



EU Integrated Arctic Policy Analysis Report and Recommendations

*Toward Just, Ethical and
Sustainable Arctic Economies,
Environments and Societies*



Photo: Corinne Wood-Donnelly

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Executive Summary

Are EU policies on the Arctic fit for purpose when it comes to promoting sustainable economic and social development in the region?

This question sits at the heart of a new policy recommendations report from JUSTNORTH. Based on research that examined the barriers, risks and costs of economic development in the Arctic, the report examines the evolution of the European Union's policies and regulations on the Arctic, from its first policy adopted in 2008 to the current one, "A Stronger EU engagement for a peaceful, sustainable and prosperous Arctic" issued in 2021

Over the years, the EU's Arctic policies have become both more wide-ranging in scope and more attuned to a diversity of concerns and stakeholders. They have progressively provided greater clarity on the role that the EU can play to shape Arctic futures.

Even as both Arctic states and the European Union have developed a significant series of

policies, programmes and regulations across most economic sectors with the aim to enhance sustainability and justice in the region, our research reveals that contradictions often arise between the pursued objectives and the consequences of the implementation of these initiatives. A familiar example is that climate mitigation initiatives can have adverse impacts on social sustainability or cultural ecosystem services.

The complexities of the Arctic policy landscape and the unintended effects of well-intentioned initiatives are among the main challenges when it comes to devising a genuinely just and sustainable future in the region.

To overcome these challenges, our work identifies Ten Key Challenges that require a critical review by the EU to achieve a more sustainable Arctic policy, ranging from climate change and sustainability and impact assessments to making extractive activities more socially responsive.

These Ten Key Challenges are:

Key Challenge 1: EU Arctic Policy and Local Political Ownership in Decision-Making

Key Challenge 2: EU Climate Change Mitigation Policies

Key Challenge 3: Sustainability and Impact Assessments

Key Challenge 4: Social Integration of Extractive Activities

Key Challenge 5: Land Transport and Connectivity

Key Challenge 6: Governance of Overlapping Maritime Activities

Key Challenge 7: Demographic Changes and Outmigration

Key Challenge 8: Indigenous Peoples and Arctic Governance

Key Challenge 9: Arctic Scientific Research and Traditional Knowledge

Key Challenge 10: EU Arctic Governance

Based on our analysis, we argue that there are two main considerations for the EU in seeking to contribute sustainable development in the Arctic.

1) The EU should develop a comprehensive, long-term strategy for the Arctic that takes into account the region's unique challenges and opportunities.

2) The EU must continuously assess and adapt policies to address evolving Arctic and global conditions and challenges.

Drawing on findings from our continuous dialogue with Arctic stakeholders and rightsholders over several years, we propose a set of recommendations to address these challenges and suggest pathways for opportunity. If implemented, we believe that they would lead to significant improvements of justice considerations across all of its dimensions.



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1. Introduction

The Arctic is a heterogeneous region. Climate conditions and levels of settlement vary from one area to the other. The regional economic activity consists of a coexistence between an intensive production economy and a small-scale economy at community or family level. Duality is also observed in the convergence of both realities and experiences of remoteness on one hand, and the significance of the region's historic and contemporary globalised connections on the other. However, two main changes are overall creating new opportunities and new challenges for the Arctic: the climate change effects and prospects for increasing economic activity.

Climate change is a major challenge for the Arctic due to the particular vulnerability of its ecosystems and to the observation of more pronounced effects in the region. Indeed, the Circumpolar North has registered rates of climate change four times on average faster than the rest of the world¹. Therefore, the impacts of climate change, which have been observed for years, are felt across the Arctic in ways that have not been as obvious elsewhere. Although it is to be noted that the opportunities created by climate change are arguably more limited than the risks it poses, economic opportunities are nonetheless observable. For instance, retreating sea ice

allows for the opening of new maritime routes and the melting of permafrost uncovers new tourism and agricultural possibilities. Nonetheless, the great majority of Arctic states are also committed to climate change action. Decarbonisation efforts are especially strong in Arctic countries both on the side of demand and the side of supply. Several national and local policies are actively pursuing carbon neutrality objectives in the near future, with the electrification of transport being one of the spearheading initiative across the region. However, the region is also under pressure from extractive activities oriented to satisfy the regional and global economy's demand for minerals and raw materials required for the green transition. If not properly addressed, this tendency towards green extractivism may paradoxically have negative consequences for the environmental and social sustainability of the region. The Arctic ecosystem is both unique and fragile, holding a profound connection with the well-being of both Indigenous and non-Indigenous communities whose culture and subsistence depend on the land and sea². In this context of climate change and increased economic activity, new and already existing conflicts between varying uses of and relations to the land and sea are taking on a new significance.

1.1. A Changing and Challenging Arctic Context

1.1.1. Resources Extraction

Historically, the Arctic has often been considered as an extractive frontier. Today still, most Arctic economies are highly dependent on the extraction of different natural

resources. These activities, not only limited to green transition goals, generate significant economic benefits for Arctic societies but also important socio-environmental risks and impacts. Energy extraction, predominantly under the form of oil and gas, has played an

¹ Mika Rantanen et al., 'The Arctic has warmed nearly four times faster than the globe since 1979' (2022) 3 CEE 168. <https://doi.org/10.1038/s43247-022-00498-3>; International Panel on Climate Change, Climate Change 2007: Impacts, Adaptation, and Vulnerability, (IPCC, 2007).

² Elena Conde, 'Por un Ártico más justo y sostenible en la era del cambio climático' (2023) The Conversation <<https://theconversation.com/por-un-artico-mas-justo-y-sostenible-en-la-era-del-cambio-climatico-214042>> accessed 26 September 2023.

important role in the economic development of the Arctic. The revenues derived from oil and gas exploitation represent a considerable income for Arctic national economies and are considered to be of extraordinary societal value as they contribute, among other things, to the maintenance of the welfare system. Mining and fisheries are two of the other main extractive activities taking place in the Circumpolar North. Overall, these different extractive industries have a tendency to exacerbate inequalities within Arctic communities and regions³. The Arctic inhabitant's perceptions of injustice in relation to these economic activities are often based on a perceived imbalance in the distribution of positive socio-economic impacts and in the distribution of environmental impacts. There is an often-shared perception that a substantial part of the benefits generated through resource extraction does not stay in the North. For instance, many mining projects currently underway in the Arctic are developed by multinational companies. Major Arctic economic projects are generally marked by a clear import trend, meaning that income produced locally is finally redirected outside of the region. This is especially true in the field of resource extraction and exploitation but is also observable in tourism, major infrastructure developments, or science and research among others.

1.1.2. Tourism

Tourism is another crucial sector in the Arctic region. As with resource extraction activities, it constitutes a growing industry across the Circumpolar North. Tourism is one of the economic sectors that has seen some benefits derived from climate change. For instance, some areas of the Arctic have become more easily accessible as a side-effect of a warming climate. Additionally, the dramatic

effects of climate change and an increasing global awareness have led to a burst in nature-oriented “last chance” tourism. These changes have resulted in an increase in job opportunities as well as in incentives for the maintenance of some aspects of traditional livelihoods due to their touristic value and offering a complimentary source of monetary income for those engaged in traditional livelihoods. However, over tourism can lead to detrimental environmental impacts on the region's biodiversity and runs the risk of “touristifying” vibrant Arctic traditions and communities. Moreover, although climate change has represented an opportunity for growth in the sector, it simultaneously puts its medium- and long-term viability in danger if the main natural asset of the region is damaged beyond repair.

1.1.3. Transport and Connectivity

The increasing development of activities in the Arctic across various economic sectors means that different uses of land and sea are often competing for the same space. This situation tends to lead to conflicts between varying interests and priorities, at times resulting in social effects as well. Due to geographical dispersion in the Arctic region, mobility is both more complex and more essential than in other parts of the world. The development of transport networks is tightly linked to socio-economic development and opportunities as many economic sectors depend on the transportation of goods and people to the region (tourism, commercial sector, resources extraction, etc.). This is also true for many other aspects of Arctic life. However, transport options are often unsatisfactory or lacking across the Circumpolar North. “Transport poverty”, or the lack of the necessary mobility services for the fullest possible participation in

³ Kathrin Stephen, 'Societal Impacts of a Rapidly Changing Arctic' (2018) 4 CCC 223 <https://doi.org/10.1007/s40641-018-0106-1>.



Photo: Corine Wood-Donnelly

society is often identified as one of the main social issues in the region. Paradoxically, the region is also witnessing an increase in worldwide connectivity in terms of shipping and tourism via existing and new rail and maritime routes (e.g. increase in maritime activity in Arctic waters of 25% from 2013 to 2019). If such an increase opens up economic opportunities for the Arctic countries and the affected local communities, it also poses environmental and social risks such as the disturbance of natural landscapes and marine life and of traditional livelihoods. The collision of railway networks with other legitimate uses of space such as reindeer herding or the preservation of certain ecosystems is well-documented. Climate change is playing a crucial role in the transformation of the Arctic transport landscape, both as a barrier and an opportunity factor. On the one hand, the melting permafrost is making some roads impossible to use and causing traditional forms of transportation such as dog sledding to fall into disuse, thereby constraining the perpetuation of these practices. However, concurrently, it is enabling the opening of new maritime routes. Climate change mitigation efforts have led to significant electrification plans, even reaching regional aircraft. While some changes may represent obstacles to some transportation options and may even force relocations, others represent progress towards a more sustainable Arctic connectivity.

1.1.4. Community Viability

Social welfare and development in the Arctic is similarly marked by the duality characteristic of many of the region's socio-economic indicators. Several success stories emerge from particular communities across the Circumpolar North but general trends remain worrying. Significant disparities in social services provision are observable between Arctic and southern regions, as

well as between Arctic Indigenous and non-Indigenous populations. Persistent gaps are recorded in education, health, transport, water sanitation or fresh water supply for instance. The provision of social services in the Arctic region is undoubtedly made more challenging by its remoteness and sparsity as well as complex geography, but these very characteristics are what make it so essential to social development as well. In relation to social services, the increase in economic development can be both positive – as it can lead to regional investment in infrastructure and services – and/or negative – given the added pressure on local services derived from a sudden rise in activity and workforce in a given area.

Social welfare and community development are thus shared responsibilities between public and private sectors operating in the region. Both are crucial to confronting the depopulation trends afflicting Arctic communities, especially in rural areas, as people are leaving the region for better socio-economic prospects. While many of the large-scale economic projects have at least some positive ripple effects on local economies, companies established in the Arctic are increasingly expected to contribute more actively to community development. For instance, Canada has established Impact Benefit Agreements (IBAs), which are formal contractual arrangements between Indigenous communities and the private sector, outlining the respective obligations of each party throughout their commercial engagement. Although encouraging trends towards “community viability” are observable – understood as the building of communities “in which people are able to dwell and prosper, for some period, finding sources of income and meaningful lives”⁴ – this is still one of the main challenges of the Circumpolar North. Economic activities, their regulation and their social effects are crucial aspects of this task.

⁴ Niels Einarsson et al. (eds.), Arctic Human Development Report (Stefansson Arctic Institute, 2004).



Photo: Barbara Baczynska

1.1.5. Indigenous Peoples

Finally, the strong presence of Indigenous communities in the Arctic merits a cross-cutting consideration across this changing and challenging landscape. This circumstance makes the Arctic a unique context in Europe. While Arctic Indigenous peoples play an important role in the socio-economic development of the region, tensions arise at

times between Indigenous land and resources rights and some economic activities or decision-making processes affecting them. The dialogue between Arctic Indigenous peoples and Arctic states or economic developers is made more complex by the plurality of value systems and worldviews at play among these different actors, especially in relation to the human-environment relationship.

1.2. The Arctic and the European Union

The changes and challenges affecting the Arctic region have direct and indirect implications for the neighbouring European Union. Conversely, EU actions and policies – either Arctic-specific or not – bear consequences on said changes and challenges in the Circumpolar North. Indeed, numerous overlaps and interplays exist between the Arctic and the European Union. EU legislation applies to the Arctic in the case of member states Finland and Sweden, and also partially in Iceland and Norway (excluding Svalbard) via the European Economic Area (EEA) agreement. Additionally, significant ties exist between the EU and Greenland due to its connection with member state Denmark, although Greenland is not a part of the EU. The European Union is involved in Arctic governance matters through the presence of Member States at the Arctic Council – both as members (2) and observers (6) – and through the participation of EU officials in the Council's working groups. The European Union also contributes to several Arctic regional fora such as the Barents Euro-Arctic Council or the Nordic Council. Additionally, its influence on international policy and law,

such as the law of the sea, international environmental regulations or global climate change actions and commitments, similarly affects Arctic developments. Since 2008, it has been developing a cross-sectorial policy dedicated to its role in and relation with the Arctic region. In 2016, “An Integrated European Union Policy for the Arctic”⁵ policy document was issued, followed by the subsequent 2021 “A Stronger EU Engagement for a Peaceful, Sustainable and Prosperous Arctic”⁶ update.

On the economic plane, the EU plays a major role as a market for Arctic resources. For instance, it constitutes a major importer of significant shares of Arctic fish, energy, and raw materials productions. It also constitutes a significant source of demand for Arctic tourism services, with the EU population representing between 27% and 47% of tourist tallies in the Arctic region. On another note, the EU is an important source of funding for research and education in the Arctic, as well as for regional development and transborder cooperation. It thus contributes substantially to the region's economic development across

⁵ Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the regions of 27 April 2016 establishing An Integrated European Union Policy for the Arctic 2016 JOIN (2016) 21 final.

⁶ Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the regions of 13 October 2021 establishing A Stronger EU Engagement for a Peaceful, Sustainable and Prosperous Arctic JOIN (2021) 27 final.

various sectors. However, the EU is also an important source of pollution reaching the Arctic given that it is the closest major industrialised region and thus has a heavy environmental footprint on the Arctic. Yet, it is to be noted that the EU is conscious of its impacts on the Circumpolar North and shows willingness to assess and address them. This can be seen in the myriad of environmental policies deployed by the EU – climate change mitigation policies especially – and in its development of a focused EU Arctic Policy. Overall, within much of the European Arctic, EU policies and legislation co-shape

environmental protection frameworks and fisheries agreements, affect the network for transport, digital and energy infrastructure, facilitate investments in renewables, and determine regional development policymaking. For all these reasons, the EU is thus a potentially important actor in fostering a successful transition towards sustainable economies and societies in the Arctic, while at the same time ensuring Arctic community viability.



Photo: Barbara Baczyńska

2. EU Arctic Policy: Successes and Limitations Towards Sustainable Economic Development in the Region⁷

The origin of the EU Arctic Policy can be traced back to the adoption of the European Parliament Resolution of 9 October 2008 on Arctic governance⁸. While the relationship between the EU and the Arctic region existed prior to this date, said resolution marks the EU's first official position concerning Arctic matters. This extensively deliberated resolution contains valuable insights that have guided subsequent EU policies towards the Arctic. The importance of climate change, the relevance of Indigenous peoples, and the collaboration with Arctic States stand out as the most notable aspects within this text. Despite its prompt identification of pressing concerns affecting the Arctic region, the resolution was not well-received by most Arctic states due to an approach that mirrored the Antarctic treaty model, aiming to establish a comparable system of international governance in the Arctic. This Resolution was followed by the 2008 European Commission communication "The European Union and the Arctic Region"⁹,

which was the first communication entirely dedicated to the region. It encompassed 49 action proposals focused on three specific areas: the protection and preservation of the Arctic and its population, the promotion of multilateral governance of the Arctic based on the principles and standards of the UNCLOS, and the promotion of the sustainable use of resources present in the region.

Between 2008 and 2016, the EU continued to produce additional documents related to the region. For instance, in June 2012, the Commission and the High Representative released the report "Developing a European Union Policy towards the Arctic Region: progress since 2008 and next steps"¹⁰. Its structure centred around new concepts such as knowledge, responsibility and engagement commitment, although this new communication did not include any action proposals. Nevertheless, the adoption of the 2016 Communication on an Integrated EU Policy for the Arctic marked a turning point.

⁷ The following text is based on Elena Conde, 'La construcción de la política ártica de la Unión Europea' (2017) 52, LLUE 18; Ibid., 'La política ártica de la Unión Europea en perspectiva geopolítica: de la cooperación pacífica a las rupturas árticas (2017-2022)' (2022) 74 REDI 129.

⁸ European Parliament resolution of 9 October 2008 on Arctic governance. https://www.europarl.europa.eu/doceo/document/TA-6-2008-0474_EN.html.

⁹ Communication from the Commission to the European Parliament and the Council of 20 November 2008 establishing The European Union and the Arctic region COM (2008) 763 final.

¹⁰ Communication from the Commission to the European Parliament and the Council - The European Union and the arctic region of 20 November 2008 establishing Developing a European Union Policy towards the Arctic Region: progress since 2008 and next steps COM (2008) 763 final.

2.1. 2016 Joint Communication to the European Parliament and the Council: “An Integrated European Union Policy for the Arctic”

“An Integrated European Union Policy for the Arctic” focused on the European Arctic, which was welcomed by the Arctic community. Additionally, it emphasised innovation, science, and research as diplomatic tools in the EU’s relationship with the Arctic and its stakeholders. Its content was based on three priorities: sustainable development, climate change, and safeguarding the environment along with international cooperation. By means of coordinating existing policies, the aim was to mitigate the risks and threats entailed by these challenges. For instance, in order to promote sustainable development, it was proposed to explore possibilities for enhancing connectivity in the Nordic region, where cooperation among institutions, states, and industry is crucial. Furthermore, the EU considered environmental conservation and maritime navigation safety as vital issues confronted by the region. As a result, the EU reiterated the importance of adhering to the Polar Code in the 2016 Communication.

Another relevant aspect highlighted in this instrument was the significance of local

communities and Indigenous peoples during the EU policy-making processes, which is of significance for the development and governance of the Arctic. Additionally, the importance of traditional knowledge and the adherence to the international Indigenous rights framework were emphasised. It also addressed the effects of climate change on livelihoods. In this regard, the EU has various economic support programs for local communities to promote innovation and economic development in the region.

As observed, international cooperation with a thorough and cross-cutting approach to providing solutions to cross-border issues proves crucial for the successful development of the Arctic region. Amidst the diverse forms of international collaboration, the EU puts forth substantial endeavours in scientific cooperation. Notably, it engages in initiatives such as the All-Atlantic Ocean Research and Innovation Alliance and the European Marine Observation and Data Network, reinforcing research and operation between different institutions and states.

2.2. 2021 Joint Communication to the European Parliament and the Council: “A Stronger EU Engagement for a Greener, Peaceful and Prosperous Arctic”¹¹

The evolution of the geopolitical situation at the global level, characterised by constant and dynamic changes, imposed a growing need for adapting and updating Arctic policies. In this context, the recent update of the EU Arctic policy, entitled “A Stronger EU Engagement for

a Greener, Peaceful and Prosperous Arctic,” retains some of the issues addressed in its 2016 predecessor while also incorporating new themes of crucial importance.

The EU’s 2021 Arctic Policy update continues to prioritise climate change, environmental

¹¹ The following text is based on Adam Stepien and Andreas Raspotnik, ‘Continuity with Great Confidence. The European Union’s 2021 Arctic Policy Update’ (2021) TAI <<https://www.thearcticinstitute.org/wp-content/uploads/2021/10/Continuity-with-Greater-Confidence-The-EUs-Arctic-Policy-Update-2021.pdf>> accessed 7 July 2023; Office for Economic Policy and Regional Development, Overview of EU actions in the Arctic and their impact (EPRD,2021) <<https://eprd.pl/wp-content/uploads/2021/06/EU-Policy-Arctic-Impact-Overview-Final-Report.pdf>> accessed 7 July 2023.

protection, sustainable development, and international cooperation. Regarding the latter, ocean governance and the establishment of marine protected zones are highlighted as potential areas for international cooperation. However, due to the conflict in Ukraine, the EU has temporarily suspended Russia and Belarus from participating in several regional cooperation initiatives. Additionally, the policy underscores the significance of innovation, research, and cooperation with Indigenous peoples as key themes. Concerning the role of the EU in the development of the Arctic region, efforts continue towards connectivity, innovation, investment, and green energy, albeit with less focus on the European Arctic.

The 2021 communication aims to address ecological, social, economic, and political challenges that may arise from climate change. Simultaneously, it stresses the need for strategic foresight regarding its impact. Improving the resilience of the Arctic region is a key objective and is mainly done through environmental legislation, specifically by means of the 2019 European Green Deal (EGD). The EGD serves as a crucial instrument to link the economy with the environment, acting both as an economic tool for the EU and as a foreign policy instrument with potential geopolitical repercussions. Environmental issues and climate change are increasingly perceived as affecting security and defence, thus tensions in the Arctic could also threaten the EU's regional interests. The Arctic-related topics mentioned in the EGD include chemical pollution, black carbon, plastic, microplastics, and the environmental impacts of EU-associated maritime shipping in the Arctic. It is interesting to note that the EU emphasises the EU's carbon footprint as a critical element, an aspect that was not included in other strategic declarations by Arctic states. Nevertheless, some of these

declarations do acknowledge their individual carbon footprints and emphasise climate change mitigation as a fundamental dimension of their Arctic-related endeavours.

Furthermore, the policy sets an aim to discourage new hydrocarbon extraction projects while promoting other industrial endeavours such as critical mineral extraction and renewable energy development. Hence, while it still emphasises the primary responsibility of Arctic states, it proposes the establishment of a multilateral agreement by which adhering parties would commit to abstaining from acquiring fossil fuels from new extractive projects. This proposal, commonly known as the "keep it in the ground" proposal, has received mixed reactions from many Arctic governments, businesses, and stakeholders. Essentially, both actions aim to transition towards a climate-neutral region, aligning with the objectives of the EGD.

In general terms, the 2021 Joint Communication has provided a greater clarity on the EU's impact on the Arctic, both environmentally and economically. It appears prepared to employ its market influence to generate some impact on hydrocarbon extraction practices. However, the Communication does not offer additional initiatives, nor does it mention potential risks and threats that may be faced on the path to carbon neutrality. For instance, the impact of the low-carbon transition on Indigenous land and livelihoods lacks consideration. In summary, this communication contains more novel aspects than its 2016 predecessor. Nevertheless, it still maintains an imprecise discourse, limiting its scope and effectiveness. Therefore, a more efficient approach is necessary to address present and future challenges in the Arctic.



Photo: Barbara Baczyńska

2.3. EU Actions in the Arctic

As previously mentioned, EU legislations solely apply to Finland and Sweden, and extend to Iceland and Norway (excluding Svalbard) via the EEA Agreement insofar as they concern the operation of the single market. In this context, various EU policies and projects exert certain influence on the Arctic region, both directly and indirectly, and possess the potential to shape the region. The following section will describe the most noteworthy that are relevant for this report, focusing on the three pillars of the EU Arctic policy.

2.3.1. Climate Change and Environmental Safeguards

The EU is a strong promoter of environmental protection and climate change mitigation. Its policies and regulations focus on reducing greenhouse gas emissions in several sectors such as transportation. Since 1992, the EU has actively participated in the UN Framework Convention on Climate Change, especially via the Kyoto Protocol.

Since 2013, the EU has been developing an annual emission allocation and progress assessment system for member states to meet their minimum contributions within the framework of the Effort Sharing Legislation. The most up-to-date period for which these emissions have been assigned spans from 2021-2030¹². Regarding the Arctic region, the impacts of climate change require increasingly focused adaptation measures. Hence, the

EU's support for adapting to climate change impacts in the European Arctic is crucial. In February 2021, a second EU climate strategy was adopted, entitled "Forging a Climate-Resilient Europe: the EU's New Strategy on Climate Change Adaptation", which is based on the concept of providing smarter and faster adaptation, given that climate change affects all sectors. However, the most important turning point in the EU's climate policy occurred in 2019 with the adoption of the European Green Deal, aiming to ambitiously respond to the long-term goals of the Paris Agreement on climate change: to keep the global temperature increase well below 2°C above pre-industrial levels, with the objective of limiting it to 1.5°C. The European Climate Law¹³ emerged from the EGD as a crucial legal instrument setting the goal of achieving climate neutrality by 2050.

Transport is a sector significantly targeted and impacted by the EU's environmental policies. For several decades, the EU has implemented measures aimed at developing sustainable, eco-friendly, and easily connected transport. In this regard, the 2016 European Commission communication "European Strategy for Promoting Low-Emission Mobility"¹⁴ advanced proposals to accelerate emissions reduction in European transportation with the ultimate goal of reaching zero emissions. It recognised that the use of alternative and low-emission energies in transport presents opportunities for innovation and job creation. Subsequently, the EGD adoption led to the introduction

¹² Regulation (EU) 2018/842 of the European Parliament and of the Council of 30 May 2018 on binding annual greenhouse gas emission reductions by Member States from 2021 to 2030 contributing to climate action to meet commitments under the Paris Agreement and amending Regulation (EU) No 525/2013 (2018) L 156/26.

¹³ Regulation (EU) 2021/1119 of the European Parliament and of the Council of 30 June 2021 establishing the framework for achieving climate neutrality and amending Regulations (EC) No 401/2009 and (EU) 2018/1999 L 243/1.

¹⁴ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 20 July 2016 establishing A European Strategy for Low-Emission Mobility COM (2016) 50.

of the 2020 Strategy for Sustainable and Smart Mobility¹⁵, outlining numerous targets for 2050. These objectives include achieving carbon neutrality, increasing freight and high-speed train traffic, and upgrading the trans-European transport network (TEN-T) to facilitate sustainable and smart transport with high-speed connectivity. In 2021, as a follow-up to this initiative, the Commission presented the “Action Plan to Boost Long-Distance and Cross-Border Rail Passenger Transport”¹⁶. This action plan acknowledges the urgency of increasing the use of cross-border collective passenger transport in Europe, as it is one of the eco-friendliest means of transportation. It also mentions that transport affordability for rural and remote areas is essential to ensure inclusive participation in the ecological transition, benefiting Arctic communities and towns, especially in Sweden and Finland, which are far from major urban railway stations and networks.

A relevant aspect closely related to the EU’s Arctic Policy is the regulatory framework for environmental (and strategic) impact assessment, which establishes a set of common and minimum standards widely applied in the European Arctic. Within this framework, Directive 2014/52/EU identifies projects requiring an Environmental Impact Assessment (EIA), such as certain-sized open-pit mines or significant infrastructure projects. This directive also emphasises the protection of culturally important landscapes and promotes public participation

in the assessment processes. In addition to these regulations, a new instrument called “Delivering the benefits of EU environmental policies through a regular Environmental Implementation Review”¹⁷ was developed in 2016. Notably, the creation of the Environmental Implementation Review (EIR) aims to systematically examine the implementation of national environmental policies in order to enhance their environmental protection regulations. For instance, the EIR of Finland highlights: 1) concerning biodiversity, the conservation status of many habitats remains unfavourable; 2) regarding water quality, decisive measures are needed to address diffuse pollution from agriculture; 3) regarding gas concentration and air quality, EU limits for NO_x and NH₃ continue to be exceeded¹⁸.

2.3.2. Regional Development

Currently, the EU exerts significant influence on the process of creating development strategies in the European Arctic. This is due to the fact that the states must meet a series of requirements, among which is the development of regional strategies for research and innovation, in order to obtain EU funding. This condition could benefit the development of sparsely inhabited areas, vulnerable populations, and/or industries with limited demand.

In this regard, the EU has numerous programmes concerning different areas, encompassing general, transnational, and

¹⁵ Communication from the Commission to the European parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 9 December 2020 establishing A Sustainable and Smart Mobility Strategy – putting European transport on track for the future SWD (2020) 331 final. Region: progress since 2008 and next steps COM (2008) 763 final.

¹⁶ Communication from the Commission to the European parliament and the Council of 14 December 2021 establishing Action plan to boost long distance and cross-border passenger rail COM (2021) 810 Final. .

¹⁷ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 27 May 2016 establishing Delivering the benefits of EU environmental policies through a regular Environmental Implementation Review COM (2016) 316 Final. .

¹⁸ European Commission, Directorate-General for Environment (2022). The environmental implementation review: Finland, POEU <<https://data.europa.eu/doi/10.2779/900188>> accessed 10 July 2023.

cross-border areas. While these programmes pursue different objectives, they share some purposes such as innovation, energy security, the circular economy, economic diversification, entrepreneurship, conservation of natural and cultural heritage, and the promotion of sustainable societies. For instance, the EU Regional and Structural Policy Programme “Innovation and Skills in Finland 2021-2027”¹⁹ is co-funded by the European Regional Development Fund (ERDF), the European Fund Plus (ESF+), and the Just Transition Fund (JTF). This programme will focus on several crucial areas, including the development of local road transport infrastructure with separate funding for sparsely populated areas and support for education and employment, among others²⁰. Similarly, the transnational Interreg NEXT 2021-2027 programmes²¹, funded by the ERDF, finance projects from any member state (together with Switzerland and Norway) provided that their main purpose is regional development, such as employment support programmes. One notable such programme is Aurora²², which seeks to promote cross-border cooperation in areas such as energy transition, social inclusion, and digitalization. The programme’s geographical scope is divided into two sub-areas: Aurora and Sápmi.

On a different note, Greenland is the largest recipient of EU funding among all jurisdictions defined by the EU as Overseas Countries and Territories, directed specifically towards education. However, progress in the educational sector is rather slow, as there are few students enrolled in upper secondary education²³. Similarly, health issues are a noteworthy area of concern and focus that is expected to gain greater relevance in the EU policy in the coming years. The repercussions of climate change, including the degradation of ecosystems and disruptions of social dynamics, may lead to isolation and mental health disorders. This is particularly pronounced within vulnerable groups exposed to extreme geographical conditions and characterised by limited access to resources and protection. Indigenous communities in the Arctic are especially exposed to these risks given that their traditional ways of life are ongoingly threatened on several fronts. For instance, Greenland has one of the highest annual suicide rates in the Arctic region, which is deeply concerning. The EU has contributed in various ways to reducing the suicide rate, through multiple projects such as the SEYLE (Saving and Empowering Young Lives in Europe) initiative (2009-2011)²⁴ or the NABO - Social Inclusion of Youth in the

¹⁹ Ministry of Economic Affairs and Employment, 'Innovation and Skills in Finland 2021–2027 promotes regional vitality, employment and wellbeing' (Finnish Government, 21 October 2021) <<https://valtioneuvosto.fi/en/-/1410877/innovation-and-skills-in-finland-2021-2027-promotes-regional-vitality-employment-and-wellbeing> > accessed 10 July 2023.

²⁰ STRUCTURALFUNDS.FI, 'The Innovation and Skills in Finland 2021–2017 programme promotes regional vitality, employment and wellbeing' (STRUCTURALFUNDS.FI, 2023) <<https://rakennerahastot.fi/en/innovation-and-skills-in-finland-2021-2027> > accessed 10 July 2023.

²¹ Regulation (EC) No 2021/1059 of the European Parliament and of the Council of 24 June 2021 on specific provisions for the European territorial cooperation goal (Interreg) supported by the European Regional Development Fund and external financing instruments, L 231/94.

²² Interreg, 'Interreg Aurora' (Interreg, 2023) <<https://interreg.eu/programme/interreg-aurora/> > accessed 10 July 2023.

²³ Statistics Greenland, 'Statistics Greenland' (Statistics Greenland 2022) <<https://stat.gl/dialog/topmain.asp?lang=en&subject=Education&sc=UD> > accessed 10 July 2023.

²⁴ CORDIS, 'Saving and Empowering Young Lives in Europe: Promote health through prevention of risk-taking and self-destructive behaviors' (CORDIS, 29 May 2017) <<https://cordis.europa.eu/project/id/223091> > accessed 11 July 2023.

Nordic Region project (2018-2021)²⁵. By the same token, the EU adopted the 2023 Mental Health Strategy²⁶, expressing its interest in integrating mental health into all EU policies, including employment and the digital world, while promoting workplace well-being, mental health programmes, prevention, and early intervention, especially in young people and vulnerable groups. This holds particular importance in the Arctic region, given its high suicide rate among young men. However, it is noteworthy that this rate has decreased over the last two decades²⁷. In this regard, the INTERREG Northern Periphery and Arctic Programme (NPA)²⁸ focuses, among other aspects, on enhancing innovation capacity and organisational capabilities within NPA communities. In this context, the ERDF funded the ChatPal project²⁹, aimed at developing a mobile application to support and promote mental health in rural areas.

In conclusion, in the absence of the EU's cross-border programmes, cooperation in the European Arctic would be much less rich and dynamic, even though assessing the exact impact of these initiatives on the region proves to be a complex task. However, regarding Indigenous peoples, the EU was criticised for showing some lack of understanding of the reality of Indigenous peoples' lives in the past. The EU Arctic Forum

and Indigenous Peoples' Dialogue³⁰ is an annual event where high-level representatives from the European Commission, the EU External Action Service, and a broad range of Arctic stakeholders, including governments, international and civil society organisations, industry representatives, researchers, Indigenous and local communities, as well as youth representatives, gather together. Nevertheless, for now, these dialogues bear a resemblance more akin to conferences involving high-level representatives than direct exchanges between the involved parties. As such, the current situation poses serious questions as to the meaningful implementation of the free, prior, and informed consent principles in the EU's relations and policy actions towards Arctic Indigenous peoples in particular.

2.3.3. International Cooperation

As observed, international cooperation has been a fundamental pillar of the European strategy in the Arctic region since 2008. As a result, several EU regulations and policies have exerted an indirect impact on the Arctic. The present section will outline some of the most noteworthy efforts of the EU in the region.

Since its early stages, the EU has been involved in scientific and research cooperation, being

²⁵ Nordic Council of Ministers (2021). NABO – Social Inclusion of Youth in the Nordic Region. Comparison of the country reports, Nordic Co-operation <<https://www.norden.org/en/publication/nabo-social-inclusion-youth-nordic-region>> accessed 10 July 2023.

²⁶ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 7 June 2023 establishing On a comprehensive approach to mental health COM (2023) 298 Final.

²⁷ Nordregio, 'Cause of death by suicide 2011-2015 average' (Nordregio, February 2018) <<https://nordregio.org/maps/cause-of-death-by-suicide-2011-2015-average/>> accessed 10 July 2023.

²⁸ Northern Periphery and Arctic Programme, 'Interreg Northern Periphery and Arctic 2021-2027' (Northern Periphery and Arctic Programme, 30 June 2023) <<https://www.interreg-npa.eu/interreg-npa-2021-2027/>> accessed 11 July 2023.

²⁹ ChatPal, 'ChatPal. Digital Wellbeing Conversations' (Interreg) <<https://chatpal.interreg-npa.eu/about-the-project/>> accessed 11 July 2023.

³⁰ The latest event took place on February 8-9. A recording is available at: <https://www.euarcticforum23.eu/en/livestreaming>

key to the EU's commitment to Arctic affairs. In fact, some of the Arctic research networks have been established thanks to EU funding. The consequences of climate change are increasingly visible in the Arctic region, urging greater cooperation among Arctic and non-Arctic States, researchers, industry players, and Indigenous peoples. To achieve this, the EU has established international networks and partnerships with a comprehensive and cross-cutting approach to provide solutions to cross-border issues that affect various areas. For instance, the "Societal Challenges-Climate Action, Environment, Resource Efficiency, and Raw Materials" project, including the CARDAPUS programme³¹ (completed in May 2023), has contributed to the development of a set of international standards for Arctic-related environmental issues. Additionally, the EU funded the ARICE Project (Arctic Research Icebreaker Consortium)³², aimed at enhancing the EU's marine research capabilities while ensuring the safety of maritime transport operations. Another noteworthy project is INTERACT³³, a transnational circum-Arctic network consisting of 89 terrestrial research stations with the objective of improving research capacity to identify and address several environmental issues. EU-PolarNet, now known as EU-PolarNet2, represents a worldwide alliance with expertise in polar research. It engages in collaborative European Polar Research initiatives and provides evidence-based guidance for policy-making. The EU Polar Cluster encompasses polar projects funded by the European Commission and includes permanent members such as the EPB, APECS, SIOS, and EuroGOOS. This cluster's activities

are coordinated by EU-PolarNet 2 and the British Antarctic Survey. Additionally, the EU participates in international platforms that promote scientific cooperation in the Arctic, some of which are globally recognised, such as the Sustaining Arctic Observing Network, the Arctic Science Ministerial Meetings, and the World Climate Research Programme.

Despite not being an observer in the Arctic Council, the EU actively participates in various regional and sub-regional Arctic cooperation forums, including the Barents Euro-Arctic Council³⁴, the Nordic Council, the West Nordic Council, and the Conference of Arctic Parliamentarians. Moreover, the EU takes part in the working groups, expert groups, and task forces of the Arctic Council, and contributes through the Joint Research Centre (JRC) to supporting EU policies that have a beneficial influence on society. Notwithstanding, the involvement of the JRC in the Arctic Council's working groups is usually on an ad-hoc basis. Beyond research-related topics, the EU engages in international cooperation with several non-Arctic actors on matters related to the Arctic. It does so for instance through the United Nations and its bodies such as the International Maritime Organization or the World Health Organization. Furthermore, the EU's involvement extends to the UN Framework Convention on Climate Change (UNFCCC), an agreement that lays down fundamental legal principles and a framework for international cooperation in addressing climate change. A concrete illustration of this engagement is observed within the UNFCCC context, where the inclusion of Indigenous youth and youth from local communities is actively promoted through the current work

³¹ CARDAPUS, 'Capacity-building in Arctic standardisation development' (CORDIS, 31 December 2022) <<https://cordis.europa.eu/project/id/869673>> accessed 12 July 2022.

³² ARICE, 'ARICE aims at reaching this goal with the Existing polar fleet by:' (ARICE) <<https://arice-h2020.eu/about/goals-and-objectives/>> accessed 12 July 2022.

³³ European Polar Board, 'INTERACT', (European Polar Board) <<https://www.europeanpolarboard.org/projects/>> accessed 12 July 2023.

³⁴ Although cooperation is limited to the Nordic Council and the Nordic Council of Ministers as well as the West-Nordic Council, the latter involves annual meetings with a European Parliament Committee.

plan of the Local Communities and Indigenous Peoples Platform.

Maritime transport constitutes a highly relevant sector for the EU due to its role as an importer of raw materials and other natural resources produced in the Arctic. While it lacks substantial influence over this sector due to geographical and jurisdictional constraints, there are diverse means for the EU to exert influence on the sector. For instance, the EU actively contributes to the development of international standards for maritime transport in the Arctic region. Notably, its participation in forums such as the Arctic Council and the International Maritime Organisation (IMO) plays a crucial role in this endeavour. Through these engagements, the EU aims to support aligning activities in the region with the established environmental standards and regulations. In this regard, the EU has introduced diverse instruments to address maritime safety and environmental concerns. Notably, the directive on the monitoring and information system for maritime traffic (2002/59/EC) is a key component of their efforts. Additionally, the EU's implementation of the Gothenburg Protocol, which seeks to reduce black carbon emissions, further exemplifies their commitment to sustainable practices in the maritime sector³⁵. More recently, the 2023 UN High Seas Treaty introduces a mechanism for the establishment of high seas marine protected areas, enhancing land and sea management and conservation efforts. As an additional instrument to UNCLOS, the Treaty outlines a comprehensive framework for conducting impact assessments. Notably, the EU has already ratified the Treaty and initiated its implementation process through the EU International Ocean Programme³⁶.

³⁵ Council Decision (EU) 2017/1757 of 17 July 2017 on the acceptance on behalf of the European Union of an Amendment to the 1999 Protocol to the 1979 Convention on Long-Range Transboundary Air Pollution to Abate Acidification, Eutrophication and Ground-Level Ozone L 248/3.

³⁶ European Commission, 'Oceans and fisheries' (EU, 26 February 2021) <https://oceans-and-fisheries.ec.europa.eu/ocean/international-ocean-governance_en> accessed 13 July 2023.

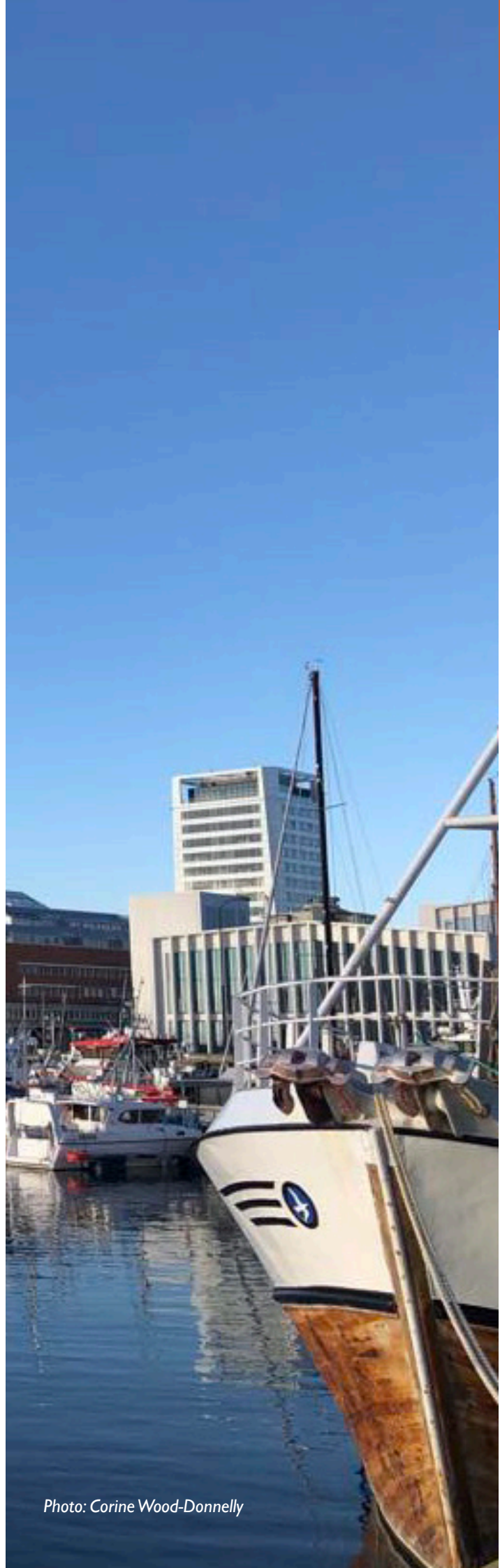


Photo: Corine Wood-Donnelly

3. Policy Orientations and Recommendations for the EU

As seen so far, Arctic states and the European Union have developed a significant series of policies, programmes and regulations across most economic sectors with the aim to enhance sustainability and justice in the region. However, the outcomes of the JUSTNORTH research reveal that contradictions often arise between the pursued objectives and the consequences of the implementation of these initiatives. For instance, it has already been mentioned that climate mitigation or cleaner transport initiatives can have adverse impacts on social sustainability, traditional livelihoods or cultural ecosystem services. Similarly, the promotion of tourism can be crucial for the viability of some local communities due to income and employment generation. Yet, it simultaneously often involves a certain artificialisation of traditional lifestyles and a degree of environmental degradation.

Moreover, another issue in the Arctic context appears to be that these many initiatives at times end up clashing with each other when implemented at the local level. While they may share common objectives, when these

abstract policy goals are translated into reality they often lead to conflicts over land uses and over issues or values prioritisation. The complexities of the Arctic policy landscape and the unintended effects of well-intentioned initiatives are among the main challenges to devise a genuinely just and sustainable future for the Arctic region. In order to contribute to a possible overcoming of these challenges, this JUSTNORTH report identifies issues that require or may benefit from EU action in light of the already existing Arctic policy landscape. In order to take into account, the various potential unintended consequences of policy options and to articulate consensus-oriented paths, it is indispensable to consider the different perspectives the Arctic region is made of. This is why the design of the recommendations presented here – as well as the whole JUSTNORTH's approach – has been based on the results of dialogues with and between the different Arctic stakeholders, rightsholders and their respective values systems³⁷.

³⁷ For additional information, please visit the JUSTNORTH website via the following link: <https://justnorth.eu/results/>.

FORMS OF JUSTICE

Distributive Justice: “to give everybody their due shares in benefits and costs” (Deplazes-Zemp 2019); equitable distribution of social and economic benefits and burdens within and across different generations and geographies.

Procedural Justice: “to give everybody their due voice and participation in decision-making processes” (Deplazes-Zemp 2019); adherence to due process and fair treatment of individuals under the law; justness of procedures that are used to determine how benefits and burdens of various kinds are allocated to people; not necessarily determining the substantive justice.

Recognition Justice: “respecting identities and cultural differences; the extent to which different agents, ideas and cultures are respected and valued in intrapersonal encounters and in public discourse and practice.” (Martin et al. 2016); Inclusion of the vulnerable, marginalised, poor, or otherwise under-represented or misinterpreted populations and demographic groups.

Restorative Justice: acknowledging past harms and possibly finding pathways for compensation and reconciliation, as well as ensuring that past conflicts, injustices and harms are not repeated; it should not be confused by the purely “retributive” form of justice, which is primarily concerned with punishment of wrongful acts (e.g. polluter pays principle).



JUSTNORTH Conclusions for a more Sustainable EU Arctic Policy

Life in the Arctic, although currently tamed by the advanced societies of the region and their effort in terms of progress and well-being, has been and continues to be a daily challenge for thousands of people whose activities are mediated by an extreme climate and a hostile environment, to which, however, the inhabitants of the Arctic have successfully adapted to.

The economic and social development of the Arctic region in the coming decades will be particularly influenced by two major challenges: the effects of climate change and the provisions of greater economic activity, consisting of the extraction of living or non-living resources, tourism, transportation or connectivity.

These challenges, in turn, pose a dilemma in terms of sustainability, since the Arctic region is a fragile and unique environment, in which there is a great inter-connection between all the beings that inhabit it and the habitats in which they are found. However, the option of isolating the Arctic and turning it into a “theme park” is clearly impossible, at least for two powerful reasons: climate change advances inexorably and economic and social agents, as well as the Arctic populations themselves, have the right to decide themselves about their own development model.

Against this background, the role that the European Union can aspire to play in the region in the near future remains convoluted, on one hand, due to the very complexity of the policies and regulations of the European Union with an impact on the region, whether

directly or indirectly; on the other hand, because the societies, States, political and environmental realities present in the Arctic are also enormously complex. Indeed, although the Arctic is often presented of as a homogeneous region, surely due to the widespread vision of a pristine and idyllic landscape, in which the white colour has been until recently the predominant one, there are actually several “Arctic”, with varying levels of economic and social development, also with diversity in terms of economic and social development opportunities.

The EU also faces a multiplicity of Arctic actors, with diverse interests, and historical and geopolitical circumstances that change their priorities and set of values. Therefore, this means that an Integrated EU Arctic Policy will never be absolutely good for everyone and will always be condemned to be reviewed for updates. A sustainable European Arctic policy faces the difficult challenge of prioritizing the well-being of the Arctic environment, its indigenous peoples and future generations while fostering responsible economic development. To achieve these ambitious goals, the EU should also emphasize cooperation and diplomacy.

Assuming that an Arctic policy is a dynamic field and developments in the Arctic, including changes in climate, geopolitics and economic opportunities can lead to adjustments in policy priorities and strategies, the EU should develop a comprehensive, long-term strategy for the region that periodically assesses policies with the aim of adapting them to

the changing Arctic and global changes. To do that, it is the EU's responsibility to listen to those who work for a more sustainable and, therefore, fair and just Arctic, to try to integrate into its policies recommendations not only based on scientific criteria, but also on empirical experience.

It is to this significant task that the JUSTNORTH research project has attempted to contribute through the elaboration of the Policy Orientations and Recommendations compiled in this report. As the JUSTNORTH team, we believe that another development model, sustainable and respectful of the habitats and needs of local populations, is possible and feasible in the Arctic. We also believe that the EU has the tools, leadership and values to make this change happen.



Photo: Corine Wood-Donnelly

Annex I - Policy Orientations and Recommendations: A Visual Summary

POLICY ORIENTATIONS AND RECOMMENDATIONS: A VISUAL SUMMARY

LOCAL POLITICAL OWNERSHIP (P.25-28)

- 1.Ensure a balance and alignment between EU goals and standards on one hand and the promotion of local ownership of decisions, solutions and implementation on the other.
- 2.Make EU resources available to strengthen participatory governance at local, regional and national Arctic levels.

SOCIAL INTEGRATION OF EXTRACTIVE ACTIVITIES (P.37-40)

- 1.Lead the further development of a Social License to Operate framework for extractive activities in the European Arctic.
- 2.Develop or promote the development of regulations on localisation effects and requirements.
- 3.Develop a EU commonly accepted definition of CSR as well as legal requirements and implementation mechanisms following existing international guidelines.
4. Influence and orient technical standards and best practices in the Arctic energy production sectors.

LAND TRANSPORT AND CONNECTIVITY (P.41-43)

- 1.Deploy EU regional policies to ensure a more even development of transport systems and opportunities within Arctic countries and within the Arctic regions.
- 2.Ensure that EU transport policy do not overlook the continued promotion of public transport in favour of an agenda solely focused on the electrification of private transport.
- 3.Promote a standardisation of electric vehicles charging stations and of railway gauge systems across the EU.
- 4.Consider to a greater extent the particular circumstances and needs of northern sparsely populated and remote regions and islands in the development and funding of new green transport options.

INDIGENOUS PEOPLES (P.51-54)

- 1.Foster pathways towards Indigenous self-determination and political empowerment within the nation-states they live in.
- 2.Promote and increase Indigenous meaningful participation in in the EU decision-making and policy formulation processes that may affect them.
- 3.Establish permanent structures for EU consultation and engagement with Arctic Indigenous peoples to facilitate effective communication.
- 4.Promote financial and knowledge contributions to Indigenous participation and international institutions.

ARCTIC SCIENTIFIC RESEARCH (P.55-57)

- 1.Continue in EU efforts to fund research on the Arctic region in order to inform a more sustainable decision-making process concerning the region.
- 2.Ensure and strengthen the active participation of Indigenous peoples in research in a way that is appropriate and governed by them.

EU CLIMATE CHANGE MITIGATION POLICIES (P.29-32)

- 1.Address the unequal distribution of burdens in climate mitigation strategies.
- 2.Ensure that social sustainability is considered as a central aspect in EU regulations and mechanisms (e.g. Taxonomy Regulation).
- 3.Contribute to the development of a comprehensive transnational, multilevel and cross-sectoral Arctic climate mitigation and adaptation strategy.
- 4.Establish a EU common target for black carbon reductions, similar to the one promoted by the Arctic Council.
- 5.Integrate distributional and recognitional justice considerations into the work of the Just Transition Mechanism.

SUSTAINABILITY AND IMPACT ASSESSMENTS (P.33-36)

- 1.Provide an overarching provision for what “significant impact” and “sustainability” mean, especially in terms of community investment or other principles for just transition.
- 2.Strengthen already existing practices and guidelines regarding EIA and advocate for mandatory social impact assessments.
- 3.Consider delegating the assessment processes to independent actors.

OVERLAPPING MARITIME ACTIVITIES (P.44-47)

- 1.Take an active role in the design and management of new trans-Arctic maritime routes.
- 2.Influence the design and implementation of global maritime rules in the region.
- 3.Promote an expansion of the Polar Code’s scope to include more vessels under its commitments.
- 4.Implement EU certifications and/or licences to operate to tourism operators according to certain standards established in collaboration with national and local Arctic authorities and interests.
- 5.Develop an Arctic integrated maritime spatial planning between the EU, its Arctic members and non-member Arctic states.
- 6.Lift taxes on purchase and/or import of search and rescue equipment for NGOs and community organisations.

DEMOGRAPHIC CHANGES AND OUTMIGRATION (P.48-50)

- 1.Implement EU regional development plans to ensure the viability of Arctic communities through a comprehensive justice-oriented approach.
- 2.Focus more on the Arctic countryside and have a discussion — at European, national and regional levels — about the development of settlement and population structure.
- 3.A sustainable land and urban planning can contribute to avoid demographic draining.

EU ARCTIC GOVERNANCE (P.58-61)

- 1.Ensure that the potential impacts of EU policies and regulations on the Arctic region are systematically addressed both during the development phase and during implementation .
- 2.Allocate support towards resources and capacity-building for Arctic actors to effectively and adequately participate in EU governance.
- 3.Implement a more sustained and coordinated EU participation in the Arctic Council.



EU Integrated Arctic Policy Analysis Report and Recommendations



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