Africa Group looks for “ambitious progress” in climate change talks

South Africa: influencing multilateral negotiations and shaping the future of climate change

COP 17 | DAY 1
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COP17 and the Future of the African Common Position

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As hosts of the United Nations Framework Convention on Climate Change (UNFCCC) negotiations in Durban, South Africa will be welcoming the world to an ‘African COP’ or the 17th Conference of the Parties. In stark contrast to their counterparts in the developed world, who have assumed a more pessimistic view of what can be achieved in determining the future of the climate change regime, Africa’s negotiators have looked towards supporting expectations that ‘Durban should deliver for Africa’.

Significantly, the Africa Group is the only official negotiating coalition present within the UNFCCC. As a united Group there has been some success in shaping the direction of negotiations. This includes the push to keep the Kyoto Protocol alive. Ensuring the future of the Kyoto Protocol remains central to the Africa common position, particularly ensuring the survival of the principle of common but differentiated responsibilities and respective capabilities. This, in turn, is linked to questions of equity (whether past, present or future) in sharing the responsibility to protect the global commons. Without agreement on this, the future of an outcome that is fair, transparent and credible remains in doubt.

In the lead up to COP17/CMP7 the Chair of the Africa Group, Mr Tosi Mpanu-Mpanu (DRC), has indicated that the Africa group is looking for ‘ambitious progress in the climate change talks’. This was certainly reflected in the Group’s position in Panama (October 2011) where emphasis was given to achieving an agreement that includes a second commitment period for the Kyoto Protocol. It also gives attention to the idea of the environmental integrity for Annex 1 Parties to the Protocol. It focuses on closing the loopholes in the agreement, limiting the use of carbon markets and project-based mechanisms to 10% of commitments, and ensuring carbon credits clearly reflect emission reductions that are additional.

In line with questions of equity, the Africa Group is also calling for greater leadership from developed countries in terms of their own mitigation efforts with calls for emissions cuts to 40% below 1990 level in the next 5 years and 95% by 2050, as well as delivery on the promised fast track finance ($30bn from 2010-2012 and $100bn per year by 2020). Yet the current international context raises a number of challenges for the African common position in pursuing these aims, not least the ongoing financial crisis in Europe that has the potential to hamper the operationalisation of the Green Climate Fund.
Negotiating the future climate change regime is an inherently political process, presenting the Africa Group with perhaps their greatest challenge as they navigate the changing geo-political landscape. Achieving the Group’s ambitions will need a strong, capable and united Africa. In recognition of the importance of the common position the African Group of Negotiators (AGN) bureau was formed in June 2011 to enhance Africa’s international engagement on climate change. This is particularly significant in light of the more peripheral role the Group has found itself in following the rise of BASIC (Brazil, South Africa, India and China) at the Copenhagen negotiations. Their performance, however, will be measured on the ability of the Africa Group to maintain its common position beyond merely the broad principles that currently keep it together.

The countries that comprise the Africa Group are as diverse environmentally as they are politically. Within the Group there are the Organisation of Petroleum Exporting Countries (OPEC) states that place an emphasis on response measures. The Small Island Developing States (SIDS) are pushing for all large GHG emitters to take more responsibility in reaching the target of 1.5°C limit in temperature, while the Least Developed Countries (LDCs) have a particular interest in finance, technology transfer and adaptation. Within this mix South Africa stands out, not only as one of the continent’s largest economies but a significant contributor to GHG emissions (12th internationally).

Over the course of the numerous climate change negotiations, South Africa’s position vis-à-vis Africa has come under pressure. This was patently apparent following the emotional outburst during COP15 from former representative of the G77+China, Lumumba Di-Aping, when he posited South Africa had ‘actively sought to disrupt the unity of the Africa bloc’ (although apologies later followed).

South Africa is keenly aware that there is an element of suspicion from the continent regarding its role and position. This not only has a historical basis from Pretoria’s engagement with the continent under the apartheid regime, but is also linked to questions of South Africa’s own national interests. Since the advent of the ‘new’ democratic South Africa (1994), Pretoria has been at pains to demonstrate its commitment to the region and the pursuit of an African agenda internationally.

In the context of climate change, COP17 has been presented as a means to showcase the challenges that Africa is facing as well as the activities being undertaken in addressing these challenges through the African Climate Pavilion. In spite of efforts that support of the common position, the challenge facing ‘Team South Africa’ as both host and negotiating party is that while it is part of the Africa Group, it is also aligned with other geo-political groupings including the BASIC, IBSA, and BRICS.

The role of bloc interests, or ‘club diplomacy’, along with pressure from developed states has raised concern that international pressure may see South Africa adopt a more compromising role as it seeks to play the role of bridge-builder in an effort to secure an agreement to proclaim Durban a success. Yet, this position in myriad multilateral fora also creates opportunities to engage with parties in finding common ground and advancing an African agenda.

The course of negotiations hardly ever runs smoothly and questions will remain concerning the alignment
What prompted your early interest in the environment?

My interest in the environment began in my early teens when I used to spend afternoons exploring a nature reserve near my childhood home in Westville, Durban. By exploring this urban reserve I quickly learnt about the challenges of sustainability as I got to see the damage caused by pollution from upstream industrial areas.

Describe your first attempt to ‘save the planet’

I think it was collecting soda cans for a recycling initiative when I was 6 years old.

Favourite quote:

“I hate bullies. I stand for simple justice, equal opportunity and human rights. The indispensable elements in a democratic society – and well worth fighting for.”

– Helen Suzman (former South African opposition politician)

How did you get to the role you are in today and what advice would you give aspiring climate champions?

I was elected to parliament in 2004 as the youngest MP in South Africa’s third democratic parliament and was placed in the portfolio committee of environmental affairs. I have been there ever since. I was among the first MPs to regularly talk in parliament about climate change. In the last year, climate change has finally got the prominence it deserves in parliament.

Aspiring climate champions should be activists in their own communities.

While an international climate regime is important, there are big gains to be made at a local level irrespective of what happens at a national level.

What do you believe should be achieved at COP17?

We need to operationalise institutions agreed upon at Cancun and there needs to be finalization of the Green Fund. Obtaining a second commitment period under the Kyoto Protocol is critical, but the form this will take is not yet clear. Overall we have to maintain the integrity of the multilateral process.

What timeline is reasonable for an international agreement to be achieved? And what should this look like?

We can’t afford for an international agreement to be achieved later than 2016. A lot of people are talking about 2020, but that’s too late. It needs to be a binding and comprehensive climate change regime that includes around 85% of the world’s emissions.

What do you think the priorities for action should be emerging from COP 17?

Attaining a comprehensive climate change regime is the priority.

What is your aim within your role for 2012?

I want to ensure that commitments by the South African government in the new Climate Change Response White Paper begin to be implemented. We need to ensure correct sequencing of policy instruments, as well as policy coherence across government departments.
Imagine the year 2060. Three technological innovations have profoundly affected Africa’s development. Agricultural biotechnology has raised farmers’ productivity and significantly reduced pesticide and water use. Drug research has produced cheap and efficient diagnostic tools and treatments for diseases, such as malaria and schistosomiasis, that have hit the region hard. And Africa’s rivers, wind and sunshine produce abundant cheap and clean energy.

A rose-tinted view of the future? Perhaps. But the African Development Bank sees it as a reasonable description of Africa half a century from now. In a recent report, “Africa in 50 years time — The road towards inclusive growth”, it names technological innovation as one of three driving forces for change that will help Africa cope with challenges such as poverty, climate change and migration. The report assumes that African countries will take sustainable development paths to reach this vision. This would include an agenda of ‘green growth’, focusing on clean energy generation and sustainable agricultural and industrial practices.

Africa’s commitment to a sustainable development path depends on governments’ willingness to forego — if necessary — immediate financial gains in favour of long-term sustainability for their economies. According to a position statement recently produced by ministers on the continent, this willingness is virtually guaranteed.

Africans standing together

The continent’s common position was prepared for Rio+20, taking place 20 years after the first Earth Summit. The African ‘consensus statement’ for Rio+20 was the chief outcome of a set of meetings in Addis Ababa, Ethiopia, last month, which focused on ‘green’ development in Africa. It is due to be formally approved by African heads of state early next year. But it already outlines the African negotiating position with clarity. The statement sets a promising tone by binding African governments to take ownership of their sustainable development agendas. “We recognise that African countries are primarily responsible for driving their own sustainable development agenda,” it says. The countries also undertake to increase investments in science, technology and innovation “in order to ensure that Africa is not left behind in the race for green technologies”, and to let sustainable development priorities guide their national development plans.

Money matters

However, when it comes to the money side of things, the onus is still on developed countries to fulfil their earlier pledges and ensure that Africa’s adoption of a green development agenda does not adversely affect the continent’s competitiveness. Indeed, the demands that the African countries plan to present to the Rio+20 gathering reads like a roll call of pledges made by developed countries towards developing countries over the past decade, including the promises from the Gleneagles G8 meeting in 2005, better trade rules for developing countries and solving developing countries’ debt problems.“Despite the need to increase domestic effort, Africa alone cannot meet the sustainable development challenge, especially in the face of new and emerging issues such as climate change, and the global financial and economic crisis. We therefore enjoin the international community to meet its commitments in terms of transfer of financial and technological resources,” the statement says.

But is it profitable?

By tempering calls for financial support with the promise of a strong commitment to sustainable development, Africa’s common negotiating position presses all the right diplomatic buttons. Nevertheless, pinning hopes that developed nations will meet their aid commitments because of this promised green development choice is risky. And short-term domestic gains may be particularly at risk. Many proponents of green growth argue that the green industries will outperform businesses based on older technological solutions. But some academics argue that Africa should stay away from ‘green investment’ altogether.

Pragmatism over profit

Such studies are no doubt the stuff of nightmares at the headquarters of the Rio+20 secretariat, based in New York, USA. If ‘greening’ is seen to come at a cost to productivity, and thus to economic growth, countries — especially developing ones — will be reluctant to take the plunge and move to a sustainable development path, however necessary it may be as a long-term survival mechanism. This is why African heads of states need to emphasise the reality of the challenges facing the continent, and the moral imperative to tackle them, as much as the financial foundation to their commitment towards green development.
South Africa’s role as an agent of change

Romy Chevallier
South African Institute of International Affairs

As the host of COP17, South Africa finds itself in a significant position with the opportunity to influence the multilateral negotiations and to shape the future architecture of the global climate change regime.

A poor COP outcome, one that is low in ambition, that sees the demise of a legally-binding, rule-based structure and that does not pay equal attention to adaptation and mitigation, will have major ramifications for countries in the developing world. South Africa should use this leadership position to champion countries to support African agency, keeping vulnerable people and development concerns at the centre of the debate.

South Africa has an important task to perform in moving the discussions forward:

At the multilateral level the geopolitical landscape in which South Africa will be operating is highly complicated, exacerbated by entrenched and varying national interests. The negotiations on the legal form of a future climate change agreement have reached a stalemate. South Africa ultimately aims to uphold the integrity of the multilateral process by making progress on the unresolved issues agreed to in Bali, in 2007, especially towards a post-2012 global climate change regime, while also ensuring the implementation of the 2010 Cancun agreements.

Through rigorous preparation and strategy-building South Africa has the ability to shape the course of the negotiations. ‘Team South Africa’ will try to move beyond these North-South divisions, re-focusing the debate on substantive issues and promoting an equitable sharing of effort by countries, albeit differentiated according to capacity and capabilities. The incoming COP President has already been engaged in a series of informal consultations at ministerial, negotiators’ and stakeholders’ levels in an attempt to forge political consensus and facilitate a credible and balanced outcome. COP 17 must be built on the principles of fairness, equity and environmental integrity. The legitimacy of COP 17 will be judged on its openness and the dialogue that the South Africa government conducts with all important stakeholders, in particular with civil society and business.

The other challenge for South Africa is reconciling its domestic climate agenda with that of the region, while simultaneously pushing an ambitious international climate agenda:

South Africa’s negotiating stance is informed by numerous national and regional considerations, of which its key objective is to encompass the continent and draw those most vulnerable into the centre of the debate. This event, coined ‘the African COP’, represents an opportune moment for the continent to heighten its presence in the multilateral system. In order to do this, South Africa needs to consolidate its own competing national priorities and interests with that of its region and work alongside AU members in strengthening their common voice. The members of the Africa Group, although more organised than ever before, do have varying national priorities, defined by respective population sizes; geography; the composition of their economies and the makeup of their emissions profiles. Climate change challenges are felt locally and countries respond according to their national circumstances. South Africa can encourage the coordinated action of African countries to use their collective bargaining weight to influence these international processes.

COP 17 has put South Africa’s own mitigation commitments in the spotlight. As the host nation there is an expectation to guide by demonstration and illustrate climate leadership. This will require South Africa to complete several pending national policy processes and implement existing policies to further demonstrate the seriousness of its intent through practical action. This action needs to extend beyond showcasing its progress at COP, and be translated into real, long-term changes to the country’s industrial and energy consumption and production patterns.

ABOUT THE AUTHOR

Romy Chevallier is a Senior Researcher for the South African Institute of International Affairs’ Governance of Africa’s Resources Programme
Local communities, especially those in rural areas, are going to extraordinary lengths to cope with the challenges and surprises of climate change. Researchers, development practitioners and officials would be wise to look at these adaptations, to see what they can learn from them and to adapt their own work to be better aligned with that which local people are already doing, or have been doing for generations.

Many examples from the African continent exist, of local ways of adapting that should be taken note of:

**Nurturing reservoirs of ecosystem services**

Many rural communities have rituals and traditions which nurture ecosystem ‘banks’. These are sources of new energy after crises such as droughts, fires and floods. Well known examples include sacred pools and sacred forests found throughout the world. Less well known examples are wetlands, which act as sponges for water, refuges for wildlife and livestock during and after fires, and emergency forage. Taboo areas or species are another example where remnant habitats and populations are preserved, as the ‘seeds of renewal’ to boost recovery after a crisis.

**Falling back on traditional memories**

All over the world, examples exist where local communities, realising their vulnerability to climate and economic change beyond their control, are digging deep into the past to revive ancient practices which enabled them to cope with change. These could be re-kindling of age-old rules for hunting, water use, rangeland use, or fishing; the revival of traditional ‘codes of conduct’ for the use of grazing areas, or reviving ancestral rules about the conservation of nature’s larder such as bushmeat, honey, insects, eggs, fruit, fuelwood or timber. In the absence of rules, these common pool resources are exposed to over-use and many communities are realising this and taking action. In many cases, e.g. wildlife populations in Namibia and natural springs in South Africa’s Eastern Cape and the Machakos area in Kenya, spectacular recoveries have taken place.

**Adapting their local governance systems**

Many local communities in South Africa are taking a new look at their local governance and are putting forward innovative governance structures for co-management. These are often a blend of local traditional hierarchical and multi-layered leadership systems; municipal structures such as ward committees; and village level institutions that monitor natural resources and implement rules. In Machubeni in the Eastern Cape, local villages have come forward with a simple multi-scale governance system consisting of village committees that monitor compliance, implement rules and report to an overarching committee which meets less frequently and which consists of village representatives, local government officials, traditional leaders and provincial and national government representatives. This structure is still evolving and has yet to prove itself.

**Using modern technology in combination with tradition**

The emergence of the cellular phone in Africa has opened up a host of possibilities for organising meetings, communicating information and strengthening social networks, and is widely used by all rural communities. Innovations in erosion control, soil fertility management, crop diversification, irrigation systems, building technologies and energy conservation abound. Relying on technology can be a double-edged sword, however. Technology can introduce new vulnerabilities for local people, for example when remote communities start relying heavily on piped water systems and there are long delays in repairing these when they break down. Communities such as those at Qongotha in the Eastern Cape have realised this and have therefore vowed to continue protecting their own rivers and springs. The same adaptation is seen when a local clinic is established, and local people continue to rely on traditional medicines because of frequent shortages of modern pharmaceuticals due to theft, non-delivery and corruption.
Resolving lingering conflicts

Many traditional groups are resorting to novel ways to bury the hatchet and join forces to deal with social threats from e.g. illegal harvesters, governments and developers, but also from natural disasters such as droughts, fires and floods. Often specialised external conflict resolution experts step in to assist. This ‘strength in unity’ approach is assisting some Xhosa communities on South Africa’s Wild Coast to capitalise on government supported poverty relief projects while at the same time dealing with marauding loggers, poachers and property developers.

Forming new alliances

In the spirit of adaptive co-management, local communities, conservationists, commercial farmers and government are striving for new ways to protect ecosystem services. In South Africa’s Garden Route, commercial dairy farmers who have for decades experimented with farming with nature and coping with rising input costs by cutting down their use of chemical fertilisers and pesticides, are beginning to reach out to emerging farmers. This promising new alliance, with the Dept of Rural Development and Land Reform in support, could provide innovative models for sustainable land reform that could be replicated elsewhere. Local people have adapted to form partnerships with technologically advanced role players, e.g. the Mbotyi community campsite which channels its reservations through the website of a neighbouring hotel, or community guides who receive their clients via existing operators.

What can policy makers and development practitioners learn from this?

In looking at streamlining a more efficient policy feed in process and assessing the place of adaptation in the negotiations, many lessons can be taken from these examples. This includes providing expert facilitators who respect locally grounded adaptations. Development practitioners and ‘action researchers’ are too often eager to bring new ideas into communities, thinking that they are unable to help themselves. Research has shown that initiatives in locally-evolved adaptations have the greatest chance of success. Innovation needs to be fostered but beware of inappropriate technology. Technology as a ‘quick fix’ to climate change adaptation can be a local burden in remote rural areas where maintenance requires specialised skills or tools.

Give assistance but lighten the transaction cost. Policies and funding regulations should be modified to make it easier for communities to not only form more social alliances, but also business and intellectual alliances, with third parties.

Work on building trust, not only capacity. Local communities, government officials and commercial operators do not automatically trust one another and the departure point should be to first build relationships, then technical capacity.

Revenues are important, but ecosystem services are an excellent incentive. Local communities in rural areas know that ecosystem services lie at the heart of their adaptations to climate change, and financial incentives should aim at enabling local people for ecosystem management. Where there are societal benefits such as increases in the quality and quantity of down-stream water, then local people should share in those benefits.

Learning from local people. Many of the adaptations described above are applicable to society as a whole and, instead of regarding them as ‘backward’, policy and decision makers should pay attention and attempt to apply or experiment with these principles in promoting a more resilient and caring society.

Climate change is too big a threat to expect local communities to adapt to it on their own. Of course they need assistance. If such assistance can be provided in the spirit of mutual respect, learning and acknowledging local knowledge, insights and skills, then external interventions will have a much greater impact than well-meant hand outs, one-way technology transfers or rigid control systems.
One Planet Living - the new way of thinking about planning and development

By Sarah Alsen
Executive Director, BioRegional South Africa

COP17 is here... and with it, country representatives from around the world in Durban looking to find solutions to stem climate change - solutions that are never more urgently needed than in our host continent.

For South Africa, or any country, to remain globally competitive it must confront its resource challenges by thinking about planning and development in a new way. This means prioritising “green infrastructure” (natural areas) and the ecosystem services they provide (like flood prevention and irrigation), alongside the need for continual infrastructure expansion and improvement. It means developing a fair and green economy where people are employed in the provision and manufacturing of renewable energy technologies, local food production and the production and use of sustainable materials. The projects and initiatives which BioRegional and partners have been developing in South Africa and around the world show us how this vision can be made a reality and how it can be done cost effectively.

BioRegional has developed a framework for sustainability called One Planet Living. One Planet Living is a vision of a world in which we are living happy, healthy lives within the natural limits of the planet - wherever we live in the world - while leaving space for wildlife and wilderness. This holistic framework is proven to obtain results for towns, businesses and even for London’s 2012 Olympics. It is being used formally in 12 countries, including South Africa, and informally in many more. The framework comprises ten principles from zero carbon to equity and local economy. We are showcasing these practical projects and solutions at Cop 17 and for Rio+20.

Creating truly sustainable communities in South Africa is a key priority. Our first project here was to work with local partners, EcoCity Trust and Arup Africa, to build a sustainable community hall and housing in Ivory Park township. The housing and centre were desperately needed by the residents who helped with the construction, using many waste resources. Its completion was timed to coincide with the 2002 World Summit of Sustainable Development and was a popular inspirational sustainability project visited by many of the delegates.

This project has sown the seeds for more opportunities. Around this time it was becoming clear that developers and planners needed simple guidance for sustainability and we began to develop the One Planet Living framework. In 2005 we held our first One Planet Workshop in South Africa, at the Development Bank of South Africa (DBSA) in Johannesburg, to see how the approach could progress sustainable business; and with developer Tongaat Hulett Developments (THDev) in Durban. We have subsequently worked with THDev on the major Sibaya Precinct development and in May 2010 completed a One Planet Action Plan for its 6000 homes, six hotels and commercial space north of Durban. We are also working on a sustainable home with East Coast Architects and Stedone Homes near Durban where the show home and education centre will be open for visitors next year.

Exciting Durban-wide sustainability initiatives are shaping up too and we hope to engage with the built environment working group of the new Durban Climate Change Partnership. We are therefore very encouraged and pleased to continue working in South Africa as there is a good appetite for future proofing against our growing climate and resource challenges and we have been able to take lessons through to our partnership projects in other countries.

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Left: Ten principles of One Planet Living

1. Zero carbon
2. Zero waste
3. Sustainable transport
4. Sustainable materials
5. Local and sustainable food
6. Sustainable water
7. Land and wildlife
8. Culture and heritage
9. Equity and local economy
10. Health and happiness
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Enhancing momentum: Wales and Mbale showcase climate change partnership at COP17

Jon Townley
Head of International Sustainable Development and Wales for Africa Team

Wales and Mbale are proud to announce the showcasing of their successful climate change tree planting partnership at the launch of the Momentum for Change Initiative in Durban on Tuesday 6 December. The Wales–Mbale Tree Planting Project is a public-private scheme that has been developed in association with the Size of Wales programme, the Welsh Government’s Wales for Africa programme and the Mbale Coalition Against Poverty, which brings together District governments, NGOs and the private sector in the Mbale region of Uganda.

As members of the Network of Regional Governments for Sustainable Development, nrg4SD, Wales and Mbale work closely to showcase the success of regional climate action projects at subnational level. nrg4SD is delighted to see the Wales–Mbale project selected for the first platform of 10 ‘Lighthouse Projects’ which are beacons of opportunity, pointing the direction towards fulfilling the objectives of the Convention.

The Wales–Mbale partnership has evolved over recent years growing from a community to community link that has seen joint activities on health, education and business activity. This multi-faceted link continues to grow in breadth and depth and is the basis for the successful tree planting initiative. Apollo Mwenyi, coordinator of the link said: “The challenging part of tree planting, often overlooked by bigger projects, is to work genuinely and closely with local communities. Only by involving local communities in the work from the start can we have any hope that the trees will stay in the ground and not all be cut for firewood as soon as the project ends. The strong roots in the community that we and our partners have will ensure that this project is a success. Wales and Mbale have a long term commitment to work together on this and many other projects which grows deeper every year.”

Gumutindo is a Fairtrade Organic Coffee Cooperative with 10,000 members on the slopes of Mt Elgon in Eastern Uganda. A major impact of climate change within the region of Mbale is the damage caused to organic coffee bushes by increasing temperature and greater intensity of rainfall. A slight rise in temperature dramatically increases the incidence of disease and pest attack.

At least one million trees will be raised and planted by local nurseries by Gumutindo and other local partners. Tree species have been selected in order to shelter the developing coffee harvest whilst helping slope stabilisation, improving the soil, increasing the range of marketable crops and decreasing deforestation. A good mixture of trees are being planted and it has been essential to include fast growing varieties suitable for cutting for animal feed and firewood.

The three-year tree planting is nearly half way through and is on track to meet the target of one million trees in the Mbale area. Gumutindo has already planted 100,000 seedlings, established 14 nurseries and raised awareness to over 2000 farmers and over 10,000 community members about the positive impact tree planting can make both in the short and long term. Local communities are empowered to take responsibility for their own trees and therefore participate in tree planting and environmental management. Regular meetings between partners have become an invaluable opportunity for the different groups to share with and learn from each other. Both the Welsh Government and the Mbale Anti-Poverty Coalition carry out official reports and evaluations, creating an opportunity for in depth learning which is uncommon in the region.

The project is bringing climate change issues into the everyday conversations of local communities. The Ugandan community has benefited from the widespread Welsh interest and concern, especially the active measures taken to support Mbale on the occasion of recent tragic landslides. The Welsh has an increased awareness of the impacts of climate change and for the Welsh Government it is an important practical demonstration of the way it has embedded sustainable development as its central organising principle. The project has a huge potential to scale up in the future, continuing to raise awareness and capacity building within local communities about the opportunities of tree planting in the context of regional climate change.