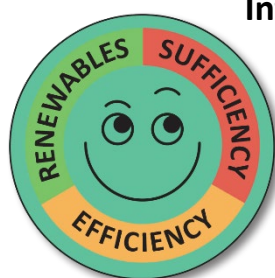




# Briefing on Nordic-Baltic Sufficiency Measures how to communicate them, how to mobilize consumers v.

30/4/2026

## Introduction



Measures for *sufficiency/sustainable lifestyles* have been discussed for two decades in Europe and with the increasing climate concern, their contribution to mitigate climate change are now in focus, for instance in the [IPCC AR6, art. 9.4.4.3](#). If sufficiency is to be integrated in climate policies, it is important that the policies to enhance sufficiency are understandable and preferably also welcomed by the citizens that are affected by the policies. **Sufficiency policies** are a supplement to **energy efficiency policies**, **change to renewable energy**, and **productions with less resource use and more recycling**.

In this policy brief we give an overview of sufficiency measures and policies to promote them in Nordic-Baltic countries, proposals to communicate them, and how these policies can mobilize consumers. Sufficiency policies can be important parts of climate policies and are to be used together with policies to promote sustainable use of renewable energy and resources, policies for more efficient use of energy and resources, and other climate policies.

**The policy brief is made as part of the project** “Sufficiency as Climate Action and for Sustainable Lifestyles in Nordic & Baltic Countries and Belarus” with the partners *International Network for Sustainable Energy – Europe (INFORSE-Europe)* in Denmark, *Norges Naturvernforbund - Norwegian Society for the Conservation of Nature*, *Swedish Society for Nature Conservation - Naturskyddsforeningen*, *Latvian Green Movement - Latvijas Zaļā kustība*, *Estonian Green Movement - Eesti Roheline Liikumine* and *Ecohome NGO (Belarus, hosted in Lithuania)* and with support from *Nordic Council of Ministers’ Prosperous Futures Program*.

**Read on the Project:** [https://www.inforse.org/europe/Sufficiency\\_as\\_Climate\\_Action\\_Project.htm](https://www.inforse.org/europe/Sufficiency_as_Climate_Action_Project.htm)

## Summary

**Sufficiency in climate policies** will strengthen the climate policies and give focus on the opportunities to develop societies towards more sufficiency and sustainable lifestyles. There is a wealth of opportunities for sufficiency measures and policies to promote them. We have identified the following sectors and sufficiency measures that we discuss in this policy brief:

- **Building use** where climate and environmental impacts can be reduced with smaller buildings, sharing facilities, co-housing, moving electricity and heat use in time, and lower indoor temperatures. This can be promoted with economic policies including time-varying tariffs, energy taxes and subsidies for advanced thermostats, campaigns, building regulations that allow small dwellings and divisions etc. of large dwellings, support to move to smaller homes.
- **Transport** where climate and environmental impacts can be reduced with reducing transport demands, reducing dependency on car use, move transport to non-motorised transport, move transport to public transport, car-sharing, reduce air travel. This can be promoted with urban planning for shorter daily distances, road pricing for cars, reduction of subsidies for car use, better bicycle infrastructure, better public transport systems and information, and campaigns.

- **Products** where climate and environmental impacts can be reduced with better repair options, longer lifetimes, less single-use products, less packaging, use existing products better, sharing of products. This can be promoted with requirements of products for instance of lifetime and repairability, economic policies including taxes and support for repairs, public sharing facilities for instance at libraries, campaigns and other information.
- **Food** where climate and environmental impacts can be reduced with reduced consumption of animal products and reduced food waste. This can be promoted with campaigns and consumer information, economic policies, less animal products in public canteens, requirements for reduced food waste in shops and restaurants.
- **Holidays** where climate and environmental impacts can be reduced with replacing airplanes with trains, shorter distances to holidays, and replacing high consuming holiday forms with lower consuming forms of holidays. This can be promoted with economic policies including passenger and fuel taxes for airplanes and cruise ships, development of good alternatives to air travel and cruise ship holidays, campaigns and other information.

**Sufficiency is not only about reducing consumption**, but also to increase it for people that need sufficient consumption to live a decent life. Some of the policies will also support this, for instance *policies for better bicycle infrastructure, public transport, progressive energy taxes* while generally increased taxes of for instance energy can be counter-productive. The *negative effects for low-income families* should be mitigated, and they should have sufficient means for a decent life. This can be with direct support to people with low income in particular in areas affected by sufficiency policies, such as rural areas and small towns without good public transport. Direct support should be combined with improvements of for instance public transport and for insulation of buildings to reduce heating costs.

## Sufficiency in General Climate Policies

To have *sufficiency included in national climate plans*, recognising sufficiency policies as part of national climate policies, will strengthen their implementation. While sufficiency policies usually deal with specific sectors, to include sufficiency policies on national level will strengthen them and can enable them to become efficient elements of climate policies. Sufficiency policies can also have synergies with general policies that also support **energy efficiency and transition from fossil to renewable energy**, for instance taxation and other price signals. When sufficiency policies that make it easier to use less fossil fuels in for instance housing and transport are combined with higher prices for fossil fuels, there is a synergy and the combined effect can be expected to be larger than the simple addition of the effects of each of the policies.

Sufficiency policies can be taken up on a **national level or as a Nordic or Nordic-Baltic strategy**. Expansion of the many sufficiency policies, for instance mentioned in this briefing, should be part of that. Also, evaluation of their potential for reducing climate and environmental impacts should be monitored and their effects on society development should be analysed and documented including effects in wellbeing, health, economy, and social cohesion.

Sufficiency is **not only** about **reducing consumption**, but also about increasing it for people that need **sufficient consumption to live a decent life**. Some of the policies mentioned below will also improve the situation with insufficient coverage of demands for a decent life, while others can be counter-productive for this. In that case their *negative effects for low-income families should be mitigated*. The provision of *sufficient means for a decent life* and mitigation of negative effects can include direct support to people with low income, in particular in areas affected by the sufficiency policies, such as rural areas and small towns without good public transport. Direct support should as much as possible be combined with improvements that will allow for a decent life with low consumption. This can be with good public transport to avoid the need for a car and it can be with insulation and improvements of buildings to reduce heating costs.



## Sufficiency in Building Use

Energy use and climate effects of building construction are important contributors to climate change in Nordic and Baltic countries. Large dwellings and high indoor temperatures are contributing to this. Some sufficiency measures and related policies are.

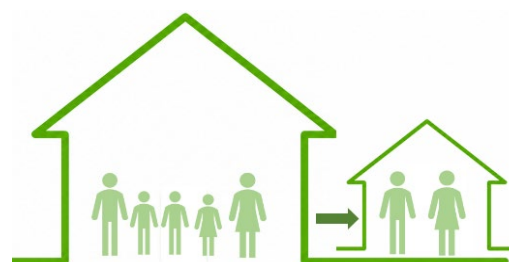
- **Smaller living space**

Given that Nordic countries have some of the largest dwellings per person in the world, smaller dwellings are an obvious way of reducing consumption and greenhouse gases. While this can be promoted with building smaller dwellings, it is equally important to reconstruct older buildings to new uses, as the demolition and construction of buildings have considerable climate effects.

In Denmark, there is a [trend towards smaller dwellings](#) and [architects are promoting it](#). While policies are not promoting it, it can be promoted by municipalities with support for planning denser towns, subdivision of land for construction of smaller dwellings, and support re-use of existing buildings in building permitting. The state can support it with higher taxation of larger dwellings or more expensive dwellings.

There is an informal [Tiny House movement](#) with large Facebook groups in Denmark and Sweden, YouTube etc.. In response, at least [four Swedish construction companies are offering tiny houses](#) and also in Latvia some companies are offering tiny houses that are popular with environmentally conscious younger people. Some Danish municipalities are making subdivisions for tiny houses, for instance [Vejele](#). Tiny houses are only reducing consumption if they are replacing other permanent dwellings (not adding a second home to the family) and if they are situated, where they do not generate extra transport.

**Information to support** the reduction of dwelling size can include good examples, information on the benefits, practical advice of how to organise it, and help the families to move to smaller dwellings, where children have moved from home.



- **Sharing facilities**

Sharing facilities will use resources better and reduce the need for space in dwellings. Sharing facilities can be washing machines, kitchen and rooms for larger events, workshops etc.

In Denmark and Sweden, many apartment houses and co-housing developments have common washing machines and common houses with kitchens and rooms for larger gatherings than people can have in their own home. To make sharing a success, there must be enough facilities, (such as enough washing machines and drying opportunities) and a user-friendly booking system and key-system.

**Information to support** sharing can be distributed via associations for co-op housing, social housing, and co-housing as the most obvious candidates for introducing more sharing.



- **Co-housing**

In co-housing the inhabitants are sharing common rooms like washing rooms, a common house or big room for common dinners, events, etc. Eco-villages are one type of co-housing with more emphasis on a general environmental lifestyle and often also production of food for self-consumption. Co-housing is quite popular in Denmark [15-20 new co-housing projects established each year, adding to the 420 co-housing projects existing in 2021 with 10,000 dwellings](#). It is, however, only a small fraction of the 3 million Danish dwellings.

To be a success, co-housing requires that the legal system allows it, that co-housing can obtain mortgages and other loans similar to other dwellings, that subdivisions are available for co-housing, and that there is information available. Promotion of co-housing can include that urban renovation projects also include changes to co-housing.

**Information to support** co-housing include general information, for instance in websites, as well as early involvement of interested citizens that can build co-housing groups in advance of the establishment of each co-housing project.



- **Moving of heat and electricity use in time**

Given the varying renewable energy, environmental effects of heat and electricity can be reduced by moving heat and electricity use in time, usually within one day. There is an increasing supply of equipment to help this, but it still requires some adaptation of lifestyle. The price difference between different hours combined with easy access to apps with electricity prices and availability of automatic systems to turn on/off electric heating/heat pumps and car charging have been quite effective in guiding many consumers to move electricity use to periods with low prices. This has considerable effects in Denmark.

**Information to promote** it starts with electricity prices that follow the renewable energy production hour by hour. In addition should be easily available information of both prices and environmental effects and equipment to regulate for instance heat pumps and charging of electric cars according to electricity price and CO<sub>2</sub> emissions.

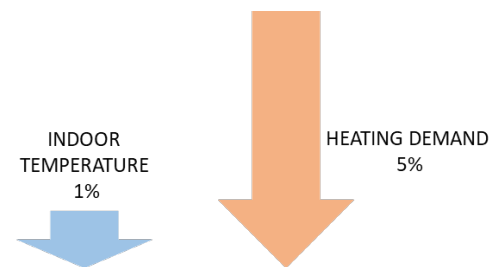
- **Reduce indoor temperatures, keep temperatures at reasonable levels** (functioning temperature regulation)

Each degree the indoor temperature is reduced, will reduce heat demand by 5%. Indoor temperatures can be reduced in many ways, including lower the general temperature in general, introduce better thermostats regulations where it is missing, reduce temperature in rooms when they are not used and during nights.

During the energy crisis, the reduction of indoor temperatures with for instance 15% by reducing temperatures by 3°C is [promoted by the Danish government](#).

While Nordic countries generally have thermostatic regulation of heat, it is still lacking in many countries in the Baltic countries. Smarter thermostats that can regulate the heat according to time and external signals are gradually increasing in Nordic countries. Requirements of smart thermostats is an important policy for this. Sufficiency is not only about lowering temperatures, but also about ensuring that all have sufficient heating and other energy for a decent life. Energy savings are an important part of that, but it will not solve all problems with lack of energy, i.e. energy poverty.

**Information to reduce indoor temperatures** include about the energy and cost savings that it gives, how to use thermostats, in particular smart thermostats.





## Sufficiency in Transport

The transport sector is the largest or the second largest sector in contributing to climate change; but there are large opportunities to reduce it, also with less transport and better transport

- **Reducing transport demands**

A large part of transport is for commuting that can be reduced with more work from home and with shorter distances between home and work. Also, shorter distances between homes, shops, schools, kindergartens and others can help to reduce transport needs with the positive side-effect that people will have more time for constructive activities.

In Denmark, some trade-unions are defending the workers' possibility to work from home at least one or two days per week, but it is not a right. In Denmark there is a ban against large shopping centers outside larger towns and without good public transport.

In recent years centralisation gave increased distances, for instance to schools, in Denmark parents are trying to defend the local schools, for instance by turning them into private schools, which is sometimes successful.

**Information to reduce travel** has a large potential to support all the benefits in the form of more time for other activities, possibility to use bi-cycle, and less stress, but this is kind if positive information is not widespread. Also, direct assistance to help citizens to move closer to work will help reduce transport demands.

- **Reducing car dependence and phasing out subsidies for car use and introduce road pricing**

In Denmark and Sweden, tax deduction for commuting is supporting more travel, in particular by car, as the tax benefits are so generous that they can more or less pay for a car for commuters with longer distances. In Denmark, support for commuting is a cost for the Danish state around 5 billion DKK/year. This is not the case in the Baltic countries. If these subsidies are phased out, it would reduce commuting and car dependency as more people will choose shorter distances between work and home. Also, a change of subsidies with more support for local commuting and less for long-distance would contribute to this.

Another measure is road-pricing, where car drivers pay a tax per km according when they drive and where they drive. This can be regulated so driving on roads far from towns and public transport cost little per km while driving in towns and in parallel to frequent public transport cost more, In this way, people living far from towns and frequent public transport are not penalised while people that have alternatives are incentivised to use alternatives to cars.

**Information for this** should include the benefits of shorter commuting and the opportunities to use state funding for better purposes than fossil fuel subsidies. Also, the fairness of road-pricing and its ability to solve congestion should be emphasized.

- **Move transport to non-motorised transport**

Bicycling and walking are good alternatives to cars for shorter distances. With modern technologies such as electric bicycles including electric cargo bicycles it is possible to fulfil more purposes and it can be more pleasant to ride. They are a perfect choice in societies, where distances are limited to around 10 km between homes, work places, etc. There are large health benefits with bicycling and walking compared with travel by car, in Denmark quantified at 8 DKK (1 €) per km Danish people bicycle.

Success with bicycling and walking relies heavily on the municipalities' ability and willingness to create safe and connected bicycle routes. It demands addressing the structural and social barriers that continue to limit cycling levels in many towns. There is a need for connected, functional and well-maintained bicycle infrastructure. In general, this requires state-funding in addition to local contributions from municipalities. The Copenhagen area has an ambitious bicycle policy with good bicycle infrastructure including bicycle super paths for longer distances connecting municipalities, bridges across the Copenhagen harbour dedicated to bicycles and pedestrians.

**Information for this** should include information about the benefits of bicycling, but this needs to be combined with public funding for bicycle paths, etc.



- **Promotion and expansion of public transport**

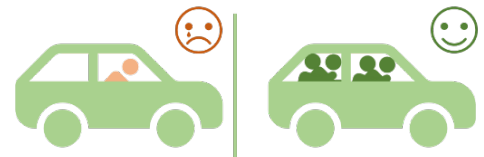
Trains and buses have much less environmental effects or energy use than private cars, in particular when they are electrified. In Sweden, the Skåne region has had success with promoting public transport with local trains and buses. Public transport has to be widely available, frequent in particular during rush hours, affordable and simple to use.



**Information should help travellers** reassess habitual car use by highlighting practical everyday benefits—saving time, reducing costs, and avoiding stress. It must be clear, predictable, and easy to navigate, with understandable explanations of routes, transfers, safety measures, and ticket systems. Information should also emphasise the broader societal value of public transport, such as reduced congestion, lower emissions, and improved accessibility. Information is important, in particular when new routes and new technologies are introduced. But success with public transport requires adequate public funding.

- **Car-sharing**

When people can have easy access to a shared car in a car sharing club, the need to own a car is less. When using a shared car, people usually pay for the use of the car only when using it, so they pay the full cost of using the car, when they use it, they are more likely to use public transport and bicycles when their transport needs are well served in these ways. There is also peer-to-peer sharing of cars, where car owners take passengers for a small payment, organised via an app, but this has less effect on car use and environment, for instance Go-More in Denmark. In Estonia, Norway, and Latvia, there are Facebook pages where you can organise travel together by car. In Sweden, there is a website and app to organise commuting together- [Skjutsgruppen - samåkning för alla!](#)



In Latvia, some companies and municipalities only refund car travel, if more people travel together in a car. Research shows that the effectiveness of shared mobility depends on how well these services are embedded into local mobility systems, including residential areas and transport hubs, but the lack of this is a barrier today. Car-sharing is increasing in popularity in Sweden, but here one of the most important barriers is the imbalance in parking and regulatory conditions: while private car owners often benefit from inexpensive residential parking, car-sharing operators face higher parking costs, which ultimately discourages users from switching. In Denmark, many municipalities provide free parking for car sharing clubs. Information on car sharing is important, both for the general public on the opportunity as car sharing is not well known and to prospective organisers to help setting up car sharing clubs.

- **Reduce air travel**

Air travel is the most polluting form of travel and alternatives in the form of trains and shorter travel (for instance for holidays) is for many people the most effective way to reduce personal climate impacts. Denmark and Norway have aviation passenger taxes that give an economic signal to reduce air travel, but the signal is not very strong. Sweden has alternatives in the form of night trains, inside Sweden, to Northern Norway and to Germany via Denmark.



**Information for reducing air travel:** In addition to price signals, it is important that there are alternatives that are attractive also in price and not much longer in time, including night trains that can save a night spent before or after a trip. It is also important that it is easy to get tickets, that there is information, and for new users, also guidance in making trips without problems.



## Sufficiency in Products

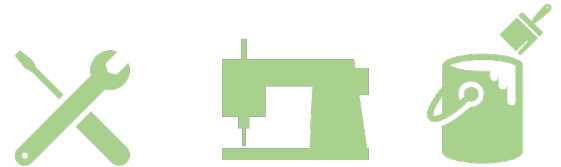
Our consumption of products is consuming resources and producing greenhouse gases, well beyond sustainable levels. Nordic countries consume and discard large amounts, with Danish people consuming 200 kg per year of plastic products made from oil of which a large part has a very short lifetime and end up as waste. There are many ways to reduce consumption.

- **Reduce consumption with better repair options**

Lasting goods are only really lasting if they can be repaired. The repair of products is threatened by cheaper products combined with higher wages as well as more advanced products that are harder to repair and need more specialised spare-parts. In Denmark, there is a tax reduction for repairs of white goods.

Effective implementation of the new EU “Right to Repair” will make repair easier with requirements to products. Voluntary repair centres and repair workshops are increasingly popular.

**Information to support repair** includes information to consumers about repair opportunities, easily available repair manuals and other information on how to repair products. Governments can support repair work with no or low VAT on repairs.



- **Reduce consumption with longer lifetimes of products**

The longer lifetime of products, the less environmental impact (as long as the product is energy efficient). One way to increase the lifetime of products is to have a long warranty, where for instance in Norway, warranty is 5 years for many products, well above the EU minimum of two years. Also partnering with consumer protection authorities and environmentally responsible manufacturers can promote products with long lifetimes. Further ban on planned obsolescence and requirement for computer program upgrades increase effective lifetimes of products. Planned obsolescence is not allowed in the EU.

**Information to support long lifetime** includes consumer information on lifetimes including voluntary long warranties as some sellers offer.

- **Reduce single-use products**

The use of single use has increased with increased fast food, but also for other purposes with cheap products for single uses. Policies to reduce single use include taxes on single use products, deposits combined with alternatives that replace single-use products, and campaigns. EU regulations have limited single use plastic products, which mainly has replaced them with single use products of natural materials as wood.

Denmark has taxes on plastic products, which is giving a price signal, however weak, to limit single use.

An important part of single use products are clothes that are only used once or a very few times and discarded after a short period.

**Information to reduce single-use** include information about multi-use products, but also price signals including taxes on single use products, or on all plastic products which will mainly influence prices of cheap single use products. Also deposit systems can reduce single use, for instance on bottles, and in some places also for cups at take-away places.



- **Reduce packaging**

A large part of the plastic we use and the waste we generate is packaging. The EU has a strategy to reduce packaging waste and increase reuse and recyclability of packaging. This includes targets for recycling and reuse of bottles and of transport packaging of plastic, as well as requirements for take-away food places to offer food without the packaging, if the customers bring their own containers.

Deposit systems on bottles are very effective with collections of 93% (Denmark) to 98% (Norway). Deposit could be increased to other products and packaging. Also taxes on plastic and other packaging (as in Denmark) can reduce waste.

**Information to reduce packaging** can help consumers to reduce packaging, most important are price signals including deposit systems and taxes on for instance shopping bags.

- **Use existing products better, i.e. cloth**

Many products are not used very much, for instance much cloth. One proposal is to limit shopping, voluntary, for instance to only 5 pieces of cloth per year (not including socks and underwear), promoted by Naturskyddsforeningen in Sweden. Another way is second hand shops and markets. These are quite popular in the Nordic-Baltic countries. In Denmark, second hand shops run by charities does not pay VAT while others only pay VAT of their gross profit.

**Information to use products better** is both asking consumers to limit consumption voluntarily of for instance cloth and about second-hand options, including internet options. Governments can support this with removing VAT on second hand products, where VAT was already paid when the products were sold as new.



- **Sharing of products**

Many products are only used for a short time, from children's cloth and sports gear to many types of hand tools. Throughout the region, private companies rent out tools and equipment. In Norway, BUA, an NGO with around 290 locations in over 200 municipalities, offers free sports and leisure gear for children. In Norway and Estonia, public libraries and "libraries of things," such as Tingting in Norway, also borrow out sports equipment, hand tools, sewing machines, and music instruments. Also in Norway, services like Parkdressen rent out outdoor clothing, and other initiatives share baby clothes and equipment such as car seats and strollers.

**Information to share products** include opportunities by consumers on sharing opportunities, but also information to municipalities on how they can organise "libraries of things" and other sharing. This can be combined with economic incentives such as VAT free renting.



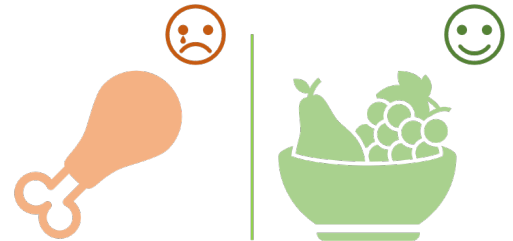


## Sufficiency in Food

Food has a large environmental footprint, in particular meat and cheese. This can be reduced with more plant-based food instead of animal products and by reducing food waste. Also, organic food has lower climate impact than the same product as inorganic, but still organic meat has much larger climate impact than most vegetables. Food that is transported by airplane has a large climate footprint, also fruit and vegetables.

- **Reduce consumption of animal products**

Reducing consumption of animal products is highly relevant in the Nordic–Baltic region, as research shows that food is one of the key domains where shifting practices can significantly cut environmental pressures. Public canteens can be a good place to start including school kitchens given that public bodies have full control and users can learn about vegetarian and vegan dishes. In Estonia there is a campaign for meat free Tuesdays and in Denmark, the municipality of Aarhus has introduced an internal tax on meat for its canteens, so canteen leaders can buy more vegetables and less meat with the available budget. Health authorities in Norway and Denmark publish national guidance on healthy diets, recommending more vegetables and less meat than in the average diets. In Latvia, some supermarkets give fruit for free to children,

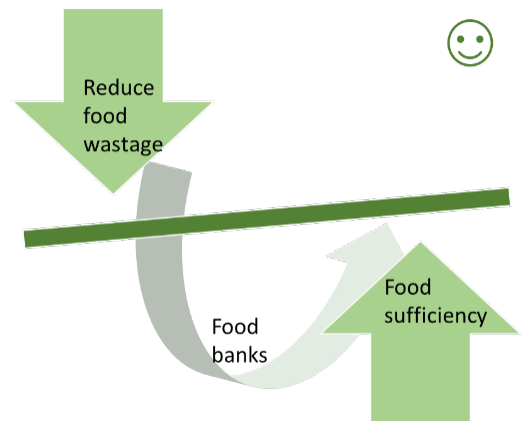


**Information on change to plant-based food** works best when framed as positive, practical everyday choices that can be scaled from niche to mainstream rather than as sacrifice. This approach tends to mobilize groups who already practice or aspire to lower-impact lifestyles. Those with strong cultural attachments to traditional diets may be less responsive, but broad engagement is possible when solutions are easy, appealing, and supported by fair policy measures. Some initiatives are meatless days, once or twice per week. Economic incentives can enhance the shift, for instance taxes on meat and VAT free vegetables.

- **Reduce food waste**

Food waste can be reduced with better planning of food use, but also with collection of food that would have been thrown out from shops and restaurants etc. and given to people with economic problems. Initiatives including websites help consumers to reduce food waste while food banks with volunteers collect food for people with economic problems. There's a great website and initiative in Estonia called Consume Food Smartly that shares information about food waste and tips to avoid it. There are also targeted campaigns towards schools in Estonia. In Norway, a food bank, Matsentralen, distributes food to people with economic problems, working with volunteers. Similar food bank initiatives exist in other Scandinavia countries. Also in Estonia, many supermarkets place food on the day expiry outside in cupboards and fridges, where people can take it for free. In all countries, food is often sold on the last day before expiration with price reduction, for instance half price. Some restaurants and bakeries have a similar scheme where you can buy a cheap "Too Good to Go" bag with food in the evening.

**Information to reduce food waste** includes consumers' advice and advice to shops and restaurants on how to best use food that is reaching the limit of its shelf life.





## Sufficiency in Holidays

For many Nordic people, holidays are contributing much more to climate change and resource consumption than their daily lives. This includes long holiday trips with airplanes, but also holidays with cruise ships, and other activities that consume high amounts of fossil fuels. Sustainable holiday alternatives can both include more sustainable travels and also shorter travels and less resource consuming holiday alternatives.

- **Replace airplanes with trains for holidays**

For many holidays, it is possible to replace air travel with trains, and also with buses. Most main train lines are electrically driven and have low climate impacts. Compared with airplanes, buses also have much less environmental and climate impacts. Often replacement of air travel with land-based travel will result in shorter travel distances, but the holiday experience can be similar. One way of replacing air travel with train travel is with night trains, where a night train trip can replace a trip with an airplane + a hotel up to distances around 1500 km. **Information and policies** are similar to those proposed under the section in transport in the part on reducing air transport in general. Governments can support the development with support to night trains and local holiday options.

- **Shorter travels for holidays**

Holidays in the home country or nearby countries can replace long-distance holidays, with the possibility to experience new horizons, get new insights, and also relax. For some it is a cultural shift to accept the changes of the seasons with the changes of the temperatures etc. Some tourist agencies are advertising domestic holidays. A recent survey showed that most school children in Latvia prefer to travel inside Latvia.

**Information to promote shorter travel** includes information on appealing, domestic holiday options and in neighbouring countries, including their environmental benefits.



- **Replace high consuming holiday forms with lower consuming forms of holidays**

In particular, changes from cruise ships to train travel or, eventually, sailing ships, will reduce environmental impacts considerably. Many cruise ships are going from town to town, for instance around the Baltic Sea. The same towns can be visited with trains and ferry boats in around the same time, but the experience is different with no swimming pool and similar following the travel, while they are all available in the cities visited. Cruise ship tours could be replaced by packed holidays with the same opportunity to experience the world and with similar comfort. There are train alternatives offered from small travelling agencies in Scandinavian countries.

**Information to support this** include information on train alternatives and other alternatives, for instance on bicycle tours. To be effective, it should be followed by price signals, for instance taxing cruise ship fuels on the same level as car fuel.

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