SAFE Initiative
Scaling-up Agriculture and Food systems for Economic development

Africa and Middle East

Prepared for COP28 launch in coordination with the Presidency

The Global Green Growth Institute (GGGI) was founded as a treaty-based international, inter-governmental organization in 2012 at the United Nations Conference on Sustainable Development. GGGI’s vision is a resilient world of strong, inclusive, and sustainable growth. At the core of its mission, GGGI supports its Member States in transitioning their economies towards green growth models that simultaneously achieve poverty reduction, social inclusion, environmental sustainability, and economic growth. GGGI’s work contributes to its Members’ efforts to deliver on the Sustainable Development Goals and the Nationally Determined Contributions to the Paris Agreement. GGGI partners with stakeholders to develop innovative green growth solutions, project financing and investments, and share knowledge and lessons learnt.

GGGI’s organizational culture is shaped by five core values: Integrity, Excellence, Transformational, Inclusiveness, and Boldness.

ABOUT

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Technical Proposition; November 2023
Executive summary

The "Africa & Middle East SAFE" Initiative endeavors to scale-up the transformation of climate-resilient agriculture and food systems for food security and economic development in Africa and the Middle East. By drawing on complementary strengths of Africa’s agricultural potential and the Middle East’s investment capacity, the Initiative aims to mobilize USD 10 billion for advancing comprehensive climate-smart agriculture in Africa that will boost domestic production in the continent and enhance food security, economic opportunities, and sustainable economic growth in increasingly climate-vulnerable nations of Africa and the Middle East.

Possessing 65% of the world’s arable land, a large human capital, and ample renewable resources, the continent holds significant potential for climate-smart agriculture through approaches like solar-powered irrigation and regenerative agriculture. Governments in the continent recognize this, as 94% of Africa’s NDCs prioritize climate-smart agriculture as a key adaptation measure with mitigation co-benefits. Nonetheless, agricultural productivity and food security in Africa, notably in sub-Saharan nations, lag over their peers. The broader Middle East and North Africa (MENA) region imports 50% of food commodities, reaching ~80-90% in affluent Gulf Cooperation Countries. Already among the most water-stressed regions globally, domestic agriculture faces the challenges of limited arable land and increasing climate change impacts on limited groundwater used for irrigation. By facilitating investment in sustainable agri-food transformation in fast-growing African nations, the Initiative would thus enable Middle Eastern countries to diversify imports, tap into new commercial opportunities, and establish sustainable agri-food supply chains. This, in turn, would contribute to green jobs creation, climate action, and sustainable development in both regions.

This is where the Africa & Middle East SAFE Initiative provides a win-win proposition for the Middle Eastern countries. This technical proposition makes the investment case for two of the most popular staple crops in Africa and the Middle East: rice in Senegal and wheat in Ethiopia.

Rice is one of the most widely consumed grains in Africa and remains the most popular staple crop in Senegal. As one of the principal rice producers in Africa, Senegal also ranked high on the list of countries with the largest importation of rice with 1.1 million tons of rice imported in 2021 alone. The country’s rice production for the 2022/2023 agricultural season is projected to reach 1.36 million tons, covering only 53% of the national demand, while the rice import is be at around 1.2 million tons or 47% of the annual rice demand for the same period. In order to meet the country’s ambition of self-sufficiency in rice, Senegal aims to increase the rice yield from 3.32 tons/ha in 2022/23 – against the world’s average yield of 4.63 tons/ha in 2023/22 and projected to reach 4.66 tons/ha in 2023/24 – to 4.65 tons/ha in 2027/28, representing an increase by 40%. The total investment required over a 5-year period to support the Senegal rice market transformation and achieve self-sufficiency is estimated at USD 704 million. For Senegal to become a net exporter, the country needs more investment for rice production.

Ethiopia is the second largest wheat producer in sub-Saharan Africa, after South Africa, and in 2021 produced 6.68 million tons of grain at an average productivity of 3.04 tons/ha, which is almost 50% below the world’s average yield estimated at 4.5 tons/ha as per the 2016-2020 period assessment. To achieve self-sufficiency and be a net exporter by 2025/26, the Government of Ethiopia developed the National Wheat Flagship Program (NWFP) with the goal of expanding irrigated wheat production on a total area of one million ha in the 2022/23 and expand it annually, to reach an average productivity of 4.2 tons/ha, pretty close to the world’s average productivity of 4.5 tons/ha. The estimated total government and private costs of the NWFP is USD 1.44 billion, of which the government and development partners are
expected to contribute a total of USD 133.6 million during the five years of implementation, and the remaining USD 1.3 billion will be sourced from other investors including the private sector.

A similar analysis can be done for other main staple crops that are widely consumed across different parts of Africa including Maize (Corn), Cassava, Yam, or Sorghum. Access to affordable financing and investment-ready project pipelines for public-private collaboration remain among key hurdles, hindering efforts to unleash the sector’s potential. The Africa & Middle East SAFE Initiative is designed with two integrated, complimentary, and mutually reinforcing financing components, namely a Technical Assistance Fund and an Investment Platform. The Technical Assistance Fund – estimated at 5% of the total budget – will support project readiness activities and help countries in Africa and the Middle East develop technically and financially sound projects/programs. The Investment Platform will serve as a mechanism to engage with domestic and international finance providers to mobilize financing for the projects supported by the Technical Assistance Fund. The Investment Platform will aim to mobilize USD 10 Billion from the participating financial institutions by: (1) developing a pipeline of financeable transactions in target geographies and across the agricultural value chains; (2) providing transaction advisory services to link financeable opportunities to sources of capital and close transactions; and (3) facilitating the use of blended finance via the first-loss capital mechanism and performance grants. GGGI and partners will implement the Technical Assistance Fund. The Africa and Middle East Financial Institutions (such as African Development Bank, Islamic Development Bank, ICIEC, Africa Risks Capacity, Qatar Free Zone Authority, Kuwait Fund for Arab Economic Development, etc.,) will run the investment platform.

The Initiative aligns strongly with the achievement of SDG2 (zero hunger), the objectives of the Pan-African Comprehensive African Agricultural Development Programme by the Africa Union, and the national strategies and development plans of participating countries from Africa and the Middle East. The Initiative will also contribute to and benefit from the African Continental Free Trade Area agreement and aligned to relevant development priorities of participating countries. The Initiative will be launched on December 3, 2023, at the COP28 in the UAE, and its operationalization will be supervised by a Board representing participating countries and institutions. GGGI’s Regional Office for MENA will serve as the Secretariat for the Board of the Africa and Middle East SAFE Initiative.
تهدف مبادرة "تدعيم النظم الزراعية والغذائية من أجل التنمية الاقتصادية الأوسط" إلى توسيع نطاق الزراعة المتكيفة مع المناخ وتحويل النظم الغذائية، بهدف تحقيق الأمن الغذائي والتنمية الاقتصادية في إفريقيا والشرق الأوسط. تهدف هذه المبادرة إلى توفير ملايين الدولارات لدعم التنمية الاقتصادية والتنمية الاقتصادية في القارة، والتي من شأنها تعزيز الاستقلالية الإقتصادية في القارة والتنوع الأصغر، والسعي نحو التنمية الاقتصادية والنمو الاقتصادي المستدام في إفريقيا والشرق الأوسط.

تضم فترة إفريقيا 65% من الأرض الصالحة للزراعة في العالم، فضلاً عن رأس مال بشري كبير، وموارد متجددة وافرة. كما لدينا إمكانات كبيرة للاستثمار في الزراعة الذكية من حيث التكنولوجيا والمناهج المفيدة. ويجدر بالذكر أن الكوكب في الغالب مشركة تماماً لذلك، حيث تعتبر 94% من الموارد المتاحة للزراعة في العالم من أثر التغير المناخي. ومن ذلك، تُعد الإنتاجية الزراعية والأمن الغذائي في إفريقيا، ولٌصي حافزاً على مستوى العالم، بالإضافة إلى ذلك، تُعتبر منطقة الشرق الأوسط من أعلى مصادر في منتجات الأرز في العالم. وبالإضافة إلى ذلك، تعتبر منطقة الشرق الأوسط من أعضاء منظمةápية من آثار التغير المناخي. ومن ذلك، تُعد الإنتاجية الزراعية والأمن الغذائي من أعداد منças من الآثار، والانسحاب من آثار التغير المناخي. ومن ذلك، تُعد الإنتاجية الزراعية والأمن الغذائي من أعضاء منظمةápية من آثار التغير المناخي.

بناءً على ذلك، ستُوفر مبادرة "تدعيم النظم الزراعية والغذائية من أجل التنمية الاقتصادية الأوسط" اقتراحات نافعة للجانبين. حيث يقدم هذا الاقتراح الفني نبذة عن الحالة الاستثمارية لمحصولين من أشهر المحاصيل الأساسية في أفريقيا والشرق الأوسط: الأرز في السنغال والقمح في إثيوبيا.

ينبغي أن تكون مبادرة "تدعيم النظم الزراعية والغذائية من أجل التنمية الاقتصادية الأوسط" Trait لمنطقتي إفريقيا والشرق الأوسط. المختصر التنفيذي
وعلى نفس المنوال فإنه من الممكن إجراء تحليل مماثل للمحاصيل الرئيسية الأخرى التي تستهلك على نطاق واسع في أجزاء مختلفة من أفريقيا بما في ذلك الذرة، والكافيار، والذرة، والذرة، لذا يحدث النقص بين القطاعين العام والخاص من بين العوائق الرئيسية، مما يعوق الجهود المبذولة لإطلاق العنان لإمكانات القطاع. لقد ضمت مبادرة "SAFE" لمنطقة إفريقيا والشرق الأوسط بمقترح تمويل مهرج ومتكامل ويعزز كل منهما الآخر، وحماً " SAFE" صندوق المساعدة الفنية ومنصة الاستثمار. حيث سيدعم صندوق المساعدة الفنية - الذي يقدر مساهمته بنسبة 5% من إجمالي الميزانية - أنشطة جاهزة المشاريع. ويساعد البلدان في إفريقيا والشرق الأوسط على تطوير مشاريع/برامج سليمة تقنيًا ومالية. من جهة أخرى، ستعمل منصة الاستثمار كآلية للتوافق مع مبادرة التمويل المحلي في القطاعات، والدوليين لتأمين التمويل للمشاريع التي يدعمها صندوق المساعدة التقنية، حيث تهدف منصة الاستثمار إلى تأمين 10 مليار دولار أمريكي من المؤسسات المالية المشاركة من خلال: (1) وضع مجموعة من المعاملات القابلة للتمويل في المناطق الجغرافية المتسادة وغير سلسلة القيمة الزراعية؛ (2) تقديم خدمات استشارية للمعاملات لربط الفرص القابلة للتمويل بمصادر رأس المال وإغلاق المعاملات؛ (3) تسهيل استخدام التمويل المخاطر عبر آلية "الخسارة الأولى لرأس المال" ومنح المرتبة بالآداء. حيث سيقوم المعهد العالمي للنمو الأحدث "GGGI" وشركائه بتطوير وإدارة صندوق المساعدة الفنية، وستقوم المؤسسات المالية في إفريقيا والشرق الأوسط (مثل البنك الإفريقي للتنمية، البنك الإسلامي للتنمية، البنوك الإسلامية، البنك الإسلامي للتنمية، و"ICIEC" وأفريكا ريسك كاباسيمي، وهيئة المناطق الحرة في قطر، وصندوق الكويت للتنمية الاقتصادية العربية، وما إلى ذلك) بإدارة منصة الاستثمار. 

تتماشى المبادرة بقوة مع تحقيق الهدف الثاني لأهداف التنمية المستدامة (قضاء الفقر، على الجوع)، وأهداف التنمية الزراعية الإفريقية التي وضعها الاتحاد الإفريقي، والاستراتيجيات الوطنية وخطط التنمية للبلدان المشاركة من إفريقيا والشرق الأوسط. داء على ذلك ستساهم هذه المبادرة في تحقيق مبادرة من منطقة التجارة الحرة القارية الإفريقية وسنستخدم منها إذ تتماشى مع أولويات التنمية ذات الصلة للبلدان المشاركة. حيث سيتم إطلاق هذه المبادرة في 3 ديسمبر 2023، في مؤتمر الأطراف الثامن والعشرون (COP28) في الإمارات العربية المتحدة. وستشرف على تشغيلها مجلس يمثل الدول والمؤسسات المشاركة. وسيعمل المكتب الإفريقي لـ "GGGI" في فترة الشرق الأوسط وشمال أفريقيا كمثيل لمجلس مبادرة "تدعيم الانتاج الزراعي والغذائي من أجل التنمية الاقتصادية لمنطقة إفريقيا والشرق الأوسط."
Climate action and food security lie at the heart of achieving the United Nations Sustainable Development Goal (SDG) 2 on zero hunger by 2030. Despite holding 65% of the world’s arable land and other natural and renewable resources, food security in Africa, especially sub-Saharan Africa, is lagging behind other developing regions of the world. The wider Middle East and North Africa (MENA) region faces food import dependency of 50%, rising to ~80-90% in affluent GCC countries. Food production in MENA countries is highly vulnerable to climate change and has high greenhouse gas implications from use of energy-intensive desalinated water or agri-greenhouse setups. Therefore, investing in climate-smart agriculture in Africa, particularly sub-Saharan Africa, will offer Middle Eastern countries the opportunity to diversify imports of lower carbon agricultural commodities, tap into new commercial opportunities in some of the fastest growing economies, and establish agri-food sustainable supply chains that benefits food security in both the Middle East and Africa, all the while contributing to global climate action and sustainable development.

In the backdrop of this context, GGGI together with Institutions from Africa and the Middle East are spearheading efforts for Scaling-up Climate-Resilient Agriculture and Food Systems Transformation for Economic Development (SAFE), in order to respond to food security and climate resilient agriculture needs of the two neighboring regions. The “Africa & Middle East SAFE” initiative is a USD 10 billion public-private partnership initiative between Africa and the Middle East to mobilize investments for food security and food systems transformation solutions. The Initiative responds to the priorities of African and Middle East nations by:

Addressing food security of African and Middle Eastern countries by bringing solutions to food production challenges through technical assistance in climate-smart agricultural practices that improve livelihoods and create green jobs, and by restoring degraded agricultural land into productive farmland that’s managed in a manner that maximizes economic, social, and climate benefits.

Transforming the food systems of African countries by applying a Smart Value-Chain Approach linking increased productivity with adequate conservation and the use of green technologies for food processing supported by capacity building.

Ultimately strengthening the resilience of food supply chains by enabling Middle East-based agricultural investment firms to develop large-scale export-oriented and integrated agricultural projects on restored farmland in Africa, with a focus on staple food crops, such as wheat, maize, and rice.

Promoting South-South green technology cooperation by developing green partnerships supported by smart policies that promote the transfer of knowledge and technologies between the Middle East and Africa.
Figure 1: Pathway to impact with the Africa & Middle East SAFE Initiative

<table>
<thead>
<tr>
<th>Development Outcome</th>
<th>Intermediary Outcome</th>
<th>High Level Outputs</th>
<th>Enabling Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enhanced livelihood and food security</td>
<td>Enhanced commodities trade between Africa and ME</td>
<td>Enhanced economic development and resilience against various shocks (climate, health, economic)</td>
<td>Capacity strengthening of partners and other stakeholders (TA)</td>
</tr>
<tr>
<td></td>
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<td>Feasibility studies and business development (TA)</td>
</tr>
<tr>
<td></td>
<td>Increased green investments for a low carbon agribusiness sector</td>
<td>Improved post-harvest infrastructure and facilities</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Enhanced uptake of Climate-Smart Production and post-harvest technologies</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Joint ventures established between Middle East agribusiness investment firms, other investors and African gov</td>
<td>Pipeline developed for Food Value Chains and Water security projects and related investment secured</td>
<td></td>
</tr>
</tbody>
</table>
Pathway to Impact

The “Africa and Middle East SAFE” Initiative will be designed to enhance livelihood, food security, economic development and resilience against market and climate change-induced shocks. The primary outputs are envisioned as follows:

**Output 1:** Pipeline developed for Food Value Chains and Water security projects and related investment secured. This includes multiple interventions ranging from the holistic support provided to farmers to export facilitation to the participating Middle East countries. Additionally, under this output, a Technical Assistance Fund will be created to develop a tailored pipeline of projects ready for investment.

**Output 2:** Joint ventures established between Middle East agribusiness investment firms, other investors, and African governments. Activities within this output include the creation of joint ventures between selected Middle East agribusiness investment firms and African public and private sector companies. These activities will be facilitated by the Africa and Middle East SAFE Investment Platform. The joint ventures will aim to create or improve post-harvest infrastructure and facilities.

**Output 3:** Enhanced climate smart technology cooperation between Africa & the Middle East. Key activities include the promotion of innovative low carbon adaptation practices and technologies, climate-resilient plant varieties, smart water management technologies, as well as innovative financial mechanisms.

*Figure 2: Summary of Estimated Investment Needs and Impacts*

- **Investment amount:** ~US$ 10 Billion
  A conservative estimate assuming SIPS+CSA cost of 650 USD/ha

- **Impacted area with enhanced productivity:** 15+ million ha
  About the size of Tunisia

- **Potential import bill reduction for the 3 crops:** ~US$ 1.5 Billion/year
  ~60% driven by reduction in rice import bill

- **Potential export revenue for the 3 crops:** US$ 8+ Billion/year
  ~90% driven by increase in maize export revenue

- **Potential avoidance of GHG emissions:** 15+ million t/year
  Assuming 1 tCO₂e emission avoidance per ha per year
Modalities and Governance

The Africa and Middle East SAFE Initiative will have two integrated, complimentary, and mutually reinforcing financing components, namely a Technical Assistance Fund and an Investment Platform. The Technical Assistance Fund will support project readiness activities that aim to: (1) improve project preparation including both design- and procurement-readiness; (2) help countries in Africa and the Middle East develop technically and financially sound projects/programs; and (3) reduce start-up and implementation delays so that expected results are fully achieved and on time. The Investment Platform will serve as a forum to engage with domestic and international finance providers to mobilize financing for the projects supported by the Technical Assistance Fund. The Investment Platform will aim to mobilize USD 10 Billion from the participating financial institutions by: (1) developing a pipeline of financeable transactions in target geographies and across the agricultural value chains; (2) providing transaction advisory services to link financeable opportunities to sources of capital and close transactions; and (3) facilitating the use of blended finance via the first-loss capital mechanism and performance grants. Figure 2 below illustrates the Governance and Implementation Framework of Africa and Middle East SAFE Initiative.

Figure 3: Governance and Implementation Framework of Africa and Middle East SAFE Initiative
The Initiative will be supervised by a Board representing participating countries and institutions and composed of investors and ministries of finance and agriculture. The Board will have a sufficient level of independence and supervise the overall initiative, ensuring effective synergy between the Technical Assistance Fund and Investment Platform activities for successful implementation. GGGI’s Regional office for the MENA region based in the UAE will serve as the Secretariat for the Board while supporting the coordination between the Board, Investment Platform Institutions, and the partners involved in the delivery of the Technical Assistance Fund.
Investment Case for Wheat in Ethiopia

Ethiopia is the second largest wheat producer in sub-Saharan Africa, after South Africa, and in 2021 produced 6.58 million tons of grain at an average productivity of 3.04 tons per hectare (t/Ha, average of rainfed and irrigation) on 2.24 million hectares (2.13 million hectare rain-fed and 0.11 million hectare irrigated) by about 5.2 million small-holder farmers. Wheat demand gap in Ethiopia is 0.6 million MT per year and is growing. As a result, the country has been faced with a wheat import bill estimated to be USD 540 million annually to satisfy the local demand. According to the International Benchmarks for Wheat Production, the latest data produced in May 2022 estimated the world’s average wheat yield assessed between 2016-2020 period was around 4.5 metric tons per hectare. That is almost 50% more than the average productivity Ethiopia had been experiencing.

In 2021, the Government of Ethiopia announced that it intends to become wheat self-sufficient by 2025. To achieve self-sufficiency and be a net exporter by 2025/26, the Government developed the National Wheat Flagship Program (NWFP) with the goal of expanding irrigated wheat production on a total area of one million ha in the 2022/23 season and expand it annually. The objective of NWFP is to produce an additional 4.2 million tons of irrigated wheat at an average productivity of 4.2 tons/ha, pretty close to the world’s average productivity of 4.5 tons/ha. Bridging the demand and yield gaps will require enhancing sustainable wheat intensification on the existing rain-fed cultivation area through the deployment of proven wheat technologies and innovations. This is expected to boost wheat production by 5.4 million tons by 2029/30 season with an average productivity of 3.0 tons/ha under rainfed production and 4.2 tons/ha under irrigation. The combined total wheat production by 2025/26 season would be 9.6 million tons leading to 100% self-sufficiency.

The Government of Ethiopia (GoE) is expected to play a major role in funding the NWFP, although resources required go beyond the government budgetary allocation. Additional funding will be leveraged through public private partnerships (PPP) and private sector investments. The estimated total government and private costs of the NWFP is USD 1.44 billion, of which the government and development partners are expected to contribute a total of USD 133.6 million during the five years of implementation. In turn, the projected investment from the private sector, including farmers, agro-dealers and processors, is USD 1.3 billion. The GoE will take the lead on strategic and facilitative investments, mainly for infrastructural development and the creation of an enabling environment for the private sector to invest.
Rice is one of the most widely consumed grains in Africa and remains the most popular staple crop in Senegal. As one of the principal rice producers in Africa, Senegal also ranked high on the list of countries with the largest importation of rice with 1,100,000 metric tons of rice in 2021 alone.

Rice production in Senegal has increased steadily as the area under cultivation has expanded due to investments in irrigation infrastructure in the River Valley, which accounts for about 70% of the domestic rice production. As a result, the total rice production for 2022/2023 season is projected to be 1.36 million tons. Despite great efforts to develop the national rice farming systems, rice production in Senegal is still far below the necessary level to achieve self-sufficiency. Around 1.2 million tons of rice is expected to be imported in 2022/23, which is about 47% of the annual rice demand in the country. This high dependence on rice imports exposes the country to international market shocks with serious risks for food security.

To achieve self-sufficiency in rice production and enhance overall agricultural growth, the Government of Senegal has developed the Senegalese Agricultural Acceleration Program (PRACAS), an agricultural component of the Emerging Senegal Plan (PSE). Through the PRACAS program, the government aims to more than double the domestic rice production to 3.0 million tons by 2027/28 by increasing the adoption of climate smart agricultural practices such as solar powered irrigation systems pumps, system of rice intensification and management of soil salinity. This is expected to increase the rice yield by 40% from 3.32 tons/ha in 2022/23 to 4.65 tons/ha in 2027/28. Senegal ambitions will reach the world’s average yield which was estimated at 4.64 and 4.63 in 2021/22 and 2022/23 respectively, with projection estimated for 2023/24 at 4.66 tons/ha.

The total investment required over a 5-year period to support the Senegal rice market transformation and achieve self-sufficiency is estimated at USD 704 million, with USD 528 million required for increasing the irrigated area by 0.14 million ha using solar powered irrigation systems and expanding the irrigation networks and USD 176 million for other climate smart agricultural practices and technologies. The funding is expected to be leveraged mainly through public private partnerships (PPP) and private sector investments with the government taking the lead on infrastructural development and creation of an enabling environment for the private sector to invest.
Project Pipeline and Scalability

Two categories of projects/programs will be prioritized under the Africa and Middle East SAFE Initiative. The first category is the scale up of ongoing national and regional projects. Some examples of Category 1 projects include Ethiopia National Wheat Flagship Program, Senegalese Agricultural Acceleration Program, and Regional Cassava Value Chain Program. The second category consists of projects that are at an advanced development stage with the potential of achieving investment readiness within 12 to 18 months. Some examples include the Date Palm Program of the Great Green Wall Initiative and the East Africa Livestock Value Chain Program. As of date, the pipeline consists of the projects listed below. Over the next few months, the project pipeline is expected to grow as more countries and investors formally join the Initiative.

The Initiative will aim to maximize synergy with existing strategies and initiatives on agri-food transformation with sustainable practices, and utilize already-available learning and good practices.
Timeline

- **SEPT. 2023**: Announcement of the SAFE Initiative at the Africa Climate Week
- **DEC. 3 2023**: Launch of the SAFE Initiative at COP28 in Dubai
- **Q1 2024**: First Board Meeting for approval of proposals seeking technical assistance for the project preparation of food security and agricultural transformational projects.
- **Q2 2025**: First Africa & Middle East Investor Forum.
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