementation of activities planned under the plan shall not harm the protection objectives of Natura 2000 sites. The likelihood of adverse impact can be prevented and reduced by taking into account environmental aspects in subsequent plans and projects and, if necessary, by implementing prescribed mitigation measures. Pursuant to legislation, the implementer of spatial development and related activities must in each case consider the possible adverse impact of the activity on the Struuga Natura 2000 site and, if necessary, initiate an environmental impact assessment procedure and carry out a Natura assessment at the required level of detail.
4. In developing Narva City Port into a guest port and constructing shoreline protection, construction work must be planned such that, where possible, work in the water zone is conducted during the summer-winter low water period (01.07-28.02) outside the fish spawning period, and, if necessary, measures to prevent the spread of water turbidity are applied.

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<sup>10</sup> Minister of the Environment Regulation No. 73 "List of spawning and living habitats of salmon, brown trout, sea trout and grayling", adopted on 15 June 2004.

<sup>11</sup> Estonian Nature Information Sheet <https://infoleht.keskkonnainfo.ee/>.

5. During construction work for the extension of the coastal promenade, damage to natural riverbanks must be avoided (including, if necessary, restricting the movement of heavy machinery, etc.). When planning the promenade, construction activity in the water environment must generally be avoided, which, among other things, means that when building the promenade to Väikesaar, bridge solutions must be planned where support pillars or similar parts of the object are not built in the river environment. Planning a solution in the water environment (e.g. connecting Väikesaar with pontoons) is only possible if a Natura impact (pre-)assessment has shown that the activity does not harm the protection objectives of the Natura 2000 site. In such a case, work in the water zone is organised during the summer-winter low water period (01.07-28.02) outside the fish spawning period, and, if necessary, measures to prevent the spread of water turbidity are applied.

A comprehensive overview of protected natural objects is given in the SEA report, and information can be found in the Estonian Nature Information System (EELIS).

Localities of protected species and permanent habitats are shown on the planning map, but pursuant to the applicable legal act, circular permanent habitats of a species of protection category I are not depicted as an exception.

#### 4.3.9 Green infrastructure

The objective of the green infrastructure, based on the Ida-Viru County Plan, is to ensure the preservation of ecosystems and species characteristic of Ida-Viru County; to ensure the protection of natural, semi-natural and other valuable ecosystems; and to follow the principle of sustainability in the use of nature. The green infrastructure and water bodies in urban areas offer recreation and sports opportunities, and the possibility to satisfy educational and research interests. In forming the green infrastructure according to the County Plan, the need to preserve natural and biological diversity and the prerequisites for the functioning of the network have been taken into account. The Narva City Comprehensive Spatial Plan proposes to specify the location of the elements of the green infrastructure, with the aim of ensuring the functioning of the network. The specification takes into account the changes to the green infrastructure determined by Narva-Jõesuu City. Accordingly, the plan proposes to change the location of the green infrastructure in areas where, due to urban developments, it is not possible to ensure the functioning of the green infrastructure (e.g. it is not possible to ensure the coherence of the network (e.g. in the Kadastiku area and in the area of the northern cemeteries and low-density housing of Narva)). The principal function of the green infrastructure in the Äkkeküla area of Narva, based on the spatial development principles of urban settlement of the Ida-Viru County Plan, is primarily recreational. Based on the principles of the County Plan, when planning buildings/structures on green infrastructure areas of urban settlement, the impact on the green infrastructure, its preservation and functioning must be assessed. The functioning of the green infrastructure is supported by the green and forest areas located in the urban

environment and the recreational network under the conditions set for those areas. Urban greenery and the recreational network are reflected in Chapter 4.3.1.

For the green infrastructure, two types of structural elements are distinguished:

- support areas are areas of higher natural value relative to the surrounding environment and/or providing ecosystem services important for the green infrastructure, on which the functioning of the network largely depends;
- corridors connect support areas into a coherent functioning whole and are migration and movement routes between support areas, thus contributing to the preservation of high biodiversity in support areas and mitigating the impact of habitat destruction and fragmentation.

### Conditions<sup>12</sup>

1. In detailed planning and the issuance of design conditions, it must in any case be taken into account that the green infrastructure remains functional. For the network to function, it is necessary that the proportion of areas with natural land cover (area not covered by artificial surfaces) does not fall below 90% in the support area.
2. New, more compact building groups shall not be planned on support areas in such a way that the coherence of the green infrastructure is lost.
3. When planning buildings, green infrastructure corridors shall not be cut through. To ensure coherence, when building in corridor areas, at least a 100 m wide strip of the corridor (measured in the transverse direction) must remain uninterrupted.
4. Only the yard area may be fenced, generally not more than 0.4 ha, to preserve the open space characteristic of the dispersed settlement pattern and to allow the free movement of game.
5. As a general rule, deforestation should be avoided in the green infrastructure area. As an exception, deforestation may be permitted for the construction of nationally significant linear objects and for the maintenance or reconstruction of existing infrastructure objects. In other cases, before deforestation, the impact of the activity on the functioning of the green infrastructure must be assessed and, if necessary, mitigation and compensation measures necessary for the functioning of the green infrastructure must be applied.
6. The planning of industrial and infrastructure objects with significant negative environmental impact and high environmental risk is not permitted in green infrastructure areas. If their construction is unavoidable, the location of the facilities must be chosen particularly carefully and the necessary mitigation and compensation measures for the functioning of the green infrastructure must be applied.

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<sup>12</sup> In considering the need to impose felling restrictions in the green infrastructure, it was concluded that these are only necessary in areas of heightened public interest (KAH areas – see Chapter 4.3.10), which cover a large part of the green infrastructure (and partially also lie outside it).

#### 4.3.10 Areas of heightened public interest (KAH areas)

The Comprehensive Spatial Plan designates certain forests managed by RMK located outside urban settlement as areas of heightened public interest (KAH areas). The designation of KAH areas is based on the following principles:

- forest areas bordering areas of greater public interest or settlement;
- forest massifs of recreational importance in respect of which a higher public interest is expected;
- forest areas directly surrounding hiking trails and cemeteries.

KAH areas form a logical continuation of the urban recreational network, being connected to the latter by green corridors and active mobility routes. KAH areas are used for moving and being outdoors. Forest trails and hiking paths may be located there. More broadly, they are also important for maintaining the value of forests and for educating the population about the value of forests.

In addition to the economic value of the forest, the values of KAH areas designated in the Comprehensive Spatial Plan are considered to be:

- the possibility to collect berries, mushrooms and other forest by-products;
- recreational potential;
- aesthetic quality of the forest landscape;
- species composition of trees;
- biodiversity;
- abundance of trees of different ages;
- good connections with residential areas (on the edge of settlements);
- well-passable trails and roads (recreation and sports).

In the management of KAH areas, it is important to ensure location-based cooperation between the forest owner, authorities and local residents so that the values are preserved and management practices ensure the sustainability of the forest through regeneration.

#### Conditions

1. The boundary of the forest area in a KAH area shall be specified during forest management works in cooperation with the forest owner and the local authority.
2. Planned felling operations in the area shall be coordinated with the local authority during the preparation of the long-term forest work plan for the area.
3. The KAH area shall be treated as one coherent area, where trees that have been felled or have fallen are replaced or are replaced naturally with trees native to the site, resulting in the formation of a character of stands of different ages and different species in one coherent area (coherent area meaning the forest areas of the KAH area on the planning map in an area with one character or around it). In this way, stands of different ages and species will form in the forest area in the future.
4. Of regeneration logging, shelterwood logging is preferred in forests where there is viable regeneration of the main tree species or where natural conditions allow for its creation. Shelterwood felling is not planned if the species composition or sanitary

condition of the stand does not allow it. In regeneration felling, the proportion of viable retention trees to be left standing must be specified (for example, up to 20–30% of the density of old-growth forest). All more detailed criteria (e.g. number of retention trees, size of felling area) or additional requirements (location of retention trees, timing of felling, etc.) for forest management shall be set out in the forest work plan being prepared for the area. To preserve the permanent forest character, felling work is planned across the entire area to avoid the creation of individual large felling areas and clear-cutting, preserving the distinctiveness of the forest and established natural motifs.

5. The 10-year regeneration felling volume in a KAH area shall not exceed 25% of the area of forests suitable for regeneration felling in that KAH area.
6. Loggings are planned to fit into the landscape, avoiding the creation of large open views and preferring fragmented and irregularly shaped felling areas.
7. Where possible, during felling work, a buffer or more retention trees shall be planned along the roads and paths shown on the base map.
8. Felling work shall not be carried out during the active bird nesting period (15.04 – 15.07).
9. On timber extraction roads, used storage sites and extraction roads, the condition before felling work (tidied) must be restored after the timber has been removed at the earliest opportunity.
10. Forest roads and ditches within the KAH area shall be maintained periodically to ensure the purpose-oriented use and condition of the facilities.
11. In the event of forest damage, the local authority may coordinate a forest work plan that deviates from the conditions of the Comprehensive Spatial Plan.

### 4.3.11 Water Areas

Based on one of the main objectives of the Comprehensive Spatial Plan – more active use of water bodies – attention is given in the Comprehensive Spatial Plan to various water areas and the possibilities for the use of waterfront areas.

#### 4.3.11.1 Public access to the coastal path and closure of coastal paths

Along the shores of public water bodies, there is a publicly accessible coastal path, to which access shall be ensured. The coastal path is part of public space and shall be kept open. Within the territory of Narva City, there are two public water bodies: the Narva River and the Narva Reservoir, and one publicly accessible water body: Kudruküla stream. The banks of the Narva River, the Narva Reservoir and Kudruküla stream are partially closed by gardening cooperatives and/or are often impassable due to natural conditions (reeds, bushes, high bank). Consequently, in areas where opening the coastal path is not possible due to natural conditions or the location of summer house areas, it is planned to close the coastal path. In places where the coastal path is closed, the closed coastal path must be marked and a way to bypass the closed coastal path must be provided (e.g. directing with signs).

The relevant areas are marked on the planning map. In other locations, public accesses to the coastal path of the Narva River and the Narva Reservoir are provided by streets and public roads and shall not be unreasonably closed.

#### 4.3.11.2 Building exclusion zone, its reduction and expansion

Within the territory of Narva City, there are several water bodies to which different zones established for the protection of shores apply within the meaning of the Nature Conservation Act: water protection zone, building exclusion zone and limited management zone. As a rule, the construction of buildings and structures is not permitted in the building exclusion zone. The concept and extent of the building exclusion zone are provided by the Nature Conservation Act, § 38 (1) clause 3 of which provides that the extent of the zone is 50 metres in a city or town and in a clearly defined compact built-up area of a small town or village (hereinafter densely built-up area). Pursuant to § 35 (2) of the Nature Conservation Act, the reference line for calculating the width is the water boundary of the water body entered on the base map of the Estonian Topographic Database (ETAK) in accordance with the Spatial Data Act. Pursuant to § 35 (5) of the Nature Conservation Act, in the case of a coastal escarpment higher than five metres and located closer than 200 metres to the water boundary of a water body entered on the base map of the Estonian Topographic Database, limited management zone, water protection zone and building exclusion zone of the shore or coast consist of the area below the **coastal escarpment** up to the water boundary and the width of the zone provided in § 37–39 of the Nature Conservation Act.

On the map of the Narva City Comprehensive Spatial Plan, the building exclusion zone has been entered based on the above points of the legal acts and the data on the base map of the Estonian Topographic Database. Among other things, the location of the coastal escarpment entered on the base map has been taken into account, i.e. if, based on ETAK data, a symbol indicating a coastal escarpment is entered on the map and the distance to the water boundary is less than 200 m, the reference line of the zone has been considered to be the line marking the coastal escarpment on the base map. The planning map does not reflect the forest land exception<sup>13</sup> to the building exclusion zone<sup>14</sup>. The application of the forest land exception (the width of the building exclusion zone on forest land is up to the limited management zone) must be assessed in each case, since forest is a changing phenomenon. When the coastal escarpment exception applies, indicative guidance can be taken from the layer "Coastal escarpment" on the planning map, which has been entered on the Comprehensive Spatial Plan map based on the layer of the same name and object data from ETAK. At the same time, it must be taken into account that the exact location of the coastal escarpment may be specified in later stages of planning if the state specifies

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<sup>13</sup> Nature Conservation Act § 38 (2).

<sup>14</sup> See Nature Conservation Act § 35, 38

the corresponding ETAK layer. Thus, in summary, the building exclusion zone layer entered on the planning map reflects, on the one hand, the building exclusion zone line of water bodies published by the Land and Spatial Board in the geoportal, which has been corrected based on the coastal escarpment exception, and additionally, based on this Comprehensive Spatial Plan, the building exclusion zone line reduced by the Environmental Board (see the following descriptions) and areas previously reduced by detailed plans (where the reduction of the building exclusion zone only applies to the implementation of activities applied for in the specific detailed plan and only for the duration of the detailed plan). A separate informative layer reflects the building exclusion zone layer of water bodies published by the Land and Spatial Board in the geoportal, which does not take into account the exceptions of the Nature Conservation Act (e.g. coastal escarpment, forest land, etc.) or valid plans (and whose location may change, for example, if the water boundary is corrected).

Based on a proposal made under the Comprehensive Spatial Plan to reduce the building exclusion zone of the Narva River, **the Environmental Board, by letter No. 7-13/24/17744-9 of 19 February 2025, gave consent to reduce the building exclusion zone as follows:**

### 1. In the Kreenholmi district

- in the Kreenholmi district, on cadastral units 51105:004:0142, 51105:004:0171, 51105:004:0080, 51105:004:0017, to 25 metres according to the application;
- in the area of the former textile industry "Kreenholmi Manufaktuur", according to the application, except for cadastral unit 51106:001:0107, where the application was not approved.

### 2. In Joaorg in the Juhkentali district

- in the range indicated in the application, but to a smaller extent than given in the initial application of the Comprehensive Spatial Plan, i.e. west of Linnuse, Madise and Raudsilla streets (see the planning map for more details).

### 3. In the Suthoff and Siivertsi districts

- in former summer house areas up to the existing building line.

The Environmental Board did not agree with the application to reduce the building exclusion zone of the Narva River to 10 metres in the historical Old Town area between cadastral units 51101:003:0007 and 51101:001:0010. The Environmental Board found that in the applied area "[...] natural coastal escarpments had once largely been buried under fortress walls and bastions built in the 17th century and also earlier. On the base map, the escarpment [...] is marked with the symbols "wall" or "artificial wall". Since no coastal escarpment is entered on the base map in the area, the exception of § 34 (5) of the Nature Conservation Act does not apply."

The Environmental Board's non-agreement to reduce the building exclusion zone to the extent of all the proposals presented in the Comprehensive Spatial Plan does not remove the right to reduce the building exclusion zone to the extent of these proposals in detailed plan procedures, and when initiating and processing such detailed plans, they shall not be treated as amending the Comprehensive Spatial Plan.

### Extension of the building exclusion zone in Kulgu

The Comprehensive Spatial Plan extends the building exclusion zone of the Narva Reservoir in the Kulgu district to the existing building line, to preserve existing natural communities to the maximum extent and to prevent the expansion of summer house areas closer to the water boundary.

Both the areas of reduction and extension of the building exclusion zone are marked on the [planning map](#).

#### 4.3.11.3 Ports

There are two ports located in Narva City:

- Narva Kulgu Port on the Narva Reservoir;
- Narva City Port on the Narva River near Victoria Bastion.

Narva City Port is connected along the Narva River to the Gulf of Finland and the Estonian inland waterway. The main functions of Narva City Port are the servicing of passengers, marine tourists and recreational athletes, and functioning as a rowing base for athletes. Narva Kulgu Port is located within the navigable area of the Narva Reservoir and the inland waterway with a higher water level, and on the Estonian inland waterway. The ports are primarily intended for the reception of small vessels.

The development of the ports is based on the Narva Port Development Strategy 2017–2027, which was in force at the time of preparation of the Comprehensive Spatial Plan. Upon its expiry, the strategy needs to be updated.

The Comprehensive Spatial Plan enables the continued development of Narva's ports by designating the land areas with the principal purpose of land use of Port area. The existing buildings of Narva City Port shall be preserved, historical port boxes shall be renovated and taken into use with functions suitable for a guest port. Dredging of the port water area and development of port infrastructure shall be continued.

Since 2021, regular navigation-season line services have been operated between Narva City Port and Narva-Jõesuu Port, and these shall be continued where possible in the future. If there is interest, the port may in the future be taken into use for providing river tram services. Where necessary, the relevant port infrastructure shall also be improved.

In addition to Narva City Port, the diversification of the use of Narva Kulgu Port shall also be continued (e.g. fish market, outdoor cafés, etc.). In order to connect Narva Kulgu Port

with other ports connected to the Narva River (e.g. Lake Peipsi, Emajõgi, Lake Võrtsjärv and other ports), a ship lock needs to be built on the Narva River in the area of the Omuti rapids. Until its construction, Narva Kulgu Port shall continue to be used for navigation within the navigable part of the Narva Reservoir.

As the territory of Narva City Port partially overlaps with the Struuga nature site belonging to the Natura 2000 network, further development must take into account the conditions set in the Natura assessment carried out in the SEA (see Chapter 4.3.8 for more details).

#### 4.3.11.4 Boat piers and slipways

Boat piers and slipways enable more active use of water bodies. The locations of existing and needed slipways are marked on the [planning map](#).

##### Conditions

1. Boat piers may be built in water bodies in places naturally suitable for this purpose and if this is not contrary to the objectives<sup>15</sup> of shore and bank protection. Before granting a permit for the construction of a boat pier, the permit issuer shall consider the compliance of the structure with the objectives of shore and bank protection.
2. The construction of slipways and boat piers in the Narva River lower reaches conservation area, the boundary of which is also shown on the planning map, is only permitted with the consent of the manager of the protected area.
3. When building and using boat piers and slipways, the preservation of the coastal path must be ensured.
4. Publicly used slipways and boat piers must have access from the street.
5. During construction, any possible negative impact on aquatic life must be minimised.
6. Boat piers and floating jetties to be installed on the Narva River shall be coordinated with the Transport Administration and the Police and Border Guard Board.

#### 4.3.11.5 Shoreline protection structures

The built environment of Narva City is often located relatively close to the riverbed on a high river escarpment. To protect against the erosive effect of the river, it is therefore necessary to stabilise the shoreline. In older city districts, there are **existing historical shoreline protection structures** that need reconstruction today. Existing shoreline protection structures are marked on the planning map.

In the northern areas of the city, with the construction of summer houses along the Narva River in the last century, the need has arisen to stabilise the shores on the high banks there as well, as the built buildings are located too close to the coastal escarpment. To avoid danger to buildings and people's self-initiated activities in stabilising the shores (which is

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<sup>15</sup> Pursuant to Nature Conservation Act § 34, the purpose of shore or bank protection is to preserve the natural communities located on the shore or bank, limit harmful impacts arising from human activity, direct settlement that takes into account the distinctiveness of the shore or bank, and ensure free movement and access there.

already noticeable), the Comprehensive Spatial Plan designates the **areas for planned shoreline protection** to be built under the leadership of the Narva City Government, the locations of which are marked on the planning map.

### Conditions

1. To stabilise shores, it is necessary to apply for design conditions from the Narva City Government.
2. In the vicinity of a Natura 2000 site or protected natural objects, a preliminary assessment<sup>16</sup> for EIA must be carried out and, according to the results of the SEA, a Natura (pre-)assessment must be conducted (see also Chapter 4.3.8).

#### 4.3.11.6 Canals

In various areas of the city, there are ditches, streams and canals with different functions. The largest of these are the **canals related to the water management** of the Baltic Power Plant: the intake and outlet canals. These canals are used by local residents mainly for recreational purposes, e.g. fishing and swimming. It is important to ensure free water flow in these canals. Due to their function, it is not permitted to build, for example, boat piers and other objects that enhance water use in the Baltic Power Plant canals, except in the area of valuable urban character of boat garages along Lühike Canal, where movable boat piers are permitted.

In Kudruküla and other areas, there is a dense system of **land drainage ditches**, which is necessary for the removal of excess water. Existing ditches must operate on the principle of land improvement systems (see also Chapter 4.3.13). Property owners bordering ditches and streams shall not obstruct water flow or cause damage to the owner of the ditch property or other landowners by any other activity. Ditches and streams must be kept in order by the owner of the property, cleaned and cleared of trees, bushes and structures that obstruct water flow and maintenance.

A separate network of canals is also formed by the **canals built for boat access** in the boat garage and summer house areas. Existing canals must be kept in order by the landowner – cleaned and cleared of trees, bushes and structures that obstruct maintenance.

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<sup>16</sup> During the preparation of the plan, the following must also be taken into account pursuant to current legislation: the draft decision not to initiate an EIA must be coordinated with the manager of the protected natural object, i.e. the Environmental Board (KeHJS § 11 (10)). If the preliminary assessment does not rule out a significant adverse impact, an environmental impact assessment must be initiated (KeHJS § 3 (1) clause 2).

#### 4.3.11.7 Beach areas and traditional swimming locations

In addition to the existing Joaoru beach area, the Comprehensive Spatial Plan designates a new beach area in the southern part of the city, in the area south of Kreenholmi near the Kulgu dam.

1. The beach area must be well accessible to active mobility users and users with special needs.
2. It is advisable to preserve or plant high greenery for protection from the weather.
3. Provide for the availability of drinking water in public space.
4. Plan buildings and facilities serving the beach area: e.g. a service building with a catering establishment, a sauna building/building with washing facilities, playgrounds, outdoor exercise equipment, boat piers. If possible, reconstruct an existing building and take it into use as a building serving the beach area (lifeguard, toilet rooms, etc.).
5. When planning the beach area in the Kreenholmi district, it must be taken into account that the possibility of building a hydraulic structure on the eastern side of the beach area is preserved in the future.
6. Traditional swimming places where people are known to swim (e.g. Kadastiku lakes) shall be equipped with what is necessary to increase safety: e.g. lifebuoys, information boards, and, if necessary, ladders to get out of the water.

#### 4.3.12 Mineral resources

In the south-western part of Narva City lies the Narva limestone deposit (registry card No. 0052), in which Kadastiku II limestone quarry has been granted mining permit No. L.MK/320058 and Kadastiku III limestone quarry mining permit No. L.MK/329570. The limestone deposit partially overlaps both the green area of Kadastiku lakes and the expansion of Narva Industrial Park Phase III. Land areas with mining permits and their service areas are designated as Mining area (TM). The planning map also reflects prospective land use that will become valid when the mining permit ends and the mineral resource is exhausted. According to Narva City Council decision No. 58 of 27.10.2022, it is possible to open Kadastiku IV limestone quarry if mining activity using blasting is not used. A prerequisite for mining is the minimisation of impacts on the surrounding industrial environment. After mining ends, it is advisable to adapt the area as a recreation area with the necessary infrastructure (covered seating and barbecue areas, waste bins, access roads and parking area). It is advisable that the slopes of the area be levelled at the end of mining and that a buffer zone (e.g. approx. 25 m) be left between the water body and the industrial area.

At the northern tip of Narva City is a sand quarry (Narva metskond 82). The quarry is located in the green infrastructure area according to the Ida-Viru County Plan. When carrying out mining activities in the quarry, measures must be provided to minimise the associated impacts on nearby residential buildings and roads. After mining ends, it is advisable to adapt the area as a recreation area with the necessary infrastructure (covered seating and barbecue areas, waste bins, access roads and parking areas).

The forested areas in the southern part of Narva City are located in the Kõrgesoo peat area. The areas are used by residents as mushroom and berry forests and as a recreation area and are partially designated as an area of heightened public interest (KAH area), therefore peat extraction is not provided for in the KAH area by the Comprehensive Spatial Plan.

The principal purpose of land uses designated in the Comprehensive Spatial Plan are not an obstacle to the realisation of valid mining permits until the mineral resource is exhausted. In deposit areas, any construction activity is only permitted in areas where the mineral resource is exhausted or for which other coordination or a permit has been obtained on the basis of the Earth's Crust Act.

### 4.3.13 Land improvement systems

The location of land improvement systems in Narva City is presented in the Comprehensive Spatial Plan application.

#### Conditions

1. In areas covered by land improvement systems, measures must be taken to ensure the systems function properly, in accordance with legal requirements.
2. If land is put to a different use, the planned activity must not alter the water regime in the surrounding areas.
3. A landowner may not obstruct water flow in a land improvement system or otherwise cause damage to other landowners.
4. Ditches recorded in the land improvement systems register that lie on a property must be kept in good order by the property owner, including cleaning them and removing bushes. Exceptions may apply where required by the protection rules of protected natural objects.

### 4.3.14 Mobility and transport

In the coming decades, mobility in Narva City will be strongly shaped by spatial changes resulting from urban shrinkage. The Comprehensive Spatial Plan aims to create the best possible living environment, with a particular focus on encouraging the kind of urban space where residents prefer active mobility over car use.

The mobility of Narva's separate districts of Kudruküla and Olgina – especially their accessibility and the traffic solutions of surrounding roads – will be significantly affected by the implementation of the thematic plan "Refinement of the E20 Jõhvi–Narva Road corridor and designation of the Narva bypass corridor". The thematic plan will also change the entrance to Narva City. The solution of the thematic plan is shown on the planning map for information purposes.

#### 4.3.14.1 Streets

The aim of developing Narva City's street network is to encourage the use of sustainable mobility modes. To achieve this, good connectivity both between and within city districts, a street character appropriate to each street type, and the designation of pedestrian-priority streets are all important.

The protection boundary of city streets is up to 10 m. The exact extent depends on the width of the road land. The protection boundary of state roads passing through the city is not altered by the Comprehensive Spatial Plan.

##### 4.3.14.1.1 Location of national basic road No. 1 in Narva City

Narva is crossed by the international national basic road No. 1 Tallinn–Narva (E20)<sup>17</sup>, which is also part of the European road network (E-road) and the Trans-European Transport Network (TEN-T). Within the city, the road passes through urban areas – both industrial and residential – ending at the Estonian–Russian border crossing point in Narva city centre. The road is used for cross-border freight transport, which results in noticeably high levels of heavy goods vehicle traffic in the city and associated traffic noise. Due to the location of the border crossing point, it is not possible to redirect cross-border heavy vehicle traffic away from urban areas. Within the city limits, national basic road No. 1 Tallinn–Narva (E20) is treated as a city street. The Comprehensive Spatial Plan proposes to change the alignment of national basic roads passing through the city as follows:

- To access the state border, the alignment of national basic road No. 1 in Narva City is set to run along Rahu tn and P. Kerese tn instead of Tallinna mnt (the exact alignment is shown on the planning map), thereby connecting the corridors of national basic road No. 1 and European road E20 within Narva City territory. The need to change the alignment also stems from Narva City's wish to redesign Tallinna mnt into a more pedestrian-friendly urban space and a more city-centre-like street environment (a main street), for which an ideas competition has already been held. Since the Rahu–Kerese–Linda street corridor has already been reconstructed as part of the E20 with funding from the TEN-T road funding instrument, these streets are well suited to through traffic, including heavy vehicle traffic.
- For travel from Narva towards Narva-Jõesuu, the alignment of national basic road No. 91 is set to run along A. Puškini tn and Rakvere tn instead of Hariduse–Vestervalli–Sepa tn, in order to avoid through traffic in Narva Old Town. The exact alignment is shown on the planning map.

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<sup>17</sup> At the time of preparing the Comprehensive Plan, the Ida-Viru County Plan thematic plan "Refinement of the route corridor of the E20 Jõhvi–Narva road section and determination of the route corridor of the Narva bypass" is in force. The thematic plan specifies the location of the Narva bypass north of the city's main territory, in Riigiküla, together with the construction of a new bridge crossing the Narva River. One of the main objectives of the solution was to direct heavy vehicle traffic out of Narva City. Within the timeframe of the Comprehensive Plan, there is no known intention on the part of the state to implement the solution of the thematic plan.

#### 4.3.14.1.2 Additional connections to improve connectivity

To promote sustainable mobility modes, the Comprehensive Spatial Plan provides for the following major new street connections:

- Connecting the Kreenholmi district with the city centre and the northern districts via a railway underpass for active mobility along the alignment of A. Puškini tn and Joala tn. This connection would also allow a new platform for domestic trains to be built between the existing tracks, accessible from both districts.
- Connecting the Soldina and Paemurru districts via a two-level (preferably railway underpass) connection for active mobility.
- Restoring a direct link between the historic Old Town and the castle by building an active mobility bridge as an extension of Suur tn.

#### 4.3.14.1.3 Street classification

The planning map shows the **classification of streets** – arterial streets, distributor streets, local streets and intra-block streets are distinguished.

Arterial streets and distributor streets are the main routes for through traffic and city-wide car travel. These streets are also used by public transport, though local streets may also be used where needed. On main and distributor streets, it is important to improve the pedestrian environment and enhance it with urban greenery (see detailed conditions below). Local streets and intra-block streets are mainly intended for access to homes, workplaces and services; through traffic is generally not planned for them. Intra-block streets are typically pedestrian-priority streets (home zones).

To make the Old Town a more human-friendly urban space, the entire length of Rüütli tn and the section of Suur tn between Rüütli tn and Koidula tn are designated as **pedestrian streets**. These streets are intended only for pedestrians, active mobility, and service and emergency vehicles.

The area between Vestervalli, Pimeaia and Koidula streets in the Old Town is designated as **home zone**, where pedestrians have priority and movement is barrier-free. Reconstruction and construction of streets in home zone and pedestrian streets shall follow the **shared space principle**, meaning no kerbs are used to separate users. The shared space principle (home zone) also applies to the streets of the Kreenholmi Manufactory and to intra-block streets in private housing areas.

#### 4.3.14.1.4 Streets subject to significant transformation: Tallinna mnt and Kangelaste prospekt

The Narva City Government wishes to redesign two major streets – Tallinna mnt and Kangelaste prospekt – to make them more human-friendly. A solution for redesigning Tallinna mnt has already been found, and a solution for Kangelaste prospekt is to be sought through ideas competitions.

When redesigning Tallinna mnt and Kangelaste prospekt, and when further developing the street space, the following shall apply:

1. A modern green urban street shall be planned, including landscaping and pocket parks.
2. Further street planning shall be based on the principles of inclusive design. Street design shall consider pedestrians (including users with prams, persons with disabilities, children, young people and the elderly) and cyclists (including scooters and electric bicycles).
3. Provision shall be made for public transport (including consideration of a tram corridor – for example, an avenue may be planned in the corridor at present), pedestrian and cycle paths, and motor traffic.
4. All intersecting pedestrian and cycle routes shall be emphasised and improved through signage. Green corridors and nearby recreation areas, as well as city-wide representative recreational areas, shall be specifically indicated.
5. Roadways shall be designed with curvature to reduce vehicle speeds.
6. Adjacent facades shall be improved. Solutions enhancing the urban space shall be provided, including façade lighting solutions that do not cause light pollution.
7. Landscaping shall comply with the conditions set out in Section 4.3.1.2. Avenues shall be designed.
8. Solutions for major traffic nodes (e.g. Kangelaste pr/Tallinna mnt/Kreenholmi pr/Võidu pr; Kerese square; Tallinna mnt/Rahu tn; multi-level junctions such as tunnels and bridges, etc.) shall be designed as integrated solutions based on the results of design competitions.

#### 4.3.14.1.5 Historic street network to be restored or marked

The Comprehensive Spatial Plan provides for the reconstruction of the historic pre-1940 street network to the greatest extent possible (e.g. streets of the historic Old Town, Sinine tn, Kiriku tn, Aleksandri tn). Where reconstruction is not possible, the locations of former streets must be marked when reconstructing streets, courtyard areas or green spaces.

#### Conditions

1. If historic streets cannot be brought back into use, it is important to mark them when developing the area using distinctive street paving or other urban design elements.
2. When redeveloping, building or rebuilding plots (e.g. after demolition), new construction shall not be planned on the alignments of historic streets. The street alignments may be used, for example, as internal pedestrian paths within the plot.
3. On historic streets that cannot be used as independent streets for movement, the historic street name must be displayed on a brown-backed sign.
4. It is recommended that the streets of the historic boulevard ring in the Old Town be named as avenues – Koidula puiestee, Pimeaia puiestee and Vestervalli puiestee.

#### 4.3.14.1.6 Reconstruction and construction of streets

##### Conditions

1. Movement on streets shall not be obstructed by traffic barriers or traffic management devices (except for organising temporary traffic management). An exception applies to pedestrian-priority streets, where vehicle movement is restricted by barriers.
2. On pedestrian-priority streets, the Narva City Government has the right to require that vehicle access be planned from side streets.
3. Streets must be in use and maintained to a proper standard within the extent of the cadastral unit designated for road land.
4. On a cadastral unit designated for road land, only road and utility structures and small structures (kiosks, sales points, etc.) may be built. Kiosks larger than 20 m<sup>2</sup> may be built either on the basis of design conditions or a detailed plan.
5. In summer house and private housing areas, hedges, bushes and trees shall not be located on a cadastral unit designated for road land if they obstruct free passage<sup>18</sup>.
6. In the absence of access for emergency vehicles, gardening cooperatives and apartment associations, as landowners, must find ways to widen the road land and ensure passage (including connecting road sections) to allow access for the rescue service, police and ambulance service. Fences and gates separating different gardening cooperatives must be replaced with barriers or removed.
7. On cul-de-sacs longer than 150 m, turning places for emergency vehicles (including fire engines) with a turning radius of at least 12 m must be provided.
8. To ensure access for emergency vehicles, the minimum width of the road surface must be 3.5 m, and the width of gates at least 4 m.
9. When reconstructing streets, comprehensive street reconstruction projects must be prepared, covering the architectural part of the street as a public space and landscaping (see more details in Chapter 4.3.1), and ensuring areas for active mobility users, multi-layered street greenery, parking, and lighting in harmony with the urban space. An architect or landscape architect with relevant competence must be involved.
10. When reconstructing the bridges on Rahu tn and Kreenholmi tn and the tunnel on Kalda tn, the area intended for active mobility users must be widened, noise mitigation techniques must be used, and appropriate landscaping solutions applied.
11. On arterial streets and distributor streets, reconstruction must improve the pedestrian environment – ensuring safe, barrier-free and pleasant continuous routes, including safe crossing points. It is important to improve the existing street space also with street greenery (see more details in Chapter 4.3.1).
12. On local streets and intra-block streets, traffic calming measures must be used that reduce vehicle speeds and increase drivers' attention to other road user groups (greenery and parking bays that articulate the street space, curvature where possible, visual dominance of pedestrian space, etc.).
13. When designing street space, consider the physical comfort of active mobility users (wind, noise, provision of shade, sunlight, maintenance, diverse and multi-layered street greenery, where possible also drinking water and public toilets on major routes,

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<sup>18</sup> At a minimum, the satisfactory level for a local street according to the EVS "City Streets" standard is required.

adequate lighting and seating areas with waste bins (for lighting conditions, see Chapter 4.3.15.4)).

14. On more actively used streets and promenades, various activity spaces and meeting places must be created (see more details in Chapter 4.3.1).
15. On more important movement routes and larger streets, seating areas must be found at least every 200 m.
16. On-street parking shall be planned in a way that also encourages traffic calming. Looking to the future, as the importance of ride-sharing services grows, planning stopping places is preferred over planning parking spaces. When directing parking, the principle must be followed that it shall not harm a human-friendly space, but at the same time must allow street-side businesses to function well (e.g. encourage shared use, not plan parking areas at the expense of pedestrian space, articulate existing parking areas with street greenery, etc.).

#### 4.3.14.2 Active mobility

The Comprehensive Spatial Plan plans to densify the active mobility route network. The network will primarily connect public transport stops, public service buildings and residential areas. The most representative and most actively used active mobility area is the riverside promenade, which will be extended both northwards and southwards. To the north, it is also intended to take a branch of the promenade across Väikesaar, where suitable recreation infrastructure, such as a picnic area, is also planned.

Considering the size of Narva City, the established street network and its general condition, traffic density, population and overall shrinkage, as well as the city budget, it has been decided that separate street space for pedestrians and cyclists/electric mobility users will generally not be built. The optimal goal within the timeframe of this Comprehensive Spatial Plan is to develop the existing active mobility route network into a functioning whole. New street sections will be built as active mobility routes based on shared space principles; in some locations, movement areas for pedestrians and cyclists will be separated with detailed markings. The main goal is to adapt existing active mobility routes and pavements to accessibility principles, to build a sufficient density of lit modern crossings considering people with reduced mobility, to reconstruct crossings that do not meet requirements, and to ensure coherence between different movement areas and destinations.

An important goal is to connect gardening cooperative areas and industrial areas via active mobility routes to the urban built-up areas of Narva.

#### Conditions

1. All active mobility routes are publicly usable.
2. Shared space is generally used in urban space for different users.
3. The active mobility route and other space used by active mobility users must be comfortable for users of different abilities and needs; inclusive design techniques must be used. The usable area must be perceptibly marked (also for the visually impaired),

- while without barriers that obstruct movement. For example, transitions of materials that are perceptible with aids for the visually impaired are suitable.
4. Pedestrian and active mobility device traffic must be perceptibly separated from each other on streets with high traffic loads (Tallinna mnt, Kreenholmi tn and Kangelaste prospekt).
  5. Where possible, on cul-de-sac streets, passage for active mobility users to neighbouring blocks must be ensured.
  6. Visibility must be ensured at pedestrian crossings to increase traffic safety. The immediate area of the pedestrian crossing must also be visible and lit. If necessary, traffic calming measures are applied at pedestrian crossings to ensure safety.
  7. When reconstructing general traffic bridges, active mobility routes should preferably be built on both sides of the bridge. The connection of both pedestrian and active mobility device paths to the bridge must be as quick and safe as possible.
  8. Where possible, crossings of active mobility routes with the railway are rebuilt as grade-separated to increase user safety.
  9. During construction activity, during temporary traffic management, safe routes for pedestrians must be ensured, including considering that the route does not become excessively long.
  10. When building the riverside promenade across Väikesaar, it must be considered that this part of the Narva River overlaps with the Struuga Natura 2000 site. Further development must therefore consider the results of the Natura assessment carried out in the SEA (see Chapter 4.3.8 for more details), and a Natura (pre-)assessment must be carried out in more detailed planning.

#### 4.3.14.3 Public transport

Public transport is the preferred way to ensure longer intra-urban and inter-city connections in Narva.

##### Conditions

1. The city's most important public transport hub is the city-wide public transport terminal located on Vaksali tn in the Juhkentali district. The terminal has stops for local and intercity bus services as well as national and international rail services. The terminal includes a park and ride parking areas and, prospectively, a covered bicycle parking area and a parking area for other active mobility devices (including electric scooters), as well as a tram stop.
2. Waiting shelters at public transport stops shall be weatherproof, lit and comfortable.
3. At the most frequently used public transport stops, parking for bicycles and other active mobility devices shall be provided, and in the longer term also charging for electric active mobility devices.
4. When building the railway underpass connection between A. Puškini tn and Joala tn, a fast and convenient connection to the public transport terminal must be ensured for all users, including pedestrians and active mobility device users, including users with special needs.

#### 4.3.14.4 Parking and charging infrastructure

##### Conditions

1. Bicycle parking with charging infrastructure for electric active mobility devices must be provided at all public buildings, buildings providing services and workplaces, apartment buildings, and publicly used areas (e.g. public transport stops, parks, recreation areas, swimming beach).
2. Bicycle parking must be well accessible and convenient to use, allow frame locking, and, where possible, provide protection from the weather.
3. Covered bicycle parking must be provided at educational institutions, cultural institutions, social service providers, other public buildings, apartment buildings, municipal dormitories, the railway station, ports and sports facilities.
4. When planning and organising car parking (including in existing parking areas), shared use of parking areas is preferred.
  - 4.1 During the day, areas are used, for example, by shop visitors, office workers or service users, in the evening and at night, by residents. When planning parking spaces, indicate the parking area to be used and agree on the general usage arrangement by notarial agreement.
  - 4.2 Car parking may be organised on a neighbouring property or in the immediate vicinity by agreement with the property owner.
  - 4.3 Car parking may be organised on the street land area by agreement with the Narva City Government (see also condition in Chapter 4.3.1.2).
5. If no agreement is reached for organising car parking as shared use or otherwise, parking must be provided on the plot itself.
6. When planning commercial premises in existing apartment buildings, the parking design must consider the parking needs of service users.
7. When building parking areas for apartment buildings, the sketch must be coordinated with the Narva City Government.
8. In summer house and private housing areas, parking for visitors must be provided on the plot itself. In gardening cooperatives, visitor parking may also be arranged jointly on the common land plot of the gardening cooperative.
9. When parking on the road land of gardening cooperatives, free passage must be ensured for at least a 3.5 m width of the surface.
10. When planning parking areas, as large a proportion of parking spaces as possible shall be built with water-permeable surfaces, e.g. reinforced grass or grass paver surface. Use green areas in the parking areas for stormwater infiltration.
11. Car parks with more than 10 spaces shall be articulated with greenery (see also Chapters 4.3.1 and 4.3.15.2).
12. In car parks, for every 10 parking spaces, multi-layered greenery equivalent to the area of one parking space must be provided. Species and varieties tolerant to salting are suitable for parking areas greenery. When creating greenery, traffic safety and the possibility of snow removal must be ensured. It is advisable to partly combine greenery with stormwater infiltration, e.g. by creating rain gardens.
13. When building car parks with more than 50 spaces, technical solutions must be used (e.g. oil, petrol and sand separators, stormwater retention tanks, dosing tanks) to ensure the proper quality of stormwater (see also 4.3.15.2).

14. When planning recreational or public service-oriented commercial buildings with a high number of visitors (e.g. hotels, motels, shopping centres, cinemas, theatres, concert halls, museums, etc.), the possibility of parking for bus(es) must be provided. Bus parking does not have to be on the property itself.
15. In large public or semi-public parking areas, e.g. at public buildings and commercial buildings with a high number of visitors (e.g. shopping centres), parking spaces must also be provided for visitors with children and visitors with reduced mobility. Such parking spaces shall be built wider than standard to ensure good accessibility.
16. The detailed parking solution for cars (number of spaces, layout, landscaping conditions, etc.) must be given in the construction design according to site-specific conditions.



*Figure 4.6 Parking areas articulated with greenery in Kartaankoski, Finland, and in Tallinn, Haven Harbour. Photos: Hendrikson DGE*

17. In car parking and traffic management in the courtyard area of apartment buildings, access for emergency vehicles (including rescue equipment, such as ladder trucks, main vehicles, tanker trucks) must be ensured. Closing courtyard areas with barriers and traffic management devices is prohibited.
18. It is advisable to build car parks as covered, using roofs for the construction of solar stations and/or greening the roofs.
19. In the priority development area, the Narva City Government has the right to require the construction of a parking building or parking to be provided within the building volume. To issue design conditions for a parking building or initiate a detailed plan, a sketch solution must be submitted to the Narva City Government.
20. In the Old Town, parking for new construction is provided within the building volume, in the inner courtyard (preferably covered) or as shared use in nearby areas.
21. Parking serving commercial buildings (including loading of goods, visitor parking, etc.) must generally be provided within the plot, if it cannot be solved as shared use. Exceptions are possible in the priority development area due to site-specific conditions.
22. At petrol stations, city public parking areas and publicly accessible private parking areas, charging infrastructure for electric cars and active mobility devices shall be developed. Cable infrastructure must be built on the basis that in the future, every fifth space must be equipped with electric charging capability.
23. Charging infrastructure must also be built when developing on-street parking spaces on public streets and publicly used private roads.

#### 4.3.14.5 Railway

The Tallinn–Narva railway and international rail traffic pass through Narva City. To ensure the security of border crossing related to rail traffic, a new waiting platform for domestic rail services is planned to be built at Narva railway station, south of the existing platforms. It is important that the new platform is connected from both A. Puškini tn and Joala tn via a grade-separated railway crossing (tunnel or viaduct). The connection shall be designed to accommodate pedestrians and active mobility users, as well as emergency vehicles up to 3.5 m high (primarily police and ambulance) and, if necessary, a tram.

In addition, to improve connectivity and safety, a grade-separated connection (preferably a railway underpass, but an overpass is also possible) is planned between the Paemurru and Soldina districts.

In the longer term, if train frequencies increase and freight capacity risks becoming exhausted, a second main track is planned to be built alongside the existing main track on the Tapa–Narva line between stations (with a track spacing of approximately 4.3 m). Within the administrative territory of Narva City, the second main track is planned between Soldina and Narva stations, to the north of the existing main track. These works are planned within the existing railway land. The second main track would also extend the railway protection boundary. The location of the new main track and the protection boundary is shown on the planning map.

Based on the National Spatial Plan "Estonia 2030+" and a decision of the Government of the Republic, rail traffic is to be electrified. A contact line will be built, along with the necessary supporting infrastructure: autotransformer substations, power cables between substations and the contact line, overhead lines, masts, and so on. This will add new utility networks and structures that create restrictions on railway land. It may also become necessary to encumber properties outside the railway land for the installation of contact line equipment and new power lines. Any such need will be determined during the design phase.

If noise barriers are needed in the future, it is important that landscaping is planted on the outer side of the barriers (the side facing public space) to screen them.

#### 4.3.14.6 Water transport

A riverboat operates between Narva City Port and Narva-Jõesuu Port. The service is aimed mainly at tourists. In the future, a faster river tram with more frequent services could connect Narva and Narva-Jõesuu, and would also form part of the public transport network. It is important that the ports are connected to the city's bus network. As river transport develops, it is also important to ensure a public transport link between the two

ports. Looking ahead, the goal is also to restore boat traffic from Narva Kulgu Port towards Lake Peipsi.

#### 4.3.14.7 Airfield

Narva airfield is located 5 km from Narva in Soldina village, on the territory of Narva-Jõesuu City. It has a 600 m grass runway and is currently used mainly for recreational flying.

The Narva-Jõesuu City Government has initiated a detailed plan aimed at developing the airfield for domestic and international small aircraft traffic, including a helicopter landing pad, service buildings, utilities, and a driving practice track. The detailed plan permits the runway to be up to 1600 m long with a hard surface, plus an additional 200 m of gravel surface.

Extending the airfield will impose height restrictions on buildings and structures in the surrounding area.

#### 4.3.14.8 Prospective tram

To improve connections between Narva and Narva-Jõesuu, as well as between districts of Narva including the detached part of Kudruküla, a tram corridor is planned as a sustainable transport mode. The corridor is shown with possible route options within the city. A feasibility and cost-benefit analysis must be carried out before the tram line is built, including to determine the most suitable alignment. The tram corridor land within Narva City boundaries will be municipalised in the future.



Figure 4.7 Location of the prospective tram corridor between Narva City and Narva-Jõesuu

## 4.3.15 Technical infrastructure

### 4.3.15.1 Water supply and sewerage

In Narva City, the public water and sewerage system is being developed systematically in accordance with the current Narva City public water and sewerage development plan. According to the Minister of the Environment's directive No. 1079 of 2 July 2009, part of Narva City falls within the Narva wastewater collection area. Wastewater from Narva City is directed to the wastewater treatment plant in the northern part of the city. The sludge disposal site is also located there.

Most of Narva City's drinking water comes from the Mustajõe water intake on the city's main territory and is treated at the Narva water treatment plant. Drinking water in the Siivertsi district comes from a local borehole, while in Olgina, Kudruküla and Kulgu districts it comes from both legal and illegal local boreholes. If a reserve water source (for emergency or crisis situations) is established in Narva City in the future, choosing its location will not require amending the Comprehensive Spatial Plan.

Due to geological conditions, large parts of the city have unconfined groundwater (most of the urban built-up area), while the southern areas also have weakly confined areas and the northern areas have moderately confined areas.

The Comprehensive Spatial Plan proposes to extend the boundary of the existing wastewater collection area and to create two new separate wastewater collection areas (for the Siivertsi and Jubileinõi private housing areas) based on existing and prospective land use. The proposed wastewater collection area boundary is shown on the planning map.

#### Conditions

1. When directing development activities and working out solutions, groundwater vulnerability must be considered.
2. Drinking water and wastewater systems shall be built in areas designated as private housing areas under the Comprehensive Spatial Plan and where a wastewater collection area has been approved.
3. Proceed building a separate stormwater sewerage system.
4. In summer house areas outside the wastewater collection area, where public systems are not available, proper wastewater management must be ensured mainly by installing collection tanks and transporting the wastewater to a disposal point.
5. Where possible, proper drinking water supply systems shall be built in summer house areas.
6. To legalise illegally built boreholes, the owner must submit a borehole construction design to the Narva City Government in accordance with the requirements of § 14 of the Building Code.

7. If a borehole is unusable, poses a risk to groundwater quality, or has lost its purpose, a building permit for its decommissioning must be applied for from the Narva City Government, including a construction design for decommissioning the borehole.

#### 4.3.15.2 Stormwater

The aim of developing stormwater systems in Narva City is to reduce the load on receiving waters, continue developing a separate stormwater sewerage system, and apply sustainable urban drainage systems (SuDS) as widely as possible<sup>19</sup>. Such systems mimic natural wetland habitats and can consist of one or more components that help infiltrate stormwater into the ground, reuse it, evaporate it, or direct the remaining water to natural water bodies or the sewer network.

The historic Old Town requires special attention, as stormwater infiltration into the soil is generally not possible there due to preserved underground structures. Therefore, the goal in the Old Town is to develop a separate sewerage system and to slow down runoff using collection tanks and landscape design.

#### Conditions

1. When developing properties, directing stormwater into the combined sewer system is prohibited.
2. When constructing new buildings and developing properties, methods to slow down stormwater runoff must be provided using suitable retention technologies. Where possible, stormwater shall be infiltrated within the property or, by agreement with property owners, on nearby green areas.
3. When bringing new industrial areas into use, stormwater shall be infiltrated on the property as much as possible. If infiltration is not possible or does not ensure complete infiltration on the property, stormwater shall be directed to the separate stormwater sewerage system.
4. When infiltrating stormwater, treatment must be ensured before infiltration to prevent contamination of groundwater in unconfined or weakly confined areas.
5. For stormwater management in parking areas, see Chapter 4.3.15.2.

#### 4.3.15.3 Firefighting Water Supply and Emergency Response Organisation

In most districts of Narva City, firefighting water supply is provided through hydrants. Problems with firefighting water supply occur in gardening cooperative areas, where access to existing firefighting water intake points is often obstructed by the cooperatives themselves, or where such intake points are missing altogether.

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<sup>19</sup> See the [UrbanStorm study \(2023\)](#) for sustainable stormwater solutions suitable for the Estonian climate.

## Conditions

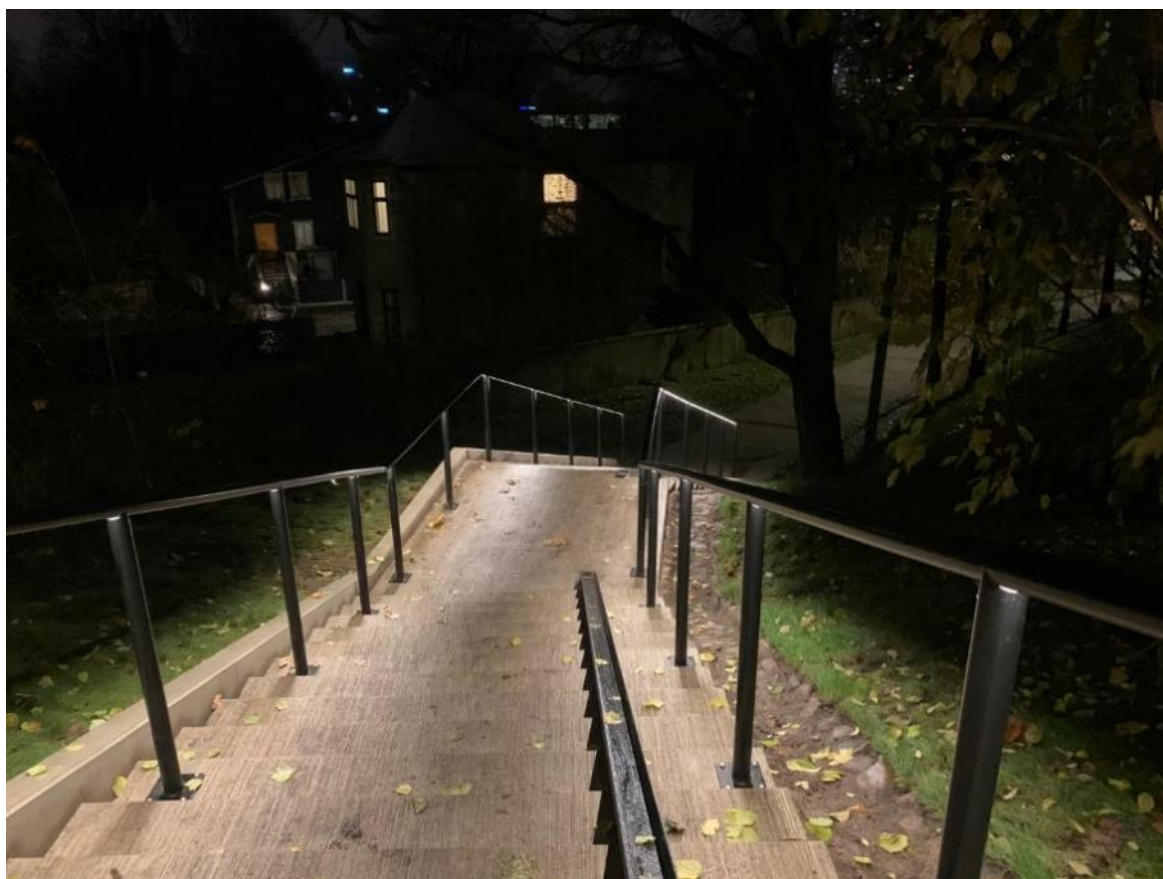
1. Where possible, firefighting water supply shall be provided using hydrants located on the public water supply network.
2. In places where firefighting water supply cannot be provided via the public water supply network, the property owner shall provide it. Firefighting water tanks may be planned either shared between groups of buildings or individually.
3. Natural or artificial water bodies may also be used for firefighting water by constructing water intake points, dry hydrants, or hydrant pipelines that can be pressurised by fire engines.
4. Access to firefighting water intake points shall not be obstructed.
5. When planning parking and traffic arrangements in courtyard areas, attention must be paid to ensuring access for emergency vehicles (including rescue equipment such as ladder trucks, main fire engines and water tankers). Generally, blocking the courtyard areas of apartment buildings with barriers or other physical measures that obstruct movement should be avoided.
6. In summer house areas, access for emergency vehicles must be ensured.

### 4.3.15.4 Lighting

#### Conditions

1. The more frequently used areas of public space (streets, surroundings of schools and kindergartens, surroundings of government institutions, active mobility routes, parking areas, bus stops, playgrounds, squares, parks, etc.) must be lit to ensure safety. Lighting must cover at least the entire urban area of Narva City.
2. Light pollution must be avoided when planning lighting.
3. Lighting fixtures must be chosen appropriately for the location; the design and colour of the fixture must be coordinated with the Narva City Government.
4. All streets must be lit, taking into account the needs of both car traffic and active mobility users.
5. For street lighting, to avoid light pollution, prefer the lowest possible masts (preferably a maximum of 6 m, and up to 4 m in parking areas near residential buildings). The Narva City Government may, in justified cases, permit the use of higher lighting masts on larger traffic surfaces and at sports, transport and industrial facilities. Plan energy-efficient solutions (adjusting light intensity based on the time of day, lights that automatically turn on with motion sensors, etc.).
6. Decorative lighting must be provided in street lighting (both existing and new or reconstructed facilities) as well as in pedestrian and park areas and squares. This can be for year-round or seasonal (e.g. Christmas) use. Decorative lighting solutions must be coordinated with the Narva City Government.
7. In areas intended for active mobility users, use lower lighting poles (e.g. bollard type) or lighting mounted on structures (e.g. stair handrails). Avoid using lights that dazzle pedestrians and cyclists or shine horizontally to the sides; the purpose of the light is to illuminate the path.
8. The surroundings of schools, kindergartens and public buildings must be well lit.

9. Facade lighting must be provided for all public and commercial buildings, and for larger apartment buildings on arterial streets in the city-centre area. Facade lighting must be built together with new construction and/or the reconstruction of existing facades. The facade lighting solution must be coordinated with the Narva City Government (if planned outside construction works that require a building permit or building notice).
10. The street-facing facades of all prominent historic buildings must be lit.
11. In the historic Old Town, use street and building lighting with a unified contemporary design that suits the character of the historic city centre.
12. When designing street lighting on carriageways, consider a colour temperature of 4000 K.
13. On active mobility routes and pavements, in courtyard and park areas, and in the Old Town district in the entire area between Pimeaia, Koidula and Vestervalli streets (including carriageways), consider a colour temperature of 3000 K.
14. Pedestrian crossings must be lit with separate lights whose colour temperature is perceptibly higher than the carriageway lighting.
15. When planning small-scale urban elements (sculptures, monuments, memorials, fountains, etc. intended for the public), their lighting must be provided.



*Figure 4.8 Lighting fixtures on stair handrails in Tartu Karlova Manor Park. Photo: Hendrikson DGE*

#### 4.3.15.5 Electricity Network

The existing electricity network covering Narva City was built at a time when several high-consumption industrial enterprises were located in the city, so supply reliability is very good and capacity is rather abundant (especially in the industrial area). The maximum outage time in Narva is 20–30 minutes, whereas the national energy development plan sets a countrywide target of 90 minutes. The line from Russia, which historically ensured supply reliability for the Narva substation, is no longer live; therefore, to ensure dual supply, the Kreenholmi substation must be connected to the Narva substation along Kreenholmi Street (via an underground cable drilled under the railway). Existing substation buildings will be refurbished (preferably using facade art solutions). The last riverside mast of the line towards Russia will be retained, and a reinforcement structure with access for heavy machinery will be built.

Due to the electrification of Estonian Railways, new substations are needed within the railway corridor, where sufficient land resources are available.

The Comprehensive Spatial Plan does not propose any changes to the location of the 330 kV overhead line corridor between the Eesti and Balti power plants as specified in the Ida-Viru County Plan.

#### 4.3.15.6 Heat Supply

At the time of compiling the Comprehensive Spatial Plan, most buildings in Narva are heated using residual heat generated from electricity production by burning oil shale at the Baltic Power Plant. District heating is the preferred way to obtain heat in buildings in Narva both now and in the future. To increase energy savings, the renovation of the district heating network must continue. Environmentally sustainable district heating also helps achieve climate goals.

The Comprehensive Spatial Plan defines the boundaries of the district heating network area.

#### Conditions

1. Within the district heating network area, connection to the network is mandatory for all persons located in the district heating network area who own or possess a consumer installation for supplying heat to a building being constructed or extensively reconstructed.
2. Persons who own or possess a consumer installation for supplying heat to a building that does not use district heating at the time the district heating network area is designated may continue using their existing heating method until the building is reconstructed and are not obliged to connect to the district heating network.
3. The owner or possessor of a building located in the district heating network area that is being constructed or reconstructed is not obliged to connect to the network if the building:
  - 3.1 is a temporary structure;
  - 3.2 is part of a complex of buildings where the consumer installation is located and is declared unfit for use or habitation, or is to be demolished;
  - 3.3 is a private house or summer house, a terraced house with up to 6 flats, or an apartment building with up to 6 flats;
  - 3.4 uses only technological residual heat or heat from renewable, fuel-free sources (solar energy, wind energy, hydro energy, etc.).
  - 3.5 Permission to apply exceptions is granted by the Narva City Government when issuing premises for a detailed plan and/or a building permit, after first requesting the opinion of the network operator in the network area.
4. Within the district heating network area, consumers may, in addition to heat obtained from the network, also purchase heat energy converted from renewable and fuel-free sources from its producers.

#### 4.3.15.7 Gas Network

Category A and B gas pipelines are located within the territory of Narva City. The Comprehensive Spatial Plan does not foresee any changes to the gas infrastructure. Further development of the gas network, such as connecting new development areas to the gas network, shall be resolved at a more detailed planning stage. To design works within a gas installation protection zone, design conditions must be applied for from AS Gaasivõrk.

The Comprehensive Spatial Plan does not propose any changes to the gas pipeline corridor defined in the Ida-Viru County Plan.

#### 4.3.15.8 Renewable Energy

To help achieve climate goals, the development of renewable energy is encouraged in Narva City, primarily using solar and wind energy, though other environmentally friendly future solutions are also possible. The Comprehensive Spatial Plan does not propose any changes to the high wind potential area defined in the Ida-Viru County Plan, located in the Kadastiku district. The plan also does not designate any new wind areas.

#### Conditions

1. Due to the negative impact of radiated noise from solar parks and small wind turbines on the operational capability of national defence objects, draft design conditions or building permits for constructing or reconstructing (where the planned capacity after extension is 50 kW or more) solar power plants or small wind turbines with a capacity of 50 kW or more must be coordinated with the Ministry of Defence. Producing electricity for household self-consumption up to 25 kW, and for small-scale producers and apartment associations up to 50 kW, is permitted without restriction. Solar panels and small wind turbines must generally be connected to a 0.4 kV low-voltage distribution network.
2. Solar panels, small wind turbines and other renewable energy solutions may be used on buildings if they are integrated into the architectural solution of the building: they must fit with the architectural style of the buildings, not shade or reflect light onto neighbours, not create noise, and not disturb people moving on the street. Exceptions are permitted in industrial areas.
3. In urban built-up areas, and outside urban built-up areas in forest areas and natural green areas, installing solar panels and small wind turbines on the ground is prohibited. In summer house areas, renewable energy solutions with a capacity of up to 25 kW may be built for self-consumption, primarily installed on the roofs or walls of buildings/auxiliary buildings; with the consent of neighbours, they may also be installed on the ground.
4. Installing solar panels and small wind turbines on building facades shall be treated as reconstruction of the building, which must be resolved as a whole for the building and coordinated with the Narva City Government (see Chapter 4.1.3).
5. For structures that use electricity (e.g. bus shelters, small charging points), it is recommended to use site-specific renewable energy solutions to obtain electricity.
6. For structures that do not themselves consume electricity (e.g. parking areas canopies), installing solar panels is also permitted for the purpose of selling to the grid.

## 4.3.16 Environmental conditions

### 4.3.16.1 Noise

The Narva City Comprehensive Spatial Plan establishes noise categories for land areas as follows:

- **Category I** – Recreation area (PV) (excluding areas serving as protective green space for noise, visual and mental impacts), Cemetery/Memorial Park area (K), Beach area (PR);
- **Category II** – Private Housing area (E) and Apartment Building area (EK), Public Building area (A) (noise-sensitive public buildings, e.g. educational, healthcare and welfare institutions), Summer House area (ES), Natural Green area (HL), Forest area (MM) and Urban Gardening area (AM);
- **Category III** – Mixed-use area (S);
- **Category IV** – Public Building area (A) (less noise-sensitive buildings), Commercial area (B);
- **Category V** – Commercial and Industrial area (B/T), Garage area (G) and Waste Management area (OJ);
- **Category VI** – Transport area (L).

In purely residential areas (i.e. areas where no other secondary functions – commercial, service or industrial – are located), the requirements of Category II generally apply to residential land and residential buildings.

Within the city-centre area, noise limit values shall follow the requirements of Category III. In this context, it may be appropriate to interpret the city-centre area (Category III) more broadly than the city-centre area defined (and more narrowly delineated) by the principal purpose of land use (Mixed-use area (S)) in the Comprehensive Spatial Plan.

In addition to the different categories of noise-sensitive areas described above, the following classifications of noise limit levels are used in planning and design, and apply to all categories of noise-sensitive areas (I–IV):

- **noise limit value** – the maximum permissible noise level, the exceedance of which causes significant environmental disturbance and requires noise mitigation measures;
- **noise target value** – the maximum permissible noise level for areas designated under new plans. The party interested in the plan shall ensure that the noise target value is not exceeded.

When assessing compliance with noise standards in existing situations, as well as when designing new individual buildings on existing built-up areas, the noise limit value requirements shall apply. Compliance with the noise target value shall be the objective<sup>20</sup> when planning new noise-sensitive residential or recreation areas on previously

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<sup>20</sup> Pursuant to Minister of the Environment Regulation No. 71 of 16 December 2016 "Limit values for noise levels in outdoor air and methods for measuring, determining and assessing noise levels".

undeveloped land outside dense urban areas or compact built-up areas. In many cases, when building new buildings along existing roads and streets, it is not realistic to meet the noise target value (i.e. the stricter statutory requirement) on the road-facing side of buildings; nevertheless, it is still reasonable to build new buildings near roads in settlements.

In dense urban areas, for buildings along roads and streets, it is generally appropriate to apply the noise limit value on the road-facing facade. For both existing and planned buildings, structural measures shall also be applied (such as positioning of noise-sensitive rooms, improving window sound insulation, and increasing the sound insulation performance of facade structures) to ensure good indoor conditions.

Separate standards are set for traffic noise and industrial noise; when assessing compliance with noise standards, traffic noise and industrial noise are not summed.

The following tables present the standard noise levels for traffic and industrial noise by category of noise-sensitive area for daytime and night-time. Although Categories V and VI also exist under the Ambient Air Protection Act, no environmental noise requirements are set for them.

*Table 4.2 Standard noise levels for traffic noise (estimated noise level daytime/night-time, dB)*

Noise category of the area based on the Comprehensive Spatial Plan	I	II	III IV
	Noise target value	50/40	55/50
Noise limit value	55/50	60/55 65 <sup>1</sup> /60 <sup>1</sup>	65/55 70 <sup>1</sup> /60 <sup>1</sup>

<sup>1</sup>permitted on the road-facing side of noise-sensitive buildings

*Table 4.3 Standard noise levels for industrial noise (estimated noise level daytime/night-time, dB)*

Noise category of the area based on the Comprehensive Spatial Plan	I	II	III IV
	Noise target value	45/35	50/40

Noise limit value	55/40	60/45	65/50
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## Conditions

1. When constructing new buildings with functions more sensitive to noise (residential buildings, schools, kindergartens, recreational buildings), the relevant standard<sup>21</sup> on sound insulation requirements must be followed, and good indoor conditions must be ensured.
2. When planning industrial areas (including waste management areas), the primary consideration shall be that the construction of new industrial enterprises or the expansion of production activities does not cause noise levels above the permitted limits in neighbouring areas. If necessary (depending on the nature of production), the potential impact of the planned activity must be assessed in advance and mitigation measures applied (e.g. preventing noise propagation, time restrictions on operating hours, organisational measures).
3. New noise-sensitive areas should generally not be established near high-noise industrial areas (or appropriate noise protection measures should be applied). Extra caution must be taken with enterprises operating around the clock – night-time noise limits, which take into account people's rest periods, are significantly stricter than daytime limits.

### 4.3.16.2 Radon

Radon is produced by natural radioactive decay, during which gaseous radon formed underground can reach the surface and enter indoor spaces. High radon levels in the soil increase health risks indoors, as radon from the ground enters mainly through cracks and openings in floors and foundations (e.g. openings for pipes or cables). Because pressure inside buildings is lower than outside, this encourages radon to move into buildings. Radon and its decay products enter the human body mainly through breathing and are a potential cause of lung cancer. To minimise the impact of radon on human health, a permitted (recommended) limit for radon concentration in indoor air has been set – the annual average radon concentration in the air of living, recreation and working spaces in buildings is 200 Bq/m<sup>3</sup> in most European countries, including Estonia.

Since indoor radon in buildings comes mainly from the soil beneath the building, it is important to take measures to reduce radon risk during construction. These include ensuring the stability and airtightness of floors and foundations, as well as the airtightness of joints around utility pipes and cables.

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<sup>21</sup> As of 2024, the relevant standard is "EVS 842:2003 Sound insulation requirements for buildings. Protection against noise."

Measurements taken in Narva City show that radon levels in the soil are often high or very high. Therefore, measures to reduce radon risk must be taken when renovating or reconstructing existing buildings and when building new ones.

### Conditions

1. During construction, use building measures to prevent radon risk in areas where radon risk is above normal levels.
2. If radon levels are high or very high, radon-proof solutions must be used – install radon collection pipes under the building or allow outdoor air to access the space beneath the building; install a ventilation system, radon membrane, etc.
3. Ensure proper ventilation solutions; for existing buildings, improve the ventilation system if necessary.
4. For existing buildings, review the floor construction and seal the area around pipes and cables coming from under the building – seal and make airtight all pipe and cable penetrations through the floor. If cables or pipes coming from the soil into the building are installed in sleeves, seal both the joint between the sleeve and the wall and the gap between the pipe or cable and the sleeve.
5. For planned buildings, ensure radon-proof structures for parts of the building that come into contact with the soil (e.g. radon pipe system together with radon membrane).

#### 4.3.16.3 Waste Management

The development of waste management in Narva City is based on the current waste management plan<sup>22</sup>. Guidance for the development of waste management in Narva City is also provided by the current Narva City Development Plan 2035.

According to the waste management plan in force at the time of preparing the Comprehensive Spatial Plan, Narva City's objectives are:

- to promote waste prevention;
- to promote separate collection and recycling of waste;
- to support the implementation of circular economy principles;
- to continuously increase environmental awareness among businesses and residents;
- to improve waste management supervision.

Narva City's central waste management facility is the Narva Waste Management Centre (on Lääne tn in the Soldina district). The Waste Management Centre site includes a municipal waste collection and processing area and sorting equipment. The Narva Waste Management Centre also serves as the city's waste station. Hazardous waste is accepted both at the Waste Management Centre and at the collection point at Rakvere tn 22b.

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<sup>22</sup> At the time of preparing the Comprehensive Plan, the Narva City Waste Management Plan 2023–2028 was in force.

To develop the circular economy, a circular economy centre is planned for Narva City, comprising both a central circular economy centre and a city-wide system of circular economy houses. The Narva Waste Management Centre is planned to be transformed into a modern circular economy centre based on circular economy principles, built to strict environmental standards. At the circular economy centre, residents would be able not only to dispose of waste but also to hand in items suitable for reuse (while also finding interesting items handed in by others) and to have items repaired that they are not willing to give up (e.g. furniture, electronics, etc.). The circular economy centre may consist of a waste station area with a loading ramp, an office building, and a circular economy house. The circular economy house may include reuse rooms, classrooms, repair workshops, and a space for receiving hazardous waste and plastic film.

In addition to the central circular economy centre, supporting circular economy houses are planned across the city, with the main focus on reuse rooms and repair workshops. The purpose of reuse rooms is to direct reusable items handed in back into use. The purpose of repair workshops is to provide opportunities for on-site repair and reconstruction of old items, with each circular economy house focusing on repairing a specific type of item, e.g. clothes, toys, footwear, blankets, pillows, books, etc. When choosing locations for circular economy houses, preference should be given to existing buildings located away from residential buildings in former industrial or commercial areas (e.g. Linda tn, Raudtee tn and/or Vaivara tn).

For the reconstruction of large items, e.g. furniture, old windows and doors, clothes, bicycles, electronics, circular economy houses must be arranged at the waste management centre on Lääne tn or in the immediate vicinity.

In addition, the waste management plan sets the goal of building a bio-waste treatment centre on the site of the Narva Waste Management Centre. Looking ahead, the possibility of building a waste-to-energy unit at the waste management centre is also envisaged, using environmentally friendly and safe technologies (e.g. pyrolysis-based equipment). When planning the unit, the requirements of the Waste Act and, where relevant, the Industrial Emissions Act must be followed, and the need for an environmental impact assessment must be assessed during more detailed planning.

There are also several contaminated sites in Narva City (see Table 4.4). Contaminated sites must be cleaned up before development begins, unless a new use is found for these areas that ensures soil standards for land use<sup>23</sup> comply with current legal requirements.

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<sup>23</sup> At the time of preparing the Comprehensive Plan, the applicable legal norms are set out in the Minister of the Environment Regulation: "Limit values for hazardous substances in soil".

Table 4.4 Contaminated sites in Narva City

Name	KR code	Status	Type	KKR link
Narva railway junction and locomotive operation unit	JRA0000118	Contaminated site partially remediated	Category 2	<a href="https://register.keskkonnaportaal.ee/register/residual-pollution/9177345">https://register.keskkonnaportaal.ee/register/residual-pollution/9177345</a>
Narva construction materials combine permanent waste landfill	JRA0000124	No measures have been implemented for the remediation of the contaminated site	Not hazardous	<a href="https://register.keskkonnaportaal.ee/register/residual-pollution/9177366">https://register.keskkonnaportaal.ee/register/residual-pollution/9177366</a>
Narva ABT	JRA0000041	Contaminated site has been remediated based on the report/information provided	-	<a href="https://register.keskkonnaportaal.ee/register/residual-pollution/8285468">https://register.keskkonnaportaal.ee/register/residual-pollution/8285468</a>
Baltic Power Plant ash field 1 and 2	JRA0000061	Ash field No. 2 is closed and a wind farm is located there. Ash field No. 1 is in use.	-	<a href="https://register.keskkonnaportaal.ee/register/residual-pollution/8285469">https://register.keskkonnaportaal.ee/register/residual-pollution/8285469</a>

## 5 IMPLEMENTATION OF THE COMPREHENSIVE SPATIAL PLAN

The following actions are required to implement the Comprehensive Spatial Plan:

- Prepare a greenery development plan for Narva City, which shall also serve as the city's greening plan. The plan shall be based on the Comprehensive Spatial Plan baseline study "*Roheline Narva*" ("Green Narva"). The development plan shall:
  - determine the maintenance conditions for green areas and urban greenery, including the locations of extensively mown areas;
  - determine the maintenance conditions for cemeteries;
  - determine the locations and conditions for nature-based stormwater solutions;
  - set out conditions for promoting biodiversity;
  - develop design guidelines for street greenery (taking into account that a pedestrian route should meet four conditions: be useful, safe, comfortable and interesting; ideally also health-promoting);
  - prepare a hydraulic model for city stormwater;
  - set out a methodology for compensating replacement planting when felling trees.
- Consider revoking detailed plans established more than 10 years ago to encourage active and up-to-date use of urban space.
- Carry out a feasibility and cost-benefit analysis for the tram, including a comparison of route options.
- Apply for municipal ownership of land areas where land reform has not been completed and which the city needs to implement the Comprehensive Spatial Plan solution.
- Organise architectural competitions for the development of urban space.
- Install small-scale elements, sculptures and other features that enrich urban space to develop public space.
- Carry out archaeological surveys to showcase the city's heritage:
  - preliminary archaeological surveys of Kuningavall;
  - archaeological surveys on the remains and fragments of the Great Northern War defence line;
  - identifying possible traces of the prehistoric and medieval settlement (the so-called Narvia village).
- Develop phased plans and possible design solutions for extending the promenade.
- Continuously map the extent of shrinkage in urban space and prepare a continuous forecast of housing dynamics.

The person responsible for construction or similar supervision in the local authority has the right to supervise compliance with the construction conditions established by the Comprehensive Spatial Plan.

## 6 CONSIDERATION OF THE RESULTS OF THE STRATEGIC ENVIRONMENTAL ASSESSMENT

Proposal	Consideration in the Comprehensive Spatial Plan
<b>Green infrastructure</b>	
<p>1. The Strategic Environmental Assessment (SEA) proposed adding the following conditions for the use of green infrastructure areas to the Comprehensive Spatial Plan:</p> <ul style="list-style-type: none"> <li>a. Deforestation within the green infrastructure area shall generally be avoided. As an exception, deforestation may be permitted for the construction of nationally significant linear objects, for planning buildings in accordance with the green infrastructure use conditions, and for maintaining or reconstructing existing infrastructure objects. Before deforestation, the impact of the activity on the functioning of the green infrastructure must be assessed and, if necessary, mitigation and compensation measures necessary for the functioning of the green infrastructure must be applied.</li> <li>b. The planning of industrial and infrastructure objects with significant negative environmental impact and high environmental risk in the green infrastructure area must be avoided. If their construction is unavoidable, the location of the facilities must be chosen particularly carefully and the necessary mitigation and compensation measures for the functioning of the green infrastructure must be applied.</li> <li>c. The condition regarding the spacing of buildings in the green corridor shall be supplemented so that, to ensure coherence, when planning buildings perpendicularly, at least a 100 m wide uninterrupted area must be preserved.</li> </ul>	<p>The Comprehensive Spatial Plan solution takes the recommendations of the Strategic Environmental Assessment (SEA) into account.</p>

Proposal	Consideration in the Comprehensive Spatial Plan
d. In Forest area (MM) and areas with the principal purpose of land use of Natural Green area (HL), the construction of new buildings and large-area structures (e.g. solar parks) must be excluded.	

#### Protected natural objects and other natural values

2.	<p>a. The planned principal purpose of land use of Recreation area (PV) within the Narva River canyon landscape protection area, as well as the planned active mobility route and extension of the riverside promenade, are not in conflict with the landscape protection area. However, the intended functioning of the area designated as Mixed-use area (S) that extends into the landscape protection area is likely to be significantly restricted due to the protection regime. Therefore, it is advisable to designate the entire part that extends into the landscape protection area with the principal purpose of land use of Recreation area (PV).</p> <p>b. The Comprehensive Spatial Plan must include a condition that when planning development in giant hogweed habitats, the Environmental Board must be consulted to find the best possible measures for eradicating the species from the development area and to prevent the spread of seeds to a wider area during construction activities, for example during earthworks or by other means.</p>	The Comprehensive Spatial Plan solution takes the recommendations of the SEA into account.
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#### Natura Assessment

3.	<p>a. The implementation of activities planned under the Comprehensive Spatial Plan shall not harm the conservation objectives of Natura 2000 sites. The likelihood of adverse impact can be prevented and reduced by taking environmental aspects into account in subsequent plans and projects and, if necessary, by implementing prescribed mitigation measures. Pursuant to legislation, the implementer of spatial development and related activities must in each case</p>	The Comprehensive Spatial Plan takes the mitigation conditions into account.
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Proposal	Consideration in the Comprehensive Spatial Plan
<p>consider the possible adverse impact of the activity on the Struuga Natura 2000 site and, if necessary, initiate an environmental impact assessment procedure and carry out a Natura assessment at the required level of detail.</p> <p>b. When developing Narva City Port as a guest port and constructing shoreline protection, construction work must be planned such that, where possible, work in the water zone is conducted during the summer-winter low water period (01.07-28.02) outside the fish spawning period, and, if necessary, measures preventing the spread of water turbidity are applied;</p> <p>c. During construction work for the extension of the coastal promenade, damage to natural riverbanks must be avoided (including, if necessary, restricting the movement of heavy machinery, etc.). When planning the promenade, construction activity in the water environment must generally be excluded, which, among other things, means that when building the promenade to Väikesaar, bridge solutions must be planned where support pillars or similar parts of the object are not built in the river environment. Planning a solution in the water environment (e.g. connecting Väikesaar with pontoons) is only possible if a Natura impact (pre-)assessment has shown that the activity does not harm the conservation objectives of the Natura 2000 site. In such a case, it is necessary to apply the measures listed in the previous point.</p>	
<b>Groundwater</b>	
<p>4. The SEA proposes adding to the list of conditions in the Comprehensive Spatial Plan Explanatory Report conditions for the legalisation of illegal boreholes (entering boreholes into EELIS, the state information system database) or their decommissioning to prevent potential groundwater pollution.</p>	<p>The Comprehensive Spatial Plan solution takes the SEA</p>

Proposal	Consideration in the Comprehensive Spatial Plan
	recommendation into account.
<b>Noise</b>	
5. In the case of industrial noise, priority shall be given to ensuring that the establishment of new industrial enterprises or the expansion of industrial activities does not result in noise levels exceeding permitted limits in neighbouring areas. New noise-sensitive areas shall also be avoided in proximity to high-noise industrial areas (or appropriate noise mitigation measures shall be applied), with particular attention to enterprises operating on a 24-hour basis.	The Comprehensive Spatial Plan solution takes the SEA recommendation into account.
Impact on cultural heritage and landscapes	
6. In the development of Äkkeküla and the green corridors, the SEA recommends considering the exhibition of the line of Great Northern War-era earthwork fortifications; for example, the location of the earthwork fortifications could be highlighted with signs and information boards, and their visibility in the landscape should be ensured.	The Comprehensive Spatial Plan solution takes the SEA recommendation into account.

## 7 PROPOSALS FOR AMENDMENT OF THE COUNTY PLAN

The plan proposes the following amendments to the County Plan:

6. To reduce the green infrastructure designated in the County Plan by a total of approximately 587 ha and, in an area different from that defined in the County Plan, to increase the green infrastructure by 93 ha. To change the location of the green infrastructure in accordance with the Comprehensive Spatial Plan. The justifications are provided in Chapter 4.3.9.

## 8 DEFINITIONS

Auxiliary building	A building serving a residential building (sauna, garage, shed, boiler house, cellar, laundry room, workshop, studio, etc.).
Garden house	Also referred to as a summer house (see definition of <i>summer house</i> ).
Historic Old Town	Corresponds in this plan to the boundaries of archaeological monument No. 27276 (settlement site) <sup>24</sup> .
Temporary structure	A structure intended for use for less than five years, which shall be demolished after that period has elapsed.
Accent building	An urbanistically prominent building which, in a suitable location (e.g. at a street intersection, beginning or end), emphasises the distinctiveness of the location. Also a building that stands out in height or architecture within the street frontage or area.
Public space	An area freely accessible to all people, where it is possible to stay and move without restrictions. Public space includes publicly used squares, green areas, parks, beach and water areas, streets and active mobility routes together with street greenery. Semi-public space is also treated as public space in the Comprehensive Spatial Plan.
Priority development area	An area where, under conditions of declining budget capacity due to population shrinkage, public investments are directed, e.g. improvement of public space, urban greenery, renovation of buildings and development of new construction.
Building line	A mandatory boundary to which the main volume of a building shall extend, determined in a detailed plan or design conditions. In other cases, the established building line shall be followed.
Construction	Within the meaning of this Comprehensive Spatial Plan, construction refers to any construction activity in public urban space, including repair and improvement works to the

<sup>24</sup> Description of the Narva settlement site in the [Heritage Protection Register](#).

	external perimeter of existing buildings, permanent installation of small structures and small-scale urban elements, installation of advertisements, construction or modification of underground and above-ground utilities, etc. Construction shall be carried out in accordance with the construction design, complying with the applicable requirements for structures and construction.
Construction design	A document or set of documents prepared during the design process that contains the information necessary for construction. Where relevant, the construction design also includes information necessary for the use and maintenance of the structure. A construction design for which no specific requirements are established shall at least comply with the basic requirements set out in law, take into account the principles of good practice, safety, environmental sustainability and professional competence, and shall contain sufficient information to ensure clarity of the proposed solution.
Residential building	A building constructed for year-round living and taken or to be taken into use in accordance with its intended use.
Representative recreation area	An area of city-wide importance, also of interest to city visitors, characterised by diverse greenery and offering various activities; in the case of parks, an area designed by competent specialists.
Facade passport	Contains, for the entire building, coloured drawings of elevations together with material data, colour codes (based on the most common colour charts), drawings of openings (materials and division) and specifications for facade lighting. The facade passport shall include elements attached to the external walls of the building (street name and number, flagpole, signs, etc.). The installation of technical equipment on the facade requires the preparation of a construction design.
Good practice	Good practice shall be followed in all activities regulated by this Comprehensive Spatial Plan. A structure shall be designed, constructed and maintained in accordance with good practice. Planning activities shall follow the rules of good practice.

Principal purpose of land use	The predominant purpose of land use, which gives the main directions for land and space use.
Inclusive design	Also referred to as universal design. A method of designing the environment (including buildings, services, etc.) that takes the needs and interests of as wide a range of users as possible into account, regardless of age or ability. The main objective of inclusive design is to ensure equal opportunities and equal participation in society for people with limited functional capacity by removing existing barriers and preventing the creation of new ones. The resulting environment is therefore better for everyone. An important component of inclusive design is accessibility (see definition of accessibility).
Urban shrinkage	A decrease in the city's population, accompanied by a decline in business activity and resulting spatial changes in the urban environment. The burden on the city budget increases, as the urban space must be maintained with a reduced population.
KAH areas	Areas located on lands managed by RMK where management involves heightened public interest. These are either forests with recreational value or forests necessary for protecting structures from air pollution, noise, strong winds or snowstorms, or for reducing fire risk or preventing the spread of forest fires.
Semi-detached house	A residential building located on one plot, designed and taken or to be taken into use for year-round living, comprising two dwellings.
Greenhouse	A structure with walls and a roof made of light-transmitting material intended for growing plants.
Active mobility user	A person travelling on foot, by bicycle, roller skates, wheelchair, scooter, balance device or other electric small mobility device. The travelling speed of an active mobility user generally does not exceed 20 km/h.
Active mobility	A general term for travelling on foot, by bicycle, roller skates, wheelchair, scooter, balance device or other electric small mobility device.

Active mobility route	A separate path or part of a road intended for travelling on foot, by bicycle, roller skates, wheelchair, scooter, balance device or other electric small mobility device.
Active mobility device	Mechanical and electric bicycles, scooters, balance devices and other means of mobility whose travelling speed generally does not exceed 20 km/h.
City-centre area	A development area where buildings and places of landmark significance are located and where various activity places, services and businesses are concentrated, along with the people who use them. The city-centre area stands out for its high-quality urban space.
Meeting place	Places in the city where an active mobility user can stop briefly and take a break. This enables chance and planned meetings outdoors and creates micro-level landmarks by which to orient oneself in the city. A meeting place does not need to be an expensive facility; depending on the location, only a bench and a light fitting may be sufficient.
Columbarium	An area or structure for the burial of urns.
Apartment building	A residential building with at least three dwellings, generally accessed via a shared corridor or staircase
Maximum Allowable Impervious Surface Area (ISA)	The area occupied by all buildings and structures on the plot, including auxiliary buildings, small structures, greenhouses, roads, paved areas and other structures (excluding the area of utility networks).
Maximum Allowable Construction Area (MACA)	The area occupied by all buildings on the plot, including small structures (excluding greenhouses).
Landscaped/naturally preserved area of the plot	The proportion of the plot area (%) that must be landscaped or preserved as natural, i.e. free from above-ground structures. The existence of natural/landscaped areas is necessary to mitigate the impacts of climate change, to infiltrate stormwater, and to create publicly used green and recreation areas, playgrounds and/or rest corners in business areas. Container greenery is not considered part of the landscaped/naturally preserved area of the plot.
Accessibility	In this Comprehensive Spatial Plan, accessibility is understood more narrowly than inclusive design, referring more specifically to environmental design that takes into

	account the needs of persons with disabilities or special needs – this may mean special solutions, as distinct from inclusive design, which refers to design that is equally usable by everyone. For example, accessibility is ensured by a ramp next to a staircase, whereas an inclusive design door is built at ground level so that everyone has an equal opportunity to enter the building.
Urban greenery	Consists of street greenery and green areas; is diverse and multi-layered; mitigates impacts arising from business and traffic environments and from climate change.
City Government	Within the meaning of the Comprehensive Spatial Plan, Narva City Government refers both to the City Government and to the responsible authority or department to which the relevant tasks have been assigned.
Nearby recreation area	A recreation area close to home offering various activity spaces and diverse greenery.
Significant environmental impact <sup>25</sup>	An environmental impact is significant if it is likely to exceed the environmental capacity of the affected area, cause irreversible changes in the environment, or endanger human health and well-being, cultural heritage or property.
Boathouse	Also a boat garage – a building used for storing boats.
Boat pier	A fixed or floating structure for berthing and storing boats.
Small wind turbine	A device generally installed on building roofs or facades that converts wind energy into electricity and whose height generally does not exceed 2 m.
Planning map	The Narva Comprehensive Spatial Plan map is presented interactively in the Comprehensive Spatial Plan application: <a href="https://hendrikson.ee/maps/Narva-linn/kaadirakendus.html">https://hendrikson.ee/maps/Narva-linn/kaadirakendus.html</a>
Semi-public space	A publicly usable space where specific rules of use may apply. Semi-public spaces include, for example, shopping centres, markets, cinemas, theatres, but also the courtyards of apartment buildings and shared parts of buildings (e.g. stairwells), schools and kindergartens and their surroundings, etc., and urban gardening areas.

<sup>25</sup> Within the meaning of the Environmental Impact Assessment and Environmental Management System Act.

Promenade	An active mobility route designed as an attractive, diverse space and physically separated from car traffic. Special attention is paid to the presence of diverse greenery.
Recreational network	Within the meaning of the Comprehensive Spatial Plan, the urban recreational network consists of nearby recreation areas, representative recreation areas, green corridors, meeting places, swimming beaches, playgrounds, the promenade and active mobility routes. Recreational value is also added by forests with recreational value on the edge of the city (see KAH areas).
Forests with recreational value	Forests on the edge of the city, used for recreational purposes, managed by RMK (see also KAH areas and recreational network).
Main building	The building on the plot that fulfils the principal purpose of land use of the area.
Terraced house	A residential building consisting of three or more similar dwelling units (modules) with separate entrances, which may be located on one or several plots.
Green areas	Green, park and forest areas designated as Recreation area (PV), Natural Green area (HL) and Forest area (MM). In accordance with the Forest Act, growing forest in these areas may not be felled without the consent of the local authority, and felling must be coordinated with the Narva City Government before submitting a forest notice.
Green infrastructure	A strategically planned and ecologically functioning network of natural and semi-natural areas and other environmental elements, designated and managed for the purpose of ensuring the functioning of natural processes, providing various ecosystem services to people, including recreation opportunities, and mitigating the impact of climate change.
Green corridor	Landscaped movement paths connecting recreation areas (e.g. avenues, landscaped walking and active mobility routes, also hiking trails).
Slipway	A special structure for launching boats.
Summer house	Also a garden house. A building constructed for seasonal living and taken into use according to its intended use, which

	does not have to meet the minimum requirements for energy efficiency nor the requirements for a dwelling.
Small structure	A structure with a Maximum Allowable Impervious Surface Area (ISA) of 0–20 m <sup>2</sup> and a height of up to 5 m.
Low-density housing/ detached and semi- detached housing	Detached houses, semi-detached houses and terraced houses (see explanations of terms).
Yard area	The land area surrounding and serving the residential building and auxiliary buildings. The extent of the existing yard area is fixed in the Estonian Topographic Database.
Detached house	A residential building located on one plot, designed and built for one family and not divided into flats. This also includes farmhouses and former summer houses that have been adapted for year-round living.
15-minute city principle	A principle emphasising the compactness of urban space, polyfunctionality and the need to reduce forced and commuting travel. Ideally, educational, cultural and healthcare institutions, sports and recreation opportunities, social and other services, and workplaces are located as close as possible to residents. Therefore, travelling between everyday destinations takes no more than 15 minutes on foot.

## 9 ANNEXES

## Annex 1 Map of city districts



## Annex 2 Conditions for the installation of advertisements, signs, information boards and wayfinding signage in public space

1. All infographics (i.e. all advertisements, signs (including movable advertising signs), information boards and wayfinding signage), both on buildings and as separate solutions, must be coordinated with the Narva City Government before installation.
2. To install infographics on buildings, the consent of the building owner or the owner's legal representative must be obtained. For coordination, a visual design with dimensions and description, as well as a facade view including the advertisement and/or sign, must be submitted.
3. To coordinate separate solutions, a project must be submitted. The project must be prepared on a topo-geodetic base plan showing existing utility networks. The project documentation must include, among other things, the period for which the advertising medium is to be installed. The project documentation must also include the landowner's consent.
4. If a building is designed for which infographics are intended, the building's construction design must address their location and installation (including at the preliminary design stage).
5. Infographics installed in the immediate vicinity of a structure or on structures shall not obscure or obstruct the view of architecturally valuable buildings and details, nor of views.
6. Infographics must be securely fastened and installed safely, taking mobility into account.
7. Infographics visible from public space, display windows, shop windows and glass doors must be permanently maintained.
8. Infographics must comply with the Language Act.
9. Outdated infographics must be removed within one week.
10. Advertisements installed on buildings:
  - 10.1 Infographics planned on the facade of a building must be designed as a whole on the entire facade. Infographics must fit with the architecture of the building, i.e. neither the infographics nor their supporting elements (e.g. advertisement frames) shall, by their shape, colour or placement, spoil the appearance of the street or the building; in particular, they shall not cover or visually damage the decorative elements of the building, nor cover the building's light openings.
  - 10.2 If there is not enough space on the facade for the architecturally coherent installation of a large number of advertising media, the installation of a separate advertising medium next to the building must be considered.
  - 10.3 Advertising media permanently attached to the building:
    - 10.3.1 must generally be lit (e.g. the name of the institution, etc.). Various solutions may be used for lighting – internal or external lighting solutions. The exact solution shall be given during the coordination process. Lighting shall not cause light pollution;
    - 10.3.2 must be made of durable materials (metal, stone, glass, concrete, etc.).
  - 10.4 Advertisement frames shall not cover more than 50% of a windowless wall surface.
  - 10.5 Infographics on windows and display windows:
    - 10.5.1 Windows and glazed doors shall not be used as advertising boards or filled with information on more than 25% of the window surface. Advertising shall be placed on the inside of the glass, not on the outside.

- 10.6 Existing display windows shall not become information boards, but must remain part of the facade. Therefore, their design solution must be thought through on the entire facade as a whole, including lighting.
11. A separate infographic medium must be architecturally suitable for its location and made of durable materials. Separate advertising must have a lit solution.

**Annex 3 Descriptions and conditions of areas of valuable urban characters (as a separate document)**

**Annex 4 Descriptions of valuable individual objects (as a separate document)**

**Annex 5 List of buildings to be demolished (as a separate document)**

**Annex 6 Draft Strategic Environmental Assessment (SEA) report (as a separate document)**

**Annex 7 List of established layers (as a separate document)**

## Annex 8 Comprehensive Spatial Plan preparation process

The preparation of the Comprehensive Spatial Plan is a public participatory planning process. The preparation of the plan was initiated by the Narva City Council on 27 August 2020 by Resolution No. 32. The planning solution is being prepared under the leadership of the Architecture and Urban Planning Department of the Narva City Government, in close cooperation with interest groups and experts from various fields. The preparation of the plan and the Strategic Environmental Assessment (SEA) are carried out with the support of Hendrikson DGE (formerly Hendrikson & Ko).

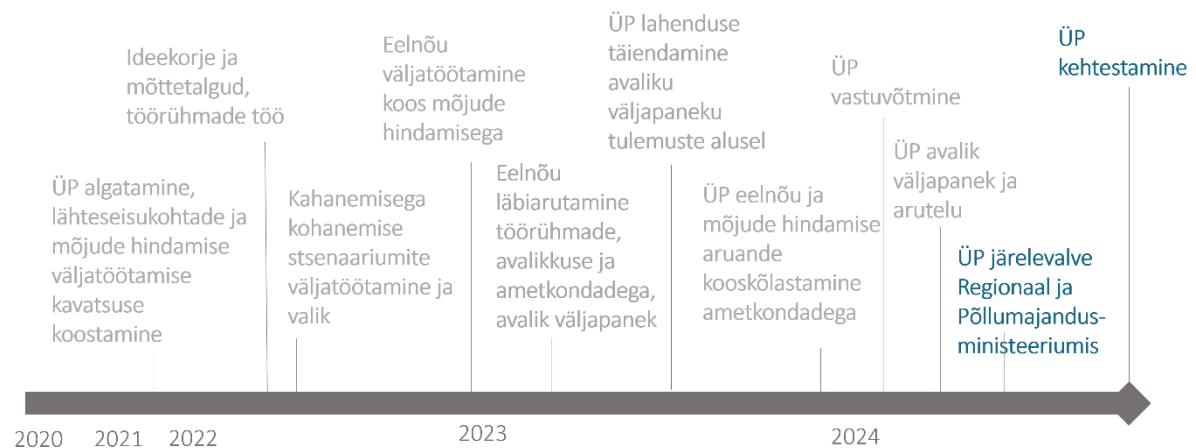


Figure 9.1 Timeline of the Comprehensive Spatial Plan and impact assessment

Following the initiation of the Comprehensive Spatial Plan, an ideas collection was carried out in 2021. Approximately 150 proposals were submitted, of which about 45% directly concerned tidiness. The remaining proposals concerned, for example, proposals for road improvements, the creation of green areas, as well as specific proposals for the use of various buildings.

To achieve greater involvement, interest and awareness among city residents, a development seminar for Narva City was held on 15 February 2022 at the Rugodiv Cultural Centre, where the premises of the Comprehensive Spatial Plan and issues requiring special attention in the plan were discussed. The seminar also presented previous studies (see <https://hendrikson.ee/maps/Narva-linn/dokumendid-uuringud.html>) and planning experience from other cities. Approximately 70 people attended the seminar.



*Figure 9.2 Development seminar at Rugodiv Cultural Centre, 15 February 2022. Source: Hendrikson DGE*

In 2022, a planning steering committee was formed to develop a long-term strategic plan for Narva City, along with 10 thematic working groups, involving a total of around two hundred people from Narva and beyond. In addition to representatives of authorities, representatives of local non-profit organisations and interest groups were invited to the working groups, as well as specialists from further afield (e.g. researchers) to provide input.

The working groups were held on the following topics:

1. Strategic (city image and community)
2. Urban space, areas of valuable urban characters
3. Education, creative infrastructure, sport, European Capital of Culture
4. Social infrastructure
5. Environment
6. Energy, technical infrastructure
7. Mobility
8. Entrepreneurship
9. Tourism
10. Impacts on local government, digital output

The working groups met in thematic workshops in the spring of 2022. During the working meetings, the values and bottlenecks of Narva City were mapped out and ideas for spatial development were proposed.



*Figure 9.3 Working group meetings at the City Government (March–May 2022). Source: Hendrikson DGE*

Members of the working groups were also asked to assess the perceived spatial quality of Narva City. Places evoking different emotions in the urban space were clearly distinguishable. Areas rated as good urban space include, for example, the bank of the Narva River together with the promenade, the Äkkeküla recreation area, as well as Kreenholmi and the commercial area along Tallinna Road. Areas requiring attention are more evenly distributed across Narva City. The areas most frequently highlighted as poor urban space or in need of rapid change were Kreenholmi, the green area around Kadastiku lake, as well as the surroundings of Tallinna Road and the railway that divide the urban space, and Joala Park<sup>26</sup>. The perceived assessments of urban space provided valuable input for shaping the Comprehensive Spatial Plan solution, and the input obtained was used to develop the spatial development principles of the Comprehensive Spatial Plan.

Under the leadership of the Architecture and Urban Planning Department and with the participation of working group members and consultants, fieldwork days and discussion seminars were held in May 2022. At these gatherings, the ideas proposed in the first round of working group meetings were further developed and urban spatial solutions were sketched.

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<sup>26</sup> Formerly known as Võidu Park.



Figure 9.4 Working group fieldwork days in May 2022. Photos: Hendrikson DGE

At the third meeting in September 2022, when the initial Comprehensive Spatial Plan sketch had been completed, working group members were given the opportunity to express their views on how the topics raised in the working groups had been reflected in the sketch and what they still felt was missing.

### What have stakeholders and participants thought about the spatial development of Narva City?

In determining the spatial development directions of Narva City, the results of perception studies conducted by Linnalabor and SpinUnit among entrepreneurs and young people were also used. In addition, findings from a perception study among the elderly carried out during the preparation of the Comprehensive Spatial Plan were taken into account. In addition to the perception studies and the ideas collection carried out in 2021, a survey of apartment building residents was conducted in 2022 to identify their spatial needs.

Both the perception studies and the ideas collection for the Comprehensive Spatial Plan emphasised the need for renewal of the urban space. There was a perceived lack of both new architecture and a vibrant pedestrian-oriented urban space. Considerable attention was given to the need to create better connections, particularly from the perspective of pedestrians, for example across and through the railway and Tallinna Road, which divide the city. At the same

time, the renewed urban space was positively recognised, particularly the Narva riverside promenade and Äkkeküla.

As part of the preparation process, a baseline analysis of the city's green areas and landscaping, "Green Narva", was also carried out. To clarify the noise situation in Narva City, a noise map was prepared together with an explanatory report. Radon levels in different parts of the city were also studied as part of a radon survey, and a road condition study and a mobility study<sup>27</sup> were also carried out.

In spring 2023, from 6 April to 6 May 2023, the draft Comprehensive Spatial Plan and SEA were on public display. During this period, 26 interested parties, including both authorities and city residents, submitted proposals. Following the public display, the refined solution successfully passed the coordination round in December 2023 and was adopted by the Narva City Council on 21 March 2024 by Resolution No. 62.

The public display of the main Comprehensive Spatial Plan solution took place from 15 April to 15 May 2024. A total of 25 proposals and opinions were submitted by authorities, private individuals or NGOs/foundations. In addition to changes to principal purpose of land uses and tidiness issues, the proposals also concerned, for example, ensuring access for fire engines, the construction of shelters, and the construction of a hydraulic structure on the Narva River that would allow fish to bypass the Narva waterfalls.

During the Comprehensive Spatial Plan process, in addition to the statutory means of engagement for the disclosure stages (newspaper and website notices), direct notifications were also used. Informative articles appeared in both county and local newspapers, including the newspaper Gorod, which is delivered free of charge to all Narva residents' postboxes. During the Comprehensive Spatial Plan process, the Narva Comprehensive Spatial Plan website and an interactive map application were used to share information with the public at: <https://dge.ee/maps/Narva-linn/>.

Direct personal engagement was used for parties who had shown an interest in being involved during the process. In addition, property owners affected by the extension of the railway protection boundary were notified of the restriction. Property owners whose plots contained buildings designated as valuable objects following bringing into effect and public display were also notified after the public display. Wider personal notification was abandoned because, considering the population of Narva City, it would have been beyond the capacity of the Comprehensive Spatial Plan preparers. Therefore, a thorough article introducing the Comprehensive Spatial Plan and notification via the newspaper Gorod were preferred.

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<sup>27</sup> The studies can be viewed on the Narva Comprehensive Plan website: <https://hendrikson.ee/maps/Narva-linn/dokumendid-uuringud.html>.