The Development Fund Climate Policy Positions

1. Introduction

This document delineates The Development Fund's **policy positions on key climate change** questions concerning climate change adaptation, mitigation and loss and damage. It is meant to inform DF staff, partner organisations, supporters, and other stakeholders on DF's position and approach to this urgent and complex issue. Particularly since the Paris-agreement in 2015, climate change challenges have permeated international and domestic science, public debates, and politics, and have to a large extent defined the relationship between rich and poor countries. The latest cycle of UN climate reports (IPCC) in 2021-2022 reduces scientific uncertainty about the existential threat of climate change to near zero. At the same time, important unresolved issues of the Paris-agreement were settled in 2021. With this background, the international community can finally unite and find viable pathways before 2030 that set humanity in a direction away from climate disaster. This policy describes DF's view of what we see as necessary measures to viable pathways.

For more than four decades, The Development Fund has **promoted resilience** in marginalised agricultural communities in poor developing countries living under challenging natural and climatic conditions. Parallel to this, DF has been advocating the international community and individual countries to develop and implement more ambitious climate policies. As such, DF promoted **climate change adaption** decades before it was a well-known concept. While climate change adaptation was a key element in the **Rio Conventions from 1992** (CBD, UNFCCC and UNCCD), and a work program was established for the topic in 2001, climate change adaptation remained largely neglected by rich countries as compared to mitigation and efforts to reduce emissions. Even though most developing countries have strongly advocated for increased efforts for climate change adaptation, DF has, until recently been one of the very few Norwegian organisations working on adaptation in development cooperation and international climate negotiations.

Mitigation has grasped the attention of many organisations as well as governments as it leads to the main source – and most understood solution – to climate change. The logic seems simple: by reducing greenhouse gas emissions, the increase of global temperature will be reduced and hence the consequences of climate change will also be less severe. In addition, mitigation efforts represent an opportunity to develop and promote new technologies, that more industrialised countries would like to control. Nevertheless, rich countries have not been willing to take the required actions to reduce emissions. Until recently, the impact of climate change has hit developed countries to a lower degree than developing countries, at the same time as developed countries have larger means to compensate its own populations that are affected by climate change. This has reduced public pressure to allocate more resources to adaptation. Recent UN reports and negative climate events also in richer countries have changed this. With all these significant changes, it is timely for DF to update its positions on climate change. This policy note delineates DF's position on international and national aspects of the global climate regime.

2. What is at stake

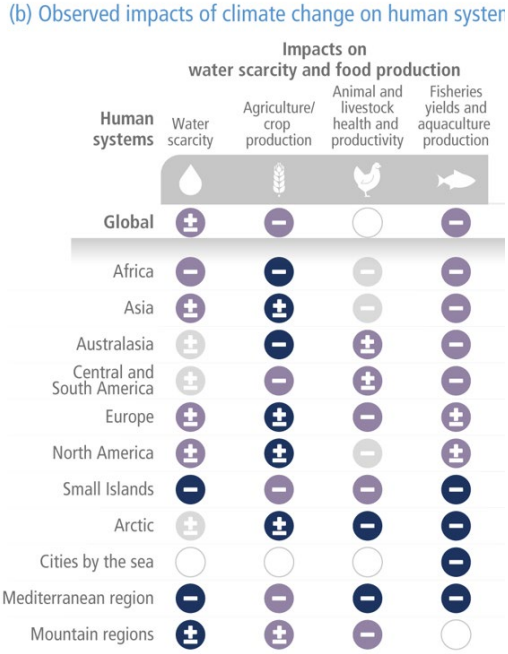
The most vulnerable. Climate change is increasingly threatening the lives and livelihoods of billions of people around the world, particularly the rural poor in developing countries. The developing world's

rural population of about 3, 5 billion small scale farmers dependent on rain-fed agriculture[1] are particularly vulnerable to rising temperatures, prolonged droughts, stronger storms and floods, and subsequent soil erosion. This group makes up the majority of the those suffering from extreme poverty, hunger, and malnutrition.

Within the rural population, indigenous people are among the most exposed to the consequences of climate change. Their dependency on, and close relationship with nature and the natural resources increase their vulnerability to climate change, which threatens their livelihoods and culture, exacerbating the difficulties indigenous people face due to social, political, economic, and cultural marginalisation.

Climate change also reinforces the structures that maintain gender inequalities. Women are in general considered to be more vulnerable to climate change than men, due to their differential roles and responsibilities as well as rooted inequalities related to access to and control over land, production systems, information, credits, and technologies among others.

Climate science (IPCC) has established that the average global temperature had risen by 1,2 ^{0}C in 2021 since pre-industrial time, and that a further increase above 1,5 ^{0}C will cause irreversible damage to human life and nature on earth. Climate change is already making food production more difficult in many regions of the world. There are significant geographical variations resulting in regional differences in the level of temperature increase. Some areas already see temperature increases well above 1,5 ^{0}C, and hence face more severe consequences of climate change than other regions.



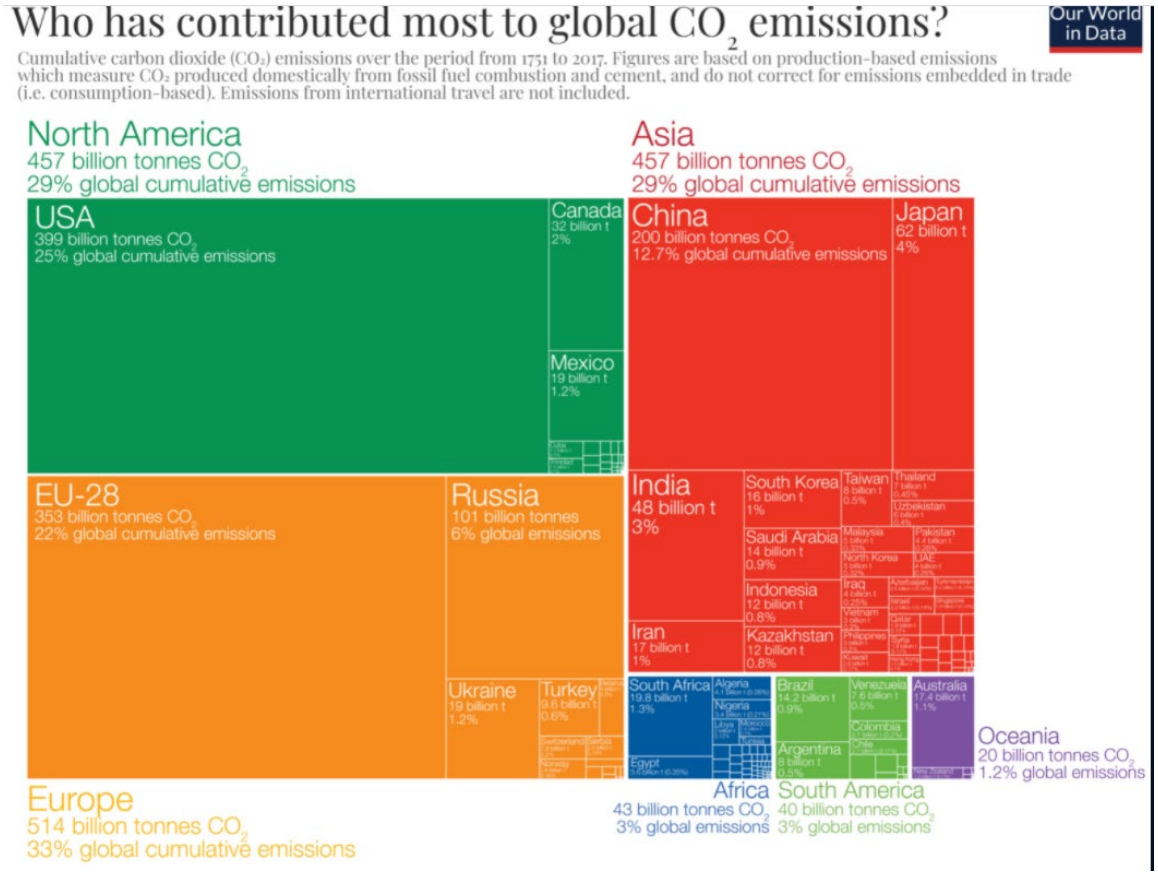
Over the last 7-8 years, the world has seen a steady increase in extreme poverty and hunger from historically low levels. This is mainly due to a combination of factors including increasing climate change, destruction of the natural environment, armed conflicts and more recently, the corona-pandemic and the war in Ukraine. At the start of 2022, according to the World Food Programme more than 280 million people went to bed hungry every night, while 45 million people were threatened by famine. This development is also increasing the number of internally displaced and refugees by tens of millions.

IPCC's Sixth Assessment Report Impacts, Adaptation and Vulnerability shows that climate change impact on water scarcity and food production on human systems is greater in some regions, particularly Africa, Central America, and the small islands states, but also the Mediterranean region. However, local conditions vary greatly.

Climate justice: CO_2 emissions have increased since the industrial revolution, particularly the last 150 years. However, half of the total emissions came after the UN Convention on Climate Change was signed in 1992. Poor countries are responsible for a very small part of total global emissions. Rich countries in North America and Europe have the main responsibility for historical and ongoing human

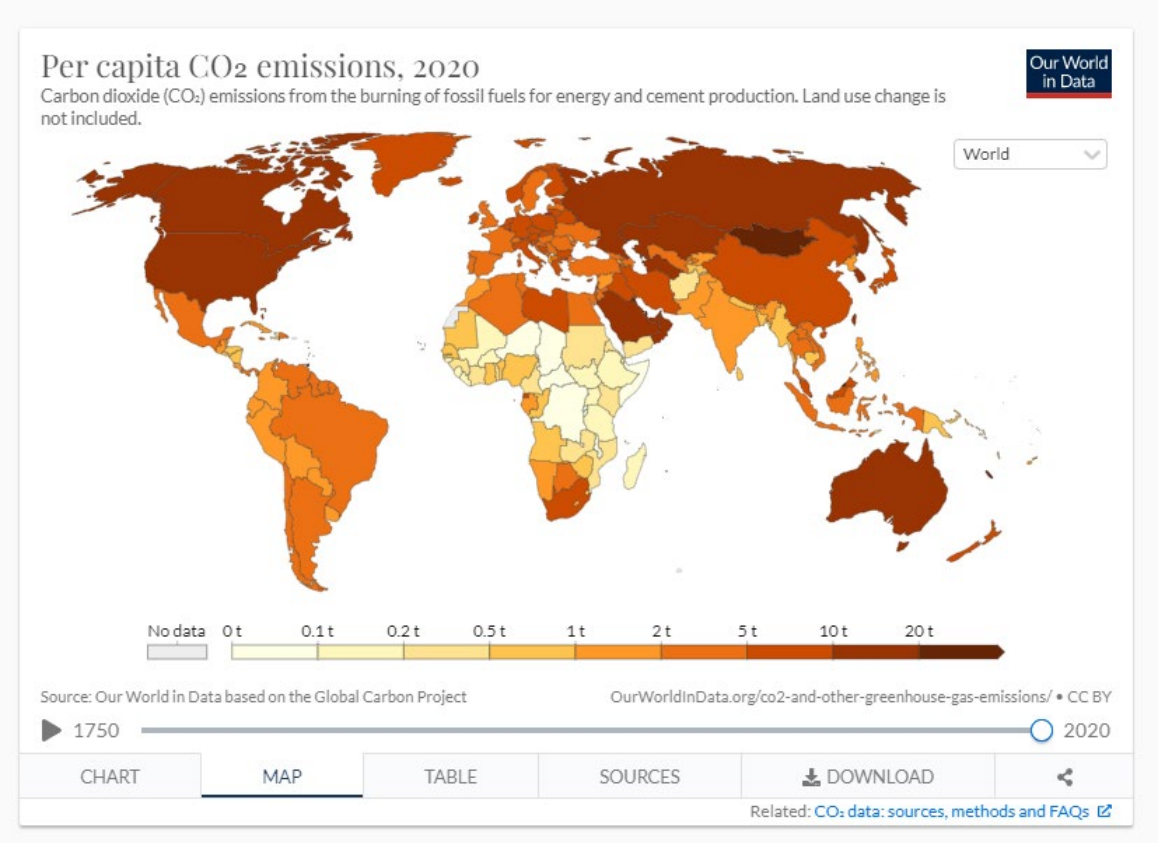
[1] https://ceres2030.iisd.org/shorthand_story/donors-must-double-aid-to-end-hunger-and-spend-it-wisely/

global CO_2-emissions from fossil fuels (29% and 33%), followed by Asia (29%), led by China (12,7%) and Japan (4%)[2]. Africa and Latin-America emit only 3% of global fossil fuel emissions respectively, with the most industrialised countries such as South-Africa and Brazil as the largest contributors to emissions.



https://ourworldindata.org/contributed-most-global-co2

[2] https://ourworldindata.org/contributed-most-global-co2



https://ourworldindata.org/grapher/co-emissions-per-capita?country=OWID_WRL~USA~GBR~CHN~IND~AUS~ZAF~BRA

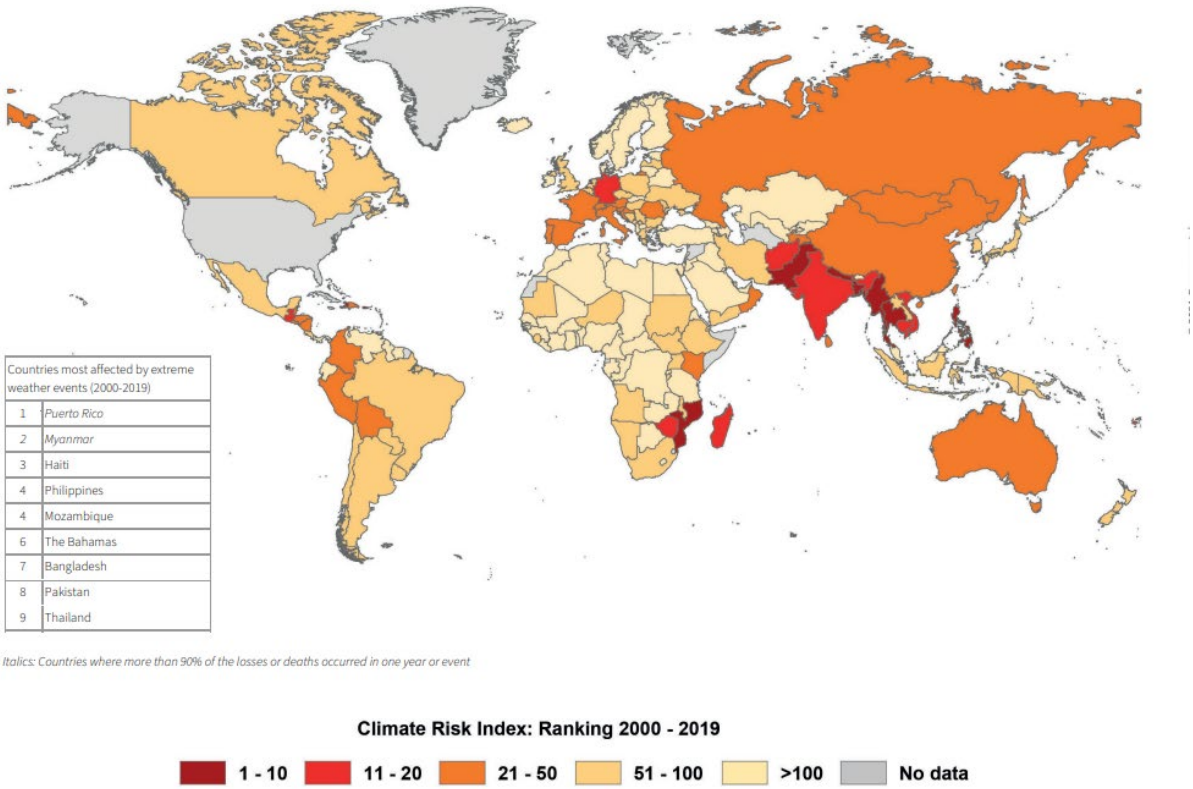
While the richest 10% of the world's population causes 50% of the total emissions globally, it is the poorest part of the population that are most affected by climate change. This paradox is the basis for the concept of climate justice, which will only be achieved when rich countries cut their own emissions, support poorer countries to reduce their emissions and tackle climate change through climate adaptation, and deal with loss and damage resulting from climate change. IPCC prescribes a 55% global emissions reduction by 2030 to keep global temperature below 1,5 ^{0}C. Emission reduction promises presented at the COP26 in November 2021, if kept, will allow global temperatures rise to 2,7 ^{0}C[3]. This shortfall is mainly due to lack of will to reduce emissions by major polluters such as Australia, Switzerland, Russia, Brazil, Indonesia, Mexico and Viet Nam, and insufficient reductions by the US and China. These estimates would become even worse if the effects of potent climate gas emissions from some key sources, such as methane escaping from the melting permafrost of the tundra in the Northern hemisphere and other factors leading to increased global temperatures, such as the replacement of highly reflective ocean ice covers in the Arctic by open heat-absorbing darker oceans in the Arctic.

Currently the climate risk of many developing countries is much higher than in developed countries, as these are more often exposed to extreme weather events and have less resources to develop robust infrastructures.

[3] https://www.theguardian.com/environment/2021/nov/09/cop26-sets-course-for-disastrous-heating-of-more-than-24c-says-key-report

Figure 1: World Map of the Global Climate Risk Index 2000 – 2019

Source: Germanwatch and Munich Re NatCatSERVICE



https://www.germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_2.pdf

Voluntary actions: Since science first identified the relationship between CO_2-emissions from fossil fuels, temperature rise, and their threats to human society in the 1960s, efforts have been made during the last 50 years to develop international agreements and actions to curb these global challenges. Reaching global agreements have been slow and pain-stalking for two reasons mainly. Fossil fuels have been over the last century and still are the predominant energy source to industrial development and wealth creation, and few countries are unilaterally willing to abandon their benefits. For the same reason, it has not been possible to establish an effective international governance mechanism that could ensure fair shares of emission cuts between countries at the same pace as climate change, and corresponding support to climate adaptation and loss & damage due to climate change. Each country is free to define its desired level of emissions cuts in its National Determined Contributions, and its ambitions in adaptation in the National Adaptation Plans.

3. The international climate policy framework

The United Nations Convention on Climate Change (UNFCCC) is the main international body for a global response to the threat of climate change. 197 countries are parties to the UNFCCC, participating in international climate negotiations, led by the UNFCCC Secretariat. In 2015, all parties to the UNFCCC adopted the Paris Agreement, the first *binding* agreement committing themselves to undertake ambitious actions to combat climate change and adapt to its negative effects.

The Paris-Agreement is a legally binding treaty, which aims to limit global warming to well below 2, preferably 1.5 degrees Celsius, compared to pre-industrial levels. The Paris-agreement defines all

parties' binding commitment to undertake actions on mitigation to reduce **emissions** and on **adaption** to tackle the effect of climate change. Even though it is 'binding', it does not include governance mechanisms that can ensure that countries fulfil their promises. It also establishes a commitment to minimize and **address loss and damages** associated with the adverse effects of climate change. Through the Paris-agreement, developed countries commit to provide financial resources to assist developing countries to fulfil their obligations on mitigation and needs for adaptation. The text states that this should be balanced between support to mitigation and adaptation[4], presented early in 2021 by the UN General Secretary to mean 50-50 [5]. The text is less clear on the rich countries' obligation to compensate loss and damages caused by climate change in developing countries.

The Paris-agreement established different tracks and milestones to follow-up the commitments of the parties. In the subsequent yearly negotiations (Conference of the Parties – COP), additional tracks have been established to promote further dialogue on particularly challenging issues, such as the Koronivia Joint Action Group on agriculture and the **Santiago Network on Loss and Damage** (part of Warsaw International Mechanism).[6]

In addition to agreeing on the Paris-agreement in 2015, in the same year all UN members states adopted at the UN General Assembly the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs). The SDGs build on decades of experience with work to achieve sustainable development, starting with the 1992 Earth Summit in Rio. Several SDGs are particularly relevant to the climate agenda, in particular SDGs 13 "Take urgent action to combat climate change and its impact", which calls for actions on mitigation, adaptation, impact reduction and early warning. SDGs 1 (poverty), 2 (hunger), and 15 (life on land) also call for actions to reduce the impact of climate change on the lives of the most vulnerable and on nature.

4 per 1000 initiative: Also in 2015, the French government launched the 4 per 1000: Soils for Food Security and Climate Initiative. If adopted and implemented on a large scale by the countries that have signed the Paris-agreement, this plan has the power to "cool the planet and feed the world". In brief, the 4 per 1000 Initiative calls for countries to draw down more carbon than they emit, and to store it in the soil, by scaling up regenerative farming, grazing and land-use practices. These practices lead to an increase in photosynthesis—**nature's own system** for pulling excess carbon out of the air while sequestering the carbon in the soil. They also produce more drought-resistant and resilient crops, and more nutrient-dense food. By annually increasing carbon-levels in agricultural soils by 4 parts per 1000, significant amounts of CO2 would be absorbed from the atmosphere, while increasing soil fertility, resilience and productivity.

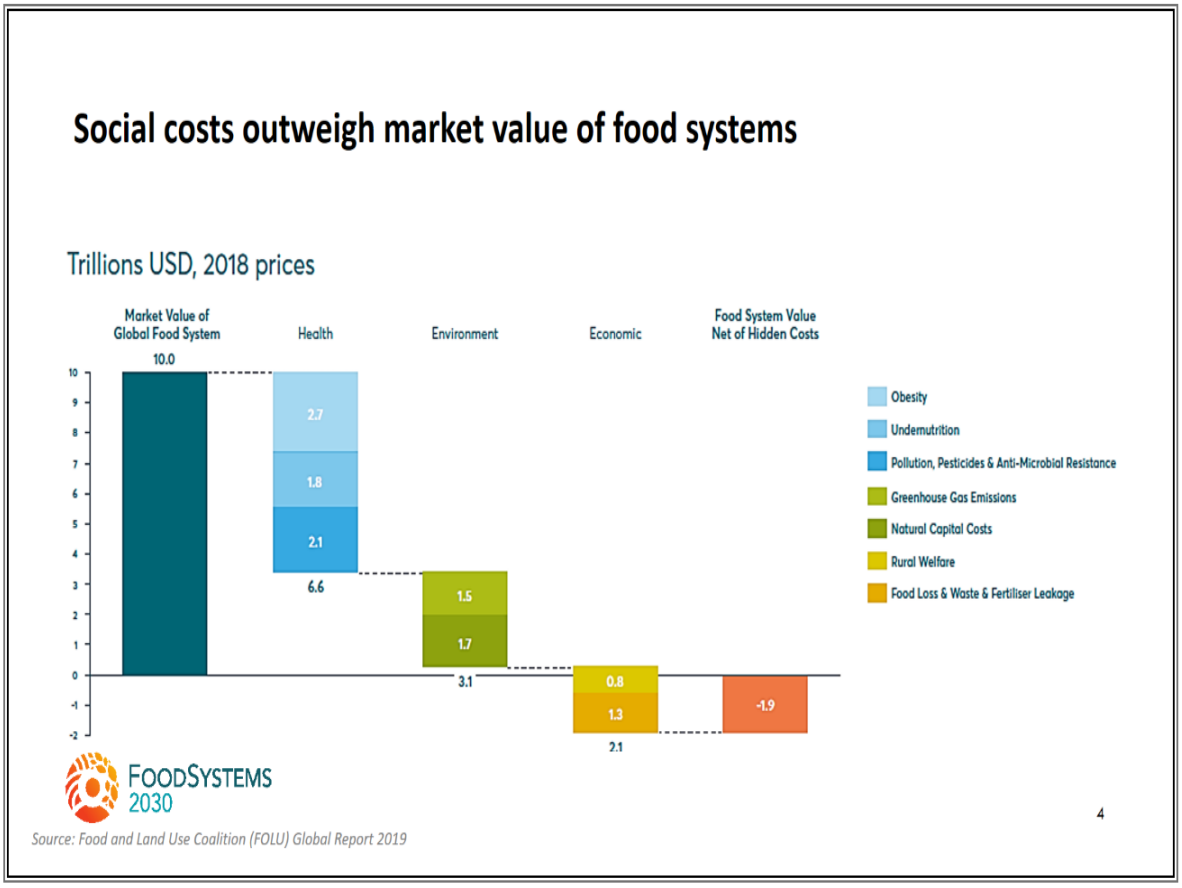
REDD+ initiative: Already ten years before Paris-agreement it was scientifically demonstrated that emissions from deforestation and forest degradation, particularly in tropical countries, caused as much as 15% of global CO_2-emissions. Additionally, it was documented that hundreds of millions of people depended on these forests for their livelihoods, particularly Indigenous peoples, local forest communities and small-scale farmers at the margins of the forest. This was later recognized and

[4] §9 point 4 https://unfccc.int/sites/default/files/english_paris_agreement.pdf
[5] https://unfccc.int/news/antonio-guterres-50-of-all-climate-finance-needed-for-adaptation
[6] Key UN member states do not want to mix climate and other technical areas such as agriculture and are therefore obstructing agriculture issues to be considered under UNFCCC and similarly downplaying the emphasis of climate issues under the agricultural organisations in Rome (and similarly hindering climate change to be considered a security risk under the UN Security Council).

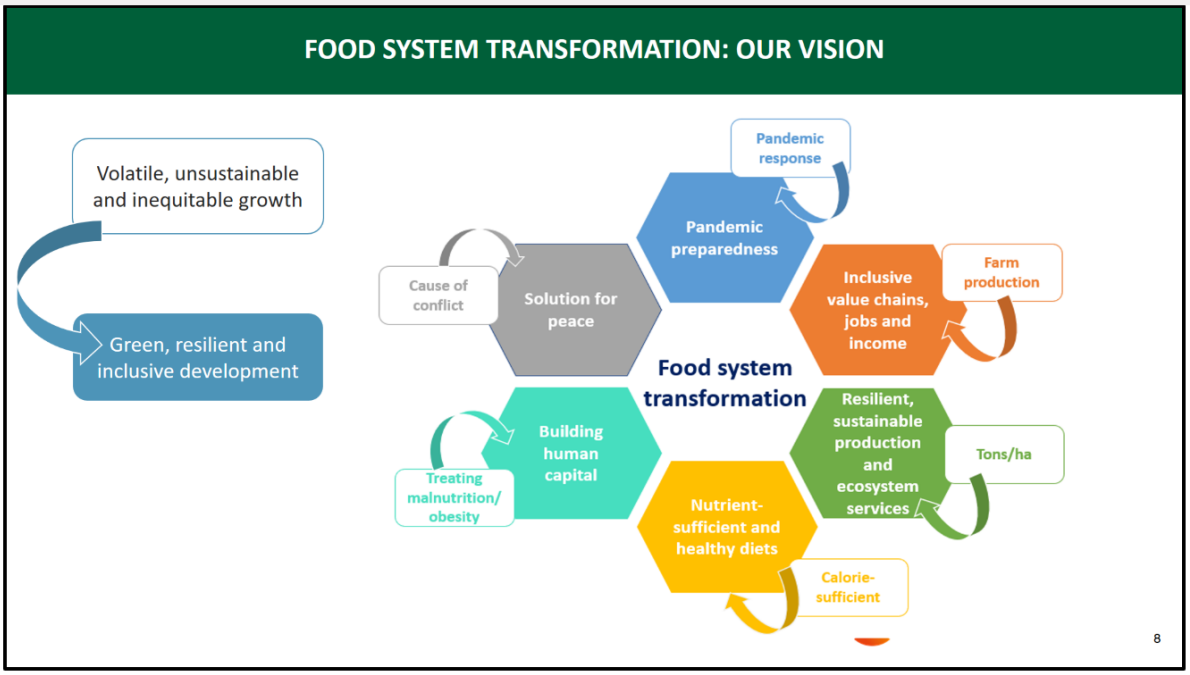
integrated in the Paris-agreement under the headline Reducing Emissions from Deforestation and Forest Degradation (REDD+).

Koronivia Joint Work on Agriculture (KJWA) is a series of workshops conducted under UNFCCC since 2017 with the aim to discuss and agree on the relevance of improved agricultural practice on climate change. It recognizes that most of today's industrial agricultural practices are unsustainable, causing almost 20% of global greenhouse gas emissions, 70% of the destruction of natural habitats (including 80% of global deforestation), and use 70% of all available fresh water. As such improved agriculture practices is key to mitigate and reverse climate emissions. The KJWA-negotiations were not concluded at COP26 as planned, but postponed until COP27, as the final text was far from finalised. Among key unresolved issues are the role of livestock.

In 2021 the perspective of agriculture's role in climate issues was combined with the effects of food production on health, environment, and economy into a Food Systems Approach at the UN Food Systems Summit realised in New York in September 2021. This approach demonstrates that the global food systems are dysfunctional, partly because of its contribution to 1/3 of global climate emissions, and partly because of its negative effects on health, natural capital, food waste, rural welfare etc. According to the Food and Land Use Coalition (FOLU) Global report 2019, the social and environmental costs of the food systems outweigh the market value on a global level. Examples of this includes the high dependency in Norway on imported soy from Brazil (a main driver of deforestation) to feed most livestock and one of the largest salmon farming industries in the world (exporting 97% of the produce). Or the very high per capita imports to Norway of coffee and chocolate, two products that are main drivers of deforestation.



This, and similar conclusions at different levels, led to the conclusion of the Food Systems Summit that it is critical to achieve a food systems transformation if the international community is to have any chance of reaching the SDGs. Many institutions and organisations, including the World Bank, have in the aftermaths of the Food Systems Summit launched initiatives to promote such a change. Their vision for such a transformation includes many elements that are key component of DFs Theory of Change.



The commitment and action tracks for climate action at the international level build on, and are supported by, two intergovernmental panels that provide governments and international bodies with scientific information, The Intergovernmental Panel on Climate Change (IPCC) and the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES). Both the IPCC and IPBES present recommendations for actions and are therefore relevant for our policy work at international, national, and local level.[7]

Further, there are several interconnected international agreements and frameworks that are relevant for climate change policies, such as the Convention for Biodiversity (CBD), the International Treaty on Plant Genetic Resources or Food and Agriculture (ITPGRFA), the Sendai Framework for Disaster Risk Reduction and the United Nations Convention to Combat Desertification.[8]

As local, and often rural communities are "at the front of climate change impact, but rarely have a voice in the decision that affect them"[9] the Global Commission on Adaptation developed a set of 8 principles to strengthen locally led adaptation. The aim was to develop a model that would shift from the currently top-down approach to an approach where "local actors have greater powers and resources to build resilience to climate change". The principles are very much in line with the working approach of DF.

1. Devolving decision making to the lowest appropriate level (…local institutions and communities)
2. Addressing structural inequalities faced by [marginalised groups]
3. Providing patient and predictable funding that can be accessed more easily (supporting long-term local development)
4. Investing in local capabilities to leave an institutional legacy

[7] From August 2021 to August 2022 IPPC will present its four status reports on the status of climate change and need for adaptation.
[8] DF has developed positions on the ITPGRFA (ref). DF has not capacity to develop positions and follow negotiations on the other frameworks.
[9] https://www.wri.org/initiatives/locally-led-adaptation/principles-locally-led-adaptation

5. Building a robust understanding of climate risk and uncertainty (by combining local, traditional, Indigenous, generational, and scientific knowledge)
6. Flexible programming and learning (…to address the inherent uncertainty in adaptation)
7. Ensuring transparency and accountability (…downward to local stakeholders).
8. Collaborative action and investment (…to avoid duplication and enhance efficiencies and good practice)

DF primarily gives priority to promote climate adaptation in small scale agriculture in local communities. Even so it is crucial for DF to promote interventions and policy arguments with a holistic approach, where mitigation, adaptation, and the responsible management of natural resources are combined to strengthen resilience.

4. DF's positions on international climate policy

At a general level, DF supports the overall goal of the Paris-agreement. We emphasise the urgency of effective mitigation actions, particularly by high income countries, to limit the increase of global temperature to 1.5 degrees Celsius. This is necessary to avoid catastrophic effects of climate change, as IPCC's Sixth Assessment Report Impacts, Adaptation and Vulnerability warns of significant higher risks to humans and nature with a 2.0 ^{0}C increase. Acknowledging that global warming has already caused irreversible climate change, and that this change will increase while global CO_2-emissions from fossil fuels continue, it is urgent to scale up adaptation measures and develop mechanisms to address loss and damage due to climate change. In 2021 damages caused by climate change was costing developing countries three times more than rich countries according to UNCTAD[10]. This indicated that the ongoing efforts to mitigate emissions and to adapt to climate change are grossly insufficient.

More specifically, DF's positions on international climate issues are:

- Finance:
    - The rich country parties to the Paris Agreement must fulfil their promise at the COP15 with the Copenhagen Accord[11] to provide USD 100 billion in annual financial support from 2020-2025 so that developing countries to reduce their emissions and meet their adaptation goals. The lack of funding to fulfil this promise in 2020 and 2021 must be compensated in the following years. After 2025 this amount must increase to correspond to the needs of developing countries.
    - Climate funding must ensure a 50-50 balance within 2025 between support to mitigation and adaptation, up from a 75-25 division (at best) in 2021. Developed countries must fulfil their promise from COP26 in the Glasgow Climate Pact to double their support to adaptation by 2025. The scaling up adaptation-funding must be according to IPCC, and must prioritise **locally led adaptation** (ref. finance mechanisms)
    - To fulfil their role as **main funding channels for climate finance** the Green Climate Fund (GCF), The Adaptation Fund and The Least Developed Countries Fund must be replenished according to the demand from developing countries, and become more **efficient, transparent, and accessible** to stakeholders in developing countries, particularly the LDCs.

[10] https://unctad.org/news/financing-global-climate-plan
[11] https://unfccc.int/resource/docs/2009/cop15/eng/l07.pdf

  - **Other channels** for climate funding must complement these main funds, in line with a balanced approach and better accessibility, including climate funding through bilateral and multilateral ODA and support through civil society.
  - C**limate funding must be more accessible** for and directed towards t**he most vulnerable groups,** such as indigenous people and local communities, to **respond to their needs and strengthen their rights.**
  - Climate finance to developing countries should be provided as **grants, not loans**. The high share of loans (80% according to Oxfam[12]) provided as climate finance to developing countries up to 2021, results in increasing concerns that many low- and middle-income countries will be pushed into a new debt crisis.
  - **Loss and damage** caused by negative climate change impacts in developing countries must be remedied and funded by the richer countries that have caused this. DF supports the proposal to establish the Glasgow Loss and Damage Facility as proposed by G77/China at the COP26, offering such funding assistance to vulnerable countries.
  - The agreement at COP26 in November 2021 on **Article 6** of the Paris Agreement on market-based mechanisms to mitigate emissions included a provision to generate a share of proceeds from quota-trade to fund climate change adaptation in developing countries, was a step forward. However, as its loopholes and vagueness of language create high risks of abuse and green-washing, DF believes the share of proceeds do not justify trading quotas through such system.
- Adaptation:
  - As the world community until now has been unable to reduce the global CO2 emissions, and hence prevent the increase in global temperature which has caused irreversible effects of climate change, climate change adaption has become **equally important** to climate mitigation. Increased efforts to adapt to climate change is now critical for the survival of hundreds of millions of people, particularly in the most vulnerable countries.
  - The **effectiveness of climate change adaptation** does, however, depend on the success of climate change mitigation, as many adaptation measures will have reduced effects if temperatures rise above 1,5°C, according to IPCC latest reports. International priority should therefore be put on approaches that combine mitigation and adaptation while protecting ecosystems and the natural resources, such as regenerative agriculture, conservation agriculture, agroecology, and agro-forestry, building on traditional and indigenous knowledge.
  - Growth in adaptation funding needs to be directed mainly to improve food security and access to water, as most adaptation funding up to 2021 was spent on infrastructure (88%). Adaptation efforts must further be guided by the widely supported 8 Principles on Locally Led Adaptation, both in provision and approach of support.
  - The international community must, within COP28 and in line with the **Glasgow Climate Pact**, establish an ambitious **Global Goal on Adaption**, equivalent of the 1.5°C goal for mitigation. The goal must include sub-goals on key adaptation areas such as early warning systems, resilient water provision and infrastructure, improvement of drylands to combat drought

[12] Oxfam's report *Climate Finance Shadow Report 2020*
https://oxfam.app.box.com/s/djxmq18v80tkuec8xjwrpoch7bf7prjs/file/729355846954

and desertification, and protect mangroves.[13] DF will also develop a position on systems/regulations on reporting on **National Adaptation Plans** (Methods of how to measure adaptation)

- **Adaptation measures should address the multiple structures that underpin and maintain inequalities based on gender and ethnicity among others.**

- Loss and damage:
  - Insufficient climate change mitigation and adaptation action is increasing loss and damage from extreme weather due to climate change around the world, particularly in developing countries. Consequently, the international community must **recognise the "non-reversable"** effects of climate change.
  - Governance mechanisms and plans for operationalisation of the Santiago Network on Loss & Damage should be developed, aligned with the Glasgow Climate Pact.[14]
  - The UNFCCC should **develop guidance** on the integration of mechanisms to respond to loss and damage in national climate strategies. [15]
- Mitigation:
  - Developed countries and other high emission countries have a particular responsibility to reduce their greenhouse gas emissions by **55% within 2030 from 1990 levels** in line with science based estimates for what is needed to keep global temperature increases below 1,5 ^{0}C. Priority should be given to phasing out the production and use of fossil fuels, and substituting energy needs by increasing energy efficiency, and renewable energy solutions such as solar, hydro, wind and waves, without destroying natural habitats.
  - Developing countries must show restraint in using the market mechanism under §6 of the Paris agreement, and mainly reduce domestic emissions. Due to weak language, the inclusion of old quotas from the **Kyoto-protocol (CER)**, cancelling of **overall mitigation in global emission (OMGE)**, weak share of proceeds and considerations on human rights, the provision has a high potential to allow for false off-sets.
  - Governments and leading international institutions should avoid **Net Zero** pledges. Promises to balance emissions by mid-century with theoretical techno-fixes are diversions from plans, commitments, and actions for real, rapid, and permanent emissions reductions, which is what the world urgently needs.[16]
- **Nature based solutions:**
  - All relevant stakeholders, especially governments and multinational institutions and companies, must consider and respect the insight from IPCC and IPBES that **climate change and nature loss are two sides of the same problem**. This means we will only be able to solve the climate crisis if we also halt and reverse loss of nature, and visa versa.
  - Nature based solutions are important elements for **eco-system-based climate adaptation**. Efforts must be stepped up to preserve and regenerate ecosystems such as forests,

[13] This point should be further developed. CAN Agriculture will be an important source for developing DF's positions.
[14] The Santiago Network was established at the COP25 to "further the work of the loss and damage mechanism by catalyzing access to, and organizing the availability of, technical assistance to developing countries vulnerable to the adverse impacts of climate change." This point will be further developed.
[15] This point should be further developed.
[16] DF signed a joint letter with this message together with more than 700 other organisations ahead of the COP26 COP26 — Real Solutions, Not 'Net Zero' (realsolutions-not-netzero.org)

mangroves, wetlands, and grasslands both to reduce the impacts of more extreme weather, such as storms, flooding and soil erosion, and capture atmospheric CO2.

- **Clearer principles and definitions** for nature-based solutions should be developed to reduce the risk of green-washing and misuse of the term for actions that have no or few benefits for climate, nature, and biodiversity.
- The world must end deforestation by 2030, in line with the Glasgow Leaders' Declaration on Forests and Land Use at COP26 by 141 countries representing 91% of world forest.
- Funding of nature-based solutions in developing countries, through mechanisms such as REDD + and 4/1000, must **not be used as offsetting-mechanisms** for rich countries domestic emissions reductions. These solutions must ensure that local communities benefit and that proper safeguards are in place to protect the rights of indigenous people, vulnerable forest dependent groups and small scale farmers.
- Agriculture must be acknowledged as a key area for adaptation and mitigation under UNFCCC, by ensuring the continuation of the dialogue under **Koronivia Joint Work on Agriculture** and the inclusion of agriculture under UNFCCC.

5. DF's positions on national level policies for Norway

Norway is party to the Paris Agreement and is committed to meet a set of obligations in terms of finance, reduced emissions, adaptation etc. Norway has, as a major oil and gas-producing country, and with a wealthy population with a high CO2 footprint, both an historical responsibility and financial ability to contribute substantially to reduce the effect of climate change. Norway has since 2007 had a leading role in promoting and funding REDD+ in tropical countries. This has contributed to Norway having the highest climate funding contributions per capital in the world. Norway is since 2020 also a member of the 4/1000 initiative.

At a general level, DF's view is that Norway must fulfil its commitments and obligations under the Paris Agreement as a minimum but must also play a proactive and leading role internationally on climate adaptation, particularly climate change adaptation in agriculture. DF's position on Norway's climate obligations focuses mainly on Norway's international commitments.

More specifically, DF's positions on Norway's climate policy are:

- Finance:
  - Norway must urgently fulfil its commitment in the Paris agreement and beyond, in line with **Norway's historical and differentiated responsibility** (Norway's fair share in meeting the Paris agreement[17]). Norway's fair share of the developing countries' need for climate funding was estimated in 2019 to be NOK 65 billion annually from 2020 to 2030, whereof NOK 50 billion to mitigation and NOK 15 billion to adaptation. In 2021 Norway's climate funding was less than 10% of this. To fulfil this share, DF supports that Norway use **1% of its GDI on climate funding**, gradually upscaling to 2025, on top of 1% of GDI to ODA.
  - Norway must ensure a balance between mitigation and adaptation in its climate financing to developing countries, from the >90 share to mitigation in 2021. The outgoing and ingoing governments in 2021 aimed to triple Norwegian climate change adaptation funding within

[17] https://www.forumfor.no/nyheter/2018/norways-fair-share-of-meeting-the-paris-agreement

2025. Due to the low level of adaptation funding in 2021 (1 billion NOK), this should rather be **quintupled** to reach the 50-50 balance by 2025.
    - Norway must support and promote the development of a **finance mechanisms for loss and damage**, such as the Glasgow Loss and Damage Facility, and provide grant-based funding for this.
    - Norway must ensure that climate finance is channelled through funding mechanisms where a significant share of the funding supports **locally led adaptation** in line with the 8 Principles.
    - Norway must ensure that an increased share of climate finance reaches indigenous people and local communities and contribute to strengthening their rights as well as reducing vulnerability.
- Adaptation:
    - Norway must **prioritise support to adaptation** measures in highly vulnerable countries, in particular climate change adaptation in small-scale agriculture and water provision.
    - Norway must adopt and support the implementation of the **8 Principles of Locally Led Adaptation**
    - Norway must increase its **support to locally led adaptation** measures e.g., through The Adaptation fund, the LDC Fund, Locally Led Adaptation funding mechanism and other relevant channels.
    - Norway must support the finalisation of ambitious **National Adaptation Plans** in Norway's partners countries, and the development of national coordination mechanisms that ensure effective implementation of the activities under the plan
    - Norway must take an active role in the process towards COP28 to develop a clear **Global Goal for Adaptation** and methods to operationalise, verify and report on adaptation goals.
    - To reduce the significant threat that climate change presents to **Norwegian development aid** at large, the government must assess the climate risk to Norwegian development aid and introduce measures to improve the resilience of all aid.
- Loss and damage:
    - Norway should take an active role in supporting and developing of the governance mechanisms and plans for operationalisation of the **Santiago network on Loss & Damage.**
- Mitigation:
    - Norway must fulfil its international commitments to reduce domestic emissions by 55% by 2030 as compared to the 1990 level. None of Norway's emissions cuts must be off-set outside the European quota market, including nature-based solutions such as REDD+ and 4/1000.
    - Norway must continue its leadership role in supporting REDD+ efforts globally. It must continue to take an active role to promote social and environmental safeguards, with the view to protecting indigenous people and forest dependent communities' rights.

6. DF's positions on at national level for country programme policies

The Development Fund supports local implementing partners in their policy work at national level. While specific positions on national policies and strategies vary from country to country, The Development Fund has developed general positions that establish important principles for climate policies and strategies in developing countries. The involvement of local communities and civil society actors in the development, implementation and monitoring of climate policies and strategies is

fundamental for efficient and sustainable measures. At an overall level DF's view is that all countries must define ambitious National Determined Contributions and National Adaptation Plans.

More specifically, DF's positions on country level climate policy are:

- Finance:
    - National governments of DF program countries must prioritise to **finalise their National Adaptation Plans (NAP)** to qualify for international adaptation funding and as a tool to maximise the effect of adaptation measures.
    - National governments must invite and **involve civil society** and representatives of local communities in the finalisation, implementation, and reporting of the NAPs (national adaptation plans), including the provision of support to CSOs/NGOs initiatives to access adaptation funding through e.g., The Green Climate Fund.
    - National governments must establish **effective coordination mechanism** for the funding of the NAPs, ensuring transparency and accountability, incentivising multilateral, and bilateral donors to channels adaption support in a coordinated way.
    - National governments must develop national mechanisms to ensure that climate finance **reaches local communities** with the greatest needs and in a way that is conducive to locally led adaptation. This includes mechanisms that facilitates easy access to funding for local communities, indigenous people and their organisations, grassroots organisations, and civil society organisations.
- Adaptation:
    - National, regional, and local governments must urgently increase their priorities and plans for an ambitious **upscaling of adaptation plans**.
    - National governments must **adopt the 8 Principles in Locally Led Adaptation** and integrate the principles in their NAPs, including giving priority to adaptation measures based on these principles.
    - National governments must establish **participatory and consultative mechanisms** for the development, implementation and reporting of NAPs.
    - National governments must actively mobilise and **involve financial institutions** and the private sector in their plans to increase adaptation efforts.
- Mitigation
    - National governments must prioritise mitigation efforts to sectors where high emissions and loss of biodiversity undermine the livelihoods of local communities. Such **nature-based solutions** are relevant where there is degradation or destruction of natural habitats such as forests, watersheds, and fertile agricultural land.
    - Efforts under REDD+ must develop systems for **measurement, reporting and verification** (MRV) that integrate community based MRV systems, recognise indigenous people and local communities' efforts to reduce deforestation and forest degradation and transparent and accountable mechanisms for finance, reporting etc. that ensure and report on social and environmental safeguards.
    - National governments should **reject initiatives that aim to provide offsets to rich countries** from carbon-capture and storage in forests or soils (REDD+ and 4/1000). Instead, they should create incentives and compensatory systems for local communities contributing to

increased CO_2-storage or reduced emissions from reforestation, regenerative practices or improved management practices of forests or agricultural lands.
    - Mitigation of emissions from CO_2-emitting energy-production by introducing renewable energy solutions, should prioritise **off-grid solutions serving the most energy-poor** part of the population in rural areas.
- Loss & Damage
    - National Governments must track and assess its **annual loss and damage** due to climate change and present the results with other G77-countries as claims towards rich countries at the COPs.

7. DF's positions on local/community level policies

The Development Fund promotes a holistic approach to strengthen local communities, indigenous people, smallholder farmers and other vulnerable groups' resilience to climate change. This approach includes practices that empower smallholder farmers to adapt to higher temperatures, longer drought, more floods and increased pests and diseases, as well as the empowerment and strengthening of grassroots organizations, farmers' organizations, and civil society to advocate for and defend their rights. Based on our experience from the ground, we have developed the following policy recommendations:

- **Climate change adaptation** in agriculture
    - Promote approaches such as regenerative agriculture or agroecology, and agroforestry that strengthen the synergies between mitigation, adaptation, and conservation of ecosystems and biodiversity
    - Integrate soil conservation measures to protect and strengthen fertility of soils (incl. increased carbon capture) and increase yields.
    - Promote crop diversity, crop rotation and intercropping to reduce vulnerability to crop failure and loss.
    - Small scale techniques to ensure increased humidity in soils through the construction of irrigations systems with dams, channels and solar driven pumps, drip-irrigation, water harvesting ponds, soil protection/preparation to reduce evaporation, terracing etc.
    - Provide capacity building, technical support and access to inputs and credit to women and other vulnerable group so they can improve their agricultural production.
- **Seed Security**
    - Establish and support community seed banks to ensure access to seeds and the conservation of agro-biodiversity
    - Support participatory plant breeding programmes and participatory plan variety selection programmes to ensure access of locally adapted seeds.
- **Locally led adaptations**
    - Conduct local and participatory vulnerability assessments as a starting point for the development of local adaptation plans, which are implemented and monitored locally.
    - Promote participatory community/municipality/district development processes and the allocation of funding for local adaptation plans
- **Sustainable Land Management** (SLM)
    - Support the rehabilitation of degraded land areas through reforestation, construction of terraces, improvement of water infrastructure as well as sustainable agriculture practices.

- Participatory Forest Management
    - Promote measures and practice on community based and participatory forest management that ensure indigenous and forest dependent communities' user and ownership rights of forests and forested landscapes
    - Develop community based MRV systems that visualise indigenous and forest dependent communities' contribution to reduced deforestation and forest degradation.
- Safeguarding indigenous, forest dependent communities and local communities' rights
    - Ensure the operationalisation of UN's social, cultural, and environmental safeguards in local, national, and international agreements
- Evidence based policy work
    - Support and develop an inventory of good practices on locally led climate resilience practices that leveraged to inform the policy advocacy agenda both at district and national levels.
- Dialogue platforms on local, district and national levels
    - Support and facilitate dialogue platforms at local, district and national levels where community- farmer- and civil society representatives are represented in a dialogue with local/district and national authorities and other stakeholder.

8. Annex 1 - At the local/community level

DF promotes practices and measures that empower small-scale farmers to adapt to higher temperatures, longer drought, more floods and increased pests and diseases through:

- Climate change adaptation in agriculture
    - To protect and strengthen fertility of soils and increase agricultural yields in a sustainable way, the farmers must improve management of water-resources and the carbon and micro-life levels in the soil. Water/humidity levels are improved through small scale- or drip-irrigation, and techniques that preserve the humidity in the soil. The latter is achieved through regenerative or conservation agriculture, where low tillage and soil coverage reduces evaporation as well as increases soil carbon levels. Soil fertility is further increased through the production and application of mainly organic manure. Where soils are exposed to erosion from water or winds, live or dead barriers are established.
    - To reduce farmers' vulnerability to crop failure/loss, DF promotes crop diversification. By introducing new crop varieties, or revitalisation of old or lost crops and varieties, farmers dependency on one or two crops are reduced. DF also supports crop rotation and intercropping where the different characteristics and nutrients of crops benefit other crops and the soil.
- Seed Security
    - To ensure improved access to locally adapted seeds, DF supports the establishment of community seed-banks and the development of locally adapted seeds through participatory plant breeding or participatory variety selection. Community seed banks serve as a reserve for seeds both in regular years and during crisis years. These banks both preserve and strengthen local agrobiodiversity and serve as a base for participatory variety selection. The community seed-banks are important for the conservation and sustainable use of local agro-biodiversity. Community seed banks also serve as a base for participatory plant breeding and participatory variety selection which are crucial for the development of new varieties and quality seeds that tackle climate variability. These banks both preserve and strengthen local agrobiodiversity and serve as a base for participatory plant breeding.
- Climate Adapted Villages
    - Since local context determines how climate change threatens local communities, plans and measures to adapt must be developed at the village level. The Climate Adaptive Village methodology empowers local communities to conduct participatory vulnerability assessments at the micro-watershed level, develop plans that establish local priorities and seek support for its implementation. The methodology ensures local relevance and ownership, and the mobilisation of local resources of the village and local authorities.
- Sustainable Land Management (SLM)
    - To combat desertification and land degradation, the sustainable land management approach has proven to be efficient for the rehabilitation of degraded land areas. This approach includes actions such as reforestation, construction of terraces, improvement of water infrastructure as well as sustainable agriculture practices.
- Participatory Forest Management
    - Local communities and smallholder farmers are important for the conservation and management of natural forest, playing the dual role as protectors (forest stewards) and

drivers (agents) of deforestation. To strengthen and visualise local communities' contribution to forest conservation and reduced deforestation and forest degradation, DF supports measures that increase local communities' involvement in forest management Through participatory forest management (PFM) local communities living near or in forests are voluntarily organised into some form of community-based organisations and enters into Forest Management Agreement (FMA) with the State. These agreements define communities' rights and responsibilities. The FMA incorporates forest use rights, define restrictions and types of use. PFM permits communities to regulate their own use of forest and ensures their rights to use the forest in a sustainable way that allows them to maintain their livelihood at the same time as natural forest is kept intact. PFM has proven to be effective to reduce deforestation and forest degradation, increase forest regeneration and improve forest conditions.

- Safeguarding indigenous, forest dependent communities and local communities' rights
    - DF works to safeguard indigenous, forest dependent communities and local communities' rights through different measures, including strengthening their user, management and tenure rights over forests and natural resources by e.g including social safeguards in community-based MRV systems, support of indigenous peoples traditional forest management and conservation systems, strengthening (and establishment) of community-based organisations, participator vulnerability assessments and planning processes, as well as supporting grass-roots organisations, farmers organisations and indigenous peoples organisations among others in local and national advocacy work.
- Evidence based policy work
    - DF combines national level policy work with community level advocacy processes. DF has been systematically documenting what is working at community level by engaging people at the grassroots to highlight and state the different agriculture interventions, technologies and processes that are of significant and positive impact on the livelihoods of smallholder farmers in terms of resilience to climate, food and nutrition trajectory. This is done through community-based farmer-led research and evaluations. The outcomes of the farmer-led research and evaluations are disseminated at community, district and national level forums and are leveraged to inform the policy advocacy agenda both at district and national levels.
- Dialogue platforms on local, district and national levels
    - At community level, DF's implementing partners work in close collaboration with local development and governance structures within the context of the communities, which include development committees/roundtables at local, area or district/department levels to plan adaptation and other climate related measures. These platforms normally comprise representatives from local communities, traditional leaders, local authorities and representatives from local government institutions. DF also supports partners' participation in regional or national platforms where civil society organisations, research institutes, government representatives and other relevant stakeholders participate. In some programme countries, DF works in close collaboration with like-minded Civil Society Organisations, Civil Society Networks in the areas of both agriculture and climate change. At international and regional level, DF works closely with international and regional networks on the policy front.