



Nordregio

Towards a Just Green Transition

10 Key messages for
Nordic policymakers

Nora Sánchez Gassen, Anna Lundgren & Carlos Tapia

NORDREGIO POLICY BRIEF 2025:26

Contents

Introduction	3
1. Climate worry outweighs green transition concerns across the Nordics	5
2. Many Nordic people expect the green transition to bring benefits	7
3. Climate communication should spark hope, especially among young people	9
4. Inclusive stakeholder engagement can improve climate policy design and public legitimacy	11
5. Emissions reductions are technically feasible but politically challenging	13
6. Perceived local and household impacts influence climate policy support	16
7. Survey results indicate public support for stronger climate action, even if it means higher taxes	18
8. Place-based policies are key to avoid deepening regional inequalities	20
9. Job quality and inclusive skills development are important to sustain public support	22
10. The Nordic Toolbox offers practical guidance for delivering a just green transition	24
About EnIGG & NJUST	26
About this publication	27

This publication is also available online in a web-accessible version at:
<https://pub.nordregio.org/pb-2025-26-towards-a-just-green-transition>



Introduction

In order to mitigate climate change, the Nordic countries have committed to reducing greenhouse gas (GHG) emissions to net zero by or before 2050. This process is commonly referred to as the 'green transition'. Ambitious climate policies are needed to achieve these goals, with potentially profound impacts on economies and societies across the Nordic Region.

The Nordic countries are also committed to ensuring that the green transition does not disproportionately burden certain groups or regions. Achieving this requires carefully designed policies that take social and regional impacts into account, support vulnerable groups and promote broad participation in policy making processes.

Between 2021 and 2025, Nordregio conducted two major research projects on behalf of the Nordic Council of Ministers: **Ensuring Inclusive Economic Growth in the Transition to a Green Economy (EnIGG)** and **Not (Just) a Green Transition (NJUST)**. Drawing on cross-Nordic analysis, country- and sector-specific examples, economic modelling, survey data, and focus group discussions, these projects analyse how the green transition can be achieved in a just and fair way. This policy brief summarises ten key insights from this research, focusing on the social and economic impacts of the green transition and how to ensure that no one is left behind.

In sum, Nordregio's research shows that people in the Nordic Region are concerned about climate change, with many citizens supporting ambitious climate policies in principle. Nevertheless, support for specific measures depends on how these are perceived to affect people's daily lives, households and communities. While research results suggest that the macroeconomic impacts on growth, jobs and wages are likely to be limited, the distributional effects – i.e. how the impacts are spread across different regions and social groups – may vary. To address these challenges, Nordregio has developed a toolbox that offers practical tools and examples of how to enable more socially and spatially fair policies in support of the green transition.



10 Key messages for Nordic policymakers

1. Climate worry outweighs green transition concerns across the Nordics
2. Many Nordic people expect the green transition to bring benefits
3. Climate communication should spark hope, especially among young people
4. Inclusive stakeholder engagement can improve climate policy design and public legitimacy
5. Emissions reductions are technically feasible but politically challenging
6. Perceived local and household impacts influence climate policy support
7. Survey results indicate public support for stronger climate action, even if it means higher taxes
8. Place-based policies are key to avoid deepening regional inequalities
9. Job quality and inclusive skills development are important to sustain public support
10. The Nordic Toolbox offers practical guidance for delivering a just green transition



KEY MESSAGE 1

Climate worry outweighs green transition concerns across the Nordics

Across the Nordic Region, public concern about climate change is widespread and significantly outweighs concern about potential negative impacts of the green transition. A 2022 Nordregio survey found that 71% of respondents consider climate change a serious or very serious problem. This concern is particularly pronounced among women (79%), young people (74%), university-educated individuals (83%) and urban residents (82%). Country-level differences also emerge (Figure 1): In 2022, the proportion of concerned respondents was highest in Denmark (80%) and Sweden (75%) and lowest in Greenland (40%) and the Faroe Islands (54%).

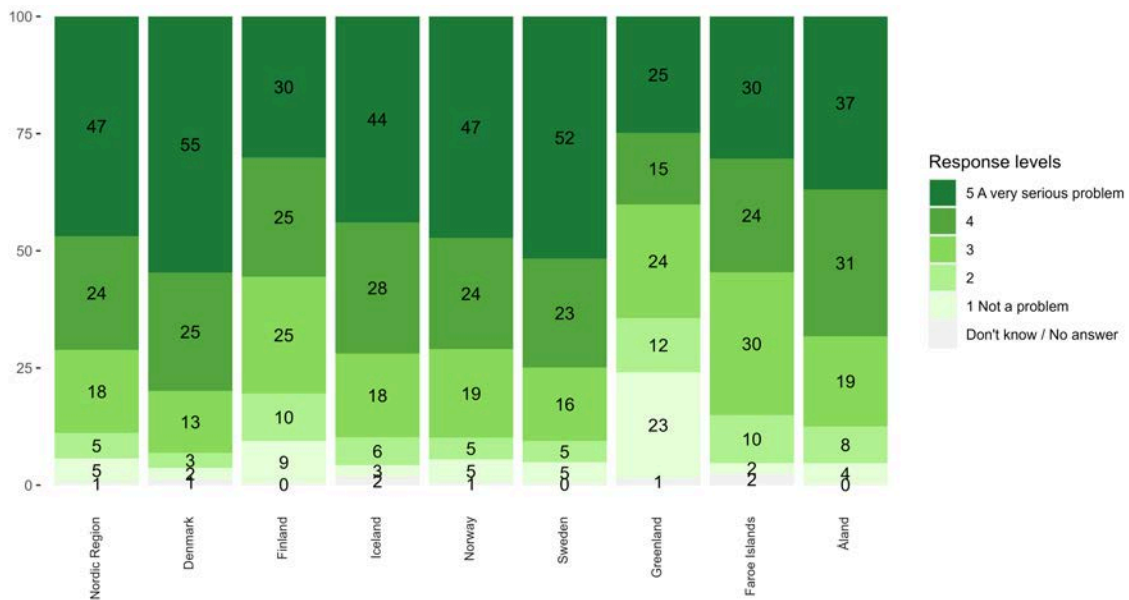


Figure 1. Survey question: To what extent do you think that climate change is a problem? (%)
 Note: Based on Nordregio's fieldwork conducted in October-November 2022. (Source: Tapia et al. 2023)

In contrast, concerns about the impacts of the green transition are more moderate. About 27% of respondents worry about job losses and 51% expect higher prices and an increased cost of living. These concerns are more prevalent among men, people working in carbon-heavy sectors, and residents of rural areas, towns and suburbs. Urban residents, women and those employed outside carbon-intensive sectors tend to be less concerned.

Overall, the data suggest that while some respondents anticipate challenges linked to climate policies, concern about climate change itself is more widespread. This provides a strong foundation for ambitious climate policymaking. However, the survey results also underscore the need for careful policy design and communication that acknowledges and addresses specific concerns of rural residents and workers in high-emission sectors.

Recommendation

Prioritise transparent communication about the urgency of climate action, while acknowledging and addressing the potential adverse impacts of climate policies.

Read more:

Tapia, C., Lundgren, A. & Sánchez Gassen, N. (forthcoming). *Scaling fairness: Balancing self-interest, community needs and societal justice for public acceptance of climate change mitigation policies in the Nordic Region*.

Tapia, C., Sánchez Gassen, N., & Lundgren, A. (2023). *In all fairness. Perceptions of climate policies and the green transition in the Nordic Region*. Nordregio Report 2023:5, Stockholm: Nordregio. DOI: [10.6027/R2023:5.1403-2503](https://doi.org/10.6027/R2023:5.1403-2503).



KEY MESSAGE 2

Many Nordic people expect the green transition to bring benefits

Despite concerns about potentially challenging impacts, many people across the Nordic Region also expect benefits from the green transition. According to a 2022 Nordregio survey, 52% of respondents believe the green transition will benefit their national economy, while only 18% disagree. Half of the respondents think it will lead to more sustainable lifestyles and 45% anticipate improvements in health and well-being. Additionally, 31% expect job creation in their communities and 24% believe working conditions will improve.

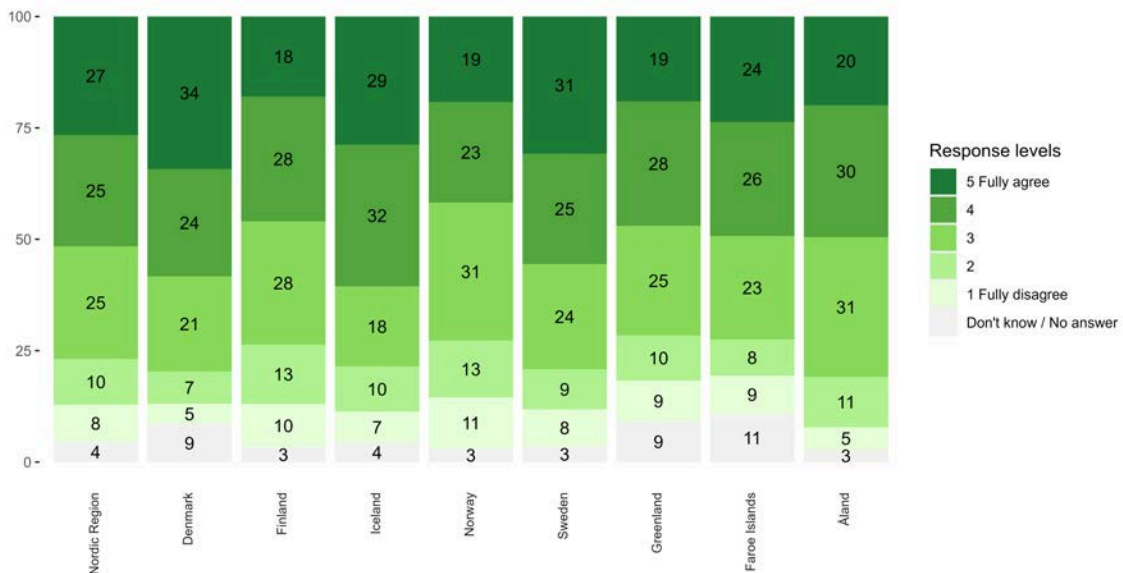


Figure 2. Survey question: To what extent do you agree or disagree with the following statement: 'Taking action on climate change would be beneficial for the economy in <country/region>' (%)

Note: Based on Nordregio's fieldwork conducted in October-November 2022. (Source: Tapia et al. 2023)

Optimism is particularly strong in Greenland, where 60% of respondents expect new jobs in their area, 59% anticipate better working conditions and 66% foresee improvements in health and wellbeing (Figure 2). These findings suggest that many people see the green transition as an opportunity for economic development and improved quality of life.

Positive expectations are important for maintaining public support for ambitious climate policies. The survey results highlight the importance of communicating the benefits of climate action, such as cleaner air, improved health and potential job creation, while remaining transparent about potential challenges and disruptive impacts.

Recommendation

Ensure that benefits of the green transition, such as improved health, job creation and sustainable lifestyles, are visible and measurable to sustain public optimism and support.

Read more:

Tapia, C., Sánchez Gassen, N., & Lundgren, A. (2023). *In all fairness. Perceptions of climate policies and the green transition in the Nordic Region*. Nordregio Report 2023:5, Stockholm: Nordregio. DOI: [10.6027/R2023:5.1403-2503](https://doi.org/10.6027/R2023:5.1403-2503).



KEY MESSAGE 3

Climate communication should spark hope, especially among young people

Public narratives around the green transition often focus on costs, burdens and trade-offs. While it is important to be transparent about the various impacts of the green transition, an emphasis on negative effects or sacrifices can lead to resistance, anxiety or apathy, particularly among young people. Nordregio's research shows that many young people are deeply concerned about climate change but often feel powerless.

Effective communication about the green transition should be transparent about challenges but also highlight progress, co-benefits and shared goals. It should use accessible language and use channels that reach different audiences. For young people, this includes schools, social media and peer networks.

"Make sure that people, not just young people, believe that we can change the way that world is moving.

That there is hope."

(Representative from a youth organization)

"A question that often comes up before elections is: Are you prepared to pay more to be more environmentally friendly?"

I think we should turn the question around and ask what opportunities the green transition offers for companies and regions. To see it as the opportunity."

(Representative of an organization for people with disabilities)

Quotes from stakeholders

Source: Quotes are taken from focus group discussions conducted by Nordregio in 2023.

Another strategy to spark hope and engagement is to develop and communicate positive, realistic visions of a sustainable future. These visions should be co-created with diverse stakeholders, including young people, and highlight tangible improvements to quality of life, such as better public transport, cleaner air and access to meaningful green jobs.

Youth representatives involved in Nordregio's projects emphasize that such visions should also counteract "climate delay" narratives that frame climate action as too costly or overly complex. A joint vision can also be used to inspire and motivate green transition policies and initiatives.

Recommendation

Communicate that change is possible, achievable and desirable, and emphasise that everyone has a role to play in making the green transition a success.

Read more:

Sánchez Gassen, N., Rohrer, L., Berlina, A., Ögland, L., Tapia, C., Cavicchia, R. & Lundgren, A. (2024). *Nordic toolbox for a just green transition*. Nordregio Report 2024: 21, Stockholm: Nordregio. DOI: [10.6027/R2024:21.1403-2503](https://doi.org/10.6027/R2024:21.1403-2503).



KEY MESSAGE 4

Inclusive stakeholder engagement can improve climate policy design and public legitimacy

Effective climate policy is not only about technical solutions. It also depends on how policies are developed and who is involved in shaping them. In interviews and focus group discussions with Nordregio, civil society organisations, labour unions and youth representatives from across the Nordic Region have expressed a strong desire to be more involved in green transition policymaking, both at national and local levels. However, many report that opportunities for meaningful participation are often limited, poorly timed or inaccessible.

Common barriers include unclear objectives, lack of feedback on how input is used, and practical obstacles, such as meeting times, digital access or language. Moreover, stakeholder engagement often comes too late in the policy process to influence outcomes, reinforcing perceptions that decisions are made without public input. These shortcomings can lead to frustration, even among actors who support climate action in principle.

"Create platforms and mechanisms for young people to participate in discussions and decision-making processes related to the green transition. This can include youth councils, advisory boards, or representation in relevant policy-making bodies."

(Representative from a youth organization)

"We are the ones who have to live with the consequences of climate changes, we should be heard."

(Representative from a youth organization)

Quotes from stakeholders

Source: Quotes are taken from focus group discussions conducted by Nordregio in 2023.

Nordregio's discussions with stakeholders suggest that early, inclusive and well-facilitated engagement can improve both the quality, legitimacy and acceptance of climate policies, especially at local level. It allows policymakers to tap into local knowledge, anticipate unintended consequences and build broader coalitions of support. This is especially important for groups most affected by the transition, such as workers in vulnerable sectors or residents of areas in which green energy initiatives are planned.

To be effective, stakeholder engagement must be more than symbolic. It should be structured, meaningful and designed to have a clear impact. Various formats can be used, including permanent advisory bodies, youth councils or citizen parliaments, and these can be implemented at all levels of governance, from national to local.

Recommendation

Establish mechanisms for early and inclusive public engagement in green transition projects and initiatives. Engagement must be structured and meaningful.

Read more:

Sánchez Gassen, N., Rohrer, L., Berlina, A., Ögland, L., Tapia, C., Cavicchia, R. & Lundgren, A. (2024). *Nordic toolbox for a just green transition*. Nordregio Report 2024: 21, Stockholm: Nordregio. DOI: [10.6027/R2024:21.1403-2503](https://doi.org/10.6027/R2024:21.1403-2503).

Tapia, C., de Jesus, A., Cedergren, E., Sánchez Gassen, N. & Lundgren, A. (2022). *The social impacts of climate mitigation policies on vulnerable groups in the Nordic Region*. Nordregio Discussion Paper 2022:3. Stockholm: Nordregio. DOI: <http://doi.org/10.6027/WP2022:3.1403-2511>.



KEY MESSAGE 5

Emissions reductions are technically feasible but politically challenging

The Nordic countries have committed to ambitious climate targets, with Finland aiming to reach carbon neutrality by 2035, Iceland by 2040 and Sweden by 2045. Denmark is working towards achieving climate neutrality by 2050 and Norway intends to become a low-emission society by the same year. Reaching these goals requires deep decarbonisation across several high-emission sectors, each with distinct challenges and opportunities. These sectors include energy production and transport. Industrial processes, such as steel in Sweden and aluminium in Iceland, also contribute significantly to emissions. Agriculture, particularly in Denmark, is a major emitter due to livestock and fertiliser use (Figure 3).

The Nordic countries have developed comprehensive climate action plans and policy instruments to reduce emissions across sectors. These include scaling up renewable energy, electrifying transport systems, improving industrial efficiency and transforming agricultural practices through regulations, incentives, innovation and infrastructure investment.

From a technical perspective, the pathways to decarbonisation are often well understood. For example, Nordregio's research shows that ambitious transport policies, such as promoting electric vehicle adoption and increasing biofuel use, can make an important contribution to lowering emissions at a moderate macroeconomic cost and with minimal structural disruption. Similarly, phasing out coal-fired electricity and implementing targeted agricultural measures in Denmark, such as a carbon tax on emissions, afforestation subsidies and support for emission-reducing technologies, can substantially reduce emissions at a limited macroeconomic cost.

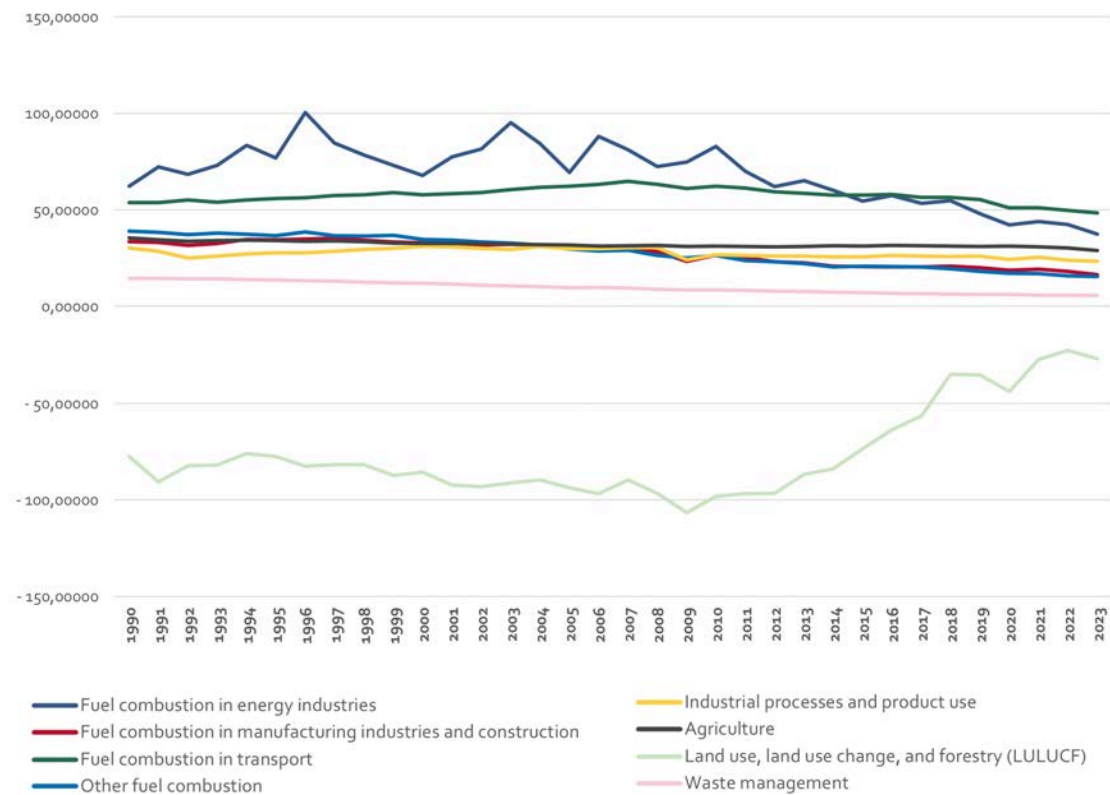


Figure 3. Greenhouse gas emissions by source sector in the Nordic Region, in million tonnes (1990-2023)

Note: The figure includes emissions from Denmark, Finland, Iceland, Norway, Sweden and Åland. Emissions from Greenland and the Faroe Islands are not included in the dataset. Emission data exclude memo items. (Source: Eurostat)

The main challenge, therefore, does not lie in the availability of solutions but in ensuring political commitment and public acceptance. Political coalitions may struggle to pass ambitious measures, especially when facing opposition from affected industries or regions. Uncertainties around technological development, cost trajectories and emission forecasts may further complicate decision-making.

Norway's carbon capture and storage (CCS) project illustrates both the promise and complexity of this transition. While CCS is technically and politically feasible, questions remain regarding its long-term cost efficiency, scalability and broader uptake. Similarly, agricultural reforms in Denmark and forest management in Finland may face regional resistance despite their potential climate benefits.

Recommendation

Build broad coalitions, communicate clearly, and design policies perceived as fair and inclusive to overcome political challenges.

Read more:

Dixon, P., Rimmer, M., Wittwer, G., Honkatukia, J., Tapia, C. & Sánchez Gassen, N. (2023). *What impact do climate change policies have on Nordic economies, industries and households?* Nordregio Report 2023:10, Stockholm: Nordregio.
DOI: [10.6027/R2023:101403-2503](https://doi.org/10.6027/R2023:101403-2503).

Flam, H. & Sánchez Gassen, N. (2024). *Regional economic effects of the green transition in the Nordic Region*. Nordregio Report 2024:25, Stockholm: Nordregio.
DOI: [10.6027/R2024:25.1403-2503](https://doi.org/10.6027/R2024:25.1403-2503).



KEY MESSAGE 6

Perceived local and household impacts influence climate policy support

Public support for climate change mitigation in the Nordic Region is shaped by how people perceive the effects of climate policies on their household and the community where they live. In-depth analysis of Nordic survey data reveal that when people believe climate policies negatively affect their household finances or local job markets (now or in the future), they are less likely to support those policies. These perceptions also influence how fair people think policies are. In other words, people's sense of fairness is shaped by their lived or anticipated experiences. Climate policy support therefore depends not only on policy goals, but also on how people expect to be affected.

While climate policies may raise concerns about impacts at the household and community levels, Nordregio's research shows that the overall impact of ambitious climate policies on household living costs tends to be modest. For example, modelling results indicate that transport policies aimed at increasing biofuel use and electrifying vehicle fleets would raise household expenditures by 1% or less over a decade, depending on the country and household type. This suggests that such policies are unlikely to cause widespread financial strain.

"We expect that there will be new jobs and there will be job losses. But we don't know for sure, and it creates a lot of fear and insecurity."

(Labour union representative)

Quotes from stakeholders

Source: Quotes are taken from focus group discussions conducted by Nordregio in 2023.

Nonetheless, individual policies may place a greater burden on some households than others. Such impacts can be alleviated through targeted social policies, tax rebates, direct transfers and other mechanisms. Importantly, support measures should be carefully designed and focused on the most vulnerable groups. Evidence from the Nordic Region shows that broad, untargeted support can distort incentives for energy efficiency and green innovation, delay behavioural change and disproportionately benefit higher-income households.

To be effective and fair, support measures should be targeted to the groups that are most affected and vulnerable, such as low-income households. Support measures should also be transparent, with clear criteria and communication about who receives support and why. Finally, these measures should be temporary, designed to ease adjustment rather than establish new entitlements.

Recommendation

Target temporary and transparent support to vulnerable households to mitigate the social impacts of transition policies.

Read more:

Calmfors, L. & Sánchez Gassen, N. (2024). *Economic policy beyond the pandemic in the Nordic countries*. Nordregio Report 2024: 12, Stockholm: Nordregio. DOI: <http://doi.org/10.6027/R2024:121403-2503>.

Dixon, P., Rimmer, M., Wittwer, G., Honkatukia, J., Tapia, C. & Sánchez Gassen, N. (2023). *What impact do climate change policies have on Nordic economies, industries and households?* Nordregio Report 2023:10, Stockholm: Nordregio. DOI: [10.6027/R2023:101403-2503](https://doi.org/10.6027/R2023:101403-2503).

Flam, H. & Sánchez Gassen, N. (2024). *Regional economic effects of the green transition in the Nordic Region*. Nordregio Report 2024:25, Stockholm: Nordregio. DOI: [10.6027/R2024:25.1403-2503](https://doi.org/10.6027/R2024:25.1403-2503).

Tapia, C., Lundgren, A. & Sánchez Gassen, N. (forthcoming). *Scaling fairness: Balancing self-interest, community needs and societal justice for public acceptance of climate change mitigation policies in the Nordic Region*.



KEY MESSAGE 7

Survey results indicate public support for stronger climate action, even if it means higher taxes

Despite concerns about household and local effects, public support for ambitious climate policies in the Nordic Region is relatively strong, even when such policies involve tax increases. According to a 2022 Nordregio survey, 49% of respondents agreed that more public resources should be invested in climate action, even if this results in higher taxes. Only 25% explicitly disagreed (Figure 4).

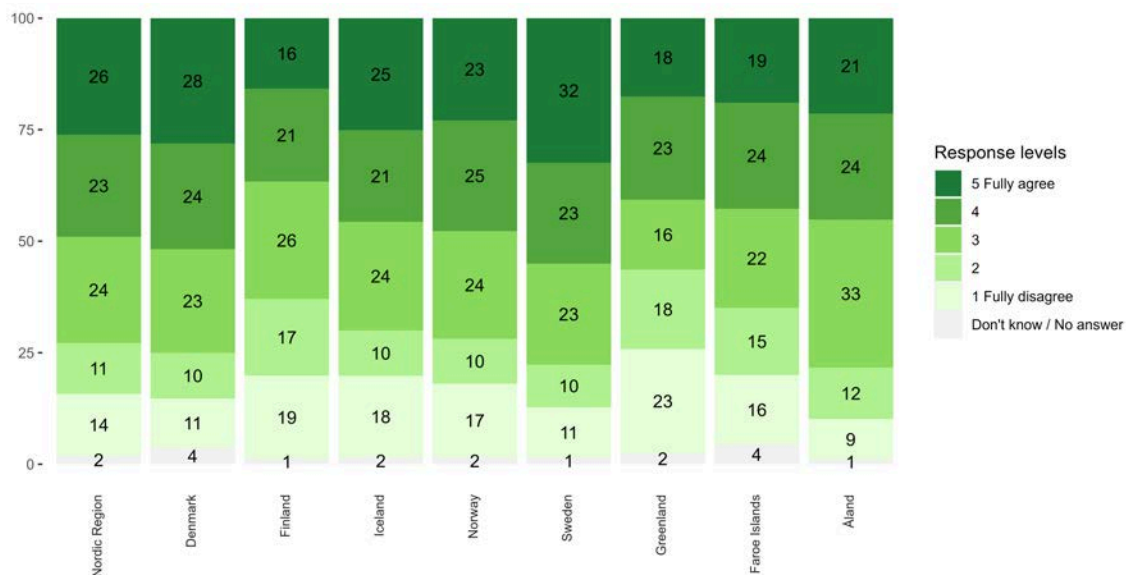


Figure 4. Survey question: To what extent do you agree or disagree with the following statement: 'More public financial resources should be invested in preventing climate change, even if it means that taxes are increased' (%)

Note: Based on Nordregio's fieldwork conducted in October-November 2022. (Source: Tapia et al. 2023)

Support varies across demographic and geographic lines. Urban residents are more likely to support tax increases for climate action (59%) than those in rural areas (39%) or towns and suburbs (46%). Women (55%), university-educated individuals (61%) and students (58%) also show higher levels of support. Country-level differences are notable: support is strongest in Sweden (55%) and Denmark (52%) and lower in Greenland (41%) and Finland (37%). However, in all countries except Greenland, more people support than oppose increased climate spending funded through taxation.

This provides policymakers with a strong foundation to pursue ambitious climate policies. However, support for climate action does not automatically translate into approval of specific climate measures. Lack of support or resistance may still arise, particularly among groups more affected by the costs or changes associated with individual policies. Such resistance may be linked to people's lifestyles, as well as energy and mobility needs. The survey data show that individuals who rely heavily on private car use or who work in carbon-intensive sectors are less likely to support ambitious climate policies. These groups may see such policies as threats to their jobs and lifestyles. Similarly, people living in homes not connected to district heating systems are less likely to support increased spending on climate policies if this entails higher taxes. Therefore, policymakers need to consider how policies affect people with diverse living circumstances, simultaneously looking at income and expenditure effects of policies.

Recommendation

To maintain public acceptance and support for the green transition, ensure that alternatives, such as affordable public transport or retraining for those in carbon-intensive industries, are available in contexts where climate policies may require changes of lifestyle or at the workplace.

Read more:

Tapia, C., Lundgren, A. & Sánchez Gassen, N. (forthcoming). *Scaling fairness: Balancing self-interest, community needs and societal justice for public acceptance of climate change mitigation policies in the Nordic Region*.

Tapia, C., Sánchez Gassen, N., & Lundgren, A. (2023). *In all fairness. Perceptions of climate policies and the green transition in the Nordic Region*. Nordregio Report 2023:5, Stockholm: Nordregio. DOI: [10.6027/R2023:5.1403-2503](https://doi.org/10.6027/R2023:5.1403-2503).



KEY MESSAGE 8

Place-based policies are key to avoid deepening regional inequalities

The impacts of the green transition are not evenly distributed across the Nordic Region. Regions dependent on carbon-intensive industries may experience greater economic disruption than service-based economies. Similarly, rural areas with limited public transport options face different challenges than urban centres. These spatial and sectoral differences shape how communities perceive and respond to climate policies.

Nordregio's research reveals that differences in local socio-economic and demographic conditions across Nordic municipalities correlate with political discontent and support for populist parties. For example, areas characterised by higher unemployment, lower educational attainment and slower income growth tend to show stronger support for populist movements (Figure 5). This suggests that if the green transition is perceived as threatening local jobs or economic stability, it may risk exacerbating political discontent.

To maintain legitimacy and public support for the green transition, climate policies must be sensitive to spatial inequalities and adopt a place-based approach. This means tailoring policies to local conditions and recognising and responding to region-specific challenges. It also entails ensuring that benefits and burdens are fairly distributed both within and across regions and engaging local stakeholders. Moreover, it is important to address the existing structural inequalities that contribute to political discontent. Without a place-based perspective, national policies risk overlooking local vulnerabilities and reinforcing existing inequalities.

Recommendation

Promote regional equity by tailoring climate policies to local needs and conditions.

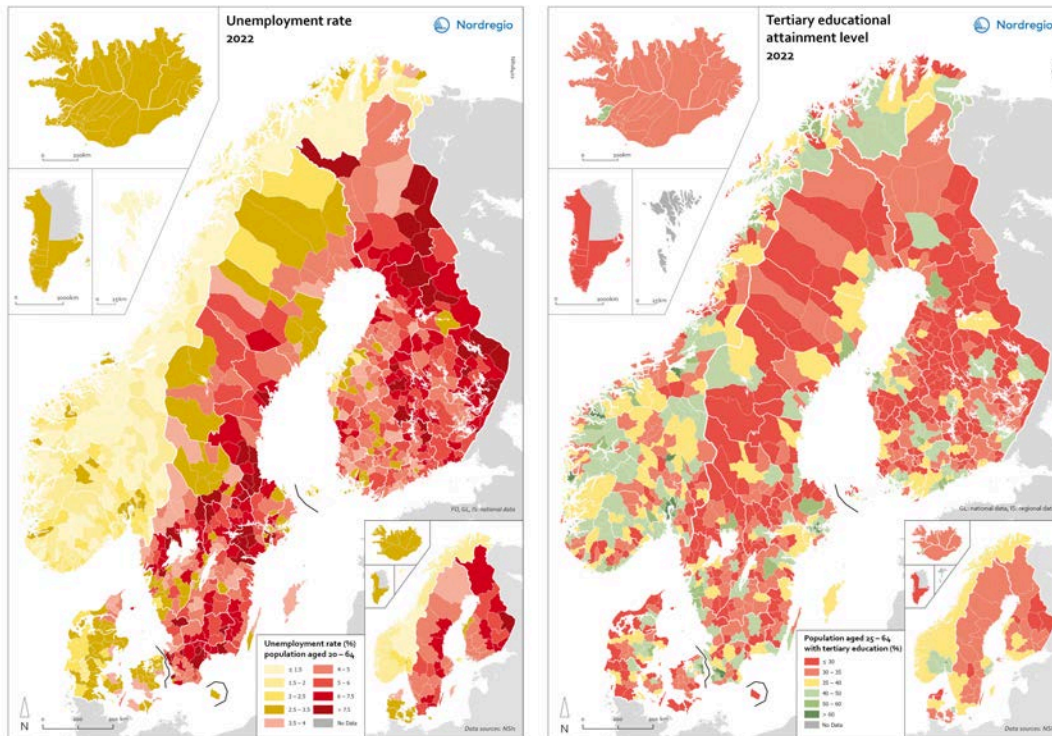


Figure 5. Nordic spatial variations in socio-economic characteristics

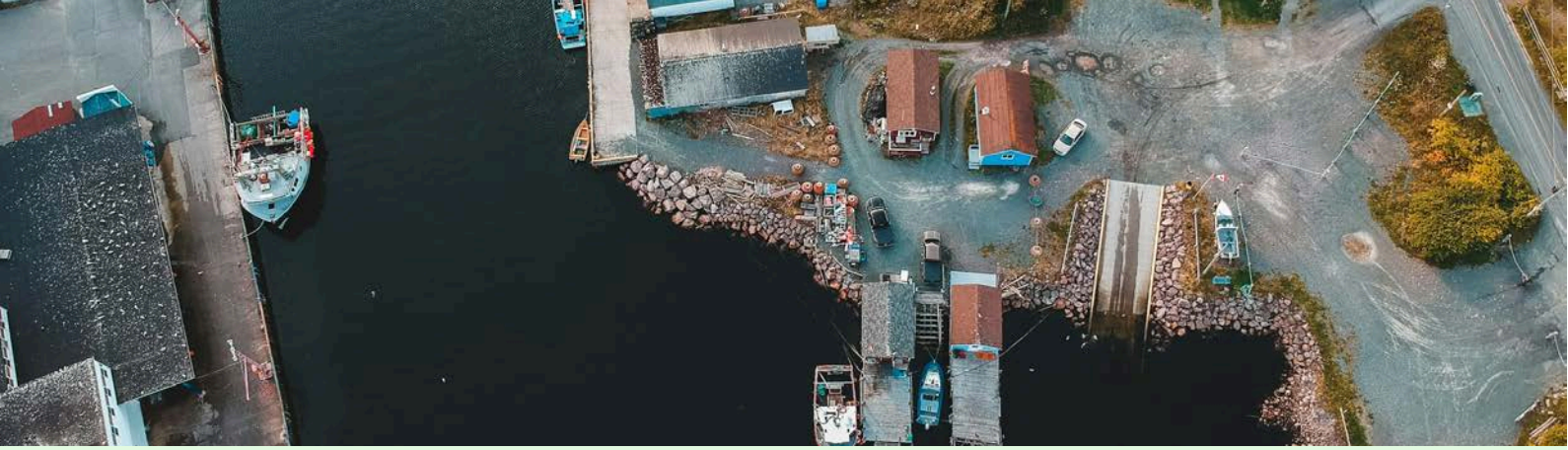
Source: for additional maps and visuals, see Dzhavatova et al. (2025).

Read more:

Dzhavatova, K., Sánchez Gassen, N., Tapia, C., Sonesson, M., Norlén, G. & Berbert Bruno, K. (2025). *Nordic spatial variations in demographic, social, and economic characteristics: A visual guide*. Nordregio Working Paper 2025:2, Stockholm: Nordregio. DOI: [10.6027/WP2025:2.1403-2511](https://doi.org/10.6027/WP2025:2.1403-2511).

Sánchez Gassen, N., Tapia, C., Chilvers, M., Dzhavatova, K. & Lundgren, A. (2025). *Navigating Nordic discontent. Regional divides, electoral trends, and the green transition*. Nordregio Policy Brief 2025:18, Stockholm: Nordregio. DOI: [10.6027/PB2025:18-2001-3876](https://doi.org/10.6027/PB2025:18-2001-3876).

Tapia, C., Dzhavatova, K., Chilvers, M. & Sánchez Gassen, N. (forthcoming). *Exploring the uneven landscape of Nordic discontent in the green transition*.



KEY MESSAGE 9

Job quality and inclusive skills development are important to sustain public support

Job quality appears to play a role in shaping political discontent, according to Nordregio's research. Municipalities hosting large established industrial facilities with high greenhouse gas emissions often show lower levels of discontent and less support for populist parties. This is likely due to the economic security, stable employment and strong local tax bases these industries provide.

This has implications for the green transition. If jobs in traditional industrial sectors disappear and green jobs are perceived as less secure, lower paid or lacking career prospects, green transition initiatives may fail to gain public support, particularly in regions historically reliant on carbon-intensive industries.

To counter this, policymakers must look beyond the absolute number of jobs created or lost during the green transition and pay closer attention to the quality of employment being offered.

"We will have a lot of new jobs, but we will also have a massive challenge to provide the right skills."

(Labour union representative)

"If we want to have everybody on board and positive towards toward the green transition, we need to focus on education, reskilling, upskilling, especially in the rural areas."

(Labour union representative)

Quotes from stakeholders

Source: Quotes are taken from focus group discussions conducted by Nordregio in 2023.

This includes decent wages, stable contracts and labour protections. It also means investing in inclusive reskilling and upskilling programmes that enable workers in transition sectors to benefit from new opportunities. As the green transition reshapes labour markets, training systems must be designed to reach those most at risk of being left behind. Flexible formats, accessibility, financial support and alignment with local labour market needs are important to ensure the success of these efforts.

Recommendation

Invest in green jobs and workforce development, emphasising job quality, decent wages, and inclusive access to reskilling and upskilling programmes.

Read more:

Sánchez Gassen, N., Rohrer, L., Berlina, A., Ögland, L., Tapia, C., Cavicchia, R. & Lundgren, A. (2024). *Nordic toolbox for a just green transition*. Nordregio Report 2024: 21, Stockholm: Nordregio. DOI: [10.6027/R2024:21.1403-2503](https://doi.org/10.6027/R2024:21.1403-2503).

Sánchez Gassen, N., Tapia, C., Chilvers, M., Dzhavatova, K. & Lundgren, A. (2025). *Navigating Nordic discontent. Regional divides, electoral trends, and the green transition*. Nordregio Policy Brief 2025:18, Stockholm: Nordregio. DOI: [10.6027/PB2025:18-2001-3876](https://doi.org/10.6027/PB2025:18-2001-3876).

Tapia, C., Dzhavatova, K., Chilvers, M. & Sánchez Gassen, N. (forthcoming). *Exploring the uneven landscape of Nordic discontent in the green transition*.



KEY MESSAGE 10

The Nordic Toolbox offers practical guidance for delivering a just green transition

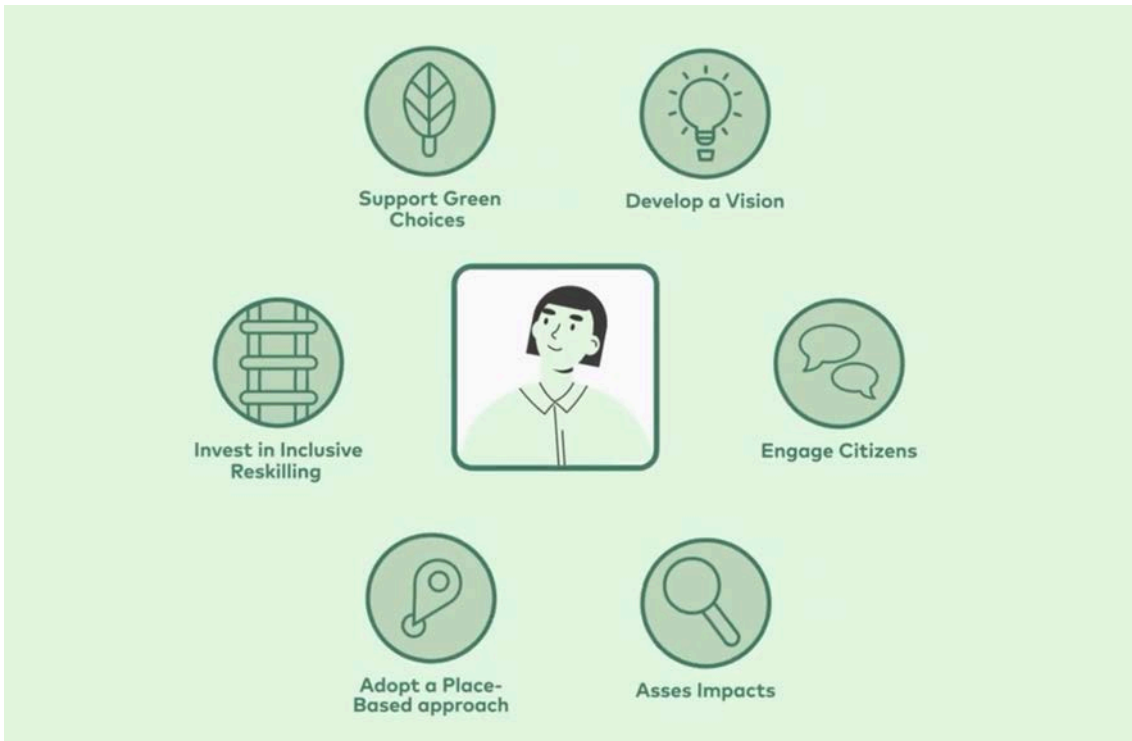
To support policymakers, Nordregio has developed a *[Nordic Toolbox for a Just Green Transition](#)*, comprehensive resource structured around six priority areas: developing a vision, engaging people, assessing social and regional impacts, adopting place-based approaches, investing in inclusive reskilling and supporting green choices. The priority areas are grounded in multi-year research and consultations with civil society, labour unions and youth representatives.

The toolbox offers practical tools, real-life examples and a checklist to guide policy design and implementation. It also provides guidance on how to integrate justice principles into policy frameworks and initiatives, emphasising that inclusive participation, especially of those most affected, supports both legitimacy and effectiveness. In addition, the toolbox highlights the need for place-based strategies that reflect regional opportunities and challenges.

The green transition in the Nordic Region enjoys broad public support, but its success depends on how policies are designed, communicated, and implemented. Ensuring that climate action is responsive to people's lived experiences, as well as fair and inclusive is important for building and sustaining public acceptance. The toolbox offers actionable guidance to support these efforts.

Recommendation

Use the Nordic Toolbox for a Just Green Transition as a practical guide for designing and implementing fair, inclusive, and effective climate policies.



The Nordic Toolbox for a Just Green Transition

The toolbox covers six priority areas and highlights key challenges and actionable, inclusive solutions for policymakers.



Access the toolbox online:

[nordregio.org/publications/
nordic-toolbox-for-a-just-green-transition/](https://nordregio.org/publications/nordic-toolbox-for-a-just-green-transition/)

Read more:

Sánchez Gassen, N., Rohrer, L., Berlina, A., Ögland, L., Tapia, C., Cavicchia, R. & Lundgren, A. (2024). *Nordic toolbox for a just green transition*. Nordregio Report 2024: 21, Stockholm: Nordregio. DOI: [10.6027/R2024:21.1403-2503](https://doi.org/10.6027/R2024:21.1403-2503).

About EnIGG & NJUST

Ensuring Inclusive Economic Growth in the Transition to a Green Economy (EnIGG)

EnIGG investigated how the Nordic countries can accelerate the green transition while fostering inclusive economic growth. The project examined the distributive effects of climate policies and regional conditions shaping the green transition. Within the project, socio-economic disparities, regional policy impacts and challenges posed by the COVID-19 pandemic were examined. Through cross-Nordic comparative analyses, as well as country- and sector-specific insights, EnIGG contributed to building knowledge on local and sectoral impacts of accelerating the green transition towards a climate-neutral economy. Implemented between 2021 and 2025, the project was coordinated by Nordregio and financed by the Nordic Council of Ministers' finance sector in collaboration with the regional, environment, education and labour market sectors.

More information about EnIGG: nordregio.org/research/ensuring-inclusive-economic-growth-in-the-transition-to-a-green-economy/

Not Just a Green Transition (NJUST)

NJUST examined how to achieve a socially just green transition in the Nordic Region. The project focused on understanding the experiences and perceptions of those directly affected by the green transition, with particular attention to selected social groups such as the unemployed, older adults, young people, and people with disabilities. It established a knowledge base through literature and policy reviews, a survey, and focus group discussions with civil society actors, labour union representatives, and youth organisations. The findings resulted in a Nordic policy toolbox designed to mitigate negative social and regional impacts. Conducted between 2021 and 2025, the project was led by Nordregio, financed by the Nordic Council of Ministers and supported by a steering group and an expert reference group.

More information about NJUST: nordregio.org/research/not-just-a-green-transition-njust-examining-the-path-towards-a-socially-just-green-transition-in-the-nordic-region/

About this publication

Towards a Just Green Transition: 10 Key messages for Nordic policymakers

Nora Sánchez Gassen, Anna Lundgren & Carlos Tapia

Nordregio Policy Brief 2025:26

ISSN: 2001-3876

<http://doi.org/10.6027/PB2025:26.2001-3876>

© Nordregio 2025

Layout: Miia Itänen, Nordregio

Cover Photo: Polina Kuzovkova (Unsplash)

Photos: Polina Kuzovkova / Unsplash (introduction); Juho Luomala / Unsplash (key message 1); Marcin Jozwiak / Unsplash (key message 2); Beth Macdonald / Unsplash (key message 3); Laura Karlin / Norden.org (key message 4); Peter Beukema / Unsplash (key message 5); Angelo Abear / Unsplash (key message 6); Jonas Smith / Unsplash (key message 7); Peter van der Meulen / Unsplash (key message 8); Erik McLean / Unsplash (key message 9); Annie Spratt / Unsplash (key message 10).

Nordregio

Nordregio is a leading Nordic and European research centre for regional development and planning, established by the Nordic Council of Ministers in 1997. We conduct solution-oriented and applied research, addressing current issues from both a research perspective and the viewpoint of policymakers and practitioners. Operating at the international, national, regional and local levels, Nordregio's research covers a wide geographic scope, emphasising the Nordic and Baltic Sea Regions, Europe and the Arctic.

Nordregio

Holmamiralens Väg 10

Skeppsholmen

Stockholm, Sweden

www.nordregio.org