ACF Alliance of Champions for Food Systems Transformation



Alliance of Champions
for Food Systems Transformation

Norway
Progress framework

About The ACF

The Alliance of Champions (ACF) is a strategic coalition of ambitious countries driving Food System Transformation, taking a 'whole of government' approach, and inspiring others to go further and faster to deliver better outcomes for people, nature, and climate, in accordance with Agenda 2030 and the Paris Agreement.

This framework sets out the progress made in following up on the COP28 Emirates Declaration.

ACF members exchange experiences—highlighting both successes and challenges – and communicate on progress (ACF Terms of Reference) showcasing national policies and initiatives, for inspiration and presentation at COPs and other international forums, emphasizing that food system transformation is not a linear journey.

These progress frameworks are authored by the ACF Secretariat, in consultation with governments, and aim to capture implementation of membership commitments to strengthen national food system pathways, follow up on sustainable development and climate goals, and demonstrate progress on priority interventions in the 10 ACF action areas.



1. Country Background

RATIONALE FOR NORWAY'S MEMBERSHIP

Norway has played an active role in advancing sustainable food systems transformation on the international stage. Norway held a national dialogue on sustainability in the Norwegian food system in October 2023 as part of the food systems summit stocktake. At COP 28 shortly before joining the Alliance of Champions as co-chair and founding member, *The Minister of International Development stated at the launch:*

> *"While climate breakdown, international conflict and economic shocks have made our food systems more vulnerable than ever, their potential to become part of the solution to our global challenges has never been greater. The Alliance of Champions gives countries a clear and ambitious framework for doing just that - whilst emphasising the importance of working together to accelerate progress."*

Promoting food security and sustainable food systems transformations are priorities in Norway's international development co-operation. Norway was among the first countries to launch an Action Plan on Sustainable Food Systems, in 2019, as part of its foreign and development policy. In 2022, the Norwegian Government adopted a strategy for promoting food security in development policy. "Combining Forces Against Hunger". A Special Envoy for International Food and Climate initiatives was appointed in 2024. Norway is a founding member of the Coalition on Indigenous Peoples' Food Systems and a member of the Global Alliance Against Hunger and Poverty. Norway has also been a central actor in protecting the world's rainforests through Norway's International Climate and Forest Initiative (NICFI). Norway is also an active member of the Forest & Climate Leaders' Partnership (FCLP) and a major donor to Brazil's Amazon Fund.

Challenges:

Norway has limited land suitable for arable crops. Self-sufficiency of food crops is relatively modest, whereas self-sufficiency of livestock products is high. Fish and seafood also represent a large and important contribution to national food production. Norway's role in global food security in the context of climate change is to adapt to a changing climate, manage and use these resources sustainably, to secure food production while emissions of greenhouse gases are reduced[3].

COUNTRY CONTEXT

Only 3 percent of Norway's land area is used for agriculture[1]. Norway has around 37 600 agricultural enterprises. The Norwegian fishing fleet consists of 5 607 vessels. The Food Industry employs around 52 000 people. There is considerable potential for the blue and green sectors to further develop and contribute to the ongoing green transition. The seafood industry is of great importance to the Norwegian economy, and for value creation, settlement, and employment along the coast (approx. USD 17 billion).

The country has a strong tradition of family farming. We heard from a fourth-generation small-scale family sheep farmer on the west coast of Norway, Bodhild Fjelltveit in Norway's 2025 Voices of Progress report.

2. National Priorities For Food Sustainable Systems

01

Strengthening national visions and food system pathways.

Norway's path towards a sustainable food system was published in June 2024. It recognises that:

> *"Food system transformation is a continuous process. In Norway, increased food production, improved environmental outcomes, healthy diets, value creation and competitiveness in the food value chain throughout the country are key elements for achieving sustainable food systems. Addressing these challenges through a food systems lens requires a holistic approach that addresses all three dimensions of sustainability (social, economic, and environmental), and that engages all actors in the food system."*

It highlights 6 key elements of the Norwegian Government's work towards a more sustainable food system:

1. *Value creation in the food-chain, employment, and settlement throughout the country*
2. *Towards more climate- and environmentally-friendly production*
3. *Food safety, animal and plant health*
4. *A healthy population*
5. *Reduction of food waste and loss*
6. *An active global role in improving sustainability in the food system, focusing on food safety, climate change adaptation, biological diversity, and genetic resources.*

Over the past year, Norway has continued building a sustainable and resilient food system. Key actions include setting climate objectives through 2035, introducing restrictions on processed food advertising to children, passing legislation to reduce food waste, and promoting organic farming:

- Norway's Climate Report 2035 – on the way to a low-emission society was published in April 2025, with a stand-alone chapter on food systems: A Food System for the Future. The Government's Climate Strategy for the Foreign Service 2025–2030 was published in June.

- As of November, Norway bans marketing of unhealthy food and drinks to children (see below). New dietary guidelines were introduced in 2024 to promote health and prevent diseases, recommending a varied diet of mostly plant-based foods and the limiting of processed food intake. The maximum recommended red meat consumption level was lowered from 500g to 350g per week;
- The National Strategy for Organic Agriculture 2025-2032 was published in April 2025
- In June 2025, the Norwegian Government passed the Reducing Food Waste Act
- National One Health Strategy against AMR – launched in January 2025

02

Update NDCs, NBSAPs, LT-LEDS in line with updated pathways

Norway's NDC 3.0 was published on 26 June 2025. It commits Norway to reduce greenhouse gas emissions by at least 70-75% by 2035 compared to 1990 levels. This builds on the commitment in NDC 2.0 to reduce emissions by at least 55 per cent by 2030, compared to 1990 levels. NDC 3.0 has a reference to food systems, sign posting the White Paper on the Climate Report to 2035 as the relevant policy document.

Chapter 10 of the Climate Report to 2035 outlines Norway's vision for A Food System for the Future. The chapter highlights the challenges and opportunities in the food system from a climate perspective and how the government's work on food systems can reduce greenhouse gas emissions, increase CO2 absorption and store carbon. It sets out a comprehensive approach to food systems: which includes *Norway's global contribution measures to support sustainable food production in agriculture and aquatic systems, consumption. diet and health, food waste and waste management and a summary of Norway's agricultural policy. Norway's agricultural policy has four overarching goals: "Food security, agriculture across the country, increased value creation and sustainable agriculture with lower greenhouse gas emissions."*

03

Progress on targets and priority interventions in the 10 ACF action areas

This Progress Framework and the accompanying Progress Snapshot fulfil the reporting requirement.

Action Area 1	Indicator	Progress Made
 **Increase the affordability and availability** of nutritious, diversified and sustainably produced foods (including blue foods, nutrient rich foods, alternative proteins, pulses, legumes, fruits and vegetables), without sacrificing yields	**Outcome:** SDG 2.1.a Energy in food quantity at wholesale level (MJ/person/day)	**2021** 11.4 Statistics Norway SDG 2 reporting **(Baseline) 2020:** 11.5 Statistics Norway SDG 2 reporting
	Process:	The Norwegian Directorate of Health updated the national dietary guidelines in August 2024. The new guidelines focus on reducing risk of cardiovascular diseases, type-2 diabetes, high blood pressure, certain types of cancers, overweight and obesity, recommending consumption of 'mostly plant-based foods' such as vegetables, fruits, berries, whole grains, legumes and nuts, along with fish, seafood and lean dairy products. In the wake of increasing rates of obesity and overweight in recent years, Norway's Guidelines recommend limiting intake of processed foods high in sugar, salt, saturated fat.

Action Area 2	Indicator	Progress Made
 **Improve livelihoods** for those working throughout food supply chains, including increasing incomes, creating jobs and economic opportunity, including for youth.	**Outcome:** SDG 2.3.g Agriculture and forestry (Gross product per man-hour worked).	**2024 Data** 6.9% change from previous year Statistics Norway SDG 2 reporting **(Baseline) 2022 Data:** 13.6 % change from previous year Statistics Norway SDG 2 reporting
	Outcome: SDG 2.3.g Fishing, trapping and aquaculture (Gross product per man-hour worked).	**2024 Data** -6.7% Change from previous year Statistics Norway SDG 2 reporting **(Baseline) 2022 Data:** -3.6% Change from previous year Statistics Norway SDG 2 reporting
	Process: Measurable value for total official flows (official development assistance plus other official flows) to the agriculture sector (SDG 2.a.2) and complementary national actions to improve livelihoods	To those involved in the fishing industry the Government put in place targeted support to reduce the cost burden resulting from extraordinary expenses for bait and line rental in 2025.

Action Area 3	Indicator	Progress Made
 **Build and enhance the resilience of food systems** and their associated supply chains, reducing exposure to climate-, energy- and water-related risks, protecting vulnerable communities and actively promoting climate-smart agriculture.	**Outcome:** SDG 13.2.1: Developed or implemented an integrated policy/ strategy/plan that strengthens their capacity to adapt to the adverse impacts of climate change, and that can make them more resilient to climate change and reduce greenhouse gas emissions in a way that does not threaten food production (including a national adaptation plan, nationally determined contributions, national communication, biennial update report, etc.)	**(Baseline) 2022 data:** Yes. Statistics Norway SDG 13 reporting
	Process: Coordination of actions and policies across two or more sectors dealing with climate change, agricultural development, dietary guidelines, food procurement, and food security at national, regional and local level.	Norway is working to increase the resilience of its food system. • A White Paper on increased self-sufficiency in agricultural products was adopted by the Norwegian Parliament in April 2024. The goal is that the degree of self-sufficiency of Norwegian agricultural food products, corrected for imports of feed, shall be increased to 50 percent on an energy basis. • In 2024 and 2025 the Norwegian Government entered into agreements with five players in the grain industry who will contribute to building up a national emergency stockpile for food grains. Emergency stocks are important for Norwegian food security in a potential crisis situation, and by 2029 the plan is for the emergency stockpile to correspond to three months' consumption of food wheat.

Action Area 4	Indicator	Progress Made
Improve gender parity and income equality, including increased protection of IPLCs rights and access to land, water and resources.	**Outcome:** Agricultural and forestry properties, buildings and inhabitation, by ownership, contents and year.	**2024 data:** Male, 120,833 Female, 48,073 Statbank Norway (06542) **(Baseline) 2022 data:** Male, 121,166 Female, 47,672 Statbank Norway (06542)
	Outcome: SDG 5.a.2. Equal rights to economic resources, property ownership, and financial services. "Legal framework guarantees women's equal rights to land ownership and/or control.	Legal framework guarantees equal rights to land ownership and/or control are in place (2020) Statistics Norway SDG 5 reporting
	Process: How the national food system transformation pathway considers active participation from diverse stakeholders, including women, farmers, consumers, and civil society.	For SDG Target 5.a on Equal rights to economic resources, property ownership and financial services Norway has reported that Legal framework guarantees women's equal rights to land ownership and/or control are in place. Statistics Norway SDG 5 reporting. Norway provided NOK 2 million (approx. USD 0.2 million) to support to gender equality work in the fishing industry in 2024. This has supported several projects that build networks for female fishermen. The organizations Hun fisker, Havets Verdiskapere and Nordkappregionens Næringshage have previously received support to start up, and now they are receiving support to continue their efforts. The government has provided money for the start-up of several networks for women in the fishing industry. They will increase recruitment and show the outside world that there are also good female fishermen.

Action Area 5	Indicator	Progress Made
Protect and restore nature, including forests, peatlands, oceans, freshwater habitats, wetlands and coasts, as well as other natural ecosystems, thus supporting biodiversity and contributing to climate change mitigation.	**Outcome:** SDG 15.2.1 Proportion of forest area within legally established protected areas, IUCN I-IV	**2020 data:** 5.02% Norway SDG 15 data **(Baseline) 2019 data:** 4.88% Norway SDG 15 data
	Process: Measurable targets for the protection and restoration of biodiversity within forests, peatlands, oceans, freshwater habitats, wetlands, and coasts, that are consistent with the Global Biodiversity Framework.	The Norwegian Government is actively protecting and restoring nature through the following initiatives: • National Biodiversity Strategies and Action Plan (NBSAPs) published in September 2023 Meld. St. 35 (2023–2024) - regjeringen.no where there are national targets for protection and restoration including a target to conserve 30% of land area with protected areas and OECMs, and a target that 10% of the forest should be covered by protected areas. • National Action Plan for the Conservation and Sustainable Use of Genetic Resources for Food and Agriculture recognises that Norway has a particular responsibility for the management of genetic resources in livestock, forest trees, crops, microorganisms and invertebrates associated with Norwegian agriculture. Guidelines for the management of agricultural genetic resources have been established by the Ministry of Agriculture and Food through the National Strategy for the Conservation and Sustainable Use of Genetic Resources for Food and Agriculture (LMD, 2019). The overall goal of the national strategy is to secure the gene pool for future food and agricultural production.

Action Area 6	Indicator	Progress Made
 **SDG4: By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production,** that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality.	**Outcome:** Percent of land area under "organic farming".	**2022 data:** 4.67% EuroStat **(Baseline) 2021 data:** 4.56% EuroStat
	Outcome: SDG 2.4.f: Proportion of Samples of Norwegian-produced food products with pesticide residues above the maximum limit (%)	**2021 data:** 0 Statistics Norway SDG 2 reporting **(Baseline) 2020 data:** 0.6% Statistics Norway SDG 2 reporting
	Process: Promote strategies consistent with the Global Biodiversity Framework.	The Norwegian Government is actively promoting strategies to ensure sustainable food production systems. For example: • The National Strategy for Organic Agriculture 2025-2032 proposes ten measures to increase sales and production of organic food. This will help achieve the goal of 10 percent of the total agricultural area being organic by 2032, while also stimulating increased sales and demand in the market. • Norway has also set ambitious targets on sustainable feed. By 2034, all feed for farmed fish and livestock will come from sustainable sources and contribute to reducing greenhouse gas emissions in food systems. • The government is working to develop knowledge, practice and incentives for the benefit of soil health and soil functions. Cf. Report to the Storting 11 (2023–2024) Strategy for increased self-sufficiency of agricultural products and plan for escalating income opportunities in agriculture, the government will facilitate measures that strengthen good soil health, and cf. Report to the Storting 26 (2022–2023) Climate change – together for a climate-resilient society, the government will increase attention in land management to natural and agricultural areas that bind the soil, store carbon, protect against erosion and are important for stormwater management and flood mitigation.

Action Area 7	Indicator	Progress Made
Reduce all GHG emissions throughout the entire food value chain (including from AFOLU and energy sectors, and including post-farm and consumption-related activities); increase carbon removal activities in the AFOLU sector; and scale land mitigation opportunities in line with Paris Agreement targets.	**Outcome:** SDG 2.4.e Greenhouse gas emissions and removals in agriculture (1,000 tonnes of CO2 equivalents, AR5)	**2024 data:** 4,409 Statistics Norway SDG 2 reporting **(Baseline) 2022 data:** 4,574 Statistics Norway SDG 2 reporting
	Process: Nationally established, measurable GHG reduction targets specifically for the entire food value chain, encompassing Agriculture, Forestry, and Other Land Uses (AFOLU), energy sectors, post-farm, and consumption-related activities	• Norway has made significant progress in reducing GHGs in the food value chain. As noted in the Norwegian Environment Agency Greenhouse Gas Emissions 1990-2023 National Inventory Document. About 9.7% of the total Norwegian emissions of greenhouse gases (GHG) originated from agriculture in 2023. This corresponds to 4.53 million tonnes CO2 eq. Emissions from agriculture were in 2023 about 10% lower than in 1990, and about 4% lower than in 2022" (Section 5.1). • The Norwegian Government is committed to making further reductions in emissions from the food system and commits to reduce emissions and increase removals of greenhouse gases corresponding to a total reduction of 5 million tonnes of CO2 equivalents from 2021 to 2030. The agreement covers agriculture-related emissions and removals in the agriculture, land use and energy use sectors. Emissions and removals in forests are not part of the agreement. Both measures at the farm level and work on changes in consumption are part of the agreement.

Action Area 8	Indicator	Progress Made
Reduce food loss and waste.	**Outcome:** SDG 12.3 on food waste	**Norway's Reporting on SDG 12**
	Process: Evidence of actions, policies, and partnerships aimed at reducing food loss across the food supply chain.	Norway has committed to a 50% reduction in food waste by 2030 compared to 2015 and has made significant strides in reducing food loss and waste. Between 2015 and 2020, food waste was reduced by 9.5 percent. On 2 June 2025, the Norwegian Parliament adopted the Food Loss Act. Reducing Food Waste Act aims to "improve resource utilization by preventing food from leaving the value chain. It is proposed that: • Private and public enterprises that produce, sell or serve food must carry out due diligence assessments and measures to reduce food waste. • Requirement that the food industry and wholesalers take measures to donate surplus food wherever practical. • Requirement that groceries, kiosks and the like should lower prices and actively market food that is about to expire.

Action Area 9	Indicator	Progress Made
Realign public financial and policy incentives to promote low emission, resilient, nature positive production and healthy diets.	**Outcome:** SDG 14.6: Implementation of international instruments to combat illegal, unreported and unregulated fishing.	**(Baseline) 2018 data:** 4 out of 5 (2018) Implementation level: 1=lowest – 5=highest (14.6.1) Statistics Norway SDG 14 reporting
	Process:	The Government of Norway commits to adjust the instruments in agricultural policy so that they support a fair and sustainable transition of agriculture to a low-emission society, while taking into account other objectives for agriculture. The parties to the agricultural negotiations agreed that the climate impact, as far as possible, should be calculated or described when significant changes are made to the schemes. In the government's 2026 budget, an overview is provided of the climate impact of changes in the agricultural agreement. This overview includes impact assessments conducted by the Norwegian Environment Agency and the Norwegian Agriculture Agency for some of the schemes. Other measures include: • Climate and environmental considerations must be weighted at least 30% in public procurement. • Norway is using taxation to help deliver its ambition to halve greenhouse gas emissions from domestic shipping and fishing by 2030, compared to emissions in 2005. This tax provides incentives for the development of new emission-friendly technologies or adjustments in ship design and fishing patterns. • "Heating of farm buildings in agriculture was included in the ban on the use of mineral oil for heating buildings from 1 January 2025" to help achieve the goal that "heating in agriculture will be fossil-free by 2030.

Action Area 10	Indicator	Progress Made
Accelerate innovation through increased investments in R&D and digital technology.	**Outcome:** SDG 9.5.1 Research and development expenditure as a share of GDP	**2023:** 1.9% Statistics Norway SDG 9 reporting **2022:** 1.6% Statistics Norway SDG 9 reporting

	Process:
	Documented national strategies, programs, and actions to promote agricultural innovation and adoption.
		Norway is at the front line of innovation in food systems. Examples include:
		
		• The **MetanHUB** project is testing various feed additives with the aim of reducing methane emissions from ruminants.
		
		• The **climate calculator is a digital tool** that has been specially developed for the agricultural industry and the Norwegian farmer. It gives the farmer an overview of emissions and the opportunities that exist to both reduce emissions and sequester carbon. The goal is for as many Norwegian farmers as possible to use the calculator. As of August 2025, 10,500 farmers have used the calculator. This corresponds to approximately 27 percent of all agricultural businesses.
		
		• **NewTools** is a research project, led by the Norwegian Institute of Public Health. The project aims to work on the development of two new scoring systems for food;
		  • one for nutritional quality
		  • one for environmental and social sustainability
		
		• Furthermore, it is a goal to explore how scoring systems can be used in different parts of the food system. It is also a goal to create a platform where information, data and methods that are developed can be shared. The project started in 2021 and will last until 2025.

3. Investment in Food System Transformation

In 2024, Norway was the largest DAC donor in proportion to the size of its economy, spending 1.02% of its GNI on ODA. Minister of International Development said at the launch of Norway's strategy for promoting food security in development policy "An overall objective of the Government's development policy is to fight hunger and increase global food security. The strategy aims to deliver the following objectives:

- Local communities are resilient and food-secure
- Income throughout the food system is increased and distributed fairly
- Food production is nature-friendly and climate-adapted
- A healthy diet is accessible to all

A substantial proportion of Norway's ODA is allocated to global and humanitarian food security, totalling close to two billion USD since 2022. This is programmed via multilateral and UN agencies, funds and programs (FAO, IFAD, WFP, CGIAR), NGOs and the World Bank, including IDA contributions. In November 2024, Norway announced a contribution of over NOK 5 billion (USD$500m) for 2026–2028 to the World Bank's International Development Association (IDA), of which around 12% will be set aside to promoting food security.

Norway has also been a central actor in protecting the world's rainforests. Norway's International Climate and Forest Initiative (NICFI) was launched in 2008, and totalled NOK 4.1 billion (approx. USD 0.41 billion) in 2024. NOK a year to help save the world's tropical forests while improving the livelihoods of those who live there.



4. Looking to the future/Priorities for the next 12 months

Norway will continue to follow up the Government's Strategy for promoting food security in development policy, as well as the Climate Report 2035, including by maintaining a substantial level of Official Development Assistance, reducing greenhouse gas emissions, supporting partner countries to protect tropical forests, and promoting a sustainable transformation of food systems, at home and abroad, working with the United Nations and World Bank system, as well as bilateral and regional partners, for collaborative and multilateral solutions to achieve Agenda 2030 and Paris agreement goals.





For more information about the Alliance of Champions for Food System Transformation:

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